



**BUREAU FOR CRISIS
PREVENTION AND
RECOVERY (BCPR)**

2003 Report: Thematic
Trust Fund for Crisis
Prevention and Recovery

1. Introduction

Since the establishment in 2000 of the Thematic Trust Fund for Crisis Prevention and Recovery (TTF) as a multilateral transition funding mechanism, a number of key achievements have been made - both within UNDP and within the international system more broadly. There is growing recognition that peace, security, and development are closely linked. The UN system is adjusting its inter-agency collaboration processes to ensure that recovery assistance is deployed hand in hand with immediate humanitarian relief. Comprehensive needs assessments have been conducted in a number of countries, jointly with the International Financial Institutions. Recent crises make a strong case for an even stronger, much faster, and far more comprehensive multilateral response capacity that would underpin national crisis prevention and recovery efforts with strategically targeted and better funded interventions.

The TTF was designed to support this effort and has received substantial and continuously growing support from the donor community. Its various contribution modalities provide flexibility to donors and allow UNDP to ensure coherent programming within one framework. The TTF is used as a mechanism to: a) mobilize flexible thematic funding; b) mainstream a conflict-sensitive lens into all UNDP programmes; and c) channel earmarked funding to crisis countries. TTF funding complements TRAC 1.1.3 resources, a special crisis window under UNDP's core budget. TRAC 1.1.3 is managed by the Bureau for Crisis Prevention and Recovery as a flexible budget line, but the resources currently available under TRAC 1.1.3 enable UNDP to prioritize only a handful of countries at the most, and the growing incidence of conflict further taxes this capacity. The TTF has helped UNDP to address the funding gap by mobilizing flexible non-core resources for crisis prevention and recovery programmes, but un-earmarked contributions to the TTF still constitute only a small portion of TTF resources. The lack of flexible resources presents a significant challenge to the timeliness and effectiveness of any crisis work, especially in countries that are not at the center of political and public attention.

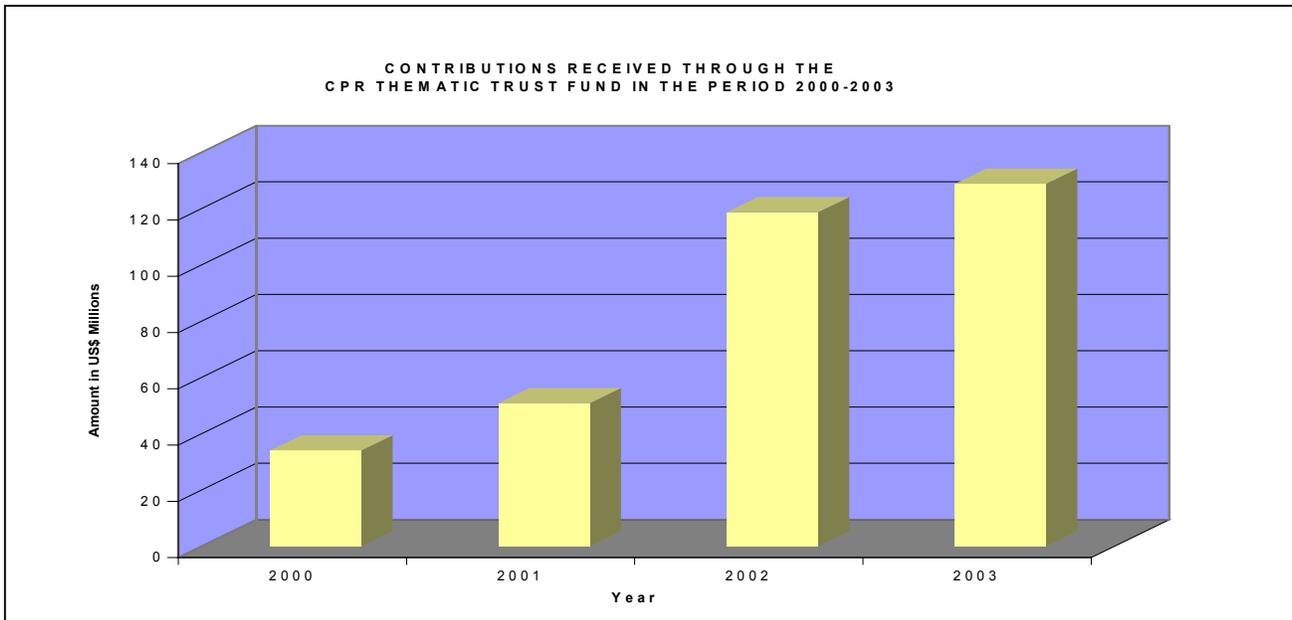
Earmarked TTF resources concentrate on countries that are in the spotlight of international attention. Although they typically receive more funding than forgotten crises, experience demonstrates that an effective multilateral response always requires flexible funding in the immediate post-crisis phase. UNDP's response to the situations in Iraq and Liberia is a case in point. The strong position of UNDP in Liberia can be attributed in part to the rapid launch of programmes and deployment of experts funded by TRAC 1.1.3 core resources. This enabled UNDP to take a lead role in the needs assessment process, together with its sister agencies of the UNDG, as well as with the World Bank and donor governments. Similarly, in February 2003, UNDP decided to allocate US\$ 3 million from TRAC 1.1.3 for contingency planning and early response programmes in Iraq. This initial allocation of flexible funding made it possible to launch Internally Displaced Person (IDP) and rapid employment generation programmes at a time when the UN Flash Appeal had not yet been issued. The TTF played a critical role for the mobilization of non-core resources until the time when the UN/World Bank International Reconstruction Fund Facility for Iraq (IRFFI) became operational.

A key aspect of TTF funding is that it supports UNDP's efforts to strengthen the CPR practice by investing funding into specialized service lines such as mine action, small arms and demobilization, as well as by facilitating the mainstreaming of a conflict sensitive lens into UNDP programmes. In Nepal and Columbia, for example, TTF funding supported the reorientation of existing programmes, as well as the launch of new programmes that are designed to channel development support to the most conflict prone regions. Another overarching objective for the investment of flexible TTF resources is to promote cross-service line programming, ensuring that UNDP's response follows an integrated strategy that goes beyond stand-alone service lines or projects.

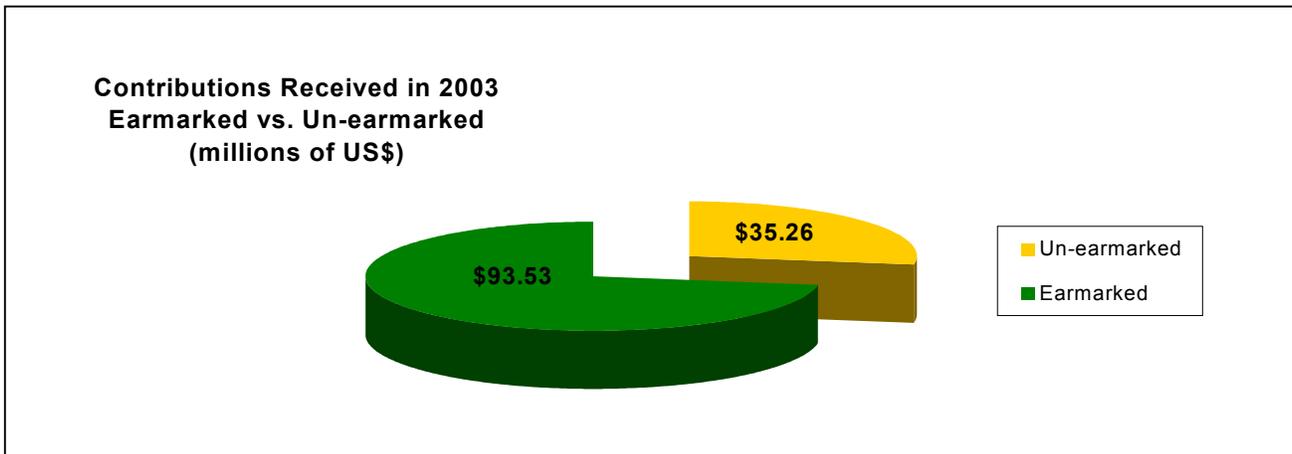
This report has a thematic focus and presents each service line individually, but it also includes inputs from UNDP country offices, which reflect on the successes and challenges of integrated programming from specific country and regional perspectives.

1.1. Analysis of Resources Mobilized and Programmed in 2003

In 2003 the Thematic Trust Fund reaffirmed its position as one of the primary financing mechanisms for multilateral crisis prevention and recovery programmes. Indeed, the contribution level of nearly US\$ 129 million actually represents a slight increase over the previous year.

