



BUREAU FOR CRISIS PREVENTION AND RECOVERY (BCPR)

2002 Report on the Thematic Trust Fund for Crisis Prevention and Recovery

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1. Introduction

UNDP supports innovative approaches to crisis prevention, early warning and conflict resolution and helps bridge the gap between emergency relief and long-term development. It launched its updated strategy (DP/2001/4) for crisis prevention and recovery at a meeting of its Executive Board early in 2001. This strategy reflects the commitment of UNDP to advance the Millennium Development Goals to promote human security and to integrate immediate and strategic development responses. UNDP's focus on the development dimensions of crisis prevention and recovery aims to address the root causes of conflict and put in place the enabling institutional, economic and social conditions to address them in the longer-term.

To fulfill this role in a predictable manner and better respond to the urgent needs of countries in need of assistance for crisis prevention and recovery, UNDP established the Thematic Trust Fund for Crisis Prevention and Recovery (TTF CPR) in March 2000. This Thematic Trust Fund is implemented under Goal 5 of UNDP's Strategic Results Framework (SRF) defining UNDP's focus in special development situations. The significance of UNDP's role in crisis prevention and recovery has been affirmed through considerable resource flows, as was pointed out in UNDP's recent MYFF report: during 2000-2002, estimated expenditures in special development situations by UNDP totaled US\$817 million. Within this figure, donor co-financing stood at US\$ 718 million.¹ While the US\$ 194 million raised through the TTF during the same period represent only a portion of the resources spent by UNDP on crisis prevention and recovery, the Thematic Trust Fund has shown to be a modality flexible enough to address various crisis situations whilst also contributing to more focus and streamlining in UNDP's crisis programmes through the definition of service lines and strategic investment of non-earmarked contributions.

The data submitted by UNDP's country offices for the 2002 Results Oriented Annual Report (ROAR) confirmed the relevance of all TTF service lines, but also showed that a revision of the current SRF/ROAR to better match the TTF service lines is desirable to ensure consistent classification of outcomes across UNDP. This revision has already been started.

Management Arrangements and Allocation Procedure

UNDP's Bureau for Crisis Prevention and Recovery (BCPR) has the responsibility for Trust Fund management, oversight and policy design, reporting, substantive backstopping and implementation support. To ensure rapid decision-making indispensable in a crisis context, and unlike all other UNDP managed Thematic Trust Funds, the TTF CPR project appraisal procedure does not involve a TTF Management Committee. All programmes and projects supported by the TTF for Crisis Prevention and Recovery are appraised and approved on a fast-track basis directly by BCPR. The appraisal is guided by a selection of focus countries in need of CPR programmes. This selection is carried out in close coordination with UNDP's Regional Bureaux and takes into account the activities of the UN Framework for Coordination which focuses on early prevention of conflicts. The selection of focus countries is regularly being reviewed. Allocations are based on the following strategic decisions:

- **Scale:** While seed funding is essential to initiate a programme, the TTF should provide the critical mass needed to lend it an adequate level of relevance and credibility. Resources should be concentrated on fewer focus countries.
- **Opportunity:** When UNDP sees that a moment should be seized such as the supporting of the peace process in Sri Lanka, or the demobilization of ex-combatants in the Solomon Islands, TTF resources can be mobilized rapidly to ensure that the process can be supported in a timely manner.
- **Complementarity:** UNDP realizes that it is but one of many actors, and where a consensus can be reached on the importance of an initiative, the TTF allows UNDP to support the relief-to-recovery mandate in diverse operations that may include funds from other partners such as UNHCR, OCHA, DPA, the World Bank, and others. Project appraisal for TTF resources also requires local consultation among relevant parties involved.
- **Absorption Capacity and Accountability:** All funds that are channeled through the TTF are systematically programmed through the UNDP Country Programme, and the absorption capacity of the Country Office is a key aspect considered during the allocation process. The Bureau for Crisis Prevention and Recovery further advocates the integration of a CPR perspective throughout the country programme portfolio, rather than the setting-up of isolated CPR programmes.

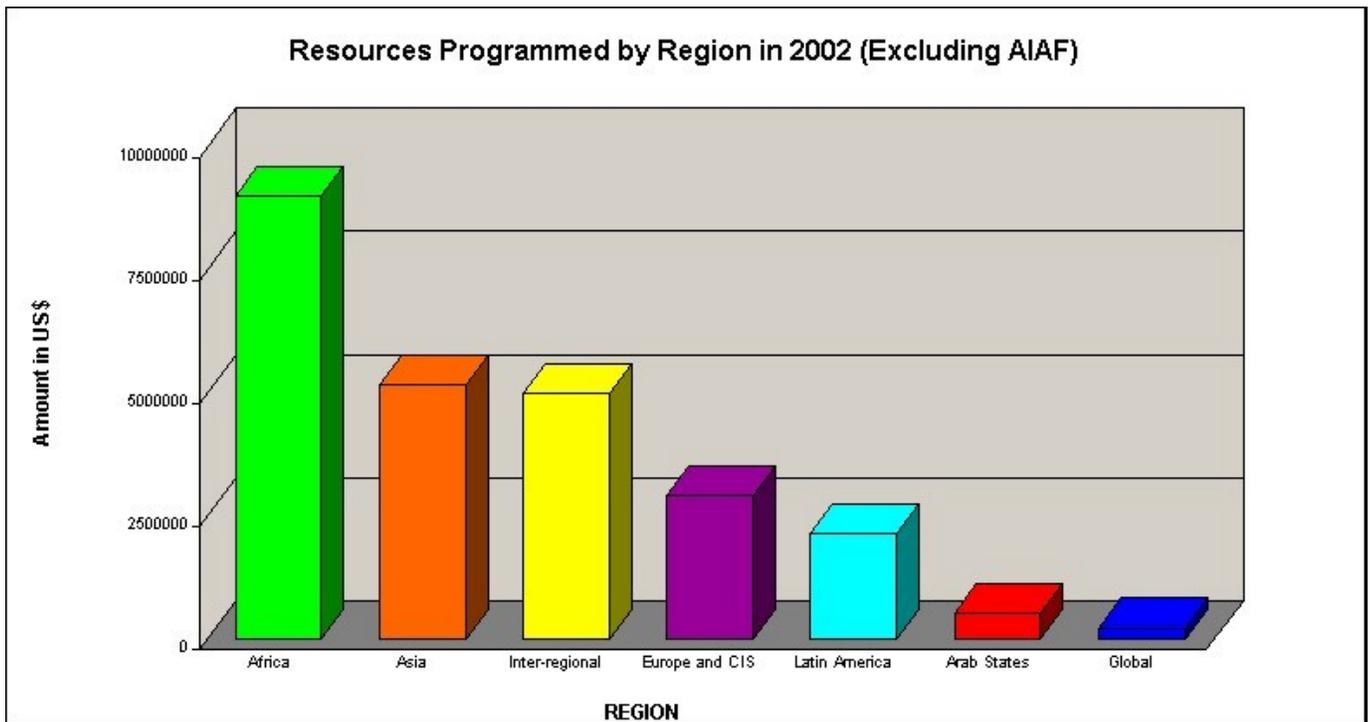
¹ DP/2003/12, paragraph 33.

BCPR established expert teams for each Service Line, and country programmes funded through the Thematic Trust Fund for Crisis Prevention and Recovery all benefit from targeted policy and implementation support by these teams. This operational arrangement helps to address the complex challenges related to the operationalization of crisis programmes, and contributes to the strengthening of the sometimes initially limited capacity of UNDP's Country Offices operating in crisis situations.

Analysis of Resources Mobilized and Programmed in 2002

In 2002, UNDP's overall visibility in the Afghanistan response, and the Administrator's role in leading the UN's support for early recovery, had a critical impact on the resource mobilization efforts around the Thematic Trust Fund for Crisis Prevention and Recovery. This is specifically true for the Afghan Interim Authority Fund (AIAF), which was established as a special window under the TTF. Because of the high priority that all donors assigned to the Afghanistan response, it has, however, been a difficult challenge to mobilize resources for other crisis situations. An encouraging sign is the increasing confidence of donors to provide un-earmarked funding to UNDP's Practice Area for Crisis Prevention and Recovery, allowing for strategic and catalytic investment. In 2002, donors contributed a total amount of US\$ 22.8 million in thematic (that is, not project specific) resources to the TTF for Crisis Prevention and Recovery. In comparison with 2001, when donors contributed a total of US\$ 8.2, this constitutes an increase of 278% in CPR thematic resources contributed by UNDP's donors. This increase is all the more important, because decisions and directives of UNDP's Executive Board only allowed for the expenditure of 5% of UNDP's core budget in 2002 for crisis prevention and recovery. However, in comparison with project specific funding, this amount remains small, and the need to continue to broaden the donor base for thematic funding, as well as to mobilize resources for forgotten crisis, continue to be a major challenge.

In line with UNDP's established priorities and mandate, the general distribution of resources under the TTF focuses on low-income countries, LDCs and the Africa region, while a proportion of the resources is used to fund global and inter-regional initiatives. In 2002, and excluding the AIAF special initiative, 36% of the TTF's resources were programmed for projects in Africa, 21 % in Asia and the Pacific, 12% in Europe and the CIS, 9% in Latin America, 2% in Arab States, and 20% for global and inter-regional initiatives. The following chart shows programmed amounts by region:



2. Substantive Report

2.1. Service Line 1: Conflict Prevention and Peace-building

The support provided under this Service Line has taken shape in different ways including through facilitating and participating in inter-disciplinary assessment/strategy missions at the country level, initiatives to integrate conflict prevention into UN programming, and support to the reorientation of country programmes.² UNDP, through its Bureau for Crisis Prevention and Recovery (BCPR), has also participated in UN-wide processes relating to crisis prevention and recovery such as Security Council debates, and contribution to UN peace-building policies and strategies and reports of the Secretary-General.

