UNDP

BUREAU FOR CRISIS PREVENTION AND RECOVERY (BCPR)

2005 Report: Thematic Trust Fund for Crisis Prevention and Recovery

United Nations Development Programme

UNDP is the UN's global development 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. In all our activities, we encourage the protection of human rights and the empowerment of women.

The mission of the Bureau for Crisis Prevention and Recovery is to enhance UNDP's efforts for sustainable development, working with partners to reduce the incidence and impact of disasters and violent conflicts, and to establish the solid foundations for peace and recovery from crisis, thereby advancing the UN Millennium Development Goals on poverty reduction.
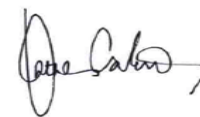
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FOREWORD

We are pleased to present the 2005 Report on the UNDP Thematic Trust Fund (TTF) on Crisis Prevention and Recovery (CPR). By describing key achievements, challenges, and lessons learned, this report seeks to convey how contributions to the CPR TTF during 2005 supported the efforts of the United Nations Development Programme (UNDP) to manage both natural and man-made crises in countries throughout the world. The Bureau for Crisis Prevention and Recovery (BCPR) serves as fund manager for the CPR TTF. In last year's CPR TTF report, we identified three BCPR priorities for 2005: (i) the alignment of BCPR strategy and processes with fast evolving peacekeeping reforms and demands from country offices; (ii) the sharpening of the results-based focus of our work; and (iii) the strengthening and expansion of strategic partnerships. We are making good progress on all three fronts.

Strategy, peacebuilding reforms and country office demand – A five year (2007-2011) strategy for BCPR is in its final stages of development. The primary goal of the strategy is to strengthen UNDP as a global leader in crisis prevention and recovery. To do this, BCPR will focus its activities in priority countries, focus on results through measurable outcomes and outputs, and build its role as a policy and knowledge leader on issues of natural disaster and armed conflict. BCPR's strategy responds to recent changes in its operating environment. These include the new Peacebuilding Commission, Peacebuilding Support Office and Peace Building Fund, which UNDP, through BCPR, has been helping to get underway. UNDP has also accepted responsibility to lead the Early Recovery Cluster, one of the nine clusters established by the Inter-Agency Standing Committee in 2005 as part of the Humanitarian Reform efforts. BCPR's relations with country offices also received close attention in the development of the new strategy. In addition to providing technical advice in response to the requests of country offices, BCPR will be proactive in offering a defined menu of resources for prevention and recovery. In collaboration with UNDP's Regional Bureaux and the Bureau of Management, BCPR will also work to strengthen the operational and management surge capacity of country offices working in crisis environments.

Results-based management – BCPR has enthusiastically embraced the results-based management guide issued by UNDP in mid-2005. This approach complies with international project management standards and is expected to have a positive effect on the way CPR projects are designed, managed, and monitored at both global and country level. All BCPR staff have been trained in results-based management techniques, and a small team has been designated to help roll-out the guide in conflict and disaster-prone countries. During 2006, processes for accessing and monitoring TTF funds will also be adjusted to reflect more fully the principles of results-based management.

Partnerships – The nature of our work requires a strong and dynamic network of partners. During 2005, partnerships within the UN system have been strengthened with the Department of Peacekeeping Operations (e.g., related to Disarmament, Demobilization, and Reintegration and integrated mission planning), the United Nations Development Group (e.g., assessing and improving post-conflict needs assessment), and the Office for Coordination of Humanitarian Affairs (e.g., in ensuring smooth transition from humanitarian to recovery support). In addition, a two-year state-building programme has been established with the World Bank, governance reform is underway within the International Strategy for Disaster Reduction, and a range of initiatives have been developed with civil society organizations.

2005 marks the fifth anniversary of the CPR Thematic Trust Fund. The Fund has proven to be an effective financing mechanism, allowing donors to direct support by region, by technical service line or to provide un-earmarked support which can be directed to prevention and recovery priorities at the country level. We appreciate the confidence donors have placed in UNDP and BCPR, and will work every day to maintain that confidence.

Kathleen Cravero
Assistant Administrator and Director,
Bureau for Crisis Prevention and Recovery

I. INTRODUCTION

Crisis Prevention and Recovery (CPR) is one of the **United Nations Development Programme's (UNDP) five substantive practice areas.** The focus of this practice area is to help countries prevent, reduce the risk of, or recover from violent conflict and/or natural disasters. UNDP works with national partners to build capacity through the development of tools and the training of personnel. UNDP also helps build secure environments in which long-term development can take place, while promoting the integration of prevention considerations into long-term development planning. The CPR practice area of UNDP is spear-headed by the **Bureau for Crisis Prevention and Recovery (BCPR)**.

BCPR, in partnership with UNDP's country offices, supports local governments in needs assessment, capacity development, coordinated planning, and policy and standard setting. Such CPR-related activities are financed from two sources: regular "TRAC 1.1.3" resources, which are approved by the Executive Board of UNDP; and the **Thematic Trust Fund (TTF) for Crisis Prevention and Recovery** (**CPR**), which was established in 2000 to provide a fast, flexible funding mechanism through which UNDP could fulfil its crucial role in responding to urgent country needs.[1]

The current report presents key achievements made possible by CPR TTF financing in various CPR-related areas, together with financial information relating to contributions and expenditures for 2005. It also reflects on key challenges and lessons learned in the substantive report on key areas of intervention (section IV), and describes BCPR's role for the future (see section V).

In 2005, donors used the CPR TTF to respond to the most devastating natural disasters in recent times. The December 2004 tsunami in the Indian Ocean; the costliest, deadliest, and longest hurricane season in the Caribbean since 1931; and the major earthquake that devastated large parts of Pakistan and northern India all received support from UNDP funded through the CPR TTF.

Due to the international community's generous response, contributions to the CPR TTF totalled US$ 248.4 million in 2005. This represents a 46 percent increase over prior year contributions, and the highest level of annual support received since the inception of the Fund.

This extraordinary support in 2005 skews the comparison of CPR TTF funding for regions, service lines and un-earmarked contributions relative to prior years. Earmarked contributions were significantly higher in the Asia and Pacific region, the natural disaster reduction service line, and recovery service line when compared to 2004 or earlier periods. At the same time, un-earmarked contributions grew 50 percent in absolute terms over 2004 while continuing to represent 8 percent of total CPR TTF contributions due to the increase in overall support.

Throughout this report references are made to these unusual results for 2005. Special sections are included in this report on the tsunami and the Pakistan earthquake in recognition of these significant events.

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[1] "TRAC 1.1.3" is the part of UNDP regular resources directed to crisis prevention, response, and recovery as well as to related policy and programme advisory services. Since detailing the uses of TRAC 1.1.3 funds during 2005 is not the purpose of this report, it is important to note that the information presented here does not reflect the full extent of CPR-related activities undertaken by UNDP. See also Annex I. for additional information.

II. CPR TTF FINANCIAL SUMMARY FOR 2005

Contributions to the CPR TTF have steadily increased since its inception in 2000. Reflecting generous donor response to natural disasters that occurred in late 2004 and 2005, the level of funding in 2005 was the highest in the Fund's history. The US$ 248.4 million in contributions represented an increase of approximately 46 percent from the previous year, and the number of donors grew from 24 to 31. Overall, 2005 proved to be an exceptionally successful year for the CPR TTF. Donors responded quickly to emerging priorities, and UNDP addressed CPR challenges in a timely and effective manner.

CHART 1
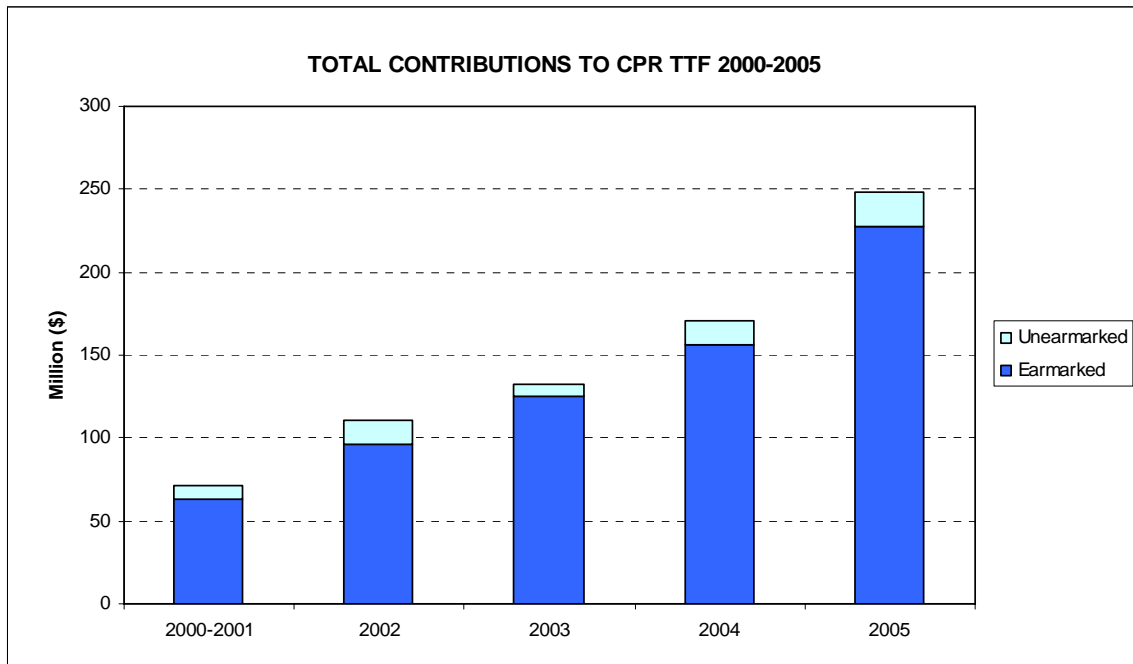
Contributions to the CPR TTF may be made using one of two modalities: 'earmarked' contributions, which are restricted by the donor for use within a specific service line, programme, region, or country; and 'un-earmarked' contributions, which enable BCPR to respond flexibly to country needs across the full spectrum of CPR-related service lines. As BCPR launches its new five-year strategy for 2007-2011, un-earmarked funding will be essential in ensuring the sustainability and predictability required to fulfil the Bureau's strategic goals.[2] Earmarked contributions currently make up the greater part of the TTF, representing US$ 227.6 million (92 percent) of total contributions in 2005. Un-earmarked contributions, while remaining at the same proportion of total TTF contributions as in 2004 (8 percent), have grown in absolute terms and reached US$ 20.8 million in 2005.

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[2] For more information on the allocation of un-earmarked funds, please refer to annex I.

Of total **earmarked contributions** in 2005, US$ 96.6 million (42 percent) was provided for the reduction and recovery from natural disasters. This represented a strong response to the tsunami and included support for the Pakistan earthquake. Small arms reduction and the disarmament, demobilization, and reintegration (DDR) of ex-combatants received the second highest contribution of over US$ 86.5 million (37 percent), followed by mine action, which received US$ 29.6 million (13 percent).[3]

CHART 2

2005 CPR TTF EARMARKED CONTRIBUTIONS BY SERVICE LINE

- Conflict Prevention and Peace Building
- Recovery
- Security Sector Reform and Transitional Justice
- Small Arms and DDR
- Mine Action
- Natural Disaster Reduction
- Special Initiatives
- Practice Development
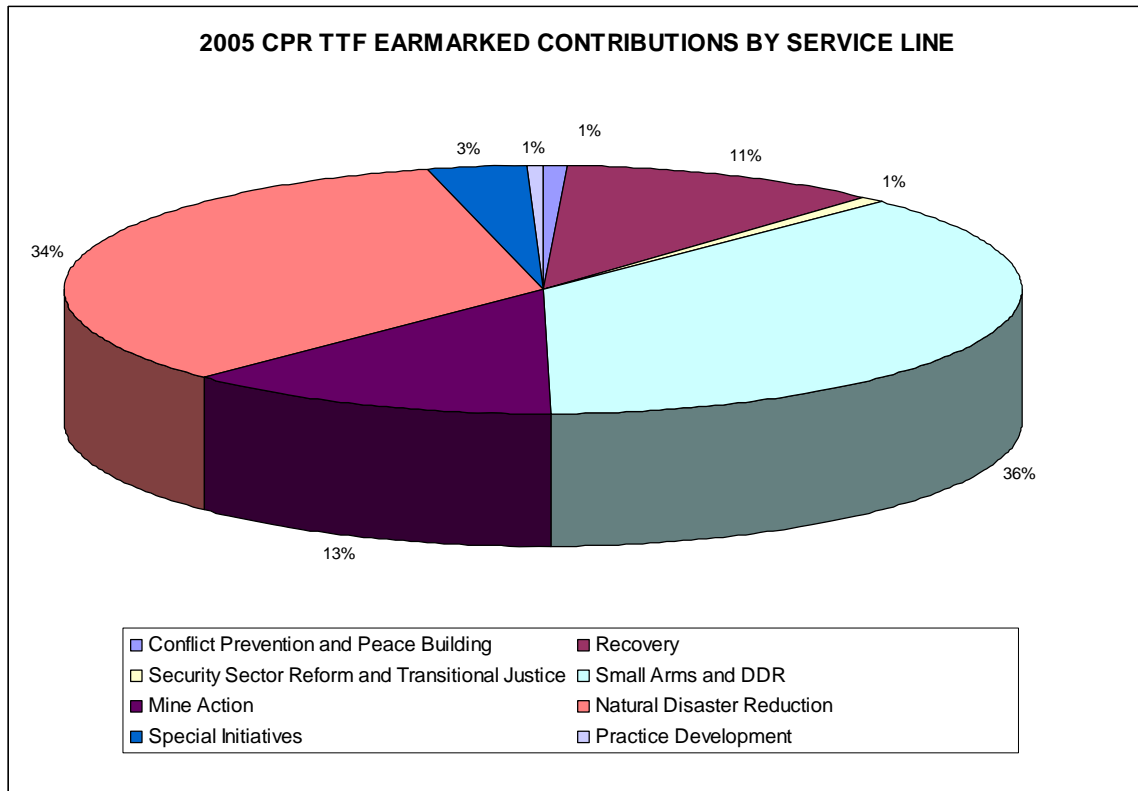
Un-earmarked contributions totalled US$ 20.8 million in 2005, an increase of US$ 6.8 million over 2004. During this same period the number of donors contributing un-earmarked support doubled from 4 to 8. Available un-earmarked funding in 2005 was provided by Canada, Denmark, Germany, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom.

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[3] In a variation from previous reports, the 2005 CPR TTF Report has integrated amounts received through the "Country Window" with the totals for each service line. While the Country Window continues to exist as a resource mobilization tool—whereby UNDP delegates signatory authority and management responsibility to the Resident Representatives and funds are administered through a cost-sharing modality—programmes funded through the Country Window correspond to UNDP CPR service lines and therefore are included in the corresponding service lines for reporting purposes.

Total expenditure in 2005 against the CPR TTF was US$ 219.6 million. Comparing **service lines**, by far the highest expenditure related to DDR and small arms reduction programmes, totalling US$ 88.2 million (40 percent). Expenditure under the natural disasters service line ranked second and increased significantly when compared to the prior year, totalling US$ 55.5 million (25 percent), largely due to tsunami disaster response.