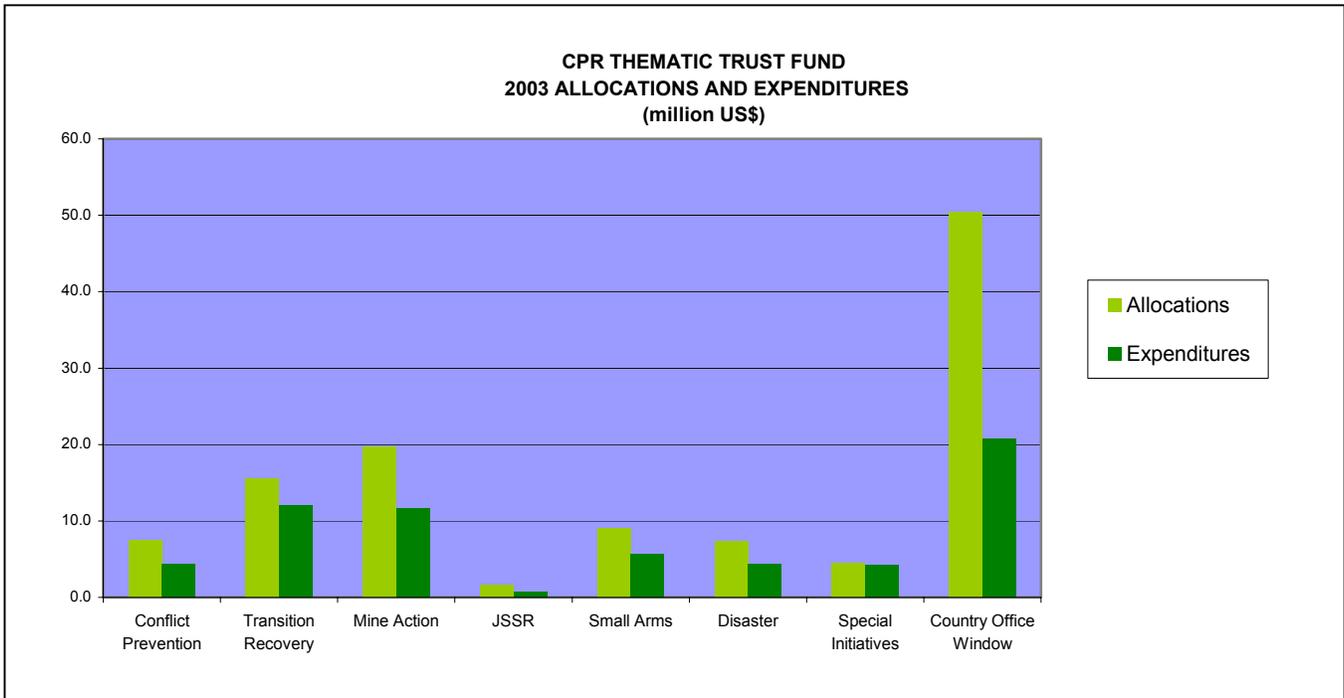


UNDP's efforts to mobilize thematic resources was particularly successful where service lines coincide with special funding schemes set up by donor governments, as is the case with small arms reduction and mine action. A substantive percentage of TTF contributions was, however, earmarked for specific projects, therefore reducing the potential for a flexible response to emerging needs. Un-earmarked resources available for immediate and comprehensive recovery interventions are far from sufficient to meet the actual need.

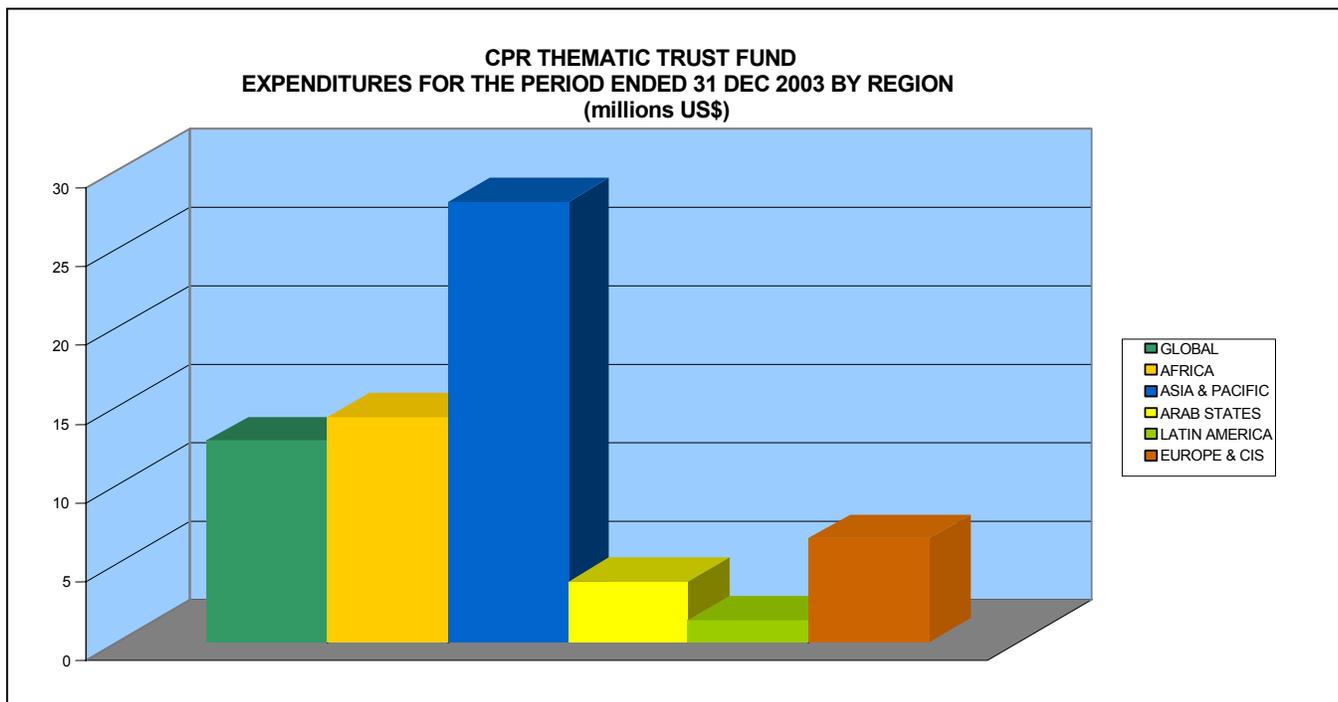


TTF resources were allocated to country, regional, and global projects through an appraisal committee set up and managed by the Bureau for Crisis Prevention and Recovery (BCPR). The substantive review of projects was conducted in line with the programmatic vision of UNDP's Multi-Year Funding Framework (MYFF). Proposals were also appraised from a strategic point of view with the intention to ensure 1) comparative advantage of UNDP for the proposed activity, 2) programming in partnership with UN sister agencies and institutions outside the UN system, 3) support for catalytic initiatives, and 4) the implementation of TTF grants in line with country level crisis prevention and recovery strategies that encompass several service lines as opposed to one or two stand-alone projects.

All regions and all service lines benefited from TTF resources, with more resources going to those service lines that, on the one hand, attract most donor attention and, on the other hand, are more solidly established within UNDP in comparison to relatively new service lines such as justice and security sector reform (JSSR). Under the country office window, a small number of relatively large contributions, and consequently allocations, were made.



BCPR ensured that all regions benefited from TTF resources. A number of interregional and global projects were implemented to facilitate global and regional collaboration and to promote overall consistency within UNDP’s crisis prevention and recovery portfolio. While it is UNDP’s corporate objective to prioritize funding for programmes in least developed countries, particularly in Africa, donor earmarking led to a regional distribution where most TTF funding was allocated to the Asia and Pacific region. Within Asia, funding went primarily to Afghanistan. The region of Africa benefited from the second highest total contribution. A detailed report on the contributions received and resources programmed is available in the financial annex to this report.



2. Substantive Report

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

While conflict prevention and peace-building constitutes only one of seven TTF service lines, in effect it represents a broader approach to UNDP development strategies and programming in conflict prone and conflict-affected countries. With TTF allocations in 2003, emphasis has therefore been placed upon strengthening and systematizing the integration of a conflict lens into UNDP regular programming as well as into planning tools and frameworks.

UNDP's corporate tools linked to the Multi-Year Funding Framework capture 36 Country Offices reporting on conflict prevention activities. The data also indicates that 85 percent of the targeted outcomes showed positive progress. However, a TTF-funded survey conducted in 2003 ("From the Discourse to the Ground: UNDP Activities in Conflict Prevention") indicates that many conflict prevention activities remain experimental and inconclusive. UNDP lacks accumulated knowledge on the concept, implementation, and evaluation of conflict prevention, and there is a need for conceptual tools to address misunderstandings about the core concepts involved in conflict prevention: what conflict is, how it is differentiated from instability, the process of change and how to influence it, etc. At the 2003 Global Resident Representatives/Resident Coordinators Meeting, conflict prevention was consequently emphasized as one of the priority areas requiring increasing attention from UNDP.

The support provided under this service line targeted the development of programmatic methodologies and analytical capacities at various interrelated levels. For instance, BCPR worked in close collaboration with the Human Development Report Office to develop guidelines on the integration of a conflict lens into national human development reports. In developing a coherent approach to conflict prevention, TTF funded activities built on the pioneer work that it had supported in 2002. For instance, the conflict assessments conducted in 2002 in Nepal, Guinea-Bissau, Nigeria, Tajikistan, and Guatemala provided the departure point to develop a UNDP-wide approach to conflict analysis and development programming.

Conflict Sensitive Programming in Nepal

Since 1996, UNDP-Nepal has been facing increasing difficulties in developing and implementing its programmes due to ongoing conflict between the Maoist "People's Movement" and government security forces. With this continued fighting, and without a functioning parliament or appointed government representatives at the national and local levels, the in-country situation is increasingly unstable and insecure. Supported by a peace and development advisor and a BCPR-led assessment of conflict causes, the country office was able to re-orient some of the ongoing programmes to address root causes of conflict such as exclusion of the poorest of the poor and the geographically deprived.

With fund allocations from TTF and TRAC 1.1.3 core resources, the country office implemented conflict-sensitive components in its programmes during 2003 and continues its strategy in 2004. By placing its emphasis on stabilizing less affected areas and adding components of affirmative action for dalits, janjatis, and women to development programmes in higher affected areas, the country office has tried to increase its response to conflict-related needs in the communities.

Examples include the Rural Energy Development Programme; the Support for Peace and Development Initiatives Programme, which manages a Fund for Peace with a joint bi- and multilateral donor board; and the Participatory District Development Programme (PDDP), which applied affirmative action to the recruitment of local staff, supporting the employment of women, dalits, and other excluded groups. The selection of another 100 Village Development Committees during the late extension of PDDP was subject to GIS-directed targeting of conflict-affected communities with a high percentage of ethnic diversity and poverty. However, some of the selected Village Development Committees had to be replaced by less affected ones since the high impact of conflict restricted the access of field staff to some communities.

The combined support delivered by BCPR to UNDP-Nepal through analysis, advocacy and funding has contributed to achieve a paradigm shift for UNDP-Nepal's work on conflict.

*Alessandra Tisot
Deputy Resident Representative, UNDP Nepal*

Conflict-related Development Analysis

Through an interactive process, the Conflict-related Development Analysis (CDA) has been developed as an analytical aid for UNDP Country Offices for both strategic analysis and program design/review in conflict-prone and affected countries. It has also been designed as a participatory and interactive approach, which will guide UNDP, other UN agencies, and local counterparts to understand conflict causes and dynamics and to design conflict sensitive programming. A number of key lessons learned were generated in the process of the above conflict assessments and have guided the development of the CDA. These include:

- Conflict assessment is not a 'one-off' exercise, but a long-term process aimed at integrating conflict prevention into existing planning tools and programming frameworks.
- Conflict assessment cannot be separated from strategy and programme development.
- Capacity building targeting UNDP and partner organizations (government, civil society, other UN agencies, and donor organizations) is an integral component of conflict assessment processes.
- The potential for participation and increased coordination should be fully developed within the framework of conflict assessment processes.
- A UNDP approach to conflict assessment will need to reflect UNDP's specific needs as well as constraints inherent to its mandate (including in relation to governments).
- From a UNDP perspective, the approach to conflict assessment will need to be designed as a user-friendly and practical tool that is accessible to 'non-experts.'