With the use of funds provided through the TTF, including a special grant by DFID for the capacity development of BCPR's Strategic Planning Unit, support has been provided to UNDP's Regional Bureaux and Country Offices in mainstreaming conflict prevention and peace-building into their development strategies and programmes, and to design and implement specific programmes where feasible. Support ranged from conflict analysis and strategic assessments (Guatemala, Nepal, Nigeria, Tajikistan, Guinea Bissau) and building national capacities for conflict resolution (in Zimbabwe, Sudan, Guyana, People's Republic of Congo and through support to WSP International³), to the mainstreaming of conflict sensitive tools in CCA/UNDAFs.

Country-Level Support to Conflict Prevention and Peace-building

The strategic assessments and conflict analysis conducted under this Service Line aim to equip UNDP's Country Offices with the necessary analytical tools for the reorientation of programmes. The assessments also feed into the programming support provided by the Bureau for Crisis Prevention and Recovery under other Service Lines of the TTF. For example in Tajikistan, the UNDP Country Office and BCPR's recovery experts used the outcomes of a conflict assessment for the development of a cross-border initiative in preventive development. Further follow-up to this assessment includes the one-year placement of a peace and development adviser to support a number of initiatives including cross-border cooperation, sub-regional thematic approaches and decentralization. The "vulnerability assessment" methodology that has been key to the successful Preventive Development Programme in Kyrgyzstan is being reviewed and updated so that the programme may expand to other areas and influence the cross-border approach.

Another example is Nepal where the UNDP Country Office reviewed its local governance programme in light of a TTF supported strategic assessment mission undertaken in May 2002. The office has sought to mainstream a conflict prevention perspective throughout its development portfolio. To assist in this effort, a senior peace and development adviser was recruited using a BCPR managed Temporary Emergency Post funded from UNDP's core resources. This deployment is an example of how TTF supported conflict assessment work can help UNDP to reorient its core resources towards conflict sensitive programming.

A strategic assessment undertaken in Guinea Bissau in November 2002 shows the usefulness of approaching a development problem of macro-economic frameworks with a conflict perspective. The assessment indicated that an emergency financial support mechanism to channel aid as well as technical support to key financial offices of the state was an urgent priority to avert the escalation of conflict. It led to the reshaping of UNDP's current governance programme in Guinea Bissau toward specific technical assistance to key ministries over the next 12 months, as well as the possible setting up of an interim mechanism to channel international aid that can help to both stabilize the macroeconomic framework and restore donor confidence. TTF resources enabled UNDP to deploy a Senior Advisor to the Country Office to support the conceptualization of this emergency financial support for the Government. The assessment further stipulated support to small arms reduction efforts and consideration of wider security and development initiatives to support the rule of law. Those international development partners that are key to this initiative including the UNCT, DPA, IMF, the World Bank and key bilateral donors were consulted with during the assessment.

TTF funded conflict sensitive planning support has also contributed to measurable results in Guatemala and Nigeria. In its 2002 Results Oriented Annual Report (ROAR), the UNDP Country Office in Guatemala reports on the consolidation of the peace and reconciliation process and its incorporation into the national development agenda as a key outcome of UNDP support in 2002. Similarly, UNDP Nigeria reports that community-based and

² Conflict Prevention and Peace-building is covered under strategic area of support 5.2.3 of UNDP's Strategic Results Framework SRF (Peace-building and the prevention of relapses into conflict with reference to the updated UNDP strategy for crisis and post-conflict situations DP/2001/4). Support under this Service Line was also programmed under strategic area of support 5.2.5 (UN system coordination in post-conflict environments).

³ Formerly the War Torn Societies Project.

national mechanisms for peaceful arbitration of disputes were strengthened. Both countries have received TTF financed technical support on conflict sensitive planning.

A TTF supported project promoting gender equality in the Republic of Congo focuses on three strategies to support the contribution of women to the peace-building process: promoting women's rights in a democracy, providing economic opportunities for women, and implementing capacity support to women's organizations. In its 2002 ROAR report, the Country Office reports progress made on the political representation of women in the Republic of Congo: a Secretariat d'Etat strictly focusing on women's issues was created in August 2002, and the creation of a parliamentary committee on women's issues is being considered by the parliament.

Mainstreaming Conflict Prevention and Peace-building

In follow-up to the SG's Report on Armed Conflict, BCPR chaired a working group of the United Nations Development Group (UNDG) on mainstreaming conflict prevention in the CCA/UNDAF. The process involved all UNDG members in addition to the SG's office and DPA. With TTF resources, UNDP commissioned an analysis of all CCA/UNDAFs from a conflict prevention perspective. This analysis provided the basis for the discussion of the working group and the drafting of a technical guidance note to Resident Coordinators. For 2003, the UNDG working group will focus on activities aimed at supporting the implementation of this guidance note through training and technical backstopping.

During 2002, UNDP and DPA developed a number of joint initiatives in the area of conflict prevention and peace-building in select countries, and a joint informal working group was formed to guide this work. For example in Guyana, DPA and UNDP undertook a joint mission to develop UN Headquarters support for the UN Country Team to assist government and civil society in addressing submerged but rising tension and violence. The mission took place under the auspices of the Framework for Coordination and was approved by the Executive Committee on Peace and Security (ECPS). A joint UN-system conflict prevention programme that resulted from this mission was subsequently approved by the ECPS, and is now being implemented by the UNDP Country Office with joint support from UNDP headquarters and DPA.

Early Conflict Prevention in Guyana

The UN programme of support to conflict prevention in Guyana is unique for a number of reasons. First, as a collaborative venture of key agencies and departments, it is multi-dimensional, that is, it encompasses political, development, humanitarian, and human rights elements. Second, it proposes a new set of initiatives aimed specifically at de-escalating tensions and enhancing social cohesion. Third, it has been developed in close consultation with local stakeholders, including members of government and civil society. Fourth, the UN Country Team in Guyana will lead its implementation with the operational support of UNDP. Hence, instead of creating new or parallel structures for carrying out prevention activities, it taps into the potential of existing resources. Fifth, to the extent it has been developed under the auspices of the Framework Team and the Executive Committee on Peace and Security, it demonstrates that UN coordination mechanisms can successfully deliver integrated strategies through the cooperation of the UN's development and political arms.

In January 2003, the ECPS endorsed the mission's report, and the Programme of Action for Guyana contained therein. Its formulation and implementation is a precedent for inter-agency and UN headquarters – field cooperation in the context of a situation-specific, multi-dimensional effort to promote both sustainable peace and sustainable development before the eruption of violent conflict. The TTF funded support to the Guyana initiative in 2002 facilitates resource mobilization for the two-year programme of action that was endorsed by the ECPS in January 2003. An initial allocation of US\$ 500,000 towards this programme has already been committed from resources of the UN's Trust Fund for Conflict Prevention.

2.2. Service Line 2: Recovery

The implementation of this Service Line is coordinated by BCPR's Recovery Unit and was supported in 2002 by a special grant from DFID, earmarked to support the Recovery Unit's capacity. In 2002, the unit responded to increasing requests from UNDP Country Offices to prepare strategic frameworks and recovery programs that link relief to development. It provided expert support to more than fifteen Country Offices, and coordinated recovery responses at the corporate level. The TTF also provided Country Offices with seed funding to build surge capacity, to design policies, to strengthen national capacity, and to begin implementation of sector-specific programs.⁴ UNDP combined these two streams of TTF funded activity, for example, in order to plan policy and programs in Sudan in anticipation of mass IDP returns, and to provide technical assistance to the Government of the Democratic Republic of Congo on national policy planning for area development, demobilization, disarmament and reintegration. Early response in these and other situations enabled UNDP and its national partners to undertake larger, integrated and sustained recovery activities that in turn are securing transitions to sustainable recovery.

Needs Assessment and Support to Community Recovery Processes

Overall, the TTF served to complement UNDP core resources and expertise, and to initiate rapid, flexible recovery action in response to diverse needs and crises. Accordingly, UNDP was able to address human security and returns of displaced people in Sri Lanka, community reconciliation in Nepal, and community recovery in Indonesia, among other situations. In 2002, the Eritrea, Indonesia, Nepal, and Sri Lanka Country Offices requested mid-term assessments and/or help to adjust post-conflict programs. TTF resources enabled the necessary technical work and also essential new elements to programming, and gave UNDP needed flexibility to respond to changing circumstances. Through support to the Post-war Eritrean Recovery Programme (PoWER) for example, TTF resources provided flexible support to early recovery activities in the war affected Transitional Security Zone between Eritrea and Ethiopia undertaken by UNDP. A US\$ 23 million programme was launched which assisted the sustainable reintegration of nearly 700,000 war affected people in Eritrea. As the situation stabilised, the UN Country Team set up a Sub-Group on Recovery, and with active support of the Government as well as of the World Bank, an Integrated Recovery programme for US\$170 Million was framed, which is now being actively canvassed before donors as part of the "4 Rs initiative" with UNHCR and the Bank.

Support was further provided to community recovery processes in Afghanistan, Bosnia, Indonesia, Sri Lanka and Tajikistan. Early response and impact of initial programs were themselves key to the generation of additional resources and partnerships. For example, following a needs assessment, strategy planning and program revisions in conjunction with BCPR, the Indonesia Country Office secured more than US\$30 million from several donors for community recovery and reintegration of IDPs. In Afghanistan, US\$13.5 million were mobilized locally for an area based development programme designed with the support of technical expertise funded through the TTF.