CHART 3

2005 CPR TTF EXPENDITURE BY SERVICE LINE
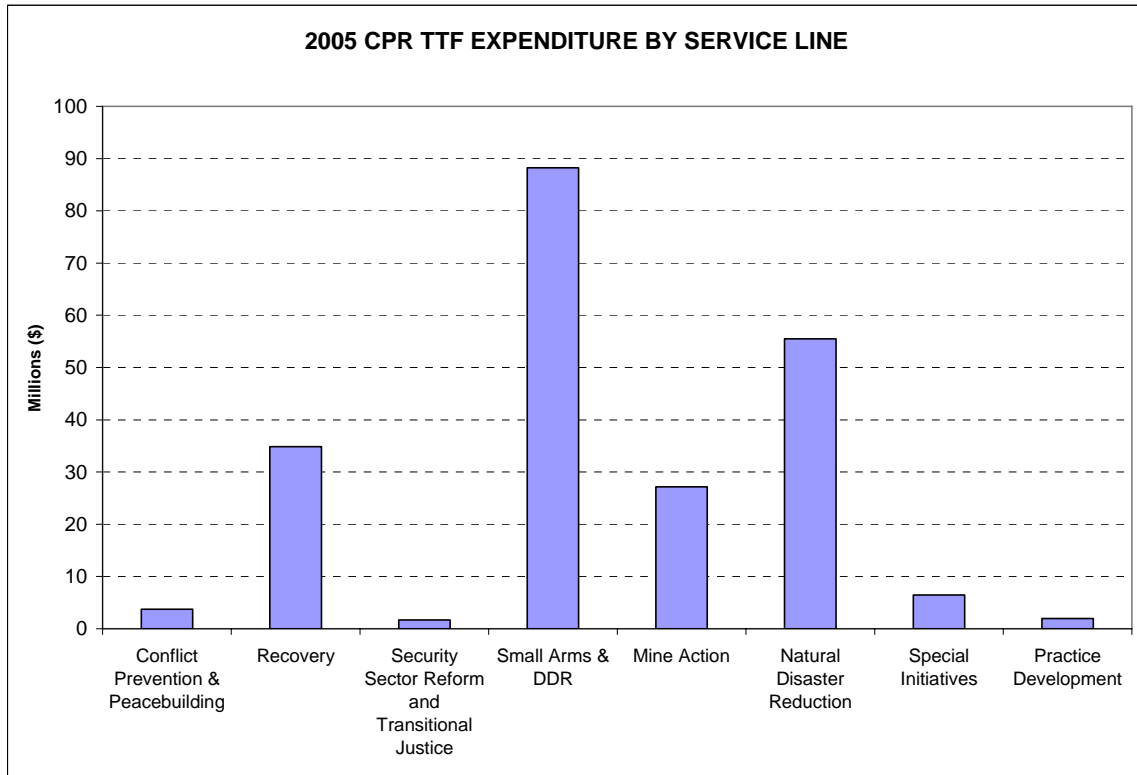
Regionally, the highest expenditure in 2005 concentrated in the region of Asia and the Pacific, with a total of US$ 138 million (63 percent). This is influenced by the scope of expenditures related to the tsunami disaster response (US$ 53 million), and DDR programmes (US$ 55.6 million) and mine action (US$ 15.7 million) in Afghanistan. US$ 42.1 million (19 percent) of total expenditure related to the region of Africa, a significant part of which (US$ 25 million) pertained to DDR programmes in Liberia. Expenditure in the region of Arab States was US$ 20.4 million (9 percent), with the major portion devoted to recovery efforts in Iraq (US$ 11.7 million).

CHART 4

2005 CPR TTF EXPENDITURE BY REGION
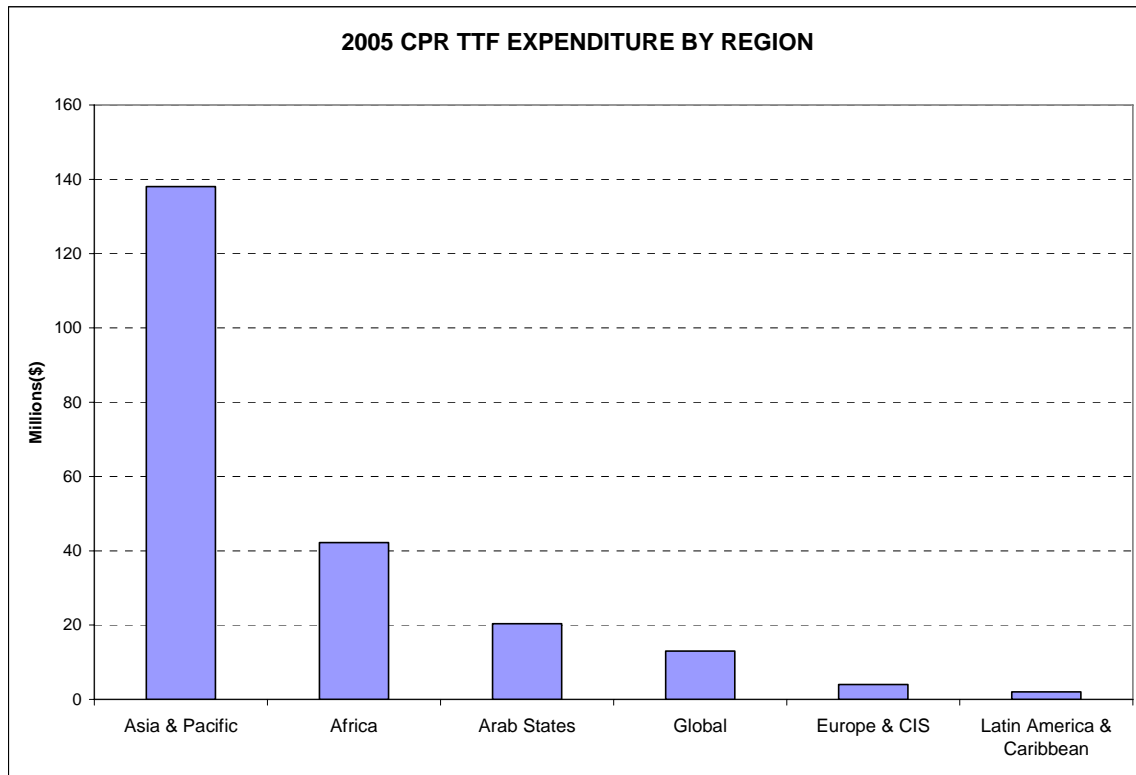
Allocation of Un-earmarked Funding

By service line – In 2005, BCPR dedicated 42 percent of un-earmarked funds to programmes on small arms reduction, disarmament, and demobilization to jumpstart pilot activities and bridge key funding gaps. Additional un-earmarked funding was allocated to programmes on security sector reform and transitional justice (16 percent), mine action (16 percent), conflict prevention and peacebuilding (15 percent), recovery (10 percent), and natural disaster reduction (1 percent).

By region – 43 percent of un-earmarked funding was assigned to Africa, reflecting the level of crisis prevention and recovery support needed on that continent and the priority that the Bureau assigns to crisis countries in the region—notably Burundi, Liberia, Somalia, and Sudan. The regions of Eastern Europe and the Commonwealth of Independent States, Latin America and the Caribbean, and the Arab States received 53 percent of un-earmarked funds. Finally, 4 percent was assigned to global policy projects, including the development of the United Nations Integrated Disarmament Demobilization and Reintegration Standards and the joint UNDP-World Bank initiative on post-conflict state-building.

III. UNDP AND TSUNAMI RECOVERY

Unprecedented in the modern history of natural disasters in size and in scope, the December 2004 Indian Ocean earthquake and tsunami wrought destruction and misery in 12 countries, from Southeast Asia to East Africa. Entire neighbourhoods, villages, and towns were obliterated. Official estimates put the number of known dead at 181,516 and another 49,936 unaccounted for. More than 1.7 million people lost their homes, and between five and six million people needed food, water, and medical supplies. In many affected areas, the number of working women and men who lost their livelihoods was as high as 90 percent.

The magnitude of the disaster far exceeded the disaster response capabilities of most countries affected. In the days following the tsunami, requests for help were met with one of the greatest outpourings of assistance the world has ever seen. About US$ 13.6 billion has been pledged to help tsunami survivors pick up the pieces of their lives and rebuild their communities, of which US$ 1.4 billion was pledged to the United Nations. UNDP requested US$ 177 million through the UN's post-tsunami Flash Appeal, and by the end of 2005 had received US$ 120 million. Outside of this Appeal, UNDP has received another US$ 17 million in contributions and US$ 57 million in pledges. In total, over US$ 77 million of these contributions were channelled through the CPR TTF. In addition, UNDP has allocated US$ 7 million of its own internal resources towards the tsunami recovery effort.

The United Nations, with on-the-ground programmes in each of the affected countries, was able to dispatch assistance to the stricken areas almost immediately after the disaster struck. The massive relief effort, which ensured that survivors had sufficient access to food, shelter, and medical attention, was credited with limiting a second disaster—an outbreak of disease and hunger. UNDP, through the UN Resident Coordinators, worked with national officials, international humanitarian agencies, and nongovernmental organizations to help coordinate this effort.

Life has still not returned to normal for many of the tsunami survivors. It is generally believed that tsunami recovery and reconstruction will take between three and five years, and in some places up to a decade. Several factors have slowed recovery in a number of areas, including a second earthquake in Aceh three months after the tsunami and conflicts in two of the affected countries. Fundamental problems also had to be overcome. For example, the tsunami killed many of the very same people who would have been instrumental in leading the recovery. And as legal records were destroyed, it has taken time to determine who owns what land.

UNDP started early to work towards expanding and strengthening the capacities of local administrations to handle the overwhelming magnitude of the recovery effort. With a focus on building each country's capacity to meet the needs of its citizens, and with a commitment to ensure that the people themselves have a role in making decisions that affect their future, UNDP has worked to tailor its assistance to the particular needs of each country. Guided by a task force led by the organization's Regional Bureau for Asia and the Pacific, and utilizing the knowledge base and the expertise found in BCPR, UNDP has developed programmes to address each country's areas of concern. It has also supported the work of the UN Special Envoy for Tsunami Recovery, former United States President Bill Clinton, and, with the UN Development Group Office, has ensured that the Resident Coordinators had the necessary resources and capacity to offer affected countries the assistance they required. In addition, local and international experts from the United Nations Volunteers (UNV) have been deployed to expedite progress in the affected countries.

In the **Maldives**, a country of more than 1200 islands, 200 of which are inhabited by 280,000 people, the death toll was relatively low. Damage to the economy, however, was highest of all affected nations, with nearly two-thirds of the country's gross domestic product destroyed. UNDP is working with the Government of Maldives to repair the nation's energy, water, waste, and transportation infrastructure and to establish a comprehensive programme that is repairing homes and other buildings while putting men and women back to work. In **Sri Lanka**, UNDP has worked with the government to build a coordination mechanism to oversee the recovery, provided assistance for the development of a national disaster risk-management strategy, and is building local capacity for management of recovery and reconstruction. In **Indonesia**, UNDP has played a major role in removing disaster rubble, promoting

employment opportunities, and helping to formulate the Master Plan for reconstruction. And in **Thailand**, UNDP is supporting programmes for long-term development in some of the most vulnerable communities as well as assisting in projects that will allow the country's hard-hit tourism industry to rebound.

Further information and updates can be found on UNDP's tsunami recovery web pages at www.undp.org/tsunami. A full compendium of UNDP's tsunami projects, current as to the end of October 2005, can be found in UNDP's snapshot report, *Survivors of the Tsunami: One Year Later. UNDP Assisting Communities to Build Back Better*, which can be downloaded from the same web site.

IV. SUBSTANTIVE REPORT ON KEY AREAS OF INTERVENTION

1. CONFLICT PREVENTION AND PEACEBUILDING

Overview

Conflict and its management are an inextricable part of the development process. The complex challenges of poverty, inequality, weak governance, and competition over natural resources are complicated by inter- and intra-group differences and, in many countries, further exacerbated by illicit weapons, cross-border crime, and HIV/AIDS. As a result, development will inevitably generate disputes and conflict—over economic and social priorities, resource allocation, and the sharing of new wealth.

Given these realities, UNDP activities under this service line, managed by BCPR's Conflict Prevention and Peacebuilding team, have increasingly sought to address two challenging concepts: "early prevention," i.e., keeping incipient tensions from leading to widespread violence or armed conflict; and "peacebuilding," i.e., preventing the recurrence of violence in post-conflict situations beyond the recovery phase. In this sense, the overall trend has been toward **re-defining conflict prevention as "pre-and-post-conflict" prevention**. In close partnership with the Department of Political Affairs (DPA) and other partners on the ground, UNDP's role in conflict prevention and peacebuilding has therefore primarily focused on: the design and implementation of development programs in a manner that does not create tensions and effectively addresses the root causes of conflict; and the development of programs specifically aimed at building the longer-term capacity of national actors—governments, civil society, political parties, the security sector, business, etc. —for the peaceful management of conflict.

In 2005 expenditures under this service line amounted to a total of US$ 3,758,380.

Key Achievements

Country Support
The 2005 conflict prevention initiatives supported by the CPR Thematic Trust Fund have primarily aimed to:
- Strengthen the capacity of national and local actors to analyze common problems and to identify joint solutions (e.g., Colombia's Reconciliation and Development programme, REDES).
- Strengthen and/or form credible institutions and processes, both traditional and modern, from both government and civil society that can help find internal solutions to disputes, promote reconciliation, and mediate on specific matters (e.g., Colombia's REDES programme).
- Build the capacities for inclusive and participatory dialogue within and between groups whereby contentious issues can be addressed (e.g., "national conversation" in Guyana within the framework of the Social Cohesion programme; multi-stakeholder dialogue on the reform of the national defence and urban security policies in Argentina).
- Build infrastructure at both national and local levels wherein local disputes over land, resources, religion, ethnicity, and chieftain succession can be identified and addressed in a sustainable manner before they lead to conflict (e.g., national strategy to prevent electoral violence in Guyana).

Some of the above activities formed part of the **joint UNDP-DPA programme on building national capacities for conflict prevention**, which was created in 2003 to support concrete initiatives for "early" conflict prevention in pre-conflict countries. In 2005 the joint programme also supported longer-term post-conflict prevention and the building of national capacities for preventing the recurrence of violent conflict. For instance, in **Sierra Leone** it provided support for the development of a national Peace Consolidation Strategy (PCS), which aims to address some of the medium to long-term threats to peace. The PCS is currently being implemented by the UN Integrated Office in Sierra Leone (UNIOSIL) and targets critical challenges facing Sierra Leone, including the lack of political capacity for consensual policy-making, significant levels of youth unemployment, corruption, and the need to further strengthen the justice and security sector. In addition, the joint programme is supporting the building of political capacity and the reform of governance, including a recently launched initiative to promote

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dialogue and constructive engagement among the political and civic leadership, especially as the country approaches national elections in 2007.

Emphasis has also been placed on the design and implementation of development programmes that do not exacerbate tensions but rather help alleviate the root causes of violent conflict. The **"mainstreaming" of conflict prevention** into development planning and programming has therefore remained a key area of CPR TTF support in 2005, and this has taken many shapes—ranging from the integration of conflict prevention into transitional recovery plans on the basis of a needs assessment (e.g., **Somalia**) to the design and implementation of conflict-sensitive UNDP Country Programmes. For instance, in **Burundi**, on the basis of the Conflict-related Development Analysis (CDA), an internal UNDP conflict analysis exercise supported (a) the development of a shared understanding of key short and long-term threats to peace, and (b) a review of the priority areas for the UNDP Country Programme 2005–2007 through a conflict prevention lens. While this process helped reorient the overall strategy for UNDP, it is also being carried forward to support the conflict sensitive design and implementation of interventions in the field of reintegration, governance, and HIV/AIDS and to identify new programmatic opportunities for peacebuilding.