In July 2003 a number of workshops were held with UNDP staff (HQ and field), members of the Framework Team¹, and the UN System Staff College to further test the CDA's participatory approach to conflict assessment and response design. Lessons learned on the process of conducting conflict analysis at the country level have also been collected to provide practical guidance to Country Offices on how to deal with such critical issues as participation, inclusiveness, bias, data collection, etc. The CDA is proving a valuable tool to strengthen capacities for conflict analysis within UNDP. For example, with support provided through the TTF, a training component on conflict analysis and conflict sensitive programming has formed an integral part of the two Crisis Prevention and Recovery practice workshops that BCPR organized in 2003 for Country Offices in Central Europe and Asia/Pacific.

Chairmanship of the UN Framework Team

Under UNDP chairmanship in 2003, the UN Framework Team for Co-ordination on Early Warning and Preventive Action worked with Guyana, Laos, Ghana, Haiti, and Central Asia to address tensions and promote peace and development. The Framework Team assembles senior representatives from 23 UN offices in New York as well as Resident Coordinators, UN country teams, and Special Representatives of the Secretary General to identify options for a system-wide response to emerging conflicts, building on and strengthening national and civil society efforts. Key activities of the Guyana programme, for example, included systematic support for the implementation of the constitutional reforms agreed to by the government and the opposition; facilitation support for the resolution of on-going disputes between key stakeholders; joint planning and other exercises aimed at building the conflict prevention capacity for diverse stakeholders, ranging from political parties to the media; and support for civic efforts to generate wider public dialogue on especially divisive issues.

As a result of UN support, the newly-formed Ethnic Relations Commission is poised to serve as an important forum for building consensus on the best means for addressing ethnic tensions. Similarly, senior members of major political parties have shown greater aptitude, especially with regard to recent controversies and disputes, in urging top leaders to exercise restraint when addressing these issues. There has also been an increase in instances where civic organizations have played the role of facilitator or mediator on specific issues.

2.2. Service Line 2: Recovery

Most of the countries that receive funding under the recovery service line are either gradually but steadily emerging from protracted conflicts, such as Sudan, the Democratic Republic of Congo, Burundi, Liberia, and Sri Lanka, or are in a post-military intervention period, such as Afghanistan and Iraq. Both situations require sustained multilateral support to recover from conflict and return to stability. UNDP's work under the recovery service line can be grouped into five sub-components: "Early Assessment of Recovery Needs, Opportunities, and Priorities"; "Advising Governments and Partners on Recovery Strategies"; "Designing Multi-Sector Frameworks and Sector Specific

¹ 23 UN agencies, departments, offices and programmes: DDA, DESA, DPA, DPKO, FAO, ILO, OCHA, OHCHR, UNDP, UNESCO, UNHABITAT, UNICEF, UNHCR, UNIFEM, WFP, and WHO. The World Bank, the IMF, DPI, OSAA, UNEP, UNFPA, UNODC, and the Secretary-General's Executive Office participate on a case-by-case basis.

Programmes for Early Recovery”; “Developing Comprehensive Reintegration Programmes for IDPs, Returning Refugees, and Ex-combatants”; and “Strengthening UN System Coordination.”

The implementation of the recovery service line is coordinated by BCPR’s Transition Recovery Unit and was supported by special capacity grants from the United Kingdom and the Danish Government. As a result of TTF contributions provided as catalytic grants to country projects, an additional US\$ 53 million was mobilized at the field level. The definition and implementation of the recovery service line has undergone consolidation in 2003. Ongoing review of past experience and participation in the UNDG/ECHA Working Group on Transition enabled UNDP to address the exigencies of transition situations more effectively. However, building strong linkages with humanitarian interventions and helping countries to get back on the path for attaining the Millennium Development Goals remain key challenges that require targeted efforts of knowledge management and dissemination.

Launching Immediate Recovery Assistance in Liberia

In the aftermath of the latest chapter of Liberia’s grim history of civil conflict, the three warring factions signed a Comprehensive Peace Agreement on 18 August, 2003, in Accra. The agreement provided the political and substantive roadmap guiding all international planning efforts to bolster Liberia’s post-conflict recovery. In close collaboration with UN peacekeeping efforts, UNDP quickly assumed a lead role in addressing post-conflict recovery challenges in Liberia by developing a three-pronged strategy focusing on Disarmament, Demobilization, Rehabilitation and Reintegration (DDRR), governance, and community-based recovery as key areas of UNDP’s mandate to support the United Nations Mission in Liberia (UNMIL) within the framework of Security Council Resolution 1509.

The strong position of UNDP in Liberia can be attributed in part to the rapid deployment of staff funded by TRAC 1.1.3 core resources. Non-core resource mobilization also played a key role. The United Nations Development Group (UNDG) co-hosted the International Reconstruction Conference for Liberia, which drew representatives from 96 countries pledging US\$ 520 million for 2004/2005. The basis for these pledges was a needs assessment wherein UNDP collaborated with its sister agencies of the UNDG as well as with the World Bank and donors in playing a major role. The recovery advisory services provided to national authorities in the context of the needs assessment were partly funded from the Thematic Trust Fund.

As is indicated in both the peace agreement as well as in the needs assessment report, successful disarmament, demobilization, rehabilitation, and reintegration of combatants is an indispensable component of peace building in Liberia. In recognition of the flexible character of the TTF for Crisis Prevention and Recovery, the Special Representative of the Secretary-General, Jacques Paul Klein, requested the donor community in October 2003 to lend its support to the DDRR programme through this mechanism. Although donor pledges rose quickly to an estimated US\$ 10 million, actual disbursement by the donor community was slow and the first contribution for the DDRR programme was only recorded in the last week of December. These delays were partly offset through a US\$ 1 million contribution from UNDP’s 1.1.3 core resources. However, this was not enough to meet the demands of the programme before it commenced on 7 December.

While operational challenges in Liberia are multi-faceted, the slow disbursement of resources has clearly impeded recovery efforts. Former combatants who have not yet demobilized and remain grouped together in their warring factions still constitute the greatest threat to security and reconstruction in Liberia today. Recent events demonstrate how fragile the transition from relief to recovery really is. The Thematic Trust Fund provides a standing modality with demonstrated operational advantages of flexibility, speed and decentralized approval procedures in the field, with direct execution capacity being given to the UNDP Country Office in Liberia, but its impact could be maximized if the international community provided additional resources earlier.

*Steven Ursino
Country Director, UNDP Liberia*

Early Assessment of Recovery Needs, Opportunities, and Priorities

Over the past year UNDP significantly stepped up its focus on post-conflict needs assessments, increasingly undertaken in partnership with the UN Development Group (UNDG) and the World Bank. The needs assessment processes serve as an entry point to support countries in transition, while at the same time exploring growing opportunities for increased partnerships with the World Bank and the wider UNDG. Two highly successful donor reconstruction conferences, for Iraq and Liberia, were co-hosted by the UN with a strong commitment from the international community and national counterparts alike.

With funding from the TTF, UNDP is engaged in furthering the knowledge on needs assessment processes, including through collaboration with the World Bank and GTZ (German Technical Cooperation) on the development of a methodological framework for future post-conflict needs assessments. For this purpose, lessons from recent post-conflict needs assessments have been collected and analyzed. Afghanistan, Sri Lanka, Timor Leste, Liberia, and Iraq served as main reference cases. A guidebook was developed and accepted by the UNDG and the World Bank.

Advising Governments and Partners on Recovery Strategies

In 2003 the TTF supported the development of recovery strategies in a number of countries including, for example, a transitional programme and integrated funding appeal for Sierra Leone. This relief and recovery resource appeal captures all transitional needs foreseen for the first year of the UN Development Assistance Framework. In Sudan, UNDP used TTF funding to elaborate the peace-building and post-conflict recovery aspects of its new Country Cooperation Framework and to re-establish its presence in the south with seed money for initiating governance, livelihoods, and peace dividends programmes. UNDP also provided support to Sudan's Humanitarian Aid Commission to develop planning and programming capacity within the Government of Sudan. The ensuing collaboration has prepared the ground for an early national ownership of the process and, more specifically, has resulted in formulating—together with UNICEF—a framework for the removal of children associated with the fighting forces.

Designing Multi-Sector Frameworks and Sector Specific Programmes for Early Recovery

Multi-sector Recovery Frameworks address the resumption of social services, rebuilding local infrastructure, employment and livelihoods, economic revitalization, and vocational training. The Transition Programme for Conflict Affected Areas in Sri Lanka, for example, is based on a network of partnerships, field offices and staff, funded by UNDP core funds and complemented with funding from the TTF. In the east and north of the country, the programme's achievements include sustainable livelihood development at the community level, primarily through supporting self-employment in fisheries and coconut plantations, and micro credit for retail businesses. Building on TTF seed funding, an additional US\$6 million have been raised for these activities from the EU, Canada, and Australia.

Comprehensive Reintegration of IDPs, Returning Refugees, and Ex-combatants

The TTF funded several reintegration programmes to provide an overarching framework for institutional collaboration in the implementation of programmes for refugees, IDPs, and expellees. These time-limited and focused programmes are aimed at effecting the transition from relief to development in an integrated manner. They are inclusive of and build on the "4Rs" programmes, referring to repatriation, reintegration, rehabilitation, and reconstruction. The aim is to ensure the sustainable socio-economic reintegration and rehabilitation of displaced populations on the one hand, and support to the absorptive capacity of receiving communities on the other hand, using an area and community-based approach. For example, under this framework support was provided to District Transition Teams in Sierra Leone, which have enhanced local government capacities to deliver services to returnees and war-affected vulnerable communities, including 280,000 Sierra Leonean refugees, 400,000 internally displaced persons, and 72,500 ex-combatants who returned to their areas of choice.