Increasing the Capacity of Local Partners

UNDP used TTF funds to support national and local government and civil society as they responded to crises. In the right circumstances, this is an effective way to strengthen the capacity of local and national government and civil society organizations and to reduce future vulnerability. Two workshops with national and international NGOs have been held in Asia and Africa and the results of these workshops contributed to the preparation of operational guidelines for UNDP – NGO partnerships in crisis and post-conflict settings.

Based on the conflict analysis and strategic assessment in Nepal and Tajikistan in 2002, support was provided for the adjustment and expansion of local governance and income generation programs in Nepal so as to promote reconciliation and integration, and to minimize conflict. In Tajikistan, programmes were developed targeting vulnerable border communities with a focus on access to water and basic services through participatory community development involving different ethnic groups. Consideration of cross-border needs and programming, as were identified in a Tajikistan-Kyrgyzstan workshop, lend themselves to future recovery programming, UNDP's country focus tradition notwithstanding.

⁴ Funds were programmed in line with the SRF's strategic area of support 5.1.3 (Advocacy and assistance for national and international policy frameworks that link relief to development), and 5.2.4 (Recovery processes at the community level).

UN-system Coordination and International Transition Policy Frameworks

The Recovery Unit also provided Country Offices with requested surge capacity to aid in UN system coordination in post-conflict settings, particularly related to ensuring inclusion of transition processes and strategies in UN humanitarian and recovery planning and funding appeals, and building UN-wide consensus with the government on recovery needs as, for example, in Afghanistan, Angola, Democratic Republic of Congo, Sri Lanka and Sudan.

TTF funding enabled UNDP to initiate activities in the field and headquarters that support collaboration to advance international transition policy frameworks on community recovery and reintegration. UNDP worked with the World Bank and UNHCR on the "4 Rs," (in Eritrea and Sri Lanka), with the World Bank on the Low Income Country Under Stress (LICUS) initiative (Somalia and Sudan), and the Multi-Country Demobilization and Reintegration Programme (MDRP) (Angola, Democratic Republic of Congo). At the same time, UNDP's proactive generation of lessons learned (studies on area based development, IDPs, and DDR) and participation in policy workshops such as Wilton Park and the DAC meetings were and remain key to global advocacy for policy recovery frameworks.

Rapid Deployment of Transition Recovery Experts to Country Offices

In order to address the need for specialized technical capacity on recovery strategies at the field level, BCPR established a team of transition recovery experts for rapid deployment to crisis countries. For example UNDP Indonesia sought BCPR's assistance to develop processes for community recovery. Over the last several years, latent political, social, religious and economic tensions erupted into conflict and sporadic violence. Towns and communities were destroyed, and 1.3 million Indonesians were displaced, often from the poorer and more remote parts of Indonesia, including Aceh and the Maluku Islands.

The Recovery Unit dispatched one of its senior technical experts who knew the issues, Indonesia and the local languages. Over several extended trips, the expert worked with the Country Office to reassess needs and to develop a new strategy for support. The resulting strategy for reconstruction and development places particular emphasis on the return and integration of IDPs, and on community reconciliation and resolution. The expert then helped the Country Office to adjust UNDP's existing programs accordingly, and designed additional programs that were needed. Throughout, the BCPR expert provided training and guidance to UNDP national staff that carried out the research, consultations and activities. Finally, BCPR supported the CO's presentation of the new programs to donors, who provided US\$ 30 million. The relatively modest cost of the expert's time and missions was funded by the TTF. In its 2002 ROAR report, the UNDP Country Office lists the increased capacity of political, social and economic structures to sustain processes of recovery and reconciliation and to prevent the outbreak of conflict as a main outcome of the UNDP support to Indonesia.

2.3. Service Line 3: Security Sector Reform and Transitional Justice

In 2002, UNDP used TTF resources to support the development of its Justice and Security Sector Reform (JSSR) Programme, which represents a new central approach within UNDP.⁵ UNDP has a track record of implementing JSSR programmes in countries such as Mozambique, Haiti and Guatemala and has learned that one of the prerequisites to sustaining development in crisis and post-conflict countries is the reformation of the justice and security sector in accordance with democratic governance principles. A team formed in July 2002 within the Bureau for Crisis Prevention and Recovery has taken the lead in developing JSSR policy and providing country office support, to strengthen UNDP JSSR activities and to promote accountable, equitable, effective and rights-respecting well governed justice and security services in crisis countries as part of the UNDP's broader and comprehensive long-term peace-building, reconciliation and conflict prevention strategies.

In the first six months after its establishment, the JSSR team commissioned a paper on "Enhancing Security Sector Governance", drafted a BCPR Justice and Security Sector Reform 'Primer'; and developed a BCPR Justice and Security Sector Reform 'Programmatic Approach'. TTF funding has thus enabled UNDP to develop a coherent implementation plan on justice and security sector reform that articulates the priorities, objectives and strategies, which will underpin UNDP's work on JSSR.

⁵ This Service Line was developed under SRF strategic area of support 5.2.2. (Capacity development of national institutions and civil society organisations to advance human security). The new SRF will include more specific results related to the JSSR.

Support to JSSR Country Programmes

In addition to technical advice provided to a range of countries from UNDP headquarters, TTF funding has enabled the JSSR team to offer on the ground technical support for the development of project frameworks and the mobilization of additional resources. Following a strategic assessment and support in the area of conflict analysis conducted by BCPR's prevention team, TTF funded technical support under the JSSR Service Line assisted with the development of police internal affairs/control mechanisms and the selection and recruitment of police officers in Guatemala. Support was also provided in Timor-Leste (prison and police service assessments), Haiti (civil registry and criminal procedure code), Cyprus (justice and security in post-peace developments), and Kosovo. In Kosovo, the JSSR team assisted the UNDP Office to conceptualize the setting-up of a management support department for the Kosovo Police Service (KPS). Using \$100,000 of TTF funding, the JSSR team helped the UNDP office mobilize an additional US\$ 2.5 million in support of these activities for the upcoming two years. The JSSR team and the UNDP office are further considering to conduct a survey to measure the public's attitudes to the operations of the KPS. The Slovene College of Police and Security Studies at the University of Ljubljana has been identified as a suitable partner for this survey. The JSSR team will continue to provide the UNDP office with technical backstopping. The development of a KPS community-policing programme as well as the strengthening of a Kosovar judicial inspection unit are complementary follow-up activities envisaged for 2003. In its 2002 ROAR report, the Country Office highlights the improvement of the actual and perceived security and justice situation in Kosovo as a major success of UNDP's assistance.

Building on preliminary support to the setting-up of the Judicial Reform Commission in Afghanistan by a BCPR Advisor, an allocation of US\$ 267,720 from the TTF provided the UNDP Country Office with the necessary financial resources to initiate a programme of support for the Judicial Commission. This funding was catalytic for the mobilization of US\$ 6 million and the UNDP office in Kabul is continuing to mobilize resources for support to the Commission.

Policy Development on JSSR

UNDP has coordinated its JSSR programme with other departments and agencies within the UN through the participation in the ECPS Task Force for Development of Comprehensive Rule of Law Strategies for Peace Operations. This task force discusses how to best mobilize and apply existing expertise and resources within the UN system to provide the necessary support to peace operations on rule of law issues. In addition, the JSSR team seeks to develop consensus with a number of outside organizations. For example, in association with the International Peace Academy, UNDP held a seminar with key partners in autumn 2002 on the relationship between accountability and effectiveness in sector reform programming and implementation in such countries as Indonesia, Haiti, and Serbia. TTF funding has thus helped to build consensus on JSSR policy and implementation options beyond UNDP, namely within the United Nations system and with donor countries, research institutes, and think tanks. TTF funding has also been used in preparation for an upcoming conference organized by BCPR's JSSR team and the Bureau for Development Policy with its Oslo Governance Center. The conference aims to develop complementary JSSR approaches among UN agencies, donors and non-governmental organizations.

Partnerships for the Development of JSSR Tools

The investment of TTF funding in the JSSR programme has enabled UNDP to build new partnerships with key stakeholders in JSSR, including donors, international institutions, and domestic institutions in partner countries. As part of these strategic partnerships, TTF funding has allowed UNDP to develop a series of justice and security sector tools with which reform programmes can be designed and implemented. UNDP is broadening this tool kit in collaboration with the Lawyers Committee for Human Rights (police accountability and disciplinary procedures); Correctional Service Canada (penal reform); Vera Institute of Justice (pre-trial detention); International Alert & Safer World (community policing programming and the regulation of private security companies); UNDP/BDP & OHCHR (human rights programming in justice and security sector programming); and the International Center for Transitional Justice (vetting public employees working in the justice and security sector).

The Integration of Justice and Security Sector Reform Into an Integrated Programmatic Approach

In crisis and post-conflict situations, an important lesson learned over the past decade is that justice and security sector reform is much more than building the capacities of each of the sector's institutions or redrafting the laws guaranteeing equity and due process. Recruiting and training police officers, prosecutors, judges, defense counsel, and wardens are necessary means of improving the capacity of the respective sector's institutions, but are not sufficient to enhance the public service provided by the sector. Better trained police officers, for instance, may strengthen the service's ability to apprehend alleged perpetrators, but without comparable efforts in the judiciary or corrections systems the overall effect on the security of the citizens and residents of the country will be significantly less than envisioned. Similarly, even the best laws are ineffective if judges are poorly trained and biased. It is for this reason that in crisis and post-conflict environments a reform programme must be thematic and horizontal, addressing comparable issues across the institutions of the sector in order to recognize and take advantage of the inter-dependencies of those institutions.