A particular event supported by the TTF was aimed at **enhancing the capacities of women leaders to influence peace negotiations in Africa**. In November 2005, UNDP cooperated with the NGO Geneva Call to hold a workshop for women associated with armed groups in Addis Ababa. The workshop identified ways of strengthening understanding and observance of international humanitarian and human rights law by women leaders either presently or formerly associated with African armed opposition groups and their political wings. It enhanced the participants' understanding of and ability to influence peace negotiations and raised awareness of possible strategies to have meaningful and sustained roles in transitioning from an armed opposition group to participating in the functions of governance.

Knowledge Management
As sufficient practical experience had been gathered from specific programs on the ground, support from the Thematic Trust Fund was also sought in 2005 to contribute to systematic learning and knowledge creation on specific aspects of the conflict prevention agenda. For instance, in June 2005 the UN Development Group Office (UNDGO), the UN Development Programme (UNDP), the UN Children's Fund (UNICEF), and DPA jointly organized a "lessons learned" workshop on the integration of conflict prevention into UN planning. The workshop provided an opportunity for UN practitioners to share experiences on practical entry points for conflict prevention, and in surmounting the political and other challenges encountered in obtaining multi-stakeholder buy-in and ensuring the implementation of relevant programming.

Similarly, under the auspices of the joint UNDP-DPA programme, in July 2005 an "experience sharing" workshop brought together conflict prevention practitioners and representatives from the governments, civil society, academia, and UN offices of eight countries who had direct experience with or interest in conflict prevention activities. Drawing on their national experiences, the workshop enabled national stakeholders from government and civil society, along with their UN counterparts, to share and advance knowledge on how such initiatives can be strengthened to produce more effective and sustainable outcomes and to develop new ideas for collaboration on building national capacities for conflict transformation.

Key Challenges and Lessons Learned

A number of practical challenges and lessons learned have emerged out of these country experiences, and these will help to strengthen UNDP's global practice in, and approach to, conflict prevention and peacebuilding.

National capacities for peace are crucial to prevent the recurrence of violence
As outlined in the discussion of Sierra Leone (above), efforts to assist national actors to acquire the capacities necessary for sustaining peace must be a critical element of post-conflict recovery planning and response. Too often, despite heavy international assistance, many post-conflict situations slide

back into violence as national actors and institutions are unable to achieve consensus on divisive issues or to negotiate constructively towards common objectives.

Conflict prevention success indicators: some progress and remaining challenges

Drawing from national experiences from the joint UNDP-DPA programme, it has become clear that in order to achieve lasting impact conflict transformation initiatives must address individual capacity development, strengthen institutional capacities, and, ultimately, influence national policies and priorities. Short-term effects can be measured in a cadre of individuals skilled in conflict resolution, constructive negotiation, and consensus formation; medium-term effects result in more functional institutions and more responsive, inclusive policies; and long-term effects are, ideally, measured by the development of society's indigenous capacities to manage conflicts constructively and to sustain the peace. There is, however, a need for better indicators to systematically assess the impact of specific conflict prevention programs on the ground, especially as the success of these initiatives will be primarily measured through the degree to which they contribute to the long-term transformation of the attitudes and behaviour of national actors.

Linking conflict prevention and the human rights based approach in UN planning

Successful "mainstreaming" takes places when conflict prevention/analysis forms part of the regular tools and approaches for program and strategy development (e.g., post-conflict needs assessment, Common Country Assessment/UN Development Assistance Framework, UNDP Country Programme development, etc.). In this context, as underlined by UN practitioners participating in the "lessons learned" workshop on the integration of conflict prevention into UN planning, a systematic reflection on the linkages between conflict prevention and the human rights based approach to development will help strengthen the application of a conflict sensitive approach to programming on the ground.

Transferring the conflict sensitive approach from planning to the programme level

While it is essential to incorporate conflict concerns into UN planning processes, this may be insufficient to ensure linkages with action on the ground. A conflict sensitive lens must also inform the translation of these strategies into programming and sustained consultative processes aimed at the prevention of violent conflict. Current conflict analysis frameworks (including UNDP's Conflict-related Development Analysis) support the development of conflict sensitive strategies at the macro level, yet an outstanding challenge is to ensure that this perspective filters down to the programme level. Existing approaches may therefore need to be complemented by specific tools that explore the integration of conflict concerns into targeted programmatic areas (e.g., decentralization, economic development, education, etc.).

Fostering Social Cohesion in Guyana

Guyana is a relatively peaceful country that does not have a history of sustained violence surrounding its protracted ethnic and other social tensions. However, the warning signs suggest a heightening of those tensions and an escalation of the chances for increased levels of violence. Violent crime and the increasing proliferation of small arms, fueled by frustrations over the lack of socio-economic development, have accompanied the growth of drug-related activities and the diminution of the state security apparatus.

Elections in Guyana have been a predictable trigger of social unrest, with post-election violence and deaths accompanying all national elections since 1992. The anticipated conflation of potentially destabilizing factors surrounding the next elections, scheduled for August 2006, led the UN to initiate **the Social Cohesion Programme (SCP)** in 2003. A unique coalition of agencies, which included UNDP, UNICEF, DPA, the Office of the High Commissioner for Human Rights (OHCHR), and the Department of Social and Economics Affairs (DESA), and which was further strengthened by the active support of donors in Guyana, notably the UK's Department for International Development (DfID) and the Canadian International Development Agency (CIDA), supported the design and implementation of the SCP. Critically, the Government of Guyana also supported the programme design, and is a key partner in implementing the programme's activities.

Since 2003, UNDP has sought to build national capacity to sustain peace by supporting the implementation of constitutional reforms and other political agreements; the improvement of access to justice and security; the deepening of relationships across political and ethnic divides; and through strategic planning, conflict transformation, and facilitation workshops with a wide range of local partners.

- **Strategy for the Prevention of Violence:** After two years, the SCP underwent an evaluation that confirmed the utility of much of the programmatic investments and that suggested adjustments to cater to the upcoming electoral period. Combined with inputs from UN agencies, donors, and the Government of Guyana, a strategy for the prevention of violence before and after the elections was devised. This strategy worked toward, among other things, the development of effective civil society partnerships, support for responsible media conduct, and the promotion of dialogue across the country.

- **Promoting Dialogue:** The SCP formed a partnership with the newly created Ethnic Relations Commission (ERC) to promote political dialogue. In April 2005, Roelf Meyer, a South African ex-minister in the cabinets of Presidents De Klerk and Nelson Mandela, served as a resource person for a conflict transformation workshop for parliamentary political parties and civil society leaders. Participants gave a mandate to the ERC and UNDP to design and implement a "national conversation". This initiative sought to enhance social cohesion and deepen participatory democracy through dialogue from the bottom up by creating and using safe spaces whereby Guyanese could agree on strategies for overcoming ethnic and other differences and focus on how they could best contribute to the development of their communities and country.

The national conversation initiative began in 2005, and by May 2006 all of the 142 planned local conversations and most of the 10 planned regional conversations were completed. At the time of this writing, efforts were underway to finalize arrangements for the national conversation, where representatives of local and regional conversations will meet with mid-level and senior political, business, and civil society leaders to formulate a national consensus in response to the issues on hand. While the ERC will formally report to the new government on the outcomes of the national conversation process 100 days after the elections, UNDP is working closely with the government and international and local development agencies to examine how best to meet some of the pressing short-term development needs expressed by citizens.

UNDP Guyana

2. RECOVERY

Overview

Within BCPR the implementation of the Recovery Service Line is supported by the **Transitional Recovery Unit (TRU)**. TRU's main focus is to assist UNDP country offices in their efforts towards sustainable recovery in post-crisis situations. In this respect TRU pursues a two-pronged approach, involving both policy and coordination work at the global level as well as direct support at the country level. Specifically, TRU assists UNDP country offices in their efforts to strengthen the capacity of communities and civil society to rebuild their social and economic foundations, mainly in areas of resettlement and return of internally displaced populations.

At the **global level,** TRU worked to improve the response to crisis through involvement in inter-agency initiatives and the development of policy guidelines, tools, and knowledge management products. In 2005 these efforts were supported through special capacity grants from the United Kingdom. At the **country level**, TRU provided technical assistance on a wide range of recovery issues, including advice on and active in-country participation in the development of recovery policies and frameworks, and support to partnership development. Participating TRU staff contributed to strategic planning of early recovery efforts, helped launch and raise funds for projects, and facilitated the participation in inter-agency needs assessments in crisis or post-conflict countries. Total expenditure under this service line was nearly US$ 35 million.

Key Achievements

Early Recovery Cluster lead

As the lead agency for the **Inter-Agency Standing Committee (IASC) Early Recovery Cluster**[4], UNDP has the responsibility to enhance capacity at the global level for effectively supporting the Resident/Humanitarian Coordinators in initiating early recovery activities. 'Early recovery' is a multi-dimensional process aimed at stabilizing a crisis situation from a human security view point and at laying the foundation for basic national capacity development. It requires integrated humanitarian and recovery related responses and the acceleration of development interventions.

The cluster approach was put into practice for the first time in the aftermath of the Pakistan earthquake (see box, below), and response to new major emergencies will be coordinated through this mechanism. Additionally, three countries (**Democratic Republic of Congo, Liberia,** and **Uganda)** have been selected for a roll-out of the early recovery cluster approach for 2006. UNDP will focus on developing global capacity to ensure that country offices will be able to play their role in an early bridging of the emergency and recovery process.

Development of tools

In 2005, TRU focused on the development of tools for community-driven recovery. In striving to improve the quality and soundness of UNDP's community-level programming in crisis and post-crisis situations, existing guidance, tools, and practices were collected and reviewed. Drawing on these, a method for assessing the outcomes of UNDP's interventions in support of conflict-affected communities was developed. The proposed method generates qualitative and quantitative baseline, progress, and outcome-related data that can be used for planning and strategy setting, to take corrective measures during implementation, and to evaluate the outcomes of interventions in a given

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[4] The **Humanitarian Response Review**—an independent report commissioned by the United Nations Emergency Relief Coordinator & Under-Secretary-General for Humanitarian Affairs, Office for the Coordination of Humanitarian Affairs (OCHA)—and other recent reform initiatives have highlighted the need to improve the predictability, timeliness, and effectiveness of humanitarian crisis response. As a result, the **IASC**—a forum for humanitarian policymaking for UN and non-UN partners—has embarked upon a major reform of the humanitarian system addressing conflicts and natural disasters.

In an effort to strengthen leadership and accountability, the IASC has created nine key "clusters" of humanitarian response: nutrition, water and sanitation, health, camp coordination and management, emergency shelter, protection, logistics, emergency telecommunications, and early recovery. Represented by BCPR, UNDP has been designated as lead agency for the Early Recovery Cluster.

area. In November 2005 a pilot training was delivered to 11 UNDP national staff in the conflict-affected district of Mannar in north-east Sri Lanka. A **generic community-level assessment tool for UNDP** will be further developed in 2006.

Technical assistance at the country level
The dominant trend in UNDP's recovery programming remains the provision of integrated support to returnees and host communities affected by conflict and/or disasters. This is done through community-driven or area-based approaches aimed at increasing social cohesion, reviving the local economy, and restoring key productive assets.

In the **Democratic Republic of Congo (DRC)**, internally displaced persons (IDPs), returning refugees, and ex-combatants were supported through comprehensive programmes. In 2005, Belgian funding supporting the **Multi-Country Demobilization and Reintegration Programme (MDRP)** was channeled through the TTF for this purpose. Also, with the help of BCPR, the presence of UNDP in critical areas within the DRC has been strenghtened through the establishment of additional sub-offices: Three sub-offices were established in Bunia (Ituri), Goma (North Kivu), and Bukavu (South Kivu), and three others are run jointly with the UN Office for the Coordination of Humanitarian Affairs (OCHA) in Lumumbashi (Katanga), Kindu (Maniema), and Mbuji Mayi (Kasaï). In a country as vast as the DRC, it is especially important to boost UNDP's presence on the ground, enabling it to plan and implement programmes with local partners.

The **Iraq Reconstruction and Employment Programme (IREP)** provides temporary employment in basic infrastructure rehabilitation—e.g., water supply, sewage, waste disposal, irrigation, land clearing, and rehabilitation of public facilities—while improving the capactiy of local government institutions. Given the constraints caused by the deteriorating security situation and the absence of international UN staff from the country, the implementation of the programme was carried out by local consulting companies and international NGOs with involvement from local authorities. This proved to be effective under the circumstances.

By mid-June 2005 a total of 1.73 million working days had been generated and US$ 12.5 million paid out (allocated through contributions from the European Union), benefiting 38,971 unemployed workers and more than 300,000 family members. Over a million residents benefitted from the rehabilitation of public services such as clean water, electricity, etc. As materials and tools were purchased locally, local markets were stimulated in the process. In addition, local authorites participated actively in the planning and implementation of the projects, thereby developing their capacities for planning and managing the recovery activities in their respective areas.

Key Challenges and Lessons Learned

Addressing the linkage between conflict/crisis and the environment
A future challenge for UNDP is to address the linkages between conflict/crisis and environmental deterioration in its crisis prevention and recovery programming in several areas. These include the rehabilitation of land occupied by refugee/IDP camps, and strengthening national capacities for the sustainable and equitable management of environmental resources.

In 2005 the Asian tsunami highlighted the dynamic relationship between crisis and the degradation of natural resources. In the aftermath of natural disasters, pressures on the environment are likely to increase as a consequence of reconstruction. In **Indonesia**, for example, the need for timber has been estimated at 7 million cubic meters, around three times Indonesia's annual national output. In rebuilding the fishing sector, emphasis has been put on providing small boats—thereby assisting a large number of households—but at the risk of exacerbating the over-exploitation of inshore fishing resources. In a context of violent conflict, large influxes of refugees can rapidly multiply the demand on water, land, and fuel and radically transform the area's ecology in a matter of days. For instance, more than 3,500 hectares of the **DRC's** forests disappeared in the first three weeks of the Rwandan refugee influx in 1994.

On the other hand, conflict can actually be triggered and/or aggravated by environmental factors, as can natural disasters. In **South Sudan** the emigration of nomads from northern Darfur in search of water and herding grounds has resulted in conflict with sedentary tribes, showing that migration driven by ecological or social change also shifts demands towards more restricted areas and generates unwelcome competition over resources—especially in contexts where rules of ownership and access-rights and/or enforcement capacities are weak or non-existent, and where possibilities for adjudication and conflict resolution are limited.

In this context, in 2005 the TRU examined the integration of environmental concerns in post-crisis programming, and identified as a positive trend the integration of energy and water systems management into recovery programming—for instance in Rwanda, Liberia, Iraq, and Iran.

Challenges and lessons in joint programming for refugees, returnees, and IDPs
Last year saw the completion of the pilot phase of the **4Rs** approach—**repatriation, reintegration, rehabilitation, and reconstruction—**which seeks to link these four processes together and aims to foster joint programming among UN agencies that provide support to returning refugees and IDPs as well as to their receiving communities. The four pilot countries involved were **Afghanistan**, **Eritrea**, **Sierra Leone,** and **Sri Lanka.**

An independent review showed successes in the implementation of the approach in Sierra Leone and in Sri Lanka, and only partial implementation in Afghanistan and Eritrea. Although the general principles of joint programming and coordinated phase-out and hand-over between agencies were deemed valid by all involved, their application on the ground was uneven. The review showed that in order to maximise the benefits of implementing a new approach at country level, clear strategies and policies need to be in place, guidance ready (in this case the UNHCR *Handbook on Repatriation and Reintegration*), training needs assessed and met, and funding secured— ideally in the form of pooled funds, as this encourages agencies to programme jointly.