With TTF funding, UNDP serves as the lead partner of the National Disarmament, Demobilization, and Reintegration Commission in the Democratic Republic of Congo (DRC). A Technical Planning and Coordination Committee was established to work on the National Programme, in particular the management of emergencies during the interim phase. A first draft of the National Programme, including an Operational Plan for Community Reinsertion in Ituri, has been approved. A sensitization and information outreach took place in Eastern DRC at the end of December 2003. UNDP further supported a government delegation in Bunia for a better representation of the Transitional Government in the region. In Eritrea, a post war recovery programme was supported with TTF funding, providing employment, housing, health, and education to communities where IDPs and returning refugees reintegrated. The second phase, integrated recovery programme was instrumental in articulating a common vision for the war-affected areas of Eritrea, shared by the Government of Eritrea and the United Nations.

Strengthening UN System Coordination

The 4Rs initiative became operational through joint interagency (UNHCR, UNDP, UNICEF, ILO, WFP) missions and programs in Sri Lanka, Sierra Leone, and Eritrea, and through donor support provided in Sri Lanka and Sierra Leone. A 4Rs interagency mission to Sierra Leone in May resulted in an agreement for a 4Rs unit and UN transition teams in areas of return. Building on the 4Rs approach, UNDP undertook a joint mission with UNHCR to Burundi and prepared a first outline of a transition strategy, including the 4Rs strategy for the imminent return of refugees and IDPs.

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

In the past two years the UN has increasingly recognized the importance of governance and rule of law and its centrality to sustainable peace. Requests for rule of law, commonly defined to include justice, police, and corrections, have soared. In December 2003 the Security Council identified 'rule of law' as a key priority in the peace and security of crisis countries. UNDP participated actively in a number of inter-agency forums on rule of law. In crisis and post-conflict countries, UNDP defined its assistance in this sector as justice and security sector reform (JSSR), which includes security sector reform and transitional justice. As part of broader peace-building, reconciliation, and conflict prevention strategies, UNDP's objectives in providing JSSR assistance are threefold: 1) to respond to the imperative that JSSR is an important precondition for successful peace-building and sustainable human development; 2) to address the growing demand by UN country teams for in-house expertise in JSSR to help shape their crisis and post-conflict programming; and 3) to develop a consistent policy approach to JSSR in crisis and post-conflict countries that encompasses judicial, police, penal, and other security issues.

While recognizing that its reform programmes must be comprehensive and integrated, clustered thematically around select concepts and issues, UNDP recognizes that its activities must also be driven by windows of opportunity that may exist for reform. UNDP is currently engaged in implementing numerous sector projects.

Transitional Justice

Transitional justice initiatives have been financed to support reconciliation and sustainable peace-building mechanisms. In support of the consolidation of the justice sector of Southern Sudan, for example, a framework was drafted that served as the basis for a consultative conference. In anticipation of the signing of a peace accord in Cyprus, UNDP contributed to a 90-day contingency plan that covered justice and security, among other sectors.

In Sierra Leone, the Country Office provided support to the Truth and Reconciliation Commission platform. A consultation process with Sierra Leonean stakeholders and international experts, district coordinators, and participants of district and national workshops led to a review of reconciliation methodologies and the development of a methodology seen as appropriate for Sierra Leone. This process was essential in that it built consensus regarding the protocols for the reconciliation activities. Furthermore, it led to the collective production of a procedures manual. In early 2004 a nation-wide reconciliation process was implemented using district-level reconciliation committees and a network of community-based organizations. In Sierra Leone, the TTF also contributed to a UNDP programme with the Special Court. This programme aims at maximizing the potential for lasting impact through the strengthening of national judicial capacity, such as a revision of the criminal code and strengthened civilian oversight over court services. In this and other projects, UNDP worked in close partnership with the International Center for Transitional Justice.

In Afghanistan, a TTF initiated JSSR project supported the establishment a secretariat for the Judicial Reform Commission. The project also financed a year-long training of 125 new graduates from the Faculties of Law and Shariat carried out at the Judicial Reform Commission by justice professionals, including members of the Faculties of Law and Shariat. In the course of 2003 the focus of programme implementation shifted to permanent justice institutions. To support this shift and to explore regional partnerships, the Country Office organized a joint mission with UNDP's Sub-Regional Resource Facilities in Kathmandu and Bangkok and a judge working with the UNDP office in Iran. Having been initiated under the Thematic Trust Fund for Crisis Prevention and Recovery, this project is a good example for catalytic funding and preparation of longer-term governance work. It attracted an additional US\$ 4.8 million and is now being implemented under UNDP's practice for democratic governance.

In East Timor, TTF funds supported a technical advisor to strengthen the national Truth and Reconciliation Commission, with specific focus on the reintegration process. In addition, public information outreach was funded to alert the public about the activities of the commission. As a result of the TTF funded activities, the commission undertook an increasing number of community visits, and the processing of outstanding perpetrator applications was accelerated. The consolidation of the commission's database allows for a more systematic analysis of structural causes, and the formulation of recommendations for institutional reform.

Security Sector Reform

As a second pillar of its JSSR programming in East Timor, UNDP worked with the Correctional Service Canada and the UN Mission in Support of East Timor (UNMISET), under the Department of Peacekeeping Operations (DPKO), to evaluate the East Timorese prison system. In partnership with UNMISET, an evaluation of the national police service was completed. Recommendations made based on these assessments have catalyzed the reform process. In follow-up, TTF seed funding was used to develop a programme for supporting the administrative functions of the Policia Nacional de Timor Leste (PNTL).

UNDP has been involved with the UN Mission in Kosovo and the Kosovo Police Management Support Service in finance, human resources, logistics, facilities management, and information management initiatives. UNDP also supported a community-based policing programme within the Kosovo Police Service.

In Guatemala, an integrated security sector programme was developed focusing on strengthening the national police's internal affairs department and the police academy's recruitment and selection of indigenous peoples. In Honduras, regulation, licensing, and certification of non-state security services has been launched in close cooperation with the local small arms programme and the organization International Alert. Furthermore, a police performance and customer satisfaction study was conducted, and the police academy recruitment and selection system was reformed.

Using Small Arms Collection as an Entry Point for Security Sector Reform in Albania

From April to August 2002 the Small Arms and Light Weapons Control project (SALWC) had introduced a novel approach to stimulating weapons collection activities in Albania by basing the award of small-scale community development projects on the number of weapons surrendered by the communities in competition with each other. This proved eminently successful and provided unprecedented results in a very short time.

However, the government changed at the end of July 2002, and so did its approach to weapons collection. The amnesty law was allowed to expire, the 250 members of the weapons collection structure within the State Police were disbanded, and all weapons collection activities stopped. Through advocacy from UNDP a new law was enacted some 10 months later.

Weapons collection activities had run in Albania since 1998, and UNDP realized that it was time to develop a successor project. In the absence of a government commitment, donors were generally unwilling to support further weapons collection activities in Albania, but indicated that they would support community-based activities.

Building on the reputation of the SALWC and on the alliances and support structures established during its implementation, UNDP launched Support to Security Sector Reform (SSSR) in 2003. During the project design phase, BCPR provided programmatic support. The SSSR project is now introducing community-based policing activities at grass-roots level, initially in two pilot municipalities in Albania, one in the north and one in the south, to be followed by three others as this becomes feasible.

The Thematic Trust Fund for Crisis Prevention and Recovery provided seed money to enable the start up of the new programmatic strategy and to prompt the donor community to provide the necessary funds for the implementation of the SSSR activities. This appears to be working as already Finland and Ireland have provided funds. UNDP-Albania now hopes that other donors will come on board.

*Lawrence Doczy
SSSR Programme Manager, UNDP Albania*

Committed to advancing the collaboration of different organizations involved in security sector reform and transitional justice, UNDP organized an international donors conference in Oslo in April 2003. Three principal themes emerged from the discussion: the importance of sustainable reform over time, the central role that civil society plays in reform, and the need to focus on the ability of the sector's institutions to manage their own operations. Another challenge in post-conflict countries is that the institutional and human resource capacity within the justice and security sector is typically weak, so that significant time and resources are required to build sustainable capacity.

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

During 2003, UNDP expanded its small arms reduction and Disarmament, Demobilization, and Reintegration (DDR) activities at regional and national levels. While reducing the number of weapons remains a primary concern, the organization increasingly focuses on reducing demand for small arms as well as on reducing their impact. Resources mobilized under this service line grew from US\$ 1 million in 2001 to more than 5 million in 2002, while last year the figure reached more than US\$ 11 million—a growth rate of 220 percent over the previous year. This money was used to provide seed funding for newly developed projects in 15 countries: Solomon Islands, Republic of Congo, Colombia, Honduras, Macedonia, Kenya, Bosnia and Herzegovina, Brazil, Comoros Islands, the Democratic Republic of Congo, Ghana, Liberia, Papua New Guinea, Somalia, and Sudan. Using the seed funding as catalytic resources, additional funds were raised directly by UNDP Country Offices. In Sierra Leone, for example, where an allocation of US\$ 200,000 was provided, the Country Office raised US\$ 1.1 million within the first three months of project launch. In the Central African Republic, an allocation of US\$ 120,000 from this service line led to the mobilization of an additional US\$ 9.8 million in support of the DDR programme.

To further develop current knowledge regarding the impact of small arms possession and their use, UNDP works closely with a range of partners from within and without the UN system. This policy work is possible thanks to long-term partnerships with the Governments of United Kingdom and Netherlands. Additional contributions were also received from the Governments of Belgium, Germany, Norway, and Switzerland. Within the small arms community, UNDP has assumed the responsibility to develop a global roster of experts, software on stockpile management, and ex-combatant registration, including DDR, as well as strategies for capacity development and awareness raising.

Armed Violence Prevention

In line with the objective to address the impact and demand aspects of the small arms problem, a major new initiative on armed violence prevention was launched. In close co-operation with the World Health Organization, UNDP is now documenting the impact of armed violence on poverty and health, building a baseline for development programming in this sector. Six pilot projects are planned, and within this framework programmes in Brazil and El Salvador are already being developed. UNDP advocates that armed violence prevention be considered by donors and the international community as a longer-term objective.

Technical Assessments and Support

Five in-depth baseline assessments in Kosovo, Macedonia, Haiti, northern Somalia, and the Republic of Congo have been completed in partnership with the Geneva-based NGO Small Arms Survey. The survey in Macedonia, for example, undertook an assessment of the overall availability of small arms and light weapons in the country, including illicit smuggling and trafficking across the Macedonian border; even more importantly, it examined the various direct and indirect impacts that SALW have had in the country. The results of this assessment indicate that the pervasive existence of weapons contributed to perceptions of insecurity among the population, 45 percent of which felt there were too many guns in their local area. Based on these results, UNDP determined the feasibility of conducting a weapons collection programme during the amnesty period and beyond. This survey also constitutes the basis for monitoring and evaluating the impact that UNDP small arms initiatives have in targeted communities.