Reform must be based upon careful assessments to identify the linkages between the institutions of the sector that are often in need of being restructured. Part of the restructuring may involve a careful delineation of the roles and responsibilities of each of the institutions of the sector, particularly, the relationship between the police and military mandates to ensure that the armed forces or other "security services" do not insert themselves into issues of domestic law enforcement. The comparable situation applies to, on the one hand, the separation of police and corrections functions and, on the other, the methods of cooperation between the police and the judiciary. The roles and functions of the sector's institutions also need to be clarified so that each institution provides checks and balances to the operations of the others. Another element of a reform programme is the need to redesign the managerial and administrative practices of the sector with special attention devoted to financial viability, strategic planning, the provision of livable wages to those who work in the sector, and budgetary propriety. Finally, reform invariably requires that the various mechanisms by which rights are respected and civilian oversight of the entire sector is exercised must be revitalized, strengthened, and institutionalized at community, municipal, provincial, and national levels. Consequently, UNDP developed and adopted an integrated strategy for Justice and Security Sector Reform.

2.4. Service Line 4: Small Arms Reduction, Disarmament and Demobilization

In 2002, UNDP decided to convert the Trust Fund for Support to Prevention and Reduction of Proliferation of Small Arms and Light Weapons into a distinct Service Line for Small Arms Reduction and Demobilization within the Thematic Trust Fund for Crisis Prevention and Recovery. Activities under this Service Line are coordinated by BCPR's Small Arms and Demobilization Unit (SADU), which provides both seed funding and technical assistance for preparatory activities and project start-up, acting as a crucial catalyst in developing critically needed initiatives for post-conflict situations.⁶ Specific thematic criteria for the approval of TTF funding under this Service Line were developed, and they are:

- § A prevalence of small arms in circulation due to a crisis or conflict situation, and excess numbers of combatants that pose a threat to a country's sustainable development;
- § A potential to link between small arms and DDR activities to wider reintegration, area based development, and other development activities underway through UNDP and/or other agencies, based on the assumption that small arms and DDR components attached to these broader programmes bear a higher likelihood of success and sustainability;
- § Demonstrated political will on the part of the national government, and its institutions and/or other de facto centres of power and control (such as parties to a conflict following civil war), to strengthen the prospects for successful DDR and SALW activities;
- § A reasonable chance of success based on other internal (appropriate partners, state of conflict situation, legitimacy of government and leadership, etc) and external factors, which includes factors such as the extent of illicit trafficking of small arms within the region, and external involvement in the conflict.

Resources programmed under this Service Line grew from US\$ 1 million in 2001 to more than 5 million in 2002 - a growth rate of 500%. Matching funding raised after the start up of activities has, in some cases, amounted to 10 times the TTF allocation, for example in the Republic of Congo, where US\$ 350,000 in seed funding resulted in a US\$ 4.3 million project.

⁶ Support was programmed under Strategic Area of Support 5.2.2. of the SRF (Capacity development of national institutions to advance human security).

TTF resources funded the development of small arms reduction and DDR projects in fifteen affected countries/regions: Albania, Central America, El Salvador, Great Lakes, Haiti, Kosovo, Macedonia, Niger, Somalia, Republic of Congo, Sierra Leone, and South Eastern Europe, plus three global projects. The projects in Albania, Central America, Haiti and Macedonia all received funding from a comprehensive Weapons Collection, Management and Destruction Umbrella Programme managed under this Service Line. Many of UNDP's offices operating in the above countries highlight results achieved under this Service Line in their 2002 ROAR reports. One example is the office in Albania, which reports a successful shift from a pilot project on weapons collection into a programme for SALW control, and that the sustained support to weapons collection and control has led to improved public security and civil protection. Another example is the Country Office in Somalia, which reports that Somali institutions engaged in DDR activities were enhanced and that pilot schemes to increase control of civilian held firearms and micro-credit schemes for demobilized militia were developed, tested and evaluated.

Technical Assessment and Support

During the year 2002, eleven assessment missions were conducted in: Afghanistan, Haiti, Republic of Congo (focus on border area with DRC), Sierra Leone, Central African Republic, Macedonia, Solomon Islands, Bulgaria, Southern Serbia, the Balkans and the Great Lakes Region. Technical assessment is a prerequisite for the development of coherent national strategies. The assessment mission to Afghanistan has, for example, been the basis for the development of "The Afghan Interim Authority Security, Demobilization and Reintegration Framework", by the Interim Authority, UNAMA and UNDP, bringing together a multitude of national and international organizations to a complex and ambitious initiative. In addition, technical assistance was provided to small arms and demobilization projects in over twenty countries.

Regional Frameworks for Prevention, Management and Reduction of Arms

Support has been provided for the development and implementation of 5 regional frameworks for the prevention, management and reduction of arms, namely the Nairobi Declaration, the Stability Pact Implementation Plan, the Secretariat for Central American Integration (SICA), the Pacific Forum, and the West African Moratorium. Assistance was also provided to five countries and one region on amnesty laws and legislation (Albania, El Salvador, Niger, and Macedonia, Sierra Leone, SEE). UNDP has also provided leadership in the development of country/regional strategies and frameworks on DDR and arms control, which are now showing mainstreaming results (such as through the UNDAF in Kenya), internal awareness raising, and knowledge sharing.

Weapons Collection Management and Destruction

With the support of TTF funding, UNDP has been involved in Weapons Collection Management and Destruction activities in the following countries: Albania, Argentina, Brazil, Bulgaria, Central Africa Republic, Democratic Republic of Congo, Haiti, Kenya, Kosovo, Niger, Paraguay, Peru, Republic of Congo, Sierra Leone, Somalia, Solomon Islands and Yugoslavia. TTF contributions have led to the collection and/or destruction of 73,718 small arms and light weapons (SALW) and 2,158,117 rounds of ammunition and improved stockpile management of 80,712 SALW.

Over 132 community "facilitators", police, local officials, and project staff were trained on weapons collection and destruction. A global assessment has just been completed on capacity development for arms reduction – the results of which will form the cornerstone of capacity building work to be undertaken in 2003.

Disarmament, Demobilization and Reinsertion of Ex-Combatants

Successful disarmament, demobilization and alternative livelihoods and reinsertion support has been provided for approximately 11,000 ex-combatants. In the Republic of Congo alone, ex-combatants benefiting from a TTF funded project set up more than 2,600 micro-enterprises. Using priority access to reintegration benefits as an incentive to voluntary disarmament the project surpassed its initial objectives over the course of only one year, reinserting approximately 8,000 ex-combatants (original target was 4,700) and collecting and destroying approximately 12,000 weapons and explosives (original target was 5,000). In its 2002 ROAR report, the Country Office in the Republic of Congo further reports that a thorough evaluation of the circulation of small arms was completed and that public security and civil protection improved.

The Following Lessons Have Been Identified, and are Currently Used to Guide UNDP's Small Arms Reduction and DDR Programmes:

- § The fundamental inter-relationship between human security and sustainable development should constitute the central axis for programming in small arms reduction/control and demobilization, disarmament and reintegration (DDR) processes.
- § Small arms and DDR activities should complement and be coordinated with work being undertaken by other agencies and organizations in related fields in order to ensure a comprehensive approach.
- § All small arms reduction projects should be based on a participatory assessment of local realities and needs, as well as detailed analysis of the situation with respect to small arms availability, proliferation and development impacts. Additionally, a regional focus on small arms reduction should be developed, where possible, based on co-ordination and co-operation between Governments, international and regional organisations, and small arms reduction and control initiatives in neighbouring countries.
- § The restoration of community trust and confidence in police and other security forces should be prioritized in local-level interventions in order to enhance their legitimacy and effectiveness in improving security conditions. Where possible, these agencies should be responsible for actual weapons collection and destruction within UNDP projects.
- § Where possible, small arms projects should be implemented through a phased approach, whereby initial activities (through a preparatory phase) should focus on creating the conditions and the groundwork for an eventual process of voluntary weapons surrender/arms destruction (e.g. public trust and community mobilisation), and be closely co-ordinated with institutional capacity-building on small arms (e.g. weapons collection, storage and destruction, as well as development of weapons amnesty legislation). A premature weapons collection process could run the risk of failing and exacerbating the existing situation.
- § Monetary incentives for voluntary weapons surrender (e.g. cash-buyback schemes) have been proven to generate demand for weapons, and should be eschewed for non-monetary alternatives linked to the economic reintegration support package in the case of individual ex-combatants, or to community development initiatives where weapons are collectively controlled. DDR programs, therefore, should be designed and implemented in an integrated manner, to assure both efficient hand-off between program phases and synergies between program components.

2.5. Service Line 5: Mine Action

Landmines hamper development and rehabilitation activities, and threaten the immediate safety of millions of women, men and children. The Thematic Trust Fund for Crisis Prevention and Recovery has provided an important new funding modality for UNDP's mine action projects and has helped to streamline the mechanisms for funding projects and reporting back to donors. BCPR's Mine Action Team recognizes the added value of utilizing a thematic process to track donor contributions and implement a comprehensive resource mobilization strategy around a distinct Service Line. In addition, several Country Offices where BCPR supports mine action projects have recognized that the TTF provides an important means of mobilizing non-core resources and disbursing funds in a simplified and rapid manner. In 2002, the TTF has become an important new vehicle to fund UNDP mine action projects, in addition to traditional cost-sharing and trust fund arrangements and regular core resources.

UNDP mobilizes approximately \$30 million a year of non-core contributions for mine action projects. Donors have traditionally funded specific projects rather than providing un-earmarked funds for mine action. With the introduction of the TTF, however, some donors have recently provided thematic funding, which has increased the Mine Action Team's capacity to make strategic investments in support of country programmes. In 2002, all 20 of UNDP's mine action programmes received technical support through the Mine Action Capacity Building Project, which is funded through the TTF. Twelve of these countries also received TTF allocations: Albania, Angola, Azerbaijan, Bosnia and Herzegovina, Cambodia, Chad, Croatia, Eritrea, Guinea-Bissau, Laos, Mozambique and Somalia. In all instances, the TTF has enabled the Mine Action Team to strengthen its partnerships and collaboration with donors and Country Offices on resource mobilization activities. The reasons typically given by mine action donors for supporting the TTF are the centralized management of disbursements of funds and the streamlined reporting procedures, including more rapid preparation and dissemination of reports.