As part of the UN reform, the approach sought to overcome some of the present constraints of the UN system such as inflexibility due to mandate-driven programming. However, the principle of joint programming that is promoted through the 4Rs was not fully applied by the contributing agencies, and instead the review describes the approach as "complementary" programming—i.e., agencies coordinated their programmes to an extent but did not reach the joint planning and execution stage. Support from the Resident Coordinator right from the start was shown to be critical as was NGO involvement, especially in areas where UNDP presence on the ground is insufficient. In terms of the further implementation of the 4Rs approach, a possible way forward is the IASC Early Recovery Cluster, which has already adopted some of the key principles promoted in the 4Rs approach.

In **Sri Lanka** the 4R programme experienced additional constraints as post-tsunami recovery efforts drew away personnel and slowed the programme overall. Conflict-related issues also hindered implementation in some areas. However, a dedicated country team and supportive donor involvement drove the programme; and it benefited enormously from the high level of inter-agency coordination at national and regional levels. As UNHCR phased out of key livelihood sectors—including income generation and micro finance; vocational training; and health, water, and sanitation—UNDP (in close cooperation with UNICEF and the International Labour Organisation) built upon previous UNHCR interventions to fill the gap and further develop and strengthen vital livelihood sectors in the target villages, thereby ensuring minimal disruptions to the communities during the transition.

Employment generation: importance of exit strategies and gender equity challenges
The **Iraq** Reconstruction and Employment Programme has shown the usefulness of clear exit strategies for sustainability. An IREP garbage collection project can turn into a support intervention to local authorities and ultimately lead to the reestablishment of the corresponding public service. This also reflects the interest of the local communities who—even though they urgently need the short-term employment to provide household income—are more interested in solutions that will result in long-term employment and sustainable sources of livelihoods.

Unfortunately, women's participation has not been encouraging. Whereas interest is shown in special activities such as sewing, knitting, midwifery, etc., the approximately 400 participants seems negligible compared to the nearly 40,000 people involved. Projects designed to target women as well as youth, who clearly play a crucial role in the future stability of the country, have to be integrated from the very start.

Early Recovery in the Aftermath of the Pakistan Earthquake

On 8 October 2005 a devastating earthquake measuring 7.6 on the Richter scale struck the northern areas of Pakistan and India. Never since its founding has Pakistan been confronted with a natural disaster of such magnitude. A total area of 30,000 square kilometres in Azad Jammu Kashmir and the North Western Frontier Province was affected, with hundreds of towns and villages suffering severe damage and loss of life. Over 73,000 people were killed and about 3.5 million left homeless, including some 1.6 to 2.2 million children. In addition 69,400 people were severely injured. The earthquake damaged or destroyed an estimated 600,000 homes, over 500 health facilities, nearly 6,000 schools and colleges, and countless government buildings. Eight months after the earthquake the humanitarian situation in the region has been stabilized through the concerted efforts of national authorities and the international and local humanitarian community.

While the recovery process in Pakistan is expected to gain pace within the coming weeks and months, the foundation for early recovery had already been laid during the humanitarian phase, and some initial progress has come to fruition in various sectors. In the context of the humanitarian cluster approach, UNDP/BCPR spearheaded the establishment of the Early Recovery and Reconstruction Cluster in Islamabad—the country level implementation of the IASC Early Recovery Cluster approach—and provided ongoing technical support to the cluster. Among the primary results achieved under UNDP leadership were:

- Assessment of early recovery needs in coordination with the Government of Pakistan, other UN agencies, and international financial institutions.
- Preparation of the UN Early Recovery Framework in support of the government's recovery efforts.
- Broad agreement on 10 principles to guide recovery efforts.
- Coordination of sector plans in the areas of governance and disaster reduction, environment, and off-farm livelihoods initiatives for inclusion into the "Earthquake Rehabilitation and Reconstruction Authority-UN Early Recovery Plan," covering the period April 2006 - March 2007.

Although the cluster was instrumental in setting the priorities for the recovery process relatively soon after the earthquake (the Early Recovery Framework had been finalized in November 2005), a key challenge related to the subordinate role assigned to recovery in the overall humanitarian response and in view of the great demands on life-saving interventions. This delayed the start up of recovery programme implementation to some extent. In addition, the absence of an established system for disaster risk management in Pakistan adversely affected the ability of national and local authorities to plan and implement relief and recovery efforts in an effective and timely manner. This also had consequences for the delivery of international assistance. There were no set policies in place to guide the reconstruction process in the housing sector or the delivery of livelihood programmes. At the institutional level, emergency decrees and regulations were adopted to create new institutional structures to manage the response and recovery process. Specifying the concrete functions of these new entities and their interface with the existing institutional landscape proved to be a challenge.

Apart from its cluster lead function, UNDP has also been engaged operationally in post-earthquake response and recovery activities in the affected regions through the distribution of 11,000 emergency and 25,000 temporary shelters; the supply of 11,000 kitchen sets and 16,000 heating and cooking facilities; the provision of training in seismically resilient construction techniques for 240 local engineers, 1300 local contractors/community masons, and 97 trainers; and the clearance of rubble from public sites, such as schools and hospitals, while creating employment for almost 600 skilled and unskilled labourers (jointly with the UN Office for Project Services).

In support of the institutional capacities to coordinate, plan, and implement the recovery efforts, UNDP has established a **Donor Assistance Database,** which has been accepted as the main tool for monitoring aid flows for rehabilitation and reconstruction efforts. The database will be fully integrated into the institutional set up of the Earthquake Rehabilitation and Reconstruction Authority (ERRA) and the ERRA-UN Early Recovery Plan at the central, provincial, and district level. With support from UNDP and UN Volunteers, the Government of Pakistan launched a National Volunteer Movement on 23 November 2005 to provide the spontaneous manifestations of volunteerism in the recovery activities with a lasting structure to draw upon in the future. It started its operations with some 3,900 registered volunteers.

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3. SECURITY SECTOR REFORM AND TRANSITIONAL JUSTICE

Overview

2005 saw an increase in country office requests for support in the area of the CPR TTF's Security Sector Reform and Transitional Justice service line. The **Justice and Security Sector (JSSR) team, which is** responsible for managing this service line, provided technical support to UNDP country offices and continued to develop policy guidance in this field. TTF resources expended under this service line totaled just under US$ 1.7 million.

At the policy level, BCPR played a supporting role in the security sector reform (SSR) work of the **Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD/DAC**). In 2005 the JSSR team participated in the OECD/DAC SSR Task Force and contributed to ongoing policy development, especially on the SSR implementation framework. UNDP is preparing to support the piloting of the framework in 2006.

Key Achievements

Strengthening the judicial process in Haiti
2005 was a year of significant transition for **Haiti**. National elections resulted in the selection of a new president, Rene Preval, and legislature. On the basis of an internal evaluation of the Haitian justice programme, UNDP made adjustments to its own justice support programmes to make them more inclusive and relevant to the evolving local context—notably through stronger collaboration with other local and international actors working in the area of judicial reform. Key achievements in 2005 involved the strengthening of three dimensions of the judicial process:

- Increased effectiveness of the "**penal chain**" (*la chaîne pénale*), which includes police, criminal courts, jails and prisons, and parole and community sanctions. UNDP supported the training of judicial authorities in three pilot jurisdictions to reduce prolonged pre-trial detention. Three UN Volunteers were placed on site and have contributed to the improvement of the jurisdictions' statistical and management capacities
- **Prisons**. UNDP's justice team assisted the Department for Prison Administration in developing their strategic planning tools and management capacities. Frequent visits to the main prisons in Haiti allowed the project experts to suggest substantive improvements in prison management and administration. UNDP also helped to improve the management of case dossiers by creating a numerical tracking system. A needs assessment to refurbish prison infrastructure and living conditions is currently in progress.
- **Access to justice.** UNDP facilitated a series of inclusive "Citizen Forums" (*Forum Citoyen*), which brought together civil society and governmental agencies to discuss justice sector reforms. The team also produced materials from the workshops to further engage the wider Haitian civil society in the reform process.

Supporting transitional justice in the Balkans
Last year marked the tenth anniversary both of the atrocities committed in Srebenica and of the Dayton Peace Accords, which ended hostilities. Commemorations of these events refocused attention on a region that continues to endure the legacies of devastating conflict. As the short and medium-term reconstruction efforts give way to longer-term development with a focus on European integration, concerns regarding economic prospects and the need to deal with past atrocities while preventing future ones continue to resonate on the national and regional political agendas.

CPR TTF funds enabled UNDP country offices of both **Serbia and Montenegro** and **Bosnia and Herzegovina** to assess strategic options for transitional justice at the national and regional level. The hope is that these government-supported transitional justice efforts will facilitate the reconstruction of their fragile social fabric and ease development initiatives in general. BCPR support for the preparatory phase of these national and regional transitional justice initiatives proved extremely useful in building momentum and gaining the attention of national and international partners, and has already led to the Netherlands funding a regional programme to be launched in 2006 with US$ 1 million.

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- In collaboration with UNDP country offices in **Bosnia and Herzegovina**, **Croatia**, and **Kosovo**, UNDP **Serbia and Montenegro** coordinated the first regional initiative to take a common approach to transitional justice in the form of a **survey assessment**, conducted with a team of international and national experts. The survey identified gaps in practice and policy by states in the region pertaining to war crimes prosecutions, institutional reform, reparations, and truth seeking. Included in the study are recommendations for how to assist countries in the region to fulfil international human rights and accountability obligations. The assessment will serve as an invaluable reference to governments, donors, and civil society—whether currently active in the field or interested in starting regional or local initiatives.

- Substantive work was also done to share judicial **global best practices** with both **Serbian and regional judiciaries**. International experts were brought in to meet with key regional players, conduct an assessment of current practices, and offer their experiences in other transitional states both at public events and in a survey assessment report. This included extensive meetings with high-level officials from the International Criminal Tribunal for the former Yugoslavia, the International Criminal Court, and the International Court of Justice.

- Significant **partnerships** were built with key government, judiciary, and civil society actors in Croatia, Serbia, Montenegro, Kosovo, and Bosnia and Herzegovina. Most importantly, commitments were received from each government in the region to work with UNDP in this field in the future.

- Complementing the regional survey while responding directly to the **Bosnia and Herzegovina** situation, UNDP worked to raise local awareness of transitional justice issues and to develop comprehensive strategies for dealing with the country's past. UNDP conducted a **public opinion survey** within Bosnia and Herzegovina on transitional justice, and deployed an international expert mission to assist in the development of several strategic options for supporting transitional justice in the country.

- In August 2005, UNDP partnered with the Global Reconciliation Network to host the conference "Pathways to Reconciliation and Global Human Rights" in Sarajevo. This conference served to **foster public debate** on a range of transitional justice issues.

- UNDP also partnered with the UN Office of the High Commissioner of Human Rights to facilitate **consultations with victims' associations** and on the question of creating a truth-seeking body in Bosnia and Herzegovina.

Key Challenges and Lessons Learned

Integrated nature of the justice and security sectors
In **Haiti**, strengthening police capacities has led to a significant increase in the prison population, which rose dramatically in 2005. The judiciary has been unable to cope with the increased caseload, and currently over 90 percent of detainees are held in pre-trial detention and have yet to have their cases heard. Alternative justice mechanisms are needed to avoid log-jamming the judiciary and, as a result, violating the constitutional rights of detainees. In December 2005, UNDP began assisting the government to organize an ad hoc mechanism to release detainees whose time spent in detention would have exceeded the sentence had they been adjudicated and found guilty. A preventive detention commission has been created, but the backlog of cases remains significant.

Inclusiveness and consensus-building on transitional justice
The challenge of dealing with past atrocities committed in conflict revolves around multiple dimensions of justice and human rights: how to bring war criminals to justice, how to ensure justice for victims and survivors of war, and how to ensure justice for the generations that will have to live with the legacy of the past. Debating these sensitive issues publically, let alone building a consensus among the various stakeholders on the most appropriate transitional justice strategies, remains a tremendous challenge. Any initiatives seeking to support transitional justice must be keenly sensitive to such conflict dynamics, and must analyze them well to ensure that appropriate channels are opened or sustained to deal with these conflicts peacefully.

In the **Balkans**, UNDP invested considerable time meeting with government, judiciary, and civil society partners to discuss the dimensions of transitional justice, their policy implications, and cross-cutting

development issues. This preparatory work led to a greater understanding of transitional justice and why government policies should address legacies of the past proactively. Consultations with victims' associations in **Bosnia and Herzegovina**, for instance, underlined their interest in the establishment of a truth-seeking body in that country—but only if such a body was created in an inclusive and consultative manner and if it were to be independent and exempt from political interference.

Regarding the different dimensions of transitional justice, the following challenges and lessons can be summarized for the Balkans, based on UNDP's surveys and assessments in 2005:

- **Prosecution of war criminals** is one of the most effective elements of transitional justice. As the International Criminal Tribunal for the former Yugoslavia begins to wind down its operations, a substantive future focus must be on the capacity of domestic courts to handle war crimes trials as well as their impact on public understanding and perceptions of past legacies.
- **Reparations**, both symbolic and material, have gained ground in recent years with formal apologies from heads-of-state and war indemnities. However, both symbolic and material elements will require considerably more effort, and future interventions need to further examine existing positive practices as well as the obstacles that hinder a greater use of reparations as a reconciliatory instrument.
- **Vetting**—or the assessment of individuals' integrity in order to determine their suitability for public employment—has been used to a limited extent thus far. Much examination will be required as to how governments deal with public service officials who have been involved in past human rights violations.
- **Truth-seeking** is a valuable tool towards achieving reconciliation: It can be a cathartic means for victims to cope with what happened to them and for the public to understand what occurred. Identifying adequate truth-seeking mechanisms should receive further attention in the future.

Support to Security Sector Reform in Albania

The Support to Security Sector Reform (SSSR) programme in Albania evolved from a UNDP/BCPR-funded Small Arms and Light Weapons Control (SALWC) project. The first programme component, **Police Transparency and Accountability**, aimed to change the public image of the police by introducing community-based policing at the grassroots level in five pilot communities. The second component, **Community Safety and Security**, targeted the phasing down of weapons collection activities undertaken by the SALWC project. UNDP has focused on working at the grassroots level by bringing together communities and police to work on crime prevention and conflict resolution.

In 2005, Community Problem Solving Groups (CPSG) met regularly with community representatives and a dedicated police inspector to work on identifying and solving security-related issues in the community. The SSSR programme built offices for these groups to meet on a regular basis and provided training to key police inspectors and community leaders on community-based policing principles. In 2005 four police station reception halls were rehabilitated—in Shkodra, Lezha, Kukes, and Tirana—to improve public relations. To date, three hundred police officers have been trained on community-based policing principles, which has brought about significant behavioural and professional changes in their interactions with the public.

At present, the SSSR programme is expanding to seven additional municipalities. The programme is also collaborating with the Albanian Police and Education Department by deepening its "Awareness Education Campaign" in local schools, whereby police are brought into the classroom to teach students about the dangers of drug use, drug trafficking, prostitution, human trafficking, tobacco and alcohol abuse, and the abuse of traffic rules. The education campaign was launched in 2004 as a pilot initiative in four schools in Tirana and Shkodra. With support by the Government of Ireland, it was expanded in 2005 to 135 schools and over 110,000 students. These activities are currently implemented by local NGOs and generate much public attention and enthusiasm through the use of art and poetry competitions relating to the subject matter.