UNDP also conducted assessments in Papua New Guinea, Solomon Islands, Honduras, Mozambique, Nepal, Colombia, Solomon Islands, Republic of Congo, Democratic Republic of Congo, and southern Serbia to provide governments with a basis to determine a national response to small arms proliferation. Technical assistance was further provided to the Former Yugoslav Republic of Macedonia, Sierra Leone, El Salvador, Solomon Islands, Kosovo, Albania, Kenya and Somalia. As part of its technical support, UNDP provided assistance on reporting to the UN Programme of Action. As a result, 20 high quality reports on the implementation of the Plan of Action were submitted before the July 2003 Biennial Meeting of States. At the regional level, programmes funded with TTF resources are operating in the Great Lakes Region of Africa, South-East Europe, and Central America.

Regional Programming under the TTF Framework

It is widely recognized that the proliferation of weapons in the Great Lakes Region constitutes a serious obstacle to stability and development. International mechanisms such as the Multi-Country Demobilization and Reintegration Program (MDRP) managed by the World Bank have been set up to deal with the challenge of DDR. But far from being restricted to combatants, small arms and light weapons find their way into civilian hands. In an effort to complement ongoing DDRRR and peace-building initiatives in the region, UNDP developed a regional small arms reduction programme. While the release of funding from the MDRP was being negotiated, the TTF allowed for a quick release of resources at the regional level, funding awareness raising and support to regional mechanisms on small arms. In support of the Nairobi Declaration, the TTF supported a Regional Parliamentary Seminar on small arms in November 2003, which resulted in the endorsement of a Regional Parliamentary Plan of Action on Small Arms signed by the eight national delegations from the Great Lakes Region and East Africa, and a joint declaration signed by DRC, Rwanda, and Burundi for more specific follow up commitments. Prior to this event, a workshop for journalists was organized in Nairobi, which resulted in increased public awareness and demand for government action.

Given the regional nature of the small arms trade, it is critical to launch a regional response. However, it is difficult to mobilize flexible resources from bilateral donors since their representatives are usually deployed to specific countries and do not control funding for regional activities. This is why the TTF played a crucial role in launching a regional response.

It is also worth noting that the flexibility of the TTF was a key prerequisite for the success of the programme. The flexibility offered by resources allocated through the fund enabled the regional programme not only to develop regional priorities and pilot initiatives, such as the one for community level small arms control in Western Tanzania, but funding and expertise was also made available to support country offices in responding to urgent government requests for quick impact projects.

*Gilbert Barthe, Programme Manager
UNDP Small Arms Reduction Programme for the Great Lakes Region*

Weapons Collection, Management, and Destruction

In 2003, TTF resources supported the collection and destruction of 123,730 weapons and 170 tons of ammunition, including 1 million small arms cartridges. Activities related to weapons collection, upgrading of weapons storage facilities, and weapons destruction funded with TTF contributions were carried out in Honduras, Paraguay, Bulgaria, Sudan, Kenya, and Somalia, thus reducing the likelihood of their misuse. In Somalia, UNDP helped police authorities in the north to set up armories, including a registry system for police weapons, taking into account that unregistered weapons stored without appropriate security measures constitute a significant threat to public safety. Prior to this effort, it was considered a normal practice for security personnel to keep weapons at home while off duty.

Aggregating all achievements since 2001, it is evident that the TTF serves as a major source of funding to address the small arms problem, including the collection and destruction of 206,138 small arms and light weapons, and 1,500 tons of ammunition as well as stockpile management for 154,464 weapons worldwide. Technical assistance on a range of stockpile security and destruction issues continues to be offered to various countries on a routine basis, amounting to at least ten queries per week. In addition, technical training on weapons collection, management, and destruction was provided to 90 individuals involved in various destruction operations in Kenya, Paraguay, Uganda, Solomon Islands, and Brazil.

Public awareness raising and community mobilization remain key elements of most small arms collection projects, including public destruction ceremonies, media campaigns, and community-based awareness raising initiatives. Several country projects used TTF funding to undertake large-scale awareness campaigns during 2003, including Kosovo and Macedonia. In Somalia, UNDP raised public awareness through facilitation of four sub-regional conferences (Burao, Borama, Erigavo, and Berbera) involving clan representatives, elders, and civil society to debate complex issues surrounding small arms legislation and security, and to make recommendations for a small arms control law to be adopted by the Somali authorities in the north of the country.

Disarmament, Demobilization, and Reintegration (DDR)

The development and implementation of DDR projects in 2003 was supported in Angola, Liberia, Central African Republic, Niger, Somalia, Colombia, and the Comoros Islands. The DDR project in Niger successfully reintegrated about 660 ex-combatants, and 880 special constables in Solomon Islands were demobilized and reintegrated. As a result, the government is considering the demobilization of an additional 250 constables. Working with GTZ International Services in Somalia, UNDP used TTF funding to co-finance the registration of security forces across the country, and to demobilize and reintegrate 175 security forces personnel in Northern Somalia. In cooperation with the local women's nongovernmental organization SAACID, TTF resources were also used to fund a pilot demobilization and reintegration project targeting militia youth in Mogadishu. The surrender of weapons was a precondition for accessing the scheme. Some 300 functioning weapons were collected from boys and girls, and the youngsters enrolled in a reintegration programme. The willingness of this group to disarm and demobilize when offered an alternative proves that disarmament and demobilization are feasible even in a situation of ongoing hostilities.

DDR and Gender

The TTF facility was also used to promote partnerships on cross-cutting issues such as gender. For example, UNDP teamed up with UNIFEM to develop a strategy for gender mainstreaming in DDR programmes in the Great Lakes Region of Africa. With funding from the TTF, a national workshop was convened in November 2003, bringing gender and DDR experts together from UN agencies, the UN Organization Mission in the Democratic Republic of Congo (DRC), the Ministries of National Defense, Women's and Social Affairs of the Transitional Government of the DRC as well as members of the local and international press, women's associations, and other civil society organizations. The workshop conclusions and recommendations have given UNDP and UNIFEM a clear mandate to continue the process of jointly developing methods to integrate a gender perspective into DDR processes.

2.5. Service Line 5: Mine Action

2003 was a very busy and productive year for UNDP in mine action. Under this service line, the Bureau for Crisis Prevention and Recovery provides assistance to 24 country offices that, in turn, support national mine-action programmes. New mine-action programmes launched in 2003 include Colombia, Jordan, Sudan, and Tajikistan. In Iraq, Sudan, and Afghanistan, UNDP is supporting the transition from UN managed mine-action services to nationally managed programmes.

Strengthening National Coordination Centres

At the country level, UNDP assists the governments of mine-affected states to assume efficient and effective leadership through the establishment of national institutions such as mine-action authorities and mine-action coordination centers. These institutions are responsible for the development of national policies and strategic plans, the identification of priorities, formulation of national mine-action standards and national legislation, coordination of mine-action operations, quality control, and certification of mine-clearance activities.

Achievements in 2003 include the strengthening of the national mine-action authority in Angola, CNIDAH, and the consolidation of the national mine-action database within CNIDAH. In Eritrea, a five-year interim strategic plan for mine action has been completed and approved by the government. In addition, the Eritrean Demining Authority has established a quality assurance team and one technical survey team. In Ethiopia, the national authority — the Ethiopian Mine Action Office — has played a key role in promoting efficiency, increasing productivity by up to 60 percent. In Somalia, UNDP has expanded programme coverage to the region of Puntland, where a new mine-action coordination centre has been established.

UNDP's capacity building programme in Tajikistan began in July 2003 and is implemented in close partnership with the Organization for Security and Cooperation in Europe (OSCE). The government's Commission on Implementation of International Humanitarian Law is now the legal authority for mine action in Tajikistan. The inaugural meeting of a Donors' Consultative Committee was held in November 2003 under the joint chairmanship of UNDP and the OSCE. On 31 March 2004, Tajikistan had destroyed its entire stockpile of anti-personnel mines.

In Albania, an electronic Information Management System for Mine Action (IMSMA) was introduced in 2003 and populated with updated mine-action data. The Albanian Government is increasingly assuming technical responsibility for mine action; international technical support will be phased out by the end of 2005. Recent successes in the operations of the national mine-action programme in Albania have enhanced donor confidence. Large grants have been awarded to fund a technical survey in northeast Albania, mine-risk education initiatives, and a project leading to the reintegration of mine victims into their communities.

South-South Cooperation and Training

Training and the promotion of south-south cooperation are integral to UNDP's effort to strengthen national ownership in mine action. UNDP's Mine Action Exchange (MAX) initiative provides a mechanism for the staff of national mine-action programmes to undertake short assignments to other programmes or international mine-action organizations to share experiences and lessons learned. In 2003, Azerbaijan, Croatia, Lebanon, and Tajikistan participated in the MAX programme. The exchanges provided an opportunity for each country to learn from the experiences of the host country. For example, the national director of the newly launched programme in Tajikistan visited Azerbaijan to better understand how to effectively establish a national mine-action programme. UNDP's Mine Action Management Training programme trained 20 senior national managers from 15 mine-affected countries on basic and advanced management concepts. The training programme continues to be one of UNDP's most successful mine-action capacity building initiatives. Both the MAX and the management training programme are funded through the TTF.

Integrating Mine Action into Development Planning Processes

The guiding principles for UNDP's engagement in mine action are national ownership and the integration of mine action with development plans and strategies. UNDP's efforts are intended to maximize the socio-economic benefits of mine action on affected communities. Bosnia and Herzegovina, Cambodia, Ethiopia, Mozambique, and Yemen have already integrated mine action into their national development plans. A number of countries, including Afghanistan, Azerbaijan, Angola, Eritrea, Ethiopia, and Somalia, are currently conducting socio-economic impact surveys supported by UNDP, with a view to prioritizing clearance activities and using the findings for national planning processes.

Mine Action, Development, and the MDGs

In Cambodia, as in many countries emerging from conflict, the initial focus of the mine-action programme was placed on strengthening the capacity of demining operators to implement, and on national coordination capacity to enhance efficiency, in order to respond to immediate humanitarian and reconstruction needs. However, sustainability of the mine-action programme and achievement of the longer-term development targets require not only capacity-building, but also prioritization of operations based on a socio-economic impact analysis, and the integration of mine-action considerations into development planning.