The process of allocating donor funds to mine action projects involves close collaboration between the Mine Action Team, donors and the Country Offices, which in turn work closely with the governments of mine-affected countries to assess priority needs. Mine action projects fall into three general categories: (a) countries that have recently emerged from crises and which require immediate assistance with project formulation; (b) countries

where projects have been formulated and implemented, but where there is an increased need for funding, training and development of exit strategies; and (c) countries that have mature mine action programs that have either been handed over to national authorities or will shortly be handed over, and which require further financial support. In assessing which projects to support through the TTF (and through other funding modalities), the Mine Action Team considers the immediate humanitarian impact of mines on local populations, the potential links between mine action and other development activities, the high likelihood of success and sustainability of mine action projects, and the demonstrated commitment on the part of host governments.

The Mine Action Service Line within the TTF highlights the key objectives of UNDP's mine action community, which are reflected in the following three strategic areas of support within UNDP's Strategic Results Framework.

Advocacy and Assistance for National and International Policy Frameworks that Link Relief to Development⁷

One of the underlying objectives of BCPR's Mine Action Team, in line with the Secretary General's policies, is to promote ratification and implementation of the Ottawa Mine Ban Treaty. In this regard, the Team has worked closely with all mine action programmes over the past year to encourage national governments to accede to the Treaty or, in those instances where ratification or accession has already happened, to comply with Treaty obligations. One of the practical indicators of success in this area has been the destruction of landmine stockpiles in several countries where UNDP supports mine action. These countries include Chad and Mozambique, which became the first countries in Africa to destroy their stockpiles in 2002, and Thailand, Yemen, and Ukraine, where a mine action project to destroy that country's stockpiles of about six million PfM mines is currently underway. The Chad and Ukraine projects were funded through the TTF.

Capacity Development of National Institutions and Civil Society Organisations to Advance Human Security⁸

UNDP's mine action support programmes are fundamentally geared toward capacity development in the area of mine action response management. BCPR's Mine Action Team provides an in-house capacity to respond to the rapidly growing demand from mine-affected countries for management and technical assistance and training, and resource mobilization support, in developing national and local capacities to manage the landmine problem on their own over the long term. The Team has had particular success in expanding national capacities in several countries with established mine action programmes, and it has been instrumental in supporting the establishment of new programmes where conflicts have recently ceased.

Three examples of successful mine action capacity development programmes are Angola, Somalia, and Cambodia. The Angola Country Office reported in the 2002 ROAR that UNDP support expanded the country's national capacity for mine action and that this capacity was particularly strengthened through the collection and dissemination of mine action data at the provincial level. The Somalia Country Office reported that the establishment of Mine Action Centers in Baidoa and Puntland contributed toward the expansion of national mine action capacities, including public awareness of the unexploded ordnance (UXO) problem. In Cambodia, the Country Office reported that national capacities were improved through the introduction of quality control, information management, and licensing and accreditation systems.

Among the Mine Action Team's greatest successes have been its Management Training Courses, which have provided basic and advanced management training to more than 250 national senior and middle mine action managers from over 20 countries. In 2002, the courses were partially funded through the TTF. The courses, which provide basic and advanced management training skills to senior- and mid-level managers, have added an important new dimension to UNDP's effort to develop national capacities to address the landmine problem in an effective manner. The original model that was developed in the late 1990s has now been applied on a regional and country basis. Donors have been extremely supportive of the courses, recognizing the added value that they bring to mine action programmes, particularly in helping to promote more effective utilization of resources.

Recovery Processes at the Community Level⁹

All the mine action projects funded through the TTF (as well as other projects funded through the cost-sharing modality) have succeeded in reducing the physical, social, and economic effects of landmine and UXO contamination. In all cases, these projects have aided the rehabilitation of landmine victims and mine-affected

⁷ SRF strategic area of support 5.2.1.

⁸ SRF strategic area of support 5.2.2.

⁹ SRF strategic area of support 5.2.4.

communities and the recovery of local economies by opening up agricultural land and other economic activities through various mine action activities.

Mine Action Success and Learning Stories

Since its early involvement in mine action, UNDP has helped mine-affected countries develop national capacities to address the landmine problem on their own. UNDP has successfully adapted its mine action model in 20 mine-affected countries. Two specific success stories are Croatia and Yemen.

Croatia

UNDP has supported the Croatian mine action programme for several years and is currently phasing out its capacity building project. The national Croatian Mine Action Centre (CROMAC) is managing all mine action operations with limited support from UNDP, primarily in the form of assistance in developing long-term strategies and national mine action standards.

Yemen

UNDP has been involved in supporting Yemen's mine action programme for several years. In close partnership with key donors, UNDP has helped establish an effective national capacity that has achieved significant results to date. The first comprehensive Landmine Impact Survey was conducted in Yemen. The results of the study, which helped to determine the scope of the mine problem in the country, were used to develop an impact-based strategic plan. This plan, in turn, helped national authorities prioritize the mine action programme's approach to the mine problem. UNDP is currently supporting a four-year Government effort to clear all high-impact communities and address the medical and socio-economic reintegration issues of mine victims. UNDP plans to phase out its current capacity building project over the next two years, after which the Government will assume complete control over its own program. In its 2002 ROAR report, the UNDP Country Office reported that 2.5 million m² of land were returned to productive use in Yemen and that 70% of high-impact communities were cleared of mines and UXO. Casualties dropped by 60% and in all 14 high-impact communities, mine risk education rates increased by 80%.

2.6. Service Line 6: Natural Disaster Reduction

In response to the UN Secretary-General's Programme for Reform, which transferred to UNDP the responsibilities for operational activities for natural disaster mitigation, prevention and preparedness, UNDP established the Disaster Reduction Unit in 1997 as a specialised facility (now part of BCPR) to provide sustained support to the network of UNDP Country Offices and Member States in disaster risk reduction. Its operations and programmes are carried out by pooling resources from UNDP's core programme funds, a biennial contribution from the UN Secretariat, and donor contributions via the TTF. The combination of the three enables UNDP to address the three strategic areas of support included under goal 5 of the Strategic Results Framework: policy development and advocacy on risk reduction; disaster reduction capacity development; and support to UN system coordination for natural disaster response and recovery.¹⁰

As part of the overall funding mechanism for activities initiated throughout the disaster cycle, (preparedness, prevention/mitigation, response and recovery) TTF funds play a key role in supporting capacity building and recovery activities. While the emergency response grants funded by UNDP's core resources provide an early resource for generating recovery planning efforts, these are then fully developed and funded from TTF resources. The creative combination of UNDP core resources with TTF, and in some cases third-party cost sharing, serves to keep UNDP fully engaged throughout the entire disaster cycle. This continuous engagement has considerably improved UNDP's understanding of the core issues relating to disaster reduction and allowed for more appropriate programming and concrete results under the Disaster Reduction Service Line.

Disaster Reduction Strategies and Capacity Building Programmes

A special grant by DFID for BCPR capacity in the area of natural disaster risk reduction, provided for more than 50% of UNDP's disaster reduction staff, including a geographically dispersed team of Disaster Reduction Advisors strategically located in key geographic nodes worldwide. This strengthened decentralised presence has allowed for the expansion of the capacity development portfolio and significantly increased UNDP's capacity to provide improved monitoring and reliable technical backstopping for disaster reduction initiatives worldwide.

¹⁰ 5.1.1, 5.1.2, and 5.1.3 in the SRF.

In addition, it also enabled UNDP to spearhead and provide the lead for emerging contemporary themes such as Integrated Climate Risk Management, which is currently promoting the convergence and integration of adaptation to climate change into the disaster reduction agenda in the Caribbean and Asia. Discussion surrounding these themes is also facilitated through sub - regional knowledge networks that have been initiated in these regions with TTF resources.

In response to a GA request to increase the capacity of regional organisations to respond to natural disasters, TTF funds have been utilized to support capacity building efforts of a number of disaster reduction regional organisations such as CEPREDENAC in Central America, CDERA in the Caribbean, SADC in Southern Africa and the Stability Pact in South Eastern Europe. TTF resources have allowed UNDP and other partners to support CDERA in the development and implementation of a Comprehensive Disaster Management Strategy for the Caribbean and the strengthening of CDERA to spearhead the implementation of this at the regional and national levels as well as a regional strategy for the CEPREDENAC countries. In September 2002, UNDP utilized TTF funds to support a three-day Expert Group Meeting and brainstorming session on the Roles of Regional Organisations and Networks in strengthening capacities for disaster reduction. At the national level, TTF funds have been used to provide continuous support to central and local risk reduction activities in Guatemala, Belize, Honduras, El Salvador and Nicaragua. TTF resources continue to fund national and local capacity building activities in Haiti, the English speaking Caribbean (Barbados), Cuba and Jamaica. Nicaragua and Haiti have succeeded in approving disaster reduction national strategies. In Afghanistan TTF resources were used to cost -share a national programme, which rehabilitated houses affected by the Nhareen earthquake. In Bangladesh it supported capacity building within the National Disaster Management Bureau. In Central Asia and India TTF funds have been utilized to initiate regional drought initiatives, and in Europe and the CIS it supports the implementation of a successful capacity building project in Albania. The catalytic effect of this support is crucial. For example the Country Office in India reports in its 2002 ROAR that a multi-donor framework was catalyzed by UNDP for the Government's framework for vulnerability reduction, and US\$ 10 million were mobilized.