While the SSSR programme continued to enjoy the support of the Albanian State Police, local authorities, and the public in general, the main challenge since its inception has been the lack of adequate funding. Canada has been a key donor for this project through the TTF. In addition, the EC and Finland have contributed funds in 2005. Funding is presently being sought to keep the important momentum going.

Lawrence Doczy, Support to Security Sector Reform Programme Manager, UNDP Albania

4. SMALL ARMS REDUCTION, DISARMAMENT, AND DEMOBILIZATION

Overview

UNDP activities under this service line are coordinated by BCPR's **Small Arms and Demobilization Unit (SADU)**. During 2005, SADU consolidated its work on **small arms control and armed violence reduction**, and significantly expanded the scope and impact of its work on **disarmament, demobilization, and reintegration (DDR).** Over US$ 88 million was spent under this service line in 2005, more than 92 percent of which went towards large-scale, high-profile DDR operations in Afghanistan, Liberia, and Sudan. Overall, SADU provided significant support to small arms and DDR-related programming in over 30 countries, and supported regional small arms initiatives in Central America, South-eastern Europe, the Great Lakes region of Africa, and West Africa
Over the past five years UNDP has expanded its vision of the nature of the small arms issue and its linkages to broader security and development concerns, moving from a focus on the supply of the weapons themselves to an emphasis on community and individual perceptions of insecurity that fuel the demand for weapons. This shift has led to greater attention to broad-based armed violence reduction and prevention strategies, and to broader and more comprehensive programmes in which controlling the availability of weapons is only one part of an overall armed violence reduction or post-conflict recovery strategy. The overarching goal has, however, remained consistent—to create a safe environment conducive to sustainable development.

DDR is currently high on the international agenda and the last year has seen significant progress in UNDP's work in this field. The inherently complex nature of DDR has posed significant challenges for the UN in the past, and resulted in a poor track record in this area. In the past year a consensus has emerged within the UN system and among Member States that much more needs to be done to increase the effectiveness and delivery of DDR programmes. UNDP has been one of the leading proponents of change, including the development of integrated UN policies and programming on DDR.

Key Achievements

UNDP has continued to demonstrate its leadership role in assisting countries in pre-crisis, crisis, and/or post-crisis situations to address small arms and DDR-related issues. The TTF has been critical in providing UNDP with the resources to provide much needed financial and technical assistance.

Disarmament, demobilisation, and reintegration of ex-combatants
In early 2004, UNDP and DPKO began working together more closely on DDR issues. By March 2005 the Executive Committee on Peace and Security (ECPS) approved the establishment of a **UN DDR Working Group**, consisting of fourteen UN departments, agencies, and funds. In the past year UNDP supported the UN DDR Working Group and its secretariat in the following areas:

- **Policy:** The working group has produced new guidance on all aspects of DDR planning, programme design, and implementation, including the development and drafting of the 26 modules that constitute the Integrated DDR Standards (IDDRS). One of the important innovations of the IDDRS is the inclusion of a full module on women, gender, and DDR, which will facilitate the standardization of gender approaches in DDR interventions.
- **Tools:** UNDP developed the concept and design for an on-line UN DDR Resource Centre, which has subsequently become a UN-wide resource. In addition, UNDP developed a generic Management Information System, which can be adapted for all DDR programmes.
- **Capacity:** During 2005, UNDP supported the development of a training exercise for UN staff and ran a joint training programme with DPKO and the European Union for UN and EU personnel involved in DDR activities. UNDP is now working with the DDR Working Group secretariat in finalising a training strategy for the UN, which will draw on the resources and expertise of training institutions already engaged in DDR.
- **Country level implementation:** Throughout 2005, while developing new policies and tools, UNDP worked closely with Working Group partners on testing the integrated approach to DDR in Sudan (with DPKO and UNICEF) and in Haiti (with DPKO). UNDP has provided close,

ongoing support to these pilot programmes and has fed back lessons learned into emerging policies and standards.

Small arms control and armed violence prevention
Since its inception in 2001 the small arms programme in **Liberia,** which has been fully funded through the TTF, has raised public awareness on the dangers associated with the proliferation and misuse of illicit small arms. This subject has now become a major discussion topic in Liberian media, schools, and government. The Government of Liberia has established a Technical Working Group (TWG) on small arms, made up of experts from seven ministries. In 2005 the TWG produced Liberia's first report on the implementation of the United Nations Programme of Action (UNPoA) to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects.

The **Armed Violence Prevention Programme (AVPP)**, which is a joint initiative of UNDP and the World Health Organisation (WHO), has also received support through the TTF. The aim of the AVPP is to promote effective responses to armed violence through the development of an international policy framework founded on a clear understanding of the causes, nature, and impact of armed violence, and on best practices generated from armed violence reduction and prevention initiatives to date. In late 2005 a global mapping of armed violence issues, data, trends, and initiatives was initiated, to be completed in 2006. Funding provided through the CPR TTF has supported this global mapping as well as a survey and evaluation of armed violence reduction and prevention initiatives in **Brazil** and **El Salvador**.

Weapons and Ammunition Collection, Stockpile Management, and Destruction (WCMD) continued to be a key focus of SADU's support for small arms control and armed violence reduction initiatives. TTF resources were used to support the collection and destruction of more than 100,000 weapons and nearly 400 tons of unsafe and surplus ammunition (the equivalent of 13 million cartridges) during 2005.

Key Challenges and Lessons Learned

SADU-supported small arms and DDR-related programming usually take place in challenging environments, notably in countries emerging from crisis and in those experiencing a high degree of armed violence and instability. This programming is often particularly complex, because it aims to address fundamental personal and community security concerns.

Integrating small arms control and DDR issues into national development frameworks
A key challenge is to ensure that UNDP's small arms and DDR-related programming is fully integrated into UNDP and UN country programming and, by implication, into national development frameworks. In this way donors, including UNDP, are able to provide more sustained, and significant, technical and financial resources to help countries address these issues in an integrated and comprehensive manner.

Effective management of national and international human capacities
Another key challenge is to find effective ways of attracting and maintaining good local and international managers and experts on small arms and DDR issues, in order to deliver on programme objectives and to help build effective and sustainable national capacities on these issues.

Linking policies and programming
UNDP and its partners have made significant progress in developing new policy, and have built consensus around the need for integrated UN DDR programmes. A key challenge has been to ensure that policy is translated into effective cooperation within the countries themselves. UNDP and the UN DDR Working Group will therefore focus much of their 2006 efforts in raising awareness and building support for a new integrated approach on DDR at country level.

Responding effectively to increasing demand
The demand for UNDP's support to small arms and/or DDR-related programming far outstrips the organisation's available resources, expertise, and local capacities. It is therefore crucial for UNDP to consider how to expand its capacities to be able to meet this growing demand. It is also important for

UNDP to ensure that its small arms and/or DDR-related programming continues to be integrated into broader programming on armed violence reduction, peacebuilding, and recovery, which will also ensure that these issues are firmly on the agenda of the international community.

UNDP's small arms programming is entering a period of consolidation, during which the experiences of the past five years will be used to lay a solid foundation for more focused programmes and interventions in the future. This will be captured in a UNDP Practice Note on Small Arms Control, which will be launched later in 2006. A UNDP Practice Note on DDR was launched in early 2006. Going forward, SADU will continue to ensure that programme ambitions and expectations are consistent with what UNDP country offices and local partners are capable of delivering. There is also a need to improve the monitoring and evaluation of projects through the development of relevant process and performance indicators that can be used to measure the impact of particular small arms and/or DDR-related interventions and approaches.

Disarmament, Demobilization, and Reintegration in Afghanistan: Achievements to Date

Insecurity has been the foremost challenge confronting Afghanistan over the last two decades. The Islamic Transitional State of Afghanistan did not have a monopoly on the use of coercive force, and heavily armed commanders held considerable influence across the country. As a result, the processes of recovery and development were hampered. In this context, disarmament, demobilization, and reintegration (DDR) became an urgent necessity.

The Afghanistan New Beginnings Programme (ANBP) was initiated by UNDP in February 2003, and aimed at establishing and implementing a comprehensive, country-wide DDR programme of approximately 100,000 Afghan Military Forces (AMF). The planned duration of the programme was three years (June 2003 – June 2006). The flexibility of the TTF and the commitment of all donors–Japan (as the lead donor), Canada, the European Community, the Netherlands, Norway, Switzerland, the United Kingdom, and the United States and– helped UNDP to secure adequate financial resources to be channelled through the TTF for the smooth implementation of the ANBP.

As of August 2005 the disarmament and demobilization components of the ANBP had included 62,044 members of the AMF. In this context, a total of 53,232 weapons had been surrendered and an additional 20,963 weapons were destroyed. These efforts also helped in decommissioning 260 military units throughout Afghanistan.

On the reintegration side, 57,431 ex-combatants who have entered the DDR programme have already started one of many reintegration packages, such as vocational training, agriculture, demining, teacher training, or joining the Afghan National Army (ANA) or the Afghan National Police (ANP). Between 2003 and 2005, over 30,000 ex-combatants have completed the reintegration process. The dismantling of the AMF, which consisted of both professional and Jihadi (militia forces who fought against the former communist regime) personnel, has allowed the government to focus on creating a new professional national army.

The ANBP constitutes a significant part of UNDP's transition efforts in Afghanistan, particularly in terms of preparing the way for the country to work towards achieving the objectives that have been set through the Afghanistan National Development Strategy in support of the Millennium Development Goals.

Ameerah Haq, Deputy Special Representative of the Secretary General
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Afghanistan

5. MINE ACTION

Overview

In 2005, UNDP provided technical and advisory services to more than 30 mine-affected countries. In addition, UNDP continued to coordinate the Senior and Middle Management Trainings, the Mine Action Exchange Programme, and the UNDP Programme Officers' Workshop. Finally, UNDP continued working with the UN Mine Action Team[5] (particularly UNMAS, UNICEF, and UNOPS), the International Committee of the Red Cross, the Geneva International Centre for Humanitarian Demining (GICHD), local and international nongovernmental organizations, and academic institutions, such as James Madison University (US) and Cranfield University (UK). The total expenditure of TTF resources under this service line, managed by BCPR's Mine Action Team, amounted to over US$ 27 million.

Key Achievements

Inter-agency coordination
In 2005, UNDP worked with its UN partners to develop coherent **inter-agency guidance and policy frameworks** in order to ensure more efficient, cost-effective, and culturally appropriate mine-action programmes. More specifically, UNDP participated in the elaboration of the new inter-agency mine-action policy[6]. The policy was adopted in June 2005 and clarifies the decision-making and coordination processes as well as the roles and responsibilities of individual members of the UN Mine Action Team.

The case of **Sudan** provides a good example of the policy in practice. In compliance with the "unified" mission concept and the requirement for provision of "integrated" mine action, the UN family closely coordinated its efforts in Sudan to support the implementation of the Comprehensive Peace Agreement. For the first time, a single Mine Action Office now includes technical advisors or liaison officers from all UN agencies and departments involved in mine action at country-level. Donors, UN offices, NGOs, and governmental entities have all recognized the valuable contribution made by this coordination to increased efficiency. The policy will be complemented by the inter-agency mine-action strategy for 2006-2010, to be finalized in 2006.

Gender mainstreaming
UNDP participated in the elaboration of the United Nations **Gender Guidelines** for Mine Action Programmes, which were published in March 2005. They provide practical examples of how to ensure gender-sensitized mine-action programming in the areas of clearance, mine-risk education, victim assistance, and advocacy. With support from UNDP, the **Cambodia** Mine Action Centre (CMAC) has developed procedures for planning of mine-action interventions that take into account gender related issues, such as female-headed households. CMAC has dedicated networks at the community level, including female staff to reach and interact with women more effectively in a society largely dominated by men, especially in rural areas.

Country support
UNDP's mine-action support helped countries recover from the immediate aftermath of natural disaster or conflict. For example, the tsunami of December 2004 struck almost the entire length of **Sri Lanka**'s coast line, leading to significant dislocation of mines and unexploded ordnance in certain areas, and more limited movement in others. UNDP mine-clearance efforts, partly funded through the TTF, were re-prioritized to address this new threat, enabling the return of internally displaced persons.

In **Iraq**, despite continued security concerns UNDP was able to provide assistance to the National Mine Action Authority and to successfully support the development of national capacity for clearance. This includes the establishment of a local nongovernmental organization, which will require only limited supervision for further deployment. In addition, the impact survey was almost completed, with data

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[5] The United Nations Mine Action Team, also known as the United Nations Inter-Agency Coordination Group on Mine Action, is made up of 14 departments and agencies involved in mine action: the UN Mine Action Service (UNMAS), UNICEF, UNDP, UNOPS, DDA, FAO, WFP, OCHA, UNHCR, OHCHR, OSAGI, DPKO, WHO, and the World Bank as an Observer.
[6] "Mine action and effective coordination: The United Nations inter-agency policy," adopted by the Inter-Agency Coordination Group on Mine Action in June 2005.

about the socio-economic impact of landmines and explosive remnants of war collected in 14 out of 18 governorates. The information generated from the survey will allow a better prioritization of clearance operations.

TTF funds assisted UNDP Mozambique—in partnership with the government, donors, and the Geneva International Centre for Humanitarian Demining—to conduct a comprehensive review of the mine-action programme in **Mozambique**. This review process analyzed lessons learned, assessed the programme's capacity and, most importantly, determined strategic directions for mainstreaming mine-action programmes into the Millennium Development Goals.

In an effort to help mine-affected countries meet their obligations under the Anti-Personnel Mine Ban Convention (or other nationally-set targets for those states not party to the Convention), UNDP spearheaded the **Partnership for Completion Initiative**. The initiative seeks to accelerate clearance activities in countries that can demonstrate their landmine problem can be solved in three to five years and for less than US$ 10 million. It also aims to raise additional resources to assist States Parties to implement their clearance obligations in accordance with Article 5 of the Convention. In 2005, UNDP received Completion Initiative National Plans for 10 mine-affected countries and initiated a process to validate the data contained in the plans for **Albania, Tajikistan, Yemen, and Zambia.** The validated plans will be finalized in 2006 and will provide mine-action planners with quantifiable and standardized data to measure progress and achievements towards meeting clearance obligations, and will reflect the commitment of mine-affected countries both politically and in terms of national resources.

South-South cooperation
UNDP continued to foster mine-action knowledge through increased South-South exchanges. In this regard, UNDP provided logistical and substantive support to the establishment of the **Forum of Mine-Affected Countries (FOMAC)**, which brings together representatives of mine-affected countries to share ideas and discuss common interests. During its first year of existence FOMAC was able to speak with one voice on important strategic issues. Among these was the UN General Assembly Resolution on Assistance in Mine Action (A/RES/60/97), adopted by consensus, which was amended to address FOMAC concerns. The group is now well-established and recognized by all mine-action stakeholders, including donors and international and nongovernmental organizations. This has led to high expectations, and in 2006 the FOMAC will need to move beyond the start-up phase and focus on more operational issues.

UNDP also continued its highly successful **Mine Action Exchange Programme** (MAX), which provides an opportunity for staff members of national mine action programmes to visit another mine-affected country for several weeks and 'learn by doing' or simply by sharing experience. For example, **Afghan** national staff visited the mine action programme in **Tajikistan** to assist in setting up their information management infrastructure. In 2005, the following countries were selected to participate in the MAX: Afghanistan, Guinea-Bissau, Jordan, Mauritania, Tajikistan, Uganda, and Yemen.