Over the past two years UNDP-Cambodia has put significant emphasis on this aspect of its mine-action support programme, and contributed to a number of achievements. With UNDP support, mine action has not only been integrated into the National Poverty Reduction Strategy, using a multi-sectoral approach, but the government also decided to declare mine action as a specific Cambodian Millennium Development Goal. The Cambodian Mine Action and Victims Assistance Authority (CMAA) conducted a series of consultations with government agencies and mine action stakeholders over the establishment of Provincial Mine Action Committees. Under the responsibility of the provincial governors, these committees work with Land Management and Rural Development Committees to select and prioritize the clearance of minefields according to local and provincial development plans. This approach is ensuring a close linkage between mine action and development programming, and further supports the decentralization of governance.

With funding from the TTF, UNDP-Cambodia also supported the Cambodian Mine Action Center (CMAC), notably its management reform process and operations. Over 9.7 million square meters of land were cleared in 2003, representing 93.7 percent of the target initially set for the period.

*Ladislaus Byenkya-Abwooli
Programme Director and Deputy Resident Representative, UNDP Cambodia*

UNDP strives to address the challenge of integrating mine action into UNDP's planning processes at the earliest possible stages. For instance, in Colombia the mine-action programme was launched in response to a multi-sector assessment exercise conducted jointly with BCPR's conflict management and socio-economic recovery experts. In Iraq, UNDP's mine-action advisors were involved in the comprehensive needs assessment conducted by the UNDG and the World Bank, ensuring that mine-action considerations are properly integrated into reconstruction plans and that provisions are made for the development of a national mine-action coordination capacity.

Investing Development Resources into Mine Action

Most UNDP mine-action programmes receive financial assistance through the TTF, and all programmes are provided with TTF financed technical support implemented by BCPR's Mine Action Team in New York. Funding from the TTF complements country-level resource mobilization by focusing on the establishment of new programmes, the strengthening of existing programmes, global policy and capacity-building initiatives, and the bridging of funding shortfalls at the country level. In 2003, UNDP mobilized almost US\$ 20 million through the TTF, with an additional US\$ 10 million pledged, but not received, prior to the end of the financial year. The success of the Thematic Trust Fund has significantly increased programmatic consistency and operational efficiency of UNDP's mine-action programmes and has helped to diversify their funding base. The integration of mine action into recovery and development funding frameworks is gradually becoming the most crucial element for ensuring appropriate and sustained resource mobilization, because mine action has so far been funded primarily from special and time-bound budget lines.

Mine Action Policy

One of UNDP's key policy achievements in 2003 has been the increased recognition of the link between mine action and development, both among mine-affected states and donor governments. The 2003 General Assembly Resolution on Assistance to Mine Action (A/58/L.50) explicitly recognizes the contribution of UNDP in this sector. In previous years, the annual GA resolution focused primarily on humanitarian issues. Similarly, the Statement by the President of the Security Council on Mine Action, issued in November 2003, highlighted the role of mine action in development (S/PRST/2003/22). 2004 will be another important year for mine action. The Review Conference for the Ottawa Convention is planned for early December in Nairobi, Kenya. The conference — titled "The Nairobi Summit for a Mine-Free World" — will be an important event attended by heads of state and other high-level representatives. One of UNDP's key goals at the Summit will be to ensure that sufficient resources be committed by donor governments as well as by affected states to support the elimination of landmines in the highest socio-economically affected areas. This can best be done through integration of mine action into development planning processes.

2.6. Service Line 6: Natural Disaster Reduction

The combination of three funding sources (UNDP core funds, a biennial contribution from the UN Secretariat, and donor contributions via the TTF) enabled UNDP to respond to increasing demands for country support, and to consolidate partnerships forged in previous years. In pursuit of its overall goal to reduce disaster risk in programme countries, UNDP focuses its support on increased capacity for risk reduction, risk reduction integrated into development, and increased investment in risk reduction. UNDP systematically pursues partnerships within and outside the UN family. The International Strategy for Disaster Reduction (ISDR), OCHA, and UNDP conducted a self-assessment exercise to clarify roles, responsibilities, and capacities and to facilitate the collaboration among the three organizations. The exercise already generated tangible outcomes, such as a joint ISDR/UNDP strategy in Africa and a joint project in Goma-North Kivu by UNDP, the ISDR, and the Asian Disaster Preparedness Center. With TTF resources, UNDP sponsored three Hemispheric Conferences on Early Warning Systems in preparation for the ISDR/Germany Second International Conference in October 2003. Other joint initiatives include an assessment of the socio-economic impact of disasters with the UN Economic Commission for Asia Pacific and the reconstruction of earthquake-affected areas in Algeria with the International Labor Organization.

Increased Capacities for Risk Reduction

Training was at the core of UNDP activities in 2003. Through the Disaster Management Training Programme, an inter-agency platform hosted by UNDP with TTF and core resources, UNDP responded to the needs of countries for increased crisis management capacities. Nine workshops were delivered in 2003, covering 11 countries with over 200 participants from national disaster management institutions, NGOs, and the UN family. Beyond training, these workshops also served to initiate or consolidate dialogue between UNDP and national institutions regarding disaster reduction and its development challenges, for example in Azerbaijan, Burkina Faso, Guyana and Uzbekistan. Resources were invested in several training and preparatory activities in climate-related topics. Examples include the joint Inter-American Institute for Research on Global Change/UNDP training on vulnerability associated with climate change, training 90 Central American and Caribbean professionals, and the Asia-Pacific Symposium on integrated Climate Risk Management for 30 participants from 13 Asian countries.

Risk Reduction Integrated into Development

UNDP's capacity building and recovery portfolio grew from 48 operations (US\$5 million) to 73 operations (US\$20 million) in 2003. This increase was facilitated by the mobilization of funds for technical advisory services provided through a capacity grant to BCPR and TTF seed funding provided to country projects. Fifty percent of these funds were mobilized at the country level, indicating the growing interest of disaster reduction and UNDP's success in mainstreaming this issue within the broader development agenda.

National ownership is a key principle that guides UNDP capacity building support. Central America has yielded a positive example. The long-term integrated support to the Sub-regional Strategic Framework for Vulnerability Reduction initiated in the aftermath of Hurricane Mitch with TTF resources resulted in national projects to strengthen local early warning Systems in Guatemala and Honduras and local level risk management programmes in El Salvador, Nicaragua, and Panama. It has also resulted in the compilation of methodologies and best practices for high-risk municipalities in Nicaragua. In December 2003, the sub-region organized the "Mitch + 5 Forum" to review achievements and reaffirm their commitment to the Strategic Framework.

In little over a year the TTF funded "Disaster Management and Emergency Preparedness" project in Albania has secured government ownership of the process and its products, including a national-level risk assessment, updated baseline information and legislation on crisis management, and institutional arrangements that were approved by the Council of Ministers in 2003.

Technical advisory services funded from TTF resources fostered the inclusion of disaster reduction in regular development programming: Disaster reduction elements are included in the UNDAF frameworks of Cuba, India, Iran, and Tajikistan. In Bolivia the government approved a National Socio-economic Development Plan with risk reduction as a component of local development. In Haiti, UNDP work led to the establishment of a national risk management system and action plan with support from the EC's Humanitarian Aid Office (ECHO) and the US Agency for International Development (USAID).

Risk Reduction Factored into Recovery

UNDP's release of TRAC 1.1.3 core funding in response to natural disasters consisted predominantly of emergency cash grants. Up to US\$ 100,000 is provided by UNDP core funds per crisis for countries with significant natural disasters. On the other hand, the objective of TTF programming was primarily to support longer-term risk reduction and sustainable recovery. In Cuba, TTF contributions granted in the aftermath of hurricanes Michelle, Isidore, and Lilly led to the approval by UNDP of a follow-up project to develop an integrated risk reduction strategy for the housing sector at the local level. Resources continue to be insufficient to promote sustainable recovery, and international support continues to favor humanitarian response activities. Contribution levels for the Bam earthquake in Iran, the largest emergency of 2003, are worrying: The UN Flash Appeal launched in January 2004 for immediate relief, recovery and rehabilitation (US\$ 31 million) presented an overall coverage of only 45 percent by 9 February. The shortfall for UNDP-appealed sectors (shelter, livelihood, and infrastructure rehabilitation) is even larger, reaching almost 70 percent. UNDP recognizes this weakness and intends to strengthen advocacy for increasing investment into post-disaster recovery funding.

A major step forward in global sensitisation on increasing the investment into risk reduction was UNDP's global report *"Reducing Disaster Risk—A Challenge for Development"* prepared in 2003 and launched in February 2004. The product of a wide consultative process, the report features the innovative "Disaster Risk Index." Comparing the risk of mortality between countries, it measures the population exposed to earthquakes, tropical cyclones, and floods and calculates relative human vulnerability. The findings demonstrate that disaster risk is an unresolved problem of development.

The TTF mechanism has enabled UNDP to advance in its goal to reduce disaster risk. It is clear, however, that funding for longer-term disaster reduction and recovery programmes continues to be insufficient to address the complexity of underlying causes and to achieve significant impact. UNDP will build on the momentum gained with the launching of the Global Report to further advance its objective to increase investment in risk reduction in 2004.

Making Conflict Prone Regions the First Priority for Natural Disaster Reduction in Colombia

UNDP-Colombia received contributions from the TTF in the context of a multi-sector support strategy launched by BCPR, including conflict analysis and conflict-sensitive programming as well as financial support through the TTF and TRAC 1.1.3 core resources. The initiative has strengthened peace-building activities in three conflict regions of the country (Antioquia, Meta, and Montes de Maria), and has been a catalyst for increasing importance of peace and development approaches within the country programme. Building on the conflict analysis, the National Human Development Report of 2003 was dedicated to the conflict in Colombia, analyzing its causes in a participatory manner and proposing responses to mitigate the effects of the conflict.

The programme reflects a multi-sector strategy and has been implementing several components, including local governance and community development, mine action and disaster prevention, with new components starting in the fields of human rights, security, and prevention of youth recruitment for militias. One of the guiding principles has been to base the programme on cooperation among legitimate local actors, who should establish local, inclusive mechanisms. Key results include the establishment of new alliances among civil society, municipalities, and the government as well as the strengthening of mayors associations in conflict prone regions.