Response to Sudden Crisis and Post-disaster Recovery

Recovery frameworks and ensuing programmes were developed for Afghanistan, Bolivia, DRC/Rwanda, India, Iran, Senegal and Southern Africa. In several of UNDP's response initiatives the relief to development linkage is strengthened by building a foundation for longer term risk reduction and sustained human development through the inclusion of capacity building and risk reduction and recovery elements in several of the emergency response initiatives. Countries such as Argentina, Chile, China, Czech Republic, Ecuador, Jamaica and Mexico have benefited from this. The Country Office in Ecuador, for example, reports in its ROAR that the vulnerability of communities affected by natural disasters was reduced through the implementation of reconstruction projects, which incorporate risk reduction elements.

Policy and Advocacy

In 2002, TTF resources were utilized to assist Small Island Developing States (SIDS) to develop a partnership framework for cooperation in risk reduction focusing on the social, economic and environmental vulnerability. TTF resources have been used to produce the World Vulnerability Report, a major policy and advocacy contribution, which will be launched in mid 2003. The Report highlights contemporary trends in the evolution of natural disaster risk and vulnerability patterns and advocates the role of relevant policies and strategies for reducing disaster risk. It contains a pilot Global Index of Risk and Vulnerability, developed with technical input from UNEP, and Columbia University.

The ultimate objective is to mainstream disaster reduction into development and post-disaster recovery. TTF resources have been utilized to assist Nicaragua and Haiti to develop and approve national disaster reduction strategies. In the case of the British Virgin Islands through the National CDM strategy process, TTF resources have facilitated the integration of this strategy into the National Integrated Development Strategy; Bolivia and Albania have defined legal and institutional frameworks; and India has successfully mainstreamed disaster reduction into regular UNDP country programming.

The TTF has been a key contributor, instrumental in achieving UNDP's corporate goal in 2002. TTF resources provided an opportunity to supplement UNDP's seed resources to fully fund programmes. However, resources for capacity building for disaster reduction and for transitional recovery initiatives continue to be very scarce, in fact, a very small percentage of those made available for emergency relief and long-term reconstruction. In the context of the recently adopted International Strategy for Disaster Reduction (ISDR). UNDP will endeavour in 2003 to attain a breakthrough in donor commitment to this Service Line.

Comprehensive Disaster Management in the Caribbean:
“Towards Consensus and Cooperation to Mainstream Risk Reduction into Development”

In the English speaking Caribbean, US\$121,650 of TTF funds supported a successful cost sharing initiative with the USAID's Office of Foreign Disaster Assistance (USAID/OFDA), the UNDP Office for the Eastern Caribbean, and the Caribbean Disaster Emergency Response Agency (CDERA), to develop a Comprehensive Disaster Management Strategy (CDM) for the Caribbean region and to strengthen CDERA to spearhead its implementation and promotion at the national level. The major objective of the strategy is to enhance sustainable development in the Caribbean by integrating CDM into the development process of CDERA member states. It was developed through interactive dialogue among key stakeholders in the public and private sectors, donor and multilateral organizations, civil society and multi-level financial institutions operating in the region.

TTF resources specifically funded an institutional review of CDERA to determine its capacity to spearhead the implementation of CDM at the regional level and to support national level implementation. Nine national CDM consultations conducted during 2002 with the support of TTF funds have been characterized by high-level participation of the political leaders, including Heads of Government with senior decision makers from the public and the private sectors. Already seven countries have drafted national CDM strategies and in the British Virgin Islands (BVI) the government has begun to integrate the CDM process into its National Integrated Development Strategy.

The CDM strategy has been officially approved by the Caribbean Community (CARICOM) and regional stakeholders in 2002. The Donor Community working in the Caribbean has been very supportive and active in its development and has since agreed to fund disaster reduction initiatives for the Caribbean within the context of the priorities identified in the CDM strategy. Since its adoption and official endorsement, more than \$5 million in additional funds have been leveraged from the governments of Japan and Canada, The European Community Humanitarian Office (ECHO), the Inter-American Development Bank (IADB), The Caribbean Development Bank and USAID/OFDA. UNDP continues to provide additional TTF resources to support institutional strengthening and legislative systems required for successful national level implementation.

2.7. Service Line 7: Special Initiatives – Afghan Interim Authority Fund

The challenges of Afghanistan's reconstruction called for an unprecedented response by the international community. Following the Bonn Agreement signed in December 2002, the Special Representative of the Secretary General for Afghanistan, Ambassador Lakhdar Brahimi, and donors called upon UNDP to set up a flexible mechanism for quick resource mobilization, immediate disbursement and initial institution building. The aim was to support the newly established Afghan Interim Authority during its six months tenure prior to the holding of an Emergency Loya Jirga, and prior to the establishment of financing modalities for longer-term budget support and reconstruction efforts.

Under the overall leadership of the SRSG and within the framework of the UN integrated Assistance Mission for Afghanistan (UNAMA), UNDP established the Afghan Interim Authority Fund (AIAF) designed to be sufficiently flexible to cover all reasonable costs associated with start-up and operational costs of the Interim Authority. Donors generously contributed US\$73.4 million to pay for the most pressing needs of re-establishing the civil service, including recruitment, salary payment, winterisation of government buildings, procurement of office equipment, and other recurrent costs required to sustain the functions of the new Authority. Contributions to this Service Line also include a special grant for the Ministry of Women's Affairs.

From January to July 2002, salary payrolls were re-established for all 32 provinces of Afghanistan, salary payment control systems were installed, finance staff was trained, including in ICT-related skills, and emergency repairs were completed for 30 ministerial offices of the Afghan Interim Authority. The AIAF further supported the commissions created under the Bonn Agreement, including the Emergency Loya Jirga that endorsed the Transitional Administration led by President Hamid Karzai. The Emergency Loya Jirga was fully funded by the AIAF. Support included conference planning and management, the rehabilitation of the Kabul Polytechnic where the Loya Jirga took place and a major airlift, which transported regional delegates to Kabul.

In accordance with the exit strategy devised for the AIAF prior to its establishment, the fund ceased operations after the successful conclusion of the Emergency Loya Jirga and the installation of the Transitional Administration. Budgetary support for the Transitional Administration was taken over by the Afghanistan

Reconstruction Trust Fund (ARTF) jointly prepared and managed by the World Bank, the Asian Development Bank, the Islamic Development Bank and UNDP, and administered by the World Bank.

Based on the successful experience of the AIAF, UNDP institutionalized its commitment to provide operational support to UN peace operations and to engage in special initiatives in support of transitional governments. A permanent Service Line was established under this Thematic Trust Fund for Crisis Prevention and Recovery as a standing modality for launching special initiatives at the request of the international community.¹¹

2.8. CPR Practice Development and Knowledge Networking

The establishment of a Practice Area for Crisis Prevention and Recovery (CPR) constitutes a commitment by UNDP to strengthen its capacity in the field. Special grants by DFID and the Government of Italy contributed to the funding of expert staffing needs of the Bureau for Crisis Prevention and Recovery, including towards BCPR's Operations Cluster and Strategic Planning Unit, which used this special capacity funding to provide Country Offices operating in crisis situations with targeted policy, technical, administrative and human resources support.

CPR Practice Development

November 2002 marked the first year since the establishment of the Bureau for Crisis Prevention and Recovery in UNDP. In order to review the contribution of the Bureau to the development of Crisis Prevention and Recovery as a UNDP Practice Area and to ensure a field-driven consolidation of BCPR's services, a compact meeting with 21 Resident Representatives, senior management from UNDP Headquarters, and representatives from DPA, DPKO and OCHA was held in Rome at the invitation of the Government of Italy. The meeting had both an internal and an external dimension. Internally, the participants examined ways for UNDP to better respond to crisis-affected situations. More broadly, the meeting reviewed the achievements made since the Rome Compact of April 2001 and the subsequent establishment of the Bureau for Crisis Prevention and Recovery, and evaluated BCPR's contribution to the conflict prevention and peace-building efforts of the larger United Nations system.

Knowledge Networking

A UNDP Crisis Prevention and Recovery Knowledge Network was set-up to strengthen the CPR Practice Area through internal networking and exchange, referral systems, easy access to CPR related information and knowledge, and substantive discussions and development of knowledge products such as Lessons Learned. Within only six months, the network has grown to UNDP's second largest knowledge network. 438 members were counted at the end of 2002 and membership is continuously growing. The network covers all regions, and approximately 70% of its members are stationed in Country Offices.

CPR Capacity Development through Training

The Strategic Planning Unit of BCPR has developed a comprehensive CPR training module for corporate training courses as well as for the UNDP Virtual Development Academy, which has 120 participants from UNDP Country Offices all over the world. In addition to that, 110 programme staff, 28 Deputy Resident Representatives and 23 Resident Representatives benefited from training courses on CPR basics. Together with OCHA, BCPR further organized two workshops on the Consolidated Appeal Process (CAP) and resource mobilization tools for transition situations. Based on the outcomes of the workshop, BCPR drafted Country Office guidelines to improve UNDP's participation in the CAP and in Transitional Appeals. Within the context of BCPR's work on gender in CPR, training initiatives such as training for Italian Peacekeepers on "Gender, CPR and Peacekeeping" as well as a joint UNIFEM/UNDP workshop on "Gender and Conflict" were supported with TTF resources.

To respond directly at the field level to the training needs of Country Office staff and in direct relation to their programming work, BCPR has also prepared regional practice workshops on Crisis Prevention and Recovery issues. These workshops are designed to equip UNDP field staff with a better understanding of main CPR issues relevant to their projects in the region and help to create a critical mass of UNDP staff with sufficient skills, knowledge and capacity to respond to the challenges of development programming in a crisis context. The workshops are being implemented in close cooperation with UNDP's Regional Bureaux, Country Offices and the Sub-regional Resource Facilities (SURFs) of the Bureau for Development Policy. Based on preparations in 2002, three are scheduled to take place in 2003 (in Eastern Europe, Arab States and Africa).