Knowledge management and advocacy
Cluster munitions are containers of sub-munitions, which can be delivered by an aerial platform or by sea or ground-based systems. They have a wide dispersal pattern on the ground resulting in an area of impact or 'footprint', and become unexploded ordnance when they fail to function as designed. In addition, most aerially-delivered sub-munitions cannot be precisely targeted and fall to the ground unguided. UNDP contributed to the global advocacy campaign to raise awareness about the humanitarian and socio-economic impact of cluster munitions, and significantly increased the knowledge base in this area. In partnership with UNMAS, UNDP commissioned the UN Institute for Disarmament Research (UNIDIR) to conduct case study research that would provide additional empirical evidence on these munitions. UNDP and UNMAS also conducted a survey with all UN-supported and UN-managed mine-action programmes on the "humanitarian threat of munitions or sub-munitions that have become explosive remnants of war." A preliminary analysis of the survey indicates that of all the unexploded munitions found in affected countries, cluster munitions are those that pose the greatest threat to local populations and have the greatest socio-economic impact. The UNIDIR study also concludes that cluster munitions have a detrimental humanitarian and socio-economic impact on

civilians both during the time of use and after conflict has ended. In 2006, UNDP will continue to raise awareness about this important issue.

Key Challenges and Lessons Learned

Translating mine-action policy and gender guidelines into practice
Experience has shown that involvement of the local community is a prerequisite to the successful implementation of policies or guidelines, however well designed. In this regard, one of the main challenges confronting UNDP will be to ensure that the newly-adopted mine-action policy and Gender Guidelines are understood at country-level and are translated into actual gains in programming efficiency.

Integrating mine action into development
Another challenge will be to ensure the sustainability and increased national ownership of programmes. In 2006, UNDP will seek to foster the integration of mine action into development both at country-level and in global policy settings. This includes assisting national authorities to include mine action as part of their national development plans (or poverty reduction strategies) and budgets, working with multilateral institutions to ensure that the guidance for doing this exists, and cooperating with donor countries to ensure that mine action is considered within their own development plans, budgets, and policies.

Stepping up assistance to mine victims
Victim assistance is one of the five pillars of mine action, but activities in this area have often been considered outside the scope of national mine-action programmes. Although UNDP currently supports victim assistance activities in a few national mine-action programmes—including Albania, Tajikistan, and Uganda—there is a need for UNDP to develop a more systematic approach to the assistance it provides in this field. National mine-action programmes and their institutional entities can play a role in contributing to the building of national capacity and a sustainable response to the particular needs of landmine survivors within a country. In 2006, therefore, UNDP will also focus on the integration of victim assistance into national public health and disability plans and programmes, using mine-action programmes as entry points.

Mine Action in Uganda: Supporting Return and Early Recovery in Uganda

The National Mine Action Programme Uganda was launched in July 2005 within the Office of the Prime Minister with the overarching responsibility to ensure integration of mine-action activities into national programs and policies and to address cross-cutting issues. Twenty army engineers were trained to international standards at the International Mine Action Training Centre in Nairobi and equipped in the last months of 2005 with support from the United Kingdom and Mines Awareness Trust. These trained engineers have been seconded to the Office of the Prime Minister/Mine Action Centre Uganda and form two multi-purposed technical survey/clearance/explosive ordnance disposal (EOD) teams, which are fully operational thanks to funds from Sweden and Germany.

In November 2005 a Presidential Directive was issued calling for internally displaced persons (IDPs) to return to their homes. This altered the focus of mine action in Uganda to provide for a safe and protected return for the nation's 1.6 million IDPs. Such mine-action activity has since become a prerequisite for early returns and has been integrated into the nation's IDP and disaster preparedness policies.

Mine action has become, therefore, an important component of the UN Early Recovery Cluster approach. Already 300,000 IDPs have returned to their places of origin, and another 200,000 are expected to return to Lango sub-region. UNDP, as the cluster lead for early recovery, and the Office of the Prime Minister are identifying dangerous areas before early recovery takes place. In addition, mine-risk education and victim assistance, as part of the support being given to vulnerable groups, are key issues in the return process.

Mine-action teams are responding to the quickly changing environment by conducting area reduction and clearance/EOD operations tasked by the Office of the Prime Minister/Mine Action Centre in Teso sub-region. These teams will be deployed to Lango sub-region not later than June 2006 to de-mine dangerous areas identified by ongoing targeted needs assessments.

Auke Lootsma, UNDP Uganda Deputy Resident Representative
Jane Brouillette, Victim Assistance Advisor
Hartmut Thoms, Mine Action Advisor

6. NATURAL DISASTER REDUCTION

Overview

2005 saw yet another increase in the frequency and scale of natural disasters. Even as the tsunami waves receded in the Indian Ocean, the hurricane season in the Caribbean was the costliest, deadliest, and longest on record since 1931. Tropical storm Stan brought about deadly landslides and floods in Guatemala and El Salvador, with even worse effects than hurricane Mitch in 1998. In addition, as described above (see Recovery chapter) a major earthquake devastated large parts of Pakistan and northern India in October 2005. Although early recovery was a major thrust for this service line, which is coordinated by BCPR's **Disaster Reduction Unit (DRU)**, capacity building demands from UNDP country offices and national counterparts continued to be addressed. In addition, with TTF resources DRU embarked on the development of a package of tools and methodologies to increase the capacity of country offices and partners to identify, monitor, and address disaster risk as well as to mainstream disaster reduction into development practice and post-disaster recovery. In sum, expenditure of TTF funds under this service line in 2005 was over US$ 55 million, 93 percent of which was dedicated to the post-tsunami response.

Key Achievements

Development of tools and guidelines
Disaster reduction requires a solid evidence base, including accurate and comparable information on hazards, vulnerabilities, and potential losses. In recognition of this requirement as an essential precondition for mainstreaming into development planning, UNDP, with the support of the Swiss Agency for Development and Cooperation and the ProVention Consortium, launched the **Global Risk Identification Programme (GRIP)** in 2005. GRIP is developing methodologies to improve the compilation of reliable data on disaster occurrence and impact, and adapting existing risk assessment systems to the needs of disaster-prone countries. GRIP involves extensive country-level work, which will be the focus in 2006.

With support from the Canadian International Development Agency (CIDA), UNDP launched the **Global Initiative for Mainstreaming Disaster Risk Reduction into Development Programming**. This initiative focuses on producing tools and increasing programme capacities to include disaster concerns in UNDP—and broader UN—development planning processes. A first set of guidelines for the Common Country Assessment/UN Development Assistance Framework (CCA/UNDAF) has been produced and put through the first round of an inter-agency review. These guidelines are now being reviewed by the UN Development Group (UNDG) and tested in some countries.

Guidelines for mainstreaming in the Governance, Poverty, and Energy/Environment practice areas have also been produced and are being reviewed and tested in a consultative manner with selected UNDP country offices, practice managers, and partner organisations. In parallel, a background study of natural disasters in conflict/post-conflict settings has been produced as a first step towards more effective programming in these circumstances. The initiative has served as the basis for a renewed collaboration with the World Bank to develop a common approach to risk management.

Integrated regional approaches to risk reduction
TTF funding was instrumental to promote an integrated, developmental approach to risk reduction in **Africa**. A "drought in development network" was launched in January 2005 to address drought from a development perspective rather than as a strictly humanitarian concern; and UNDP assisted the African Union in developing a disaster risk reduction strategy for member states. Direct support will continue through country offices on the actual integration of risk reduction into development programmes with corresponding fundraising strategies. In parallel, mainstreaming guidelines adapted to the African context were produced in partnership with the United Nation Environment Programme (UNEP) and the International Strategy for Disaster Reduction (ISDR). Disaster reduction programmes have been designed with DRU support in **Gambia**, **Kenya,** and **Madagascar.**

The **Disaster Risk Reduction Workshop for the Caribbean Regional Cluster,** held in Jamaica in June 2005, enabled UN Country Teams (UNCTs) to play a strategic role in reducing disaster risks and to foster preparedness prior to the hurricane season. Specific training on post-disaster recovery planning followed in Barbados in September 2005, aimed at developing a rapid-response team to support recovery efforts in the region. A good model for surge capacity training was developed from these events, to be adapted for tsunami-affected countries and elsewhere.

As a result of environmental degradation and unsustainable development policies, the **Central Asian** republics are increasingly prone to natural disasters. In the **Ferghana Valley** seismic and hydro-meteorological hazards interact with technological threats such as landmines. Thus, BCPR/DRU, the Environmental and Security Initiative of UNDP, UNEP, the Organization for Security and Cooperation in Europe (OSCE), and NATO, in partnership with the UNDP Bratislava Regional Centre, approved a local-level risk-management project for the three countries sharing the Ferghana Valley—**Kyrgyzstan, Tajikistan, and Uzbekistan**. This project has been designed to empower local authorities and communities to identify, prepare for, and reduce impending risk. A platform for exchange amongst countries has been established, including the two Central Asian countries that are not in the valley, **Kazakhstan and Turkmenistan**.

Disaster recovery operations at the country level
Post-disaster recovery operations continue in **tsunami affected countries** as well as at the regional level (see text box, below). Working with governments and the larger UN system, UNDP played a key role in facilitating coordination of relief and recovery while also tailoring its assistance to the particular needs of each country: e.g., transportation infrastructure in the **Maldives**; a national risk-reduction strategy in **Sri Lanka**; rubble removal and employment generation in **Indonesia**; and tourism sector recovery in **Thailand**.

In **Guatemala** UNDP deployed a recovery support team to assist the government and the UN system to formulate a framework to ensure that the reconstruction process contributes to reducing future risk. The framework focuses on the most vulnerable, aiming at restoring livelihoods and capacities and to returning people to productivity with dignity. The framework is currently used as a resource mobilization tool by the Government of Guatemala to secure support for the recovery efforts.

Key Challenges and Lessons Learned

The key challenge for this service line lies in sustaining engagement over a period of time that exceeds the normal project cycle through, among other things, continuous advocacy and the production of tools and methodologies. The goals is to make disaster risk reduction a more systematic part of UNDP's development work.

More comprehensive and predictable approaches in post-disaster recovery
The need for more comprehensive and predictable approaches in post-disaster recovery has been widely recognised as a major challenge for the international community. To address this, UNDP, with the support of Japan and other partners, launched the **International Recovery Platform (IRP)** in 2005 to increase global capacities for post-disaster recovery planning. The IRP focuses on the overall management and coordination of recovery; the production of appropriate tools for damage and needs assessment, planning frameworks, and the collection and dissemination of knowledge and advocacy tools. Experiences from seven major disasters in the Latin America and Caribbean region were compiled as an important input for the process. The IRP will also promote a stronger focus on urban disasters as cities continue to grow in a haphazard manner.

Long-term engagement and partnerships
Reducing disaster risk requires long-term engagement and the concerted support of many partners. With this important lesson in mind, UNDP joined forces with the International Federation for the Red Cross/Red Crescent Societies (IFRC), OCHA, UNDP, UNHCR, UNICEF, WHO, and WFP in a process to support the UNCTs of **Central Asia** in early warning, preparedness, contingency planning, and risk reduction for both conflict and natural disasters. The first step was the **Preparedness and Contingency Planning Meeting** held in Almaty, Kazakhstan, in October 2005, which brought together Kazakhstan,

Kyrgyzstan, Tajikistan, Turkmenistan, and Uzbekistan to form a common basis and understanding of the notions of risk and to establish a platform for intra-regional cooperation. It has been followed-up by country-level action plans, which include training, learning, and programming activities.

Increasing local-level disaster preparedness and risk management capacities

For every major disaster that makes world headlines there are thousands more that are faced by local communities, sometimes without central level support. Indeed, community leaders and local authorities are always the first to respond when a disaster strikes. In order to increase resilience of communities at risk in **Latin America and the Caribbean,** UNDP has captured and disseminated lessons learned and good practices on disaster preparedness and local-level risk management. In 2005, 15 initiatives were analysed and a tool developed for their potential replication throughout the region. The Andean Community Network was established to continue promoting and facilitating exchanges of practices, tools, and methodologies amongst communities. In addition, a documentary advocating local-level risk management, *Foreseen Disasters*, was produced, translated into English, and widely disseminated.

Reducing Disaster Risk in the framework of Post-Disaster Recovery:
The Regional Programme on Capacity Building for Sustainable Recovery and Risk Reduction in Tsunami Affected Countries (RP)

The *Regional Programme on Capacity Building for Sustainable Recovery and Risk Reduction in Tsunami Affected Countries (RP)* is carried out under direct execution arrangements by the UNDP Regional Centre in Bangkok with technical and advisory support from BCPR. This one-year programme was designed to complement ongoing recovery programmes implemented by UNDP country offices in tsunami-affected countries. Only two months into programme implementation, a number of achievements can be reported.

The beneficiary tracking systems that had been established in the aftermath of the tsunami were reviewed to achieve a greater level of systematization and standardization. Linkages were established between these beneficiary tracking systems and the disaster inventories that had been introduced with the support from BCPR in India, Maldives, Thailand, and Sri Lanka. The software tool was further improved by developing specific features that facilitate the adaptability to national contexts and increased user friendliness. With a view to advance institutionalization and the application of the recorded information for decision-making, focal persons were trained in each country to become members of a network of disaster data experts to be created under the auspices of the newly created GRIP (see above).

The RP team also completed an assessment of training/capacity development needs for strengthening early recovery surge capacity that can be deployed in the aftermath of major disasters to support UNDP country offices. The needs assessment will feed into a set of training modules, which will be developed in the coming months and become part of an ongoing initiative to strengthen recovery expertise beyond the lifetime of the RP. In addition, the RP team provided advisory and technical support to India, Sri Lanka, and Indonesia in the area of multi-hazard risk assessment and in programming support to national strategy development for disaster risk reduction.

The greatest single challenge affecting the implementation of this programme was linked to the relatively late start of implementation. The RP was intended to add value to ongoing recovery programmes, fill gaps, and enhance cross-country linkages. This meant that its activities depended on the pace of the overall process of national priority setting, strategy development, and programme identification. Given the quickly evolving needs at the country level, it thus took time to gauge the appropriate support from the regional level.

Disaster Reduction Unit, UNDP BCPR, Geneva

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7. SPECIAL INITIATIVES FOR COUNTRIES IN TRANSITION

Overview

Under this service line UNDP helps national authorities to deliver essential public services and establish basic security in countries emerging from crisis. The goal is to bridge volatile transition periods by assisting authorities to move towards sustainable peace, democratic reform, and reconstruction. Activities supported under this service line include budgetary and operational support, rehabilitation of essential administrative and other public infrastructure, interim and time-bound support to urgently needed public services, and immediate institutional recovery, capacity-building, and reform. Expenditure under this service line in 2005 amounted to almost US$ 6.5 million.

This chapter highlights in some depth the case of **Somalia**, where funding through the CPR TTF in 2005 made it possible for UNDP to launch activities that were critical in supporting the political transition process in that country through emergency financial support to the Transitional Federal Government for essential operations. Another example of a special initiative is the **Guinea Bissau** Economic Emergency Management Fund (EEMF), which UNDP continued to administer in 2005. The EEMF is a multi-donor funding mechanism that originally financed the deficit of the Government of Guinea Bissau's emergency budget and, in 2005, facilitated direct budgetary support to the government's general budget. Priority areas are the recurrent costs of civil servant salaries, particularly in sectors that are fundamental to social well-being such as health, education, and public utilities. In 2005 the EEMF covered the salaries of some 12,000 civil servants, 24 ministries, and 17 autonomous institutions. This was key to helping the government meet its most critical social commitments and thus reduce the risk of social strife—delays in salary payments being a primary factor contributing to the escalation of social conflict in Guinea Bissau.