The natural disaster prevention component has been unique in that the emphasis has been on strengthening community and local government response and preparedness in those areas that are most effected by the armed conflict. The challenges of addressing natural disasters in municipalities that are characterized by poor community organization, limited presence of local government institutions, and difficult access due to the activities of armed actors have been analyzed for the first time in Colombia. Municipal disaster prevention committees have been trained by the departmental committees, which presented a valuable opportunity for them to work in the most vulnerable and conflict-prone communities.

Close work with the European Community and the World Bank ensured that the peace-building activities were complementing the efforts of other donors. Topping the seed-funding received from the TTF, the Government of Sweden made contributed US\$ 2.5 million to support strategic peace-building initiatives, and the national government committed an additional US\$ 900,000 in support of the mine-action component of the programme.

One of the major challenges was the change of local and departmental governments. The transition in government means that common ground built with previous leaders must be regained. However, the flexibility of the TTF has allowed the programme to adjust its project design in recognition of new political realities and the ever-changing dynamics of the armed conflict.

*Raul Rosende
Assistant Resident Representative, UNDP Colombia*

2.7. Service Line 7: Special Initiatives for Countries in Transition

Building on the success of the Afghan Interim Authority Fund, UNDP continued to offer this service line as a standing modality for special initiatives to countries in transition, focusing on start-up assistance for transitional authorities, interim and time-bound support to urgently needed public services, and immediate institutional recovery, capacity-building, and reform.

While it would have been premature to launch a special initiative for Iraq in 2003, a number of activities were implemented that fall under the programmatic framework of this service line. These activities were inextricably linked with the process of UN coordination around the Iraq crisis and included preparations for the Madrid Conference and the setting up of the International Reconstruction Fund Facility for Iraq. The preparatory activities also paved the way for donor contributions to this service line in early 2004, intended to provide the Special Representative of the Secretary General (SRSG) with an operational backbone for supporting political and institutional recovery in Iraq. Similarly, UNDP used this service line to launch the Liberia Emergency Economic Recovery Fund (EEMF) as a coordinated funding mechanism to support the recovery efforts of the Government of Liberia. Activities were initiated in 2003 through the advancement of US\$ 100,000 from UNDP's core budget; the first donor commitments were communicated to UNDP in early 2004.

In 2003 the main activity under this service line was an initiative in Guinea Bissau, launched in follow-up to recommendations made by the ECOSOC Ad-hoc Advisory Group on Guinea Bissau.

Funding the Emergency Budget in Guinea Bissau

The Transition Government of Guinea Bissau worked with a team of experts from the International Monetary Fund (IMF), the World Bank, the African Development Bank, and the UN Country Team to achieve a smooth transition to constitutional and democratic order. Using the special initiative service line of the Thematic Trust Fund, UNDP offered a tested and flexible standing modality to channel and coordinate contributions toward the US\$ 18.3 million financial gap in the country's 2004 emergency budget. Since the setting-up of a special trust fund was not necessary, resource mobilization and implementation could begin immediately.

The Emergency Economic Management Fund (EEMF) became the central pillar of the partnership prescribed by both the ECOSOC Ad-hoc Advisory Group on Guinea-Bissau and the Working Group of the Security Council on Conflict Prevention and Resolution in Africa. Both forums called upon the international community to mobilize immediate and innovative assistance for Guinea-Bissau's social stability. The IMF appealed to the donor community to use the EEMF as the primary modality for contributions towards the government's emergency budget.

As a short-term modality, the EEMF enables the Government of Guinea Bissau to help cover the financing gap in its emergency budget, thus being able to resume social service delivery and ensure the normal functioning of public administration. Prior to the launch of the EEMF, the government was unable to deliver vital social services for its already impoverished population. One year of accumulated salary arrears constituted a potentially destabilizing source of social tension. Thanks to the EEMF, salary payments resumed for over 10,000 officials in government ministries, state secretariats, and essential public institutions.

Further to the military led coup d'état on 14 September 2003, a Transitional Charter was signed by a wide spectrum of national stakeholders to map the road toward full constitutional order. The Transition Government appointed under the auspices of this agreement formulated an Emergency Economic Management Plan and an Emergency Budget for 2004, delineating key commitments in the areas of fiscal responsibility and good governance in view of addressing the most urgent needs of the population.

In this framework, the EEMF heralds the beginning of a novel partnership among the United Nations, the International Financial Institutions, bilateral partners, and Guinea-Bissau. While the resumption of a full-fledged dialogue around the country's medium and long-term development priorities will have to wait for the return to constitutional order, the EEMF provides crucial support in the interim period.

*Alberic Kacou
UN Resident Coordinator/ Resident Representative, UNDP Guinea Bissau*

2.8. Practice Development and Knowledge Networking

In 2003, UNDP's crisis prevention and recovery (CPR) practice was considerably strengthened through the expansion of the UNDP-wide knowledge network and a new focus on regional communities of practice. Activities included the substantive exchange in the CPR network, regional and thematic workshops on CPR issues, and the development of comprehensive training modules on CPR, including for UNDP's Virtual Development Academy.

Knowledge Networking

The internal network on Crisis Prevention and Recovery grew to a community of more than 630 members in 2003 and established itself as one of the main communication tools for CPR issues among Country Office staff. Today the network covers all regions and professional levels, and approximately 70 percent of its members are stationed in Country Offices. The network referral system allows UNDP staff to tap into a wealth of knowledge by connecting to colleagues all over the world. It was used more than 120 times in 2003.

CPR Practice Workshop, June 2003, Sarajevo, BiH

- ✓ CPRP network: keep going on the same track.
- ✓ A distinguishable, credible grouping of ideas, experiences, individuals and approaches in UNDP's work and organization.
- ✓ We have done the groundwork, there will be consolidation during the next months in the regions, and the practice can start.

Source: anonymous evaluation questionnaires

The exchange included a variety of topics, such as post-conflict rehabilitation strategies, disaster management plans, women's contribution to peace-building, project execution modalities, and conflict impact assessments. To capture the key messages, exchanges are documented and all related documents are electronically archived to remain accessible for further use. In addition, substantive discussions on the "2004 Human Development Report on inclusive societies" utilized the network as a global policy forum. The interaction was enhanced through regional CPR workshops, which transformed the network into a CPR community of practice rather than a mere email network.

Regional CPR Workshops

To respond to the knowledge exchange and learning needs of country office staff, regional practice workshops were implemented in close cooperation with UNDP's Regional Bureau and the Sub-regional Resource Facilities (SURFs) of the Bureau for Development Policy. In 2003 three workshops held for Eastern Europe and the Commonwealth of Independent States, Asia and the Pacific region, and Latin America and the Caribbean brought

CPR Practice Workshop, November 2003 Manila, Philippines

- ✓ Right initiative to help us strengthen the CPR practice in our COs.
- ✓ I am inspired and now more motivated to contribute to the practice.

Source: anonymous evaluation questionnaires

together more than 100 participants. Among the outcomes of these workshops were common regional approaches in transition recovery and disaster risk management; the application of the conflict related development analysis; the connection of project staff from different country offices; and the clarification of linkages to other practices, such as poverty reduction and democratic governance. All workshops had country-level driven follow-up activities. For example, in Eastern Europe and the CIS a group of area-based development practitioners was established to elaborate the linkages on area-based development and conflict prevention.

CPR Capacity Development through Training

Through a special capacity building grant provided by the United Kingdom, the TTF also supported training across the organization and beyond. As part of UNDP's new approach toward becoming a learning organization, BCPR redesigned the CPR module of UNDP's Virtual Development Academy. This Academy reaches out to approximately 360 staff members a year. In addition, 123 programme staff, 23 members of the Leadership Development Programme (LEAD) and 21 Resident Representatives benefited from training courses on CPR basics as part of induction courses organized by UNDP's Learning Center in 2003. Among other training material, a CD-Rom was developed offering an electronic library of key CPR documents as well as a training reader on CPR issues. A number of service line specific training courses were held, including on Small Arms and DDR, Natural Disasters, Mine Action, and Conflict Prevention.

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

The above accounts demonstrate that the TTF reaffirmed its role as a significant funding modality for multilateral transition assistance in 2003, financing an array of different activities while contributing to programmatic coherence across UNDP's crisis prevention and recovery portfolio. BCPR ensured that funds were allocated speedily upon receipt. The main challenge is linked to expenditure rates at the field level, which BCPR is committed to increase.

A target of 90 percent delivery on TTF resources requires a robust absorption capacity, and bottlenecks at the Country Office level need to be addressed systematically. BCPR can provide technical advice and even limited operational support, but the main responsibility for programme delivery rests with the field offices. The current shortage of core funding for UNDP, however, limits additional investment into the capacity of Country Offices. TTF funding can alleviate this shortfall in select offices by boosting capacity through a project approach – it cannot, however, solve the systemic challenge.

The launch of UNDP's global financial and project management system, ATLAS, in January 2004 is expected to help meet the delivery challenge. Prior to the introduction of ATLAS, the TTF manager had no tool for regular monitoring of programming and expenditure at the field level. ATLAS now provides real-time data and facilitates the generation of analytical reports, which allow for early identification of problems with the necessary lead-time for managerial responses.

4. Conclusion and Future Plans

With funding from the TTF modality and in line with its programmatic framework, UNDP implemented numerous crisis prevention and recovery projects with significant success at the global, regional, and local level. The fund provides the international community with a flexible contribution modality for multilateral assistance before, during, and immediately after crisis occurs. Thanks to the close linkage with UNDP's results-based management tools as well as the knowledge management initiatives of the organization, the TTF also supported the growth and consolidation of UNDP's capacity to provide timely and effective crisis prevention and recovery programmes.

After a critical analysis of achievements and remaining challenges, looking also at the findings of the UNDG/ECHA Transition Working Group, it is, however, impossible to ignore the fact that difficulties in mobilizing resources and assembling expertise have consistently prevented timely and decisive intervention of the kind that could tilt a country away from a relapse into conflict and toward an enduring peace. Activities in DDR, police training, transitional justice and security sector reform, and reintegration of IDPs have proven to be catalysts for reconciliation and stability. Yet to this day they are under-funded and overshadowed in the immediate post-war period.