¹¹ The objectives of this new Service Line have been included in UNDP's revised SRF.

Strengthening the CPR Human Resource Base of UNDP Country Offices

Major efforts have been made to support the human resource needs of Country Offices in crisis situations. The expectations linked to the establishment of a Human Resource Service Center within the Bureau for Crisis Prevention and Recovery are increasingly met through the identification of candidates, vetting of expertise, rapid recruitment and crisis specific performance appraisal. In view of limited core resources, pressure is mounting on BCPR as the responsible office for crisis prevention and recovery to provide additional human resource capacity to UNDP Country Offices in crisis situations. With the aim of facilitating efficient and effective technical human resource support to country offices in crisis, the TTF-supported Human Resource Service Center embarked on a joint initiative with United Nations Volunteers (UNV) called the BCPR/UNV Rapid Development Facility. The initiative began in 2001 with the training of 30 carefully selected UNVs on UNDP's CPR mandate and operations. There are currently 14 UNVs serving in different country offices under this facility. These countries include: Angola, Sierra Leone, Democratic Republic of Congo, Nicaragua, Macedonia, Afghanistan, Sri Lanka, Malawi and Zambia. Drawing from the success of the pilot implementation phase, which also benefited from an allocation of Trac 1.1.3 core resources by UNDP, UNV and BCPR have embarked on a second phase of the project, aiming to respond to the increased demand from UNDP Country Offices through the extension of contracts and the planning of new deployments to other countries. In 2003, the TTF is being used to help fully fund phase two of the Rapid Deployment Facility. One key objective is to strengthen the capacity of UNDP's Country Offices in Southern Africa in response to the complex regional crisis of food insecurity, HIV/Aids and depletion of government services.

Strengthening UNDP Country Offices through the BCPR/UNV Rapid Deployment Facility

Following armed conflict between ethnic Albanian and Macedonian forces, which ended with the signature of the Ohrid agreement in 2001, confidence building is one of UNDP's priority areas of work in the Former Yugoslav Republic of Macedonia (FYROM). After having received training from BCPR, a UNV arrived in April 2002 in Macedonia as a UN Volunteer and has, since then, been a central figure in the initiative "Small Arms Control in Macedonia (SACIM)", a project initiated by BCPR's Small Arms and Demobilization Unit and the South Eastern Europe Clearing House for the Control of Small Arms and Light Weapons (SEESAC). "I completed several training sessions on crisis and conflict management but it is only when you are facing the real situations that you realize the impact you can have on the people's life and that is the biggest challenge and reward", reports the UNV. BCPR's Small Arms and Demobilization Team continues to provide him with technical guidance and support. The UNDP Resident Representative in FYROM recognizes his contributions: "His commitment is essential for the office's functioning. The UNV has added crucial competency and capacity to this office. Reconciliation, small arms, and security was his agenda from day one".

3. Problems and issues encountered in the management of the TTF

Prior to the establishment of the Thematic Trust Fund for Crisis Prevention and Recovery, UNDP had already gained experience in the management of thematic funding for crisis response. The implementation of Trac 1.1.3 under UNDP's core budget, a budget line specifically created for crisis response, as well as the management of the Trust Fund for Crisis Post-Conflict Countries, and the Trust Fund for Countries in Special Development Situations, provided the newly established Bureau for Crisis Prevention and Recovery with an ample repertoire of lessons learned. In 2002, a main area of work has been the streamlining of the Thematic Trust Fund for Crisis Prevention and Recovery with UNDP's other Thematic Trust Funds, and the preparation for the inclusion of all BCPR managed Trust Funds and Sub-Trust Funds (a total number of 26) under the framework of one Thematic Trust Fund for Crisis Prevention and Recovery. The financial rollover took place on 1 January 2003. The integration of the 26 Trust Funds and Sub-Trust Funds under one framework provides BCPR with a mechanism for better oversight, and it also allows for more flexibility in the administration of un-earmarked funding.

While the management and implementation of thematic funding for specific Service Lines could build on experience gained through the management of predecessor funds, the Country/Regional Window of the TTF was established as an entirely new modality. It encourages UNDP Country Offices to use the TTF framework for their resource mobilization efforts, and aims to consolidate, both from a substantive and financial point of view, UNDP's global and local efforts to mobilize and use non-core resources for conflict prevention and recovery programmes. It was soon realized that the successful implementation of the Country/Regional Window would require a concerted effort of outreach and training for UNDP's Country Offices. This process has started with a TTF introduction conducted for UNDP's Country Office in Afghanistan and for Mine Action Project Managers

working in 20 of UNDP's Country Offices. A systematic effort of outreach has also been launched through UNDP's practice network for crisis prevention and recovery. These efforts have led to a small number of contributions mobilized through the Country/Regional Window in late 2002, and allocation in early 2003. Outreach and training on the streamlining of UNDP's crisis response through the Service Lines and the Country/Regional Window of the Thematic Trust Fund for Crisis Prevention and Recovery will continue in 2003.

This TTF annual report draws on the UNDP corporate planning and reporting scheme for results based management - the SRF and ROAR. While the current TTF service lines all contribute to achieving UNDP's SRF goals, the TTF service lines are not always included as identical areas of support in the current SRF (as was also shown in the above sections on specific service lines). The CPR practice evolved significantly since the formulation of the SRF, and the TTF service lines have been updated accordingly. It was recognized that the TTF service lines should be made consistent with the SRF/ROAR format to allow for coherent reporting and impact analysis. The SRF/ROAR is currently being revised for the 2004-2006 period to better accommodate reporting under the TTF service lines and to further align country level reporting around UNDP-wide practice architecture. An analysis of the 2002 ROAR data confirmed the relevance of all TTF service lines: for all service lines, outcomes were reported in the ROAR. 32.6% of the CPR outcomes reported in the ROAR were reported under service line 2 (Recovery), 28.8% under service line 6 (Natural Disaster Reduction), 18.2% under service line 1 (Conflict Prevention and Peace-building), 8.3% under service line 3 (Transitional Justice and Security Sector Reform), 6.8% under service line 5 (Mine Action) and 5.3% under service line 4 (Small Arms Reduction, Disarmament and Demobilization).¹² According to BCPR's analysis, this distribution does not reflect the lack of small arms and demobilization or mine action programmes. Rather, the reason seems to be that country offices prefer a strong development dimension in their CPR work, and have thus often folded security-oriented service lines and projects under broader recovery frameworks (and therefore reported on under service line 2). To ensure accurate and consistent measurement of results achieved against indicators such as "increase in volume of weapons collected, controlled and destroyed, with diminished humanitarian and development impacts" or "reduction in demand for weapons within target zones, especially by ex-combatants" and "increase in the amount of agricultural land, residential areas, and public utility and infrastructure projects returned to economically viable use, as a direct result of mine clearance operations", BCPR needs to increase its outreach and advice to country offices on how to optimize ROAR reporting on CPR.

Developing programmes in crisis countries with Governments that usually have a very low absorption capacity, and implementing in collaboration with Country Offices whose capacity is initially often limited due to the small number of core funded field positions available to UNDP, remains a continuing challenge. In order to further improve the performance of the TTF for Crisis Prevention and Recovery, BCPR will lead and support a concerted organizational effort to help these offices build the necessary programming capacity for the implementation of non-core resources mobilized through the TTF for Crisis Prevention and Recovery. This being said, it should be noted that the implementation of projects funded through the TTF rely critically on the contribution of UNDP's Country Offices, and none of the successes of the TTF would have been possible without the dedication and commitment of UNDP's field staff deployed to crisis countries where they often work under precarious conditions.

¹² Since the new service line "Special Initiatives for Countries in Transition" was implemented in 2002 by BCPR, it is not reflected in the ROAR data.

4. Conclusion and Future Plans

The TTF for Crisis Prevention and Recovery has made an indispensable contribution to the establishment of the Bureau for Crisis Prevention and Recovery and the strengthening of the CPR Practice. Without the non-core resources contributed through the TTF, UNDP would not have had the necessary financial resources for this development, new strategic direction and organizational growth. The TTF has also provided UNDP with additional thematic funding for flexible investment to support the capacity development and programming activities of UNDP's Country Offices operating in crisis countries. BCPR as the manager of the Thematic Trust Fund for Crisis Prevention and Recovery will consolidate its targeted support to the Country Offices implementing resources from this Thematic Trust Fund in 2003. In addition to technical guidance and support, a main focus of BCPR's review of the TTF performance relates to the need to strengthen programming capacity at the field level for the rapid implementation of funds.

Based on the piloted use of the focus country concept in the second half of 2002, BCPR has refined the bureau's internal appraisal process for TTF allocations. Criteria considered during the appraisal process include strategic goals linked to the Service Lines, partnership frameworks with humanitarian and development agencies, absorption capacity at the country level, integration of TTF funded programmes into the larger UNDP country portfolio, and use of BCPR's technical expertise in response to specific peace-building and transition opportunities. BCPR also plans to strengthen strategic linkages between the programming of Trac 1.1.3 (core resources available for crisis prevention and response) and TTF funding, using Trac 1.1.3 to kick-start programming processes, and allocating TTF resources to fully develop and provide seed funds for programmes with the aim of establishing effective partnerships that can ensure the sustainability of TTF funded initiatives.

In 2002, the TTF for Crisis Prevention and Recovery has benefited from an increasing willingness by donors to contribute thematic resources rather than project-specific contributions. The development of a strong CPR Practice within UNDP, and the improved ability of UNDP to respond to urgent needs in crisis countries are direct results of this thematic support. In order to continue strengthening the CPR practice and the organization's response capacity to crisis, UNDP will rely on continuing thematic support by donors through the TTF for Crisis Prevention and Recovery. To meet the enormous needs of crisis countries, and in particular to address forgotten crises that do not attract the spotlight of the international media, additional thematic support from donors through the TTF is required to enable UNDP to implement its CPR mandate effectively.