Somalia Emergency Budgetary Support Project (SEBSP)
The two-year long Somali National Reconciliation Conference, sponsored by the Intergovernmental Authority on Development (IGAD, consisting of Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, and Uganda), culminated in the formation of the Transitional Federal Government (TFG) and the Transitional Federal Parliament (TFP) in October 2004, fostering hope for peace and stability in Somalia after 14 years of insecurity and conflict. An immediate challenge facing the nascent TFG has been its limited access to financial resources. Somalia is currently unable to pay for even the most basic services, including costs related to the TFG itself.

The Somalia Emergency Budgetary Support Project (SEBSP) was launched in February 2005 in response to a request by TFG Prime Minister Ali Mohamed Gedi—and supported by the international donor community as conveyed to UNDP in December 2004—to establish a mechanism through which budgetary support can be channelled in a coordinated and responsive manner. Under the ownership and leadership of the Somali transitional authorities, the SEBSP provides a vehicle to ensure coordinated and flexible donor financing for expenditures aimed at supporting and stabilizing the initial formation of the Transitional Federal Institutions (TFIs).

Key Achievements

In spite of considerable constraints and challenges, UNDP succeeded in delivering on several project objectives in 2005:

Coordinated funding mechanism
UNDP established and managed the budgetary support project for receipt of donor contributions in support of Somali institutions and has established—in a transparent manner consistent with UNDP financial and procurement rules and regulations— implementation tools to deliver timely and essential support made possible through said contributions. This was achieved through a letter of agreement between UNDP and the TFG that formalizes the respective responsibilities of the two parties (and third parties, where appropriate).

Support to civil service delivery

UNDP assisted the TFIs in the production of: a concept paper for the Minister of Finance on the management structure and functions of the Audit General and Accountant General Offices; an initial salary survey to guide the establishment of civil service salary levels; a policies and procedures guide on the payroll and recruitment systems; and an interim payroll system. Additionally, the project made possible the production of an explanatory note on the "TFG Financial Requirement for the First Year" and initiated the establishment of the TFI-led Civil Service and Revenue Generation Task Forces.

Relocation and reconciliation

The project managed and financed the relocation of the 275 new Members of Parliament (MPs) and more than 400 other government offices, delegates, and supporters. All those relocated were able to choose their own location within Somalia, and MPs received a set relocation allowance of EUR 2,500. The project also supported the reconciliation process by funding the transportation and dialogue forums of government officials as they travelled throughout Somalia, assisting in their efforts to mediate between communities and enhancing the message of reconciliation and the formation of a central administration towards local governance.

TFI's global re-engagement

Through its Global Re-engagement Fund the project facilitated the participation of the TFIs in more than 40 international events, greatly heightening the awareness of the international community to the plight of the Somali people, and has contributed to Somali Government adherence to international laws.

Key Challenges and Lessons Learned

SEBSP faced numerous constraints during the implementation period, the most significant of which was the lack of an agreement among he contributing donors, UNDP, and the TFG on some fundamental aspects of the project document. Therefore, during the initial months of project implementation UNDP strived to obtain a common agreement among the partners, which proved a lengthy process that was not entirely resolved by the end of 2005.

The project was further hampered by the lack of concrete reconciliation of the Somali parties and insecurity within Somalia. These factors resulted in a lack of donor confidence, which in turn stalled the financing of some activities requested by the Transitional Federal Government. The project also faced significant challenges due to the absence of a common position among the donors as to how, and at times whether, to engage the TRG.

The project also encountered a number of operational constraints and challenges. Generally the lack of a developed public administrative structure within the TFG—with a limited number of skilled public servants and undeveloped planning, procurement, and financial mechanisms—placed considerable pressure on UNDP and project staff to implement decisions without TFG counter support, particularly while ensuring adherence to UNDP finance and procurement rules and regulations. This frequently impeded a more rapid delivery of project activities.

UNDP intends to extend the SEBSP in 2006 with an increased focus on supporting key ministries, offices, and commissions. This support would be complementary to other UN and non-UN programmes and specific in type and method—namely, technical assistance, salaries/stipends/sitting allowance, rehabilitation and equipping of key government facilities, and support to in-country transportation and global re-engagement of the offices of the President, Speaker, and Prime Minister. Among the many valuable **lessons learned** are:

Provision of "Emergency Support" versus "Development/Institutional Support"

While there is certainly no consensus on this point, it is argued and debated that the provision of "emergency support," such as that provided through the SEBSP, has allowed the TFIs to work from a position of urgency that has come at the cost of preparation and planning. This, it can be argued, has inhibited fundamental capacity building efforts.

Substantive links with other programmes
As a funding mechanism the SEBSP was seen as a means for the TFIs to access much needed resources to undertake their immediate responsibilities. However, the provision of financial support to TFIs in and of itself has not allowed the TFIs to fulfil their responsibilities and objectives. Therefore, the work of longer-term substantive based programmes, both UN and non-UN (e.g., World Bank, Development Alternatives Inc., Italy-funded projects, etc.), must strive to complement and enhance one another; and the TFIs must understand the nature of the different but complementary programmes/projects and integrate these into the overall government programme accordingly.

Prioritizing/fundraising
Linked very much to the above noted points, the lack of prioritization has been perhaps the greatest stumbling block to maximizing the success of the SEBSP. The project's indispensable partners and direct beneficiaries, namely those of the TFI, must prioritize their needs, enhance their capacity to plan and identify their priority activities, and better coordinate among themselves based on those priorities. Moreover, the project document's poor focus, unclear targets/objectives, and lack of agreed on priorities has led to donor reluctance to fund some project activities.

8. PRACTICE DEVELOPMENT AND KNOWLEDGE MANAGEMENT

Overview

Having originally started with a loosely coordinated knowledge sharing approach in 2002, BCPR developed a comprehensive Knowledge and Information Management Strategy for the CPR Practice Area that defined the business processes for knowledge management in 2005. The Crisis Prevention and Recovery Practice Network (CPRP-Net)—the corporate vehicle for sharing knowledge—continued to thrive, increasing its membership by 50 percent from 2004 to a total of 1,500 staff.

CPRP-Net, through its BCPR administrators, facilitates requests for comparative experiences and lessons learned on specific topics that can feed into improving programme formulation and implementation. Through over 80 referrals in 2005, the breadth and depth of topics discussed testified to the Network's value as a knowledge bank for staff in the field. Dedicated space for focused learning and face-to-face exchange was also provided through the fifth regional CPR Practice Workshop, held in 2005 for UNDP practitioners working in the Arab States region. Total expenditure of TTF funds for this area in 2005 was just under US$ 2 million.

Key Achievements

Articulation of strategic direction for knowledge management
Building on achievements since 2002, BCPR formulated a Knowledge and Information Management Strategy for the CPR Practice Area in 2005. The strategy defines the process of how information, experience, and best practices can be captured, disseminated, and fed into policy development. In addition, BCPR:
- facilitated the development and ensured the quality and coherence of best practices and publications on crisis prevention and recovery;
- played a catalytic role in improving the way UNDP works by incorporating a knowledge management perspective into all that the CPR Practice Area does; and
- significantly strengthened the foundation of the CPR Practice Area by improving the data and information base on crisis prevention and recovery, including the CPR Project Database and CRR Practice Area Intranet. These tools ensure easy and quick access to all information and experiences on crisis prevention and recovery within UNDP.

> **What the clients say**
>
> CPRP-Net: "Knowledge shared through the networks differs from academic articles as it demonstrates experiences on how practitioners were able to tackle specific challenges."
>
> *Stefan Priesner,*
> *Deputy Resident Representative,*
> *UNDP Bosnia-Herzegovina*

Promotion of cutting-edge thinking on crisis prevention and recovery
While the CPR Practice Area continued to grow, the year also saw the network and community of UNDP practitioners mature and experiment with new ideas and approaches. For example:
- The CPRP-Net functioned as a real-time provider of community support and expertise on recovery issues when a large number of requests for advice poured in from the UNDP offices in **Maldives, Indonesia**, **Sri Lanka**, and other tsunami-affected countries.
- The network provided an internal space for reflection that encouraged discussion on sensitive topics (for example, on UNDP's engagement with non-state armed groups) as well as provided a forum to validate innovative approaches to development, such as democratic dialogue.
- The significant increase in discussion themes that cut across CPR and other practice areas—particularly with democratic governance and poverty reduction—demonstrated the progress made in mainstreaming crisis prevention and recovery issues throughout UNDP's thinking and operations.

Knowledge sharing
The support and knowledge shared through the CPR practice community has helped country office staff improve programme formulation and implementation by allowing them to consider the challenges and pitfalls experienced elsewhere. For example:

- For the formulation of governance programmes in the **Democratic Republic of Congo**, the UNDP office was able to draw on lessons learned from other countries experiencing similar challenges. These lessons strengthened the country office's advice and policy in negotiations with other stakeholders during programme development.
- While developing a project on civic engagement in the constitution-making process in **Somalia**, experiences from other countries enabled the country office team to develop options to support the process more effectively, and reinforced the need for more consultation and buy-in from national stakeholders.
- When UNDP **Bosnia-Herzegovina** sought experiences in supporting truth and reconciliation mechanisms, in a very short time the knowledge network provided a range of resources and lessons learned that the country office was able to use to inform its programme development.

Key Challenges and Lessons Learned

While knowledge sharing has considerably strengthened the quality of UNDP's work on crisis prevention and recovery issues, some **challenges** remain.
- In the spirit of UN reform, UNDP's CPR practice community needs to leverage the best practices available in the broader UN system.
- Although cooperation with other practice areas (such as poverty reduction and democratic governance) has increased, challenges still remain in continuing to work with other parts of the house to ensure CPR issues are reflected in all relevant areas of UNDP's thinking and outcomes.
- At the programming level, the broader challenge is to feed back best practices and lessons learned appropriately into other programmes. Reflecting on, recording, and disseminating lessons learned is only the beginning of the process. It is also important to ensure that lessons learned are understood and applied.

> **What the clients say**
>
> CPRP-Net: "[the knowledge networks builds] confidence and a sense of support that one can tap into whenever one needs support and information"
>
> *Victoria Kianpour,*
> *Programme Officer, UNDP Iran*

In terms of **lessons learned**, the CPR Practice Network has shown that a knowledge network and a community of practice can work if a number of conditions are met. These include dedicated staff resources; commitment by senior management; close linkages to other corporate work streams, such as advocacy, policy, and programming; and allowing enough time for trial and error. In practice, the very nature of CPR work implies that often "things need to get done" while time for reflection takes a back seat. As such, continuous efforts are necessary to balance the provision of technical assistance on the one hand with reflecting on work and codifying experience on the other hand. The latter is particularly important to inform the development of strong policies that can truly guide programming.

Furthermore, considering that there is often an enormous amount of information and knowledge available, it is critical to package and disseminate knowledge in a way that is digestible and useful to different audiences. In addition, internal surveys have shown that the Network and Practice Area have changed the culture of exchange and communication within the organization from a vertical to a horizontal structure. Connecting practitioners and facilitating knowledge exchange have been effective tools that have strengthened UNDP's ability to articulate policies and support the implementation of programmes in crisis situations. In the long term, it is hoped that UNDP's CPR community will expand to include other UN agencies and thus contribute to a comprehensive UN approach in crisis prevention and recovery.

V. OUTLOOK

Several new initiatives which began in 2005 are expected to influence the work of BCPR going forward: the creation of the Peacebuilding Commission at the 2005 World Summit, the launch of a comprehensive gender approach to crisis work, and the development of a new five-year BCPR strategy. Though most meaningful to the plans and operations of BCPR as a bureau, these initiatives are expected to affect future activities supported by the CPR TTF as well. For that reason, they are briefly described here.

In December 2005, the UN General Assembly and Security Council adopted resolutions establishing the **Peacebuilding Commission, the Peacebuilding Fund, and the Peacebuilding Support Office**. Among the Commission's key tasks will be to advise on the development of integrated strategies for post-conflict recovery. This will include an enhanced focus on reconstruction, institution-building, and sustainable development.

UNDP was deeply involved in discussions on the new peacebuilding architecture, and provided technical and substantive inputs to Member States regarding the resolutions establishing the Commission. UNDP helped define the terms of reference for the Support Office as well as the structure, governance, and management arrangements for the Fund. In addition, UNDP/BCPR contributed a senior staff member to the Office of the Secretary-General to be a member of the Transition Team responsible for the practical establishment of the new institutional structure.

As this report is prepared in spring 2006, a range of procedural and substantive issues related to the Peacebuilding Commission, the Support Office, and the Fund still need to be determined. Consequently, the precise relationship between the new entities and UNDP is not fully defined. Nonetheless, UNDP/BCPR expects to play a meaningful role in relation to the new peacebuilding entities, and looks forward to broader UN support of important peacebuilding priorities.

Throughout 2005, BCPR actively contributed to UN-system efforts to **fully integrate gender concerns in UN response to crisis situations**. BCPR participated in the test of Inter-Agency Standing Committee Guidelines on Gender-Based Violence in Crisis Situations; drafted policies around Sexual Exploitation and Abuse with the Executive Committee on Peace and Security and the Executive Committee on Humanitarian Affairs; and contributed to the UN Action Plan for Implementation of Security Council Resolution 1325 (October 2000), which addresses the impact of war on women. In addition, BCPR initiated a global partnership against gender-based violence in crisis situations with the UN Development Fund for Women (UNIFEM), the UN Population Fund (UNFPA), OCHA, and other UN and NGO partners.

Simultaneously, BCPR embarked on an internal reflection to enhance its overall gender responsiveness. BCPR identified gaps and opportunities through a comprehensive gender review of its operations. An assessment of BCPR's conflict analysis methodology and country level conflict-related development analysis will inform the preparation of guidelines to ensure that a gender perspective is adequately integrated in all aspects of the Bureau's work. Going forward, BCPR will work with UNIFEM to integrate gender early warning indicators into conflict analysis methodology. All these activities will contribute to a comprehensive gender approach for BCPR which will be an integral part of the Bureau's new five year strategic plan.

The **2007-2011 strategy** is intended to guide the Bureau for Crisis Prevention and Recovery in its work as part of the United Nations Development Programme. The aim of the strategy is to transform UNDP into a global leader assisting countries to prevent violent conflict, reduce the risk of natural disasters, and recover from crisis. UNDP cannot achieve these objectives alone. Accomplishing these outcomes requires the contributions and cooperation of numerous stakeholders. However, UNDP can actively participate and, in many cases, lead these efforts. BCPR will seek to develop strategic partnerships with donors who sign onto the five year plan through a multi-year commitment of support directed through the CPR TTF. Through this time of planning and transition, BCPR will continue to fulfil its most important role: supporting UNDP country offices in their crisis prevention and recovery efforts.