There has never been a more necessary time to scale-up the multilateral capacity to respond to conflict as a politically neutral way of implementing crisis related interventions. To allow for an effective response, the funds must be in the hands of those who can use them in the immediate recovery phase. The funds ought to be flexible and up to scale. By mobilizing the development funding of donor governments for immediate post-conflict intervention – fast on the ground, quick to be implemented, and focused on bolstering the transition – UNDP views relief and recovery not as sequential but as parallel processes, both of which must begin early. While humanitarian aid budgets must focus on relief requirements, development aid must find its way more systematically to the earliest stage of international post-conflict efforts. UNDP will therefore continue to champion the Thematic Trust Fund for Crisis Prevention and Recovery, encouraging donors not only to sustain their support to the TTF, but also to increase their contribution of flexible resources to the fund's service lines and its overall theme.

In addition to securing flexible funding, UNDP views inter-agency collaboration as a key factor for the success of the crisis prevention and recovery agenda. Building on the 4Rs process, joint needs assessments, the emerging consensus on pass-through mechanisms as well as the harmonization and simplification of the UN's programme implementation arrangements, UNDP will continue to actively work with its UNDG partners on the operationalization of joint crisis prevention and recovery programmes.

5. 2003 TTF CPR Financial Report*

5.1. Financial Summary

Contributions received in 2003	US\$ 128,794,018.00
Less contributions earmarked for Iraq (pass-through)	<u>- US\$ 27,557,444.18</u>
Net 2003 programmed resources	US\$ 101,236,573.82
Allocations carried forward	<u>US\$ 17,645,078.62</u>
Total allocations	US\$ 118,881,652.44

5.2. Contributions Received

Donor	Amount
BELGIUM	2,120,141.34
CANADA	2,878,012.77
COLOMBIA	7,117.44
DENMARK	600,468.59
EUROPEAN COMMISSION	27,635,735.94
GERMANY	236,832.72
IBRD	2,538,356.00
ITALY	7,261,753.13
JAPAN	41,689,031.60
KOREA, REPUBLIC OF	100,000.00
NETHERLANDS	2,346,913.68
NEW ZEALAND	464,163.79
NGO (International)	2,650,804.44
NGO (National)	442,686.56
NORWAY	6,363,058.22
SWITZERLAND	735,294.12
UNITED KINGDOM	17,762,013.51
UNITED NATIONS	911,301.30
UNITED STATES OF AMERICA	12,050,332.85
Total	128,794,018.00

Note: All figures in the financial report include 5 percent General Management Services (GMS) fee.

The total contribution includes US\$ 27.6 million received in December 2003 and designated for pass-through to other UN agencies.

5.2. Allocations and Expenditures by Service Line

Service Line	Allocations	Expenditures
Conflict Prevention	7,495,302.67	4,399,527.10
Transition Recovery	15,497,994.37	12,055,023.11
JSSR	1,640,748.48	697,971.82
Small Arms/DDR	8,992,834.60	5,689,957.64
Mine Action	19,795,497.26	11,610,567.38
Disaster Reduction	7,327,910.64	4,406,738.45
Special Initiatives	4,459,615.00	4,204,435.58
Practice Development	3,231,943.06	2,628,487.29
Country Office Window	50,439,806.36	20,761,285.42
Total	118,881,652.44	66,453,993.79

5.3. Allocations and Expenditures by Countries for the Period Ending 31 December 2003

Country	Allocation	Expenditures
Afghanistan	54,463,757.00	24,393,276.46
Albania	1,558,972.00	1,032,264.33
Angola	4,247,282.59	2,805,775.97
Azerbaijan	669,348.00	568,365.64
Bolivia	150,200.00	150,104.22
Bosnia	1,778,941.04	1,040,001.02
Bulgaria	116,215.00	95,487.96
Cambodia	618,143.00	617,145.71
Central Africa	126,000.00	36,160.78
Chad	550,363.00	391,144.44
Colombia	800,000.00	1,376.80
Congo, DR	476,190.00	354,130.69
Congo, PR	36,922.00	34,218.24
Croatia	190,476.19	117,245.98
Cuba	59,063.00	59,063.00
Dominican	14,249.00	14,249.00
Ecuador	342,000.00	341,702.37
El Salvador	142,100.00	141,023.45
Eritrea	3,800,000.00	3,700,331.49
Ethiopia	341,684.00	192,854.37
Global	21,848,949.34	14,048,537.97
Guatemala	95,500.00	95,383.26
Guinea Bissau	426,180.85	190,774.86
Guyana	436,000.00	179,084.36
Haiti	251,239.00	117,951.07

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Honduras	345,400.00	236,607.59
India	882,169.04	630,417.70
Indonesia	745,000.00	744,996.10
Iran	484,166.00	184,396.74
Iraq*	5,913,341.00	1,677,279.70
Jamaica	84,168.60	55,448.62
Laos	125,541.05	90,702.47
Lebanon	190,476.00	32,888.36
Libya	395,629.00	395,629.00
Macedonia	1,221,199.00	577,561.83
Montserrat	26,000.00	25,730.72
Mozambique	1,753,399.10	1,742,499.83
Nepal	619,047.00	568,054.30
Niger	280,400.00	262,721.60
Palestine	476,190.00	370,394.34
Peru	112,100.00	111,540.77
Rwanda	1,295,750.00	893,210.61
Sierra Leone	1,283,540.00	818,990.20
Solomon Island	225,715.50	146,927.24
Somalia	1,573,462.00	814,727.53
South Africa	1,255,213.00	1,255,213.00
Sri Lanka	1,030,987.00	671,702.59
Sudan	540,204.00	101,490.58
Syria	795,308.00	364,497.06
Tajikistan	238,095.00	168,118.72
Togo	144,692.00	15,334.00
Tunisia	209,437.00	209,437.00
Ukraine	538,000.14	366,272.10
Yemen	742,920.00	507,648.35
Yugoslavia	1,814,328.00	1,695,901.70
Total*	118,881,652.44	66,453,993.79

* An additional US\$ 27.6 million was designated for pass-through to other UN agencies.

5. 2. Allocations by Service Line for 2003

Service Line	Country	Allocations
CONFLICT PREVENTION	GLOBAL	2,361,374.67
	GUYANA	436,000.00
	SRI LANKA	333,333.00
	SUDAN	16,395.00
	WSP - HQ	3,890,000.00
	WSP - SOMALIA	458,200.00
	Total	7,495,302.67
RECOVERY	ANGOLA	135,400.00
	BOSNIA	171,428.00
	CONGO, DR	476,190.00
	CUBA	59,063.00
	DOMINICAN	14,249.00
	ERITREA	3,800,000.00
	GLOBAL	2,913,497.37
	INDIA	114,200.00
	INDONESIA	745,000.00
	IRAN	484,166.00
	LIBYA	395,629.00
	MACEDONIA	846,199.00
	MOZAMBIQUE	554,978.00
	NEPAL	619,047.00
	PALESTINE	476,190.00
	SIERRA LEONE	520,400.00
	SOUTH AFRICA	1,255,213.00
	SUDAN	238,095.00
	SYRIA	795,308.00
	TUNISIA	209,437.00
YUGOSLAVIA	674,305.00	
Total	15,497,994.37	
JUSTICE AND SECURITY REFORM	AFGHANISTAN	235,748.48
	GLOBAL	1,405,000.00
	Total	1,640,748.48

SMAL ARMS AND DDR	AFGHANISTAN	142,100.00
	ALBANIA	392,454.00
	BOSNIA	500,000.00
	BULGARIA	116,215.00
	CENTRAL AFRICA	126,000.00
	COLOMBIA	800,000.00
	CONGO, PR	36,922.00
	EL SALVADOR	58,100.00
	GLOBAL	2,984,390.10
	HAITI	251,239.00
	HONDURAS	250,000.00
	MACEDONIA	375,000.00
	NIGER	280,400.00
	SIERRA LEONE	763,140.00
	SOLOMON ISLAND	225,715.50
	SOMALIA	1,056,444.00
	TOGO	144,692.00
	YUGOSLAVIA	490,023.00
	Total	8,992,834.60
	MINE ACTION	AFGHANISTAN
ALBANIA		329,364.00
ANGOLA		1,009,651.23
AZERBAIJAN		669,348.00
BOSNIA		1,107,513.04
CAMBODIA		618,143.00
CHAD		550,363.00
CROATIA		190,476.19
ETHIOPIA		341,684.00
GLOBAL		1,299,115.14
GUINEA BISSAU		398,380.85
LAOS		125,541.05
LEBANON		190,476.00
MOZAMBIQUE		1,198,421.10
SOMALIA		517,018.00
SRI LANKA		397,654.00
SUDAN		285,714.00
TAJIKISTAN		238,095.00
UKRAINE		61,810.14
YEMEN		742,920.00
Total	19,795,497.26	

DISASTER RISK REDUCTION	ALBANIA	837,154.00
	BOLIVIA	150,200.00
	ECUADOR	342,000.00
	EL SALVADOR	84,000.00
	GLOBAL	3,305,429.00
	GUATEMALA	95,500.00
	GUINEA BISSAU	1,800.00
	HONDURAS	95,400.00
	INDIA	767,969.04
	JAMAICA	84,168.60
	MONTSERRAT	26,000.00
	PERU	112,100.00
	SRI LANKA	300,000.00
	UKRAINE	476,190.00
	YUGOSLAVIA	650,000.00
Total	7,327,910.64	
SPECIAL INITIATIVES	AFGHANISTAN	4,433,615.00
	GUINEA BISSAU	26,000.00
	Total	4,459,615.00
PRACTICE DEVELOPMENT	GLOBAL	3,231,943.06
COUNTRY WINDOW	AFGHANISTAN	40,128,484.00
	ANGOLA	3,102,231.36
	IRAQ	5,913,341.00
	RWANDA	1,295,750.00
	Total	50,439,806.36

UNDP is the UN's global development organization, a network advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. We are on the ground in 166 countries, working with them on their own solutions to global and national development challenges. As they develop local capacity, they draw on the people of UNDP and our wide range of partners.

World leaders have pledged to achieve the Millennium Development Goals, including the overarching goal of cutting poverty in half by 2015. UNDP's network links and coordinates global and national efforts to reach these Goals. Our focus is helping countries build and share solutions to essential development challenges:

- Democratic Governance
- Poverty Reduction
- Crisis Prevention and Recovery
- Energy and Environment
- HIV/AIDS

UNDP helps developing countries attract and use aid effectively and supports the coordination of development activities for the United Nations system as a whole. In all our activities, we encourage the protection of human rights and the empowerment of women.