5. Financial Report

Contributions to the Thematic Trust Fund for Crisis Prevention and Recovery

Donor	2001 and Prior Years	2002	Total in US\$
Australia		1,102,835	1,102,835
Belgium	49,928	792,919	842,847
Canada	353,134	2,302,530	2,655,664
Cyprus		80,000	80,000
Denmark	59,361	2,731,729	2,791,090
European Commission		20,908,520	20,908,520
Finland		1,346,686	1,346,686
France		2,630,063	2,630,063
Germany	148,461	9,970,917	10,119,378
Thailand		5,667	5,667
Ireland		430,293	430,293
Israel		100,000	100,000
Italy	63,769,575	14,980,080	78,749,655
Japan	300,024	3,70,000	4,000,024
Republic of Korea	180,000		180,000
Luxembourg		218,000	218,000
National NGO		1,358,801	1,358,801
Netherlands	3,020,708	11,085,754	14,106,462
NGO International	958,993	3,882,428	4,841,421
Norway	2,458,624	10,583,624	13,042,248
Saudi Arabia		1,000,000	1,000,000
Slovenia		180,180	180,180
Spain		876,800	876,800
Sweden	145,769	2,304,831	2,450,600
Switzerland	772,111	834,579	1,606,690
Turkey		100,000	100,000
United Kingdom	9,583,210	17,814,501	27,397,711
UN-OCHA	1,748,486		1,748,486
United States	1,270,680	7,880,020	9,150,700
Total	84,919,064	119,101,757	204,020,821

Financial Report by Service Line for 2002

Service Line	Country	Project Title	Amount Programmed (in US\$)	Total Financial Resources (in US\$)
1. Crisis Prevention and Peace-building				1,637,842.00
	Congo, PR	Equity-Women in democracy organizations	187,911.00	
	Sudan	IGAD Partner Forum Peace Working Group	102,526.00	
	Interregional	WSP - HQ	836,363.00	
	Somalia	WSP - Somalia	427,488.00	
	Interregional	Governance and Conflict Prevention	54,107.00	
	Guinea Bissau	Crisis Prevention through Emergency Economic Management	23,810.00	
		Total	1,632,205.00	
2. Recovery				10,079,987.00
	Armenia	Support to Health System	212,758.00	
	Eritrea	POWER	6,215,571.00	
	Indonesia	North Maluku & Maluku Recovery	31,182.00	
	Syria	Support to Rehabilitation in Zeyzoun Area	38,000.00	
	Serbia and Montenegro	Local Governance Programme	312,695.00	
	Congo, PR	Community Capacity Building in the context of DDR	476,190.00	
	Nepal	Bridging Phase of Local Government Programme	476,190.00	
	Nepal	Peace-building through Rural Energy Development	142,857.00	
	Afghanistan	Nahreen Recovery Programme	190,476.00	
	Sri Lanka	Transition Recovery	666,667.00	
	Tajikistan/Kyrgistan	Cross-Border Programme	285,714.00	
	Macedonia	ERRS	846,199.00	
		Total	9,894,499.00	

Service Line	Country	Project Title	Amount Programmed (in US\$)	Total Financial Resources (in US\$)
3. Justice and Security Sector Reform				1,631,811.00
	Afghanistan	Immediate Assistance to Judicial Commission	267,720.00	
	Interregional	JSSR Programme	1,285,000.00	
		Total	1,552,720.00	
4. Small Arms, Disarmament and Demobilization				7,467,903.16
	Afghanistan	Weapons Collection Management (WCMD) in AFG	142,140.00	
	Albania	Weapons Collection	92,788.00	
	El Salvador	Strengthening Mechanism for Small Arms	195,195.00	
	Interregional	Operational Assistance to Small Arms and Demobilization Initiatives	26,267.00	
	Interregional	Weapons Collection Management and Destruction Programme	2,285,714.00	
	Interregional	Weapons Management and Destruction Assistance	19,747.00	
	Niger	Pilot Project for Collection of Illicit Arms and Support	274,198.00	
	Congo, PR	Ex-Combatants Reintegration and Collections of Small Arms	19,518.00	
	Congo, PR	Small Arms Collections, Repatriation and Reintegration of Ex-Combatants	50,000.00	
	Great Lakes (RAF)	Addressing Small Arms Proliferation in the Great Lakes	394,214.00	
	South Eastern Europe	Regional Clearinghouse for Small Arms Reduction in SEE	544,970.00	
	Sierra Leone	Community Arms Collection and Development Programme (Phase II)	89,984.00	
	Solomon Islands	Support to the Demobilization and Social Integration of Ex-Combatants	88,383.00	
	Somalia	Somali Weapons Control and Reduction Project	137,196.00	
	Serbia and Montenegro	Kosovo Illicit Small Arms Control	343,474.00	
	Somalia	Small Arms Control	500,000.00	
		Total	5,203,788.00	

Service Line	Country	Project Title	Amount Programmed (in US\$)	Total Financial Resources (in US\$)
5. Mine Action				4,812,443.00
	Angola	Strategic Mine Action	50,000.00	
	Eritrea	Emergency Assistance to Victims	297,488.00	
	Gineau Bissau	Bonne Gouvernance-Mine Action	39,476.00	
	Interregional	Mine Action capacity building	918,264.00	
	Laos	UXO Awareness and Clearance	119,175.00	
	Mozambique	Flood-related Mine Action	1,174,343.00	
	Somalia	SCPP Mine Action	145,909.00	
	Ukraine	PFM Landmines destruction	5,658.00	
	Albania	Mine Action Programme	150,000.00	
	Bosnia	Mine Action Programme	194,000.00	
	Croatia	Mine Action Programme	97,088.00	
	Eritrea	Mine Action Programme	97,000.00	
	Chad	Mine Action Programme	146,500.00	
	Cambodia	Mine Action Programme	97,000.00	
	Azerbaijan	Mine Action Programme	194,000.00	
		Total	3,725,901.00	
6. Natural Disaster Reduction				7,296,340.00
	Central America	Promocion Desarrollo Humano Sostenibile	6,420.00	
	Bolivia	Asistencia Tcnica Rehabilitacion Viviendas	352,974.00	
	Cuba	Sanamiento del Rio Luyano	81,512.00	
	Ecuador	Emergnecia Tungurahua	61,234.00	
	El Salvador	Asis. Damnificados Terremotos	103,250.00	
	El Salvador	Asistencia post terremotos depto. sonsonate	547,821.00	
	Interregional	Support to SCDPS	227,424.00	

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Service Line	Country	Project Title	Amount Programmed (in US\$)	Total Financial Resources (in US\$)
6. Natural Disaster	Reduction (contd.)			
	Mozambique	Provincial authorities rehabilitation	16,442.00	
	Mozambique	Community Rehabilitation in Flood Effected Areas	270,332.00	
	India	Earthquake Reconstruction in Gujarat	551,616.00	
	India	Earthquake Relief in Gujarat	19,050.00	
	India	Earthquake Rehabilitation	90,165.00	
	India	Strengthening Coordination	114,165.00	
	India	Temporary Shelter in Bhuj city	211,697.00	
	India	Drought Proofing in Gujarat	407,892.00	
	India	Orissa floods livelihood restoration project	104,594.00	
	India	Earthquake Rehabilitation (Rajkot & Jamnagar)	1,653,846.00	
	India	Earthquake Recovery	250,513.00	
	India	Drought Proofing in Gujarat	661,423.00	
	India	Orissa Brach Closure Project	33,777.00	
	El Salvador	Disaster preparedness	1,346.00	
	Guatemala	Emergencia por el Hurican Mitch	11,528.00	
	MontSerrat	MOT Disaster Management and Capacity Building	82,976.00	
	Central America	Programa regional de gestion de riesgos	20,900.00	
	Global	Disaster Management Training Programme	242,425.00	
	Guatemala	Sat Madre Vieja	58,520.00	
	Honduras	Natural Disaster Prevention Office (COPECO/AMHON)	79,520.00	
	Nicaragua	Gestion local de riesgos	74,143.00	
	Jamaica	Community disaster management project	75,900.00	
	Mozambique	Support Unit	81,709.00	
	Somalia	Emergency response to floods in lower Juba	59,900.00	
	Cuba	Asistencia Tcnica Reconstrucion Viviendas	35,633.00	
	Afghanistan	Nahjeeb Natural Disaster Recovery	200,000.00	
	Peru	Proyecto Zonas Afectadas Arequipa y Tacna	384,043.00	
	Barbados	Disaster Management Programme	121,650.00	
		Total	7,296,340.00	

Service Line	Country	Project Title	Amount Programmed (in US\$)	Total Financial Resources (in US\$)
7. Special Initiative - Afghanistan				73,842,253.00
	Afghanistan	AIAF/ Salaries (Civil Servants and Monitoring Personnel)	53,943,793.00	
	Afghanistan	AIAF/ Support to Loya Jirga Operations (Commission, convention and Airlift)	11,977,123.00	
	Afghanistan	AIAF/ Support to the Ministries and Commissions (including special grant for Ministry of Women's Affairs)	5,279,181.93	
		Total	71,200,097.93	
Special Capacity Grants for CPR Practice Development and Knowledge Network				5,834,304.00
	Interregional	Support Unit in Rome	443,081.00	
	Interregional	BCPR Capacity Building	4,327,885.00	
		Total	4,770,966.00	

Note: The figures shown under "Amounts programmed" exclude the GMS fee of 5% levied on programme delivery under the TTF framework.