VI. FINANCIAL REPORT

FINANCIAL SUMMARY

Balance brought forward from 2004	138,023,147
Income received in 2005	248,363,674
Allocations made in 2005	325,961,921
Total Expenditure in 2005	**219,620,084**

CONTRIBUTIONS RECEIVED BY DONOR

Donor	Contributions in US$	
	2004	**2005**
Australia		387,597
Belgium		961,534
Brazil	49,258	491,590
Canada	12,232,460	13,078,752
Denmark	6,074,634	6,102,476
EU	17,587,270	6,775,830
Finland		1,176,471
France	621,891	646,831
Germany	1,058,409	39,868,318
Iceland	13,933	
IOM		5,308
Ireland	601,685	1,926,253
Italy	11,866,143	5,440,529
Japan	32,661,764	61,667,288
Korea	150,000	320,000
Liechtenstein		83,333
Netherlands	13,385,257	4,802,607
New Zealand		5,519,031
Norway	4,547,621	22,509,787
Portugal	510,569	1,775,697
Pro Vention	200,000	150,000
Sweden	549,451	13,831,230
Switzerland	1,046,000	2,760,248
Tsunami	1,138	1,161,865
Turkey		500,000
UK	32,335,123	8,521,461
UN	1,554,740	1,972,518
UNAIDS		320
UNHCR	125,000	
UNICEF		100,000
UNOCHA	532,268	7,034,220
USA	21,717,070	38,583,528
World Bank	11,204,628	209,053
Total Income	**170,626,311**	**248,363,675**

EXPENDITURE BY SERVICE LINE

Service Line	Expenditure 2004	Expenditure 2005
Conflict Prevention and Peacebuilding	10,196,492	3,758,380
Recovery	16,095,682	34,822,902
Security Sector Reform and Transitional Justice (JSSR)	938,969	1,692,676
Small Arms Reduction, Disarmament, and Demobilization	27,153,725	88,225,904
Mine Action	28,165,462	27,197,400
Natural Disaster Reduction	2,707,142	55,505,177
Special Initiatives for Countries in Transition	45,169,347	6,464,276
Practice Development and Knowledge Management	2,169,260	1,953,369
Grand Total	**132,596,081**	**219,620,084**

EXPENDITURE BY REGION

Region	Expenditure 2004	Expenditure 2005
Africa	38,717,745	42,184,401
Arab States	15,205,914	20,414,220
Asia & Pacific	54,014,844	138,014,603
Europe & CIS	4,563,777	4,022,024
Latin America & Caribbean	1,769,936	2,008,438
Global	18,323,864	12,976,398
Grand Total	**132,596,081**	**219,620,084**

EXPENDITURE BY COUNTRY

Country	Expenditure 2004	Expenditure 2005
Afghanistan	50,268,416	71,231,951
Albania	528,693	683,144
Angola	4,102,162	2,483,638
Argentina	29,507	38,357
Azerbaijan	251,198	186,444
Bangladesh	146,200	98,568
Barbados		11,597
Bolivia	600	
Bosnia and Herzegovina	1,137,812	1,385,606
Brazil	454,440	230,757
Burkina Faso	100,000	
Burundi		1,669,896
Cambodia	500,157	224,873
Central African Republic	10,551	283,528
Chad	308,650	232,008
Colombia	224,101	512,029
Congo		123,417
Congo, DR		6,254,290
Cote D'Ivoire		145,167
Cuba	1,126	

Cyprus		42,509
DRC	6,322,758	125,199
East Timor	88,734	
Ecuador	175,140	261,329
El Salvador	167,518	225,925
Eritrea	743,396	453,473
Ethiopia	403,839	349,457
Fiji	25,797	
Ghana	219,419	402,039
Global	18,323,864	12,976,398
Guatemala	64,307	115,818
Guinea Bissau	3,723,863	3,008,218
Guyana	141,645	88,975
Haiti	297,109	370,906
Honduras	164,443	152,746
India	157,408	1,424,847
Indonesia		26,513,014
Iran	152,314	80,406
Iraq	10,951,230	15,358,752
Jamaica	50,000	
Jordan	146,786	279,423
Kenya	586,507	194,090
Kosovo	99,968	157,889
Lao	1,223,728	505,973
Lebanon	156,111	145,096
Liberia	19,076,314	24,992,718
Macedonia	842,176	407,025
Maldives		4,779,323
Mauritania	20,915	
Mauritius		63,168
Mozambique	781,995	
Myanmar		927,268
Nepal	95,243	
Niger	213,975	42,631
Pakistan		10,821,801
Papua New Guinea	5,379	182,781
Rwanda	445,031	
Senegal		99,056
Serbia	1,122,133	859,946
Sierra Leone	1,514,032	1,447,388
Somalia	815,836	2,980,356
Sri Lanka	1,344,564	18,540,818
Sudan	1,733,928	899,086
Syria	297,599	82,794
Tajikistan	344,144	299,462
Thailand	6,905	2,093,552
Uganda	144,337	484,856
Ukraine	237,653	
Yemen	1,104,426	588,307
Grand Total	**132,596,081**	**219,620,084**

EXPENDITURE BY SERVICE LINE AND COUNTRY

Service Line	Country	Expenditure 2004	Expenditure 2005
Conflict Prevention and Peacebuilding	Argentina	18,114	15,236
	Burundi		713,143
	Colombia		230,754
	DRC	6,079,961	125,199
	Ecuador	87,319	22,200
	Fiji	25,797	
	Ghana	4,882	120,224
	Global	2,513,814	2,378,457
	Guatemala	64,307	53,193
	Guyana	141,645	88,975
	Indonesia		11,000
	Rwanda	445,031	
	Sierra Leone	765,511	
	Sri Lanka	28,888	
	Sudan	19,598	
	Tajikistan	1,626	
	Yemen		
	Conflict Prevention Total	**10,196,492**	**3,758,380**
Recovery	Angola		1,813,804
	Bosnia and Herzegovina	155,549	6,000
	Burkina Faso	100,000	
	Burundi		811,688
	Congo, DR		6,254,290
	Cyprus		42,509
	DRC	242,797	
	Eritrea	423,354	160,097
	Global	5,239,355	1,266,040
	Iran	152,314	80,406
	Iraq	6,852,322	11,678,203
	Kosovo	99,968	
	Mauritius		63,168
	Nepal	95,243	
	Niger		11,104
	Pakistan		10,821,801
	Serbia	155,917	7,334
	Sierra Leone	180,098	467,758
	Sri Lanka	776,461	873,804
	Sudan	1,180,368	67,868
	Syria	297,599	82,794
	Uganda	144,337	314,232
	Recovery Total	**16,095,682**	**34,822,902**

Security Sector Reform and Transitional Justice	Afghanistan	30,101	
	Albania		314,499
	Argentina	11,393	23,121
	Bosnia and Herzegovina		69,897
	Brazil	58,448	142,496
	Colombia		16,936
	Congo		3,057
	East Timor	88,734	
	Global	470,100	740,432
	Haiti	142,619	196,793
	Kosovo		157,889
	Serbia		27,557
	Sierra Leone	137,574	
	JSSR Total	**938,969**	**1,692,676**
Small Arms, Disarmament and Demobilization	Afghanistan	139,040	55,515,720
	Albania	244,935	37,199
	Bosnia and Herzegovina	144,067	189,960
	Brazil	395,992	88,261
	Burundi		145,065
	Central African Republic	10,551	283,528
	Colombia	183,424	180,129
	Congo		120,360
	Cote D'Ivoire		145,167
	El Salvador	167,518	225,925
	Ghana	214,538	281,815
	Global	2,927,122	2,237,980
	Guatemala		62,625
	Haiti	154,491	174,114
	Honduras	161,731	151,908
	Kenya	586,507	194,090
	Liberia	19,076,314	24,992,718
	Macedonia	473,048	245,413
	Niger	213,975	31,527
	Papua New Guinea	5,379	182,781
	Serbia	966,216	825,055
	Sierra Leone	430,849	979,630
	Somalia	391,834	339,452
	Sudan	266,195	595,483
	Small Arms Total	**27,153,725**	**88,225,904**
Mine Action	Afghanistan	12,933,505	15,716,231
	Albania	78,904	318,169
	Angola	4,102,162	669,834
	Azerbaijan	251,198	186,444
	Bangladesh	146,200	98,568
	Bosnia and Herzegovina	838,196	1,119,749
	Cambodia	500,157	224,873
	Chad	308,650	232,008

	Colombia	40,677	80,888
	Eritrea	320,042	293,376
	Ethiopia	403,839	349,457
	Global	3,014,641	2,124,032
	Guinea Bissau	1,691	342,436
	Iraq	183,648	2,152,565
	Jordan	146,786	279,423
	Lao	1,223,728	505,973
	Lebanon	156,111	145,096
	Mauritania	20,915	
	Mozambique	781,995	
	Senegal		99,056
	Somalia	424,001	706,057
	Sri Lanka	539,215	258,829
	Sudan	267,767	235,734
	Tajikistan	342,518	299,462
	Thailand	6,905	208
	Uganda		170,623
	Ukraine	27,585	
	Yemen	1,104,426	588,307
	Mine Action Total	**28,165,462**	**27,197,400**
Natural Disaster Reduction	Albania	204,854	13,276
	Barbados		11,597
	Bolivia	600	
	Colombia		3,322
	Cuba	1,126	
	Ecuador	87,820	239,129
	Global	1,623,426	1,950,715
	Honduras	2,712	837
	India	157,408	1,424,847
	Indonesia		26,491,724
	Jamaica	50,000	
	Macedonia	369,128	161,611
	Maldives		4,779,323
	Myanmar		927,268
	Sri Lanka		17,408,184
	Thailand		2,093,343
	Ukraine	210,068	
	Disaster Total	**2,707,142**	**55,505,177**
Special Initiatives for Countries in Transition	Afghanistan	37,165,770	
	Global	366,146	335,663
	Guinea Bissau	3,722,172	2,665,782
	Iraq	3,915,260	1,527,984
	Somalia		1,934,848
	Special Initiatives Total	**45,169,347**	**6,464,276**

Practice Development and Knowledge Management	Global	2,169,260	1,943,079
	Indonesia		10,290
	Practice Development Total	**2,169,260**	**1,953,369**
Grand Total		**132,596,081**	**219,620,084**

ANNEX I. CPR FUNDING SOURCES AND OPERATIONAL ASPECTS OF THE TTF

This report reviews the work of BCPR's technical units and UNDP country offices funded by the Thematic Trust Fund for Crisis Prevention and Recovery (CPR TTF) in 2005. The CPR TTF is a primary but not the exclusive source of financing for UNDP's work in crisis prevention and recovery. UNDP also directs regular resources to crisis prevention, response, and recovery as well as to related policy and programme advisory services. These are known as "TRAC 1.1.3" (Target for Resource Assignment from Core) funds and are also managed by BCPR. While detailing the uses of TRAC 1.1.3 funds during 2005 is not the purpose of this report, it is important to note that the information presented here does not reflect BCPR funding or activities in their entirety.

UNDP established the Thematic Trust Fund for Crisis Prevention and Recovery to support UNDP's programmes in crisis countries. The TTF makes additional funds available where regular resources are lacking and non-regular resources may not be easily available at the country level. The resources channelled through the Fund support the UNDP Multi-Year Funding Framework (MYFF), which provides a frame of reference for UNDP's strategic goals and the resources required to achieve these goals. The MYFF is approved by the Executive Board and includes crisis prevention and recovery as one of the priority goals of the organization.

In addition to the CPR TTF and TRAC 1.1.3, other funding mechanisms for UNDP's activities in crisis prevention and recovery include cost-sharing agreements between donor countries and UNDP country offices, tailored trust funds for specific post-crisis countries, and other global trust funds such as the UN Trust Fund for Human Security.

Management of the Thematic Trust Fund

Within UNDP, the Bureau for Crisis Prevention and Recovery has responsibility for the CPR TTF, including management, oversight and policy design, reporting, substantive assistance, and implementation support.

The CPR TTF employs the whole range of executing modalities available to UNDP, including Direct Execution (DEX). BCPR ensures that UNDP policies, procedures, and practices are followed whenever UN agencies or other approved national or international executing agencies, including NGOs and the private sector, are called upon to be an executing or implementing partner for a TTF-funded project.

Allocating Un-earmarked CPR TTF Funds

As mentioned in section II, contributions to the CPR TTF can be either earmarked—to be used only in line with donor restrictions relating to a specific service line, programme, region, or country—or un-earmarked, which provides BCPR with the ability to respond flexibly to country needs. The use of un-earmarked funds is determined by BCPR's Allocations Committee—composed of senior programme, operations, and external relations staff. The Allocations Committee meets frequently to review programme and project proposals originating from UNDP country offices. The Allocations Committee determines whether to recommend financial support, the level of support, and the best source of funding (CPR TTF un-earmarked funds or regular TRAC 1.1.3 UNDP resources), depending on the details of the proposed project. If the Committee has doubts or questions regarding the proposal, suggestions regarding project design are delivered back to country office colleagues. Final recommendations regarding financial support are forwarded by the Committee to the BCPR Director, who has final authority to award funds from the CPR TTF as well as TRAC 1.1.3.

Funds Administration

In accordance with UNDP Financial Regulations and Rules and its established procedures, UNDP charges 5 percent of contributions to the CPR TTF to recover the costs for administration and related services.

ANNEX II. LIST OF ACRONYMS

AMF	Afghan Military Forces
ANA	Afghan National Army
ANBP	Afghanistan New Beginnings Programme
ANDS	Afghanistan National Development Strategy
ANP	Afghan National Police
BCPR	Bureau of Crisis Prevention and Recovery
CDA	Conflict-related Development Analysis
CIDA	Canadian International Development Agency
CMAC	Cambodia Mine Action Centre
CPR	Crisis Prevention and Recovery
CPRP	Crisis Prevention and Recovery Practice
CPRP-Net	Crisis Prevention and Recovery Practice Network
CPSG	Community Problem Solving Groups
DDA	Department of Disarmament Affairs
DDR	Disarmament, Demobilization, and Reintegration
DESA	Department of Economic and Social Affairs (UN)
DfID	Department for International Development (UK)
DPA	Department of Political Affairs (UN)
DPKO	Department of Peacekeeping (UN)
DRU	Disaster Reduction Unit (UNDP)
ECPS	Executive Committee on Peace and Security
EEMF	Emergency Economic Management Fund
EOD	Explosive Ordnance Disposal
ERC	Ethnic Relations Commission (Guyana)
FOMAC	Forum of Mine Affected Countries
GRIP	Global Risk Identification Plan
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced Person
IDDRS	Integrated DDR Standards
IGAD	Intergovernmental Authority on Development
IMF	International Monetary Fund
IREP	Iraq Reconstruction and Employment Programme
IRP	International Recovery Platform
ISDR	International Strategy for Disaster Reduction
JSSR	Justice and Security Sector Reform
MAX	Mine Action Exchange Programme
MDG	Millennium Development Goals
MP	Member of Parliament
NGO	Nongovernmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs

OHCHR	Office of the High Commissioner for Human Rights
OSAGI	Office of Special Advisor on Gender Issues
OSCE	Organisation for Security and Cooperation in Europe
PRSP	Poverty Reduction Strategy Paper
SADU	Small Arms and Demobilization Unit
SALW	Small Arms and Light Weapons
SALWC	Small Arms and Light Weapons Control
SCP	Social Cohesion Programme (Guyana)
SEBSP	Somalia Emergency Budgetary Support Project
TFG	Transitional Federal Government
TFIs	Transitional Federal Institutions
TFP	Transitional Federal Parliament
TOR	Terms of Reference
TRU	Transition and Recovery Unit
TTF	Thematic Trust Fund
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDGO	Untied Nations Development Group Office
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDIR	United Nations Institute for Disarmament and Research
UNMAS	United Nations Mine Action Service
UNOPS	United Nations Office of Programme Services
UNV	United Nations Volunteers
WFP	World Food Programme
WHO	World Health Organization

United Nations

Development Programme

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