

**SHARING NEW GROUND IN
POST-CONFLICT SITUATIONS**

**THE ROLE OF UNDP IN SUPPORT OF
REINTEGRATION PROGRAMMES**

Evaluation Office

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c Evaluation Office

Evaluation Office
United Nations Development Programme
One United Nations Plaza
New York, NY 10017
USA

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FOREWORD

At the request of the UNDP Associate Administrator, the Evaluation Office initiated a comprehensive review of the work of UNDP in complex emergencies, with a focus on reintegration programmes. This strategic review was meant to look at UNDP experience in a critical, increasingly important area in order to draw lessons for the future and to lay the basis for a 're-positioning' of the role of the organization.

The evaluation process consisted of a thorough document review, field visits and discussions with key officials in the UN system, from donor governments and the NGO community in New York, Washington, Geneva, London, Bonn and Paris. From this highly consultative process, the team has produced an analytical report that offers concrete recommendations and insights into the role of UNDP. The report has already become part of the dialogue on the current UNDP transition.

Dr. Manfred Kulesa, an eminent development practitioner and former UNDP resident representative, led a team of experts composed of Sam Barnes, Eva-Maria Brucchaus, Jim Kelly, Gregory Ormsby and Leelananda Silva and Taslimur Rahman of UNHCR. During 1999, the team traveled to fifteen UNDP programme countries in crisis and post-conflict situations: Bosnia and Herzegovina, Burundi, Cambodia, Croatia, El Salvador, Eritrea, Ethiopia, Guatemala, Liberia, Mozambique, Philippines, Rwanda, Somalia, Sudan and Tajikistan.

As its work progressed, the team found that it needed to look at the broader context of the organization's role in post-conflict situation in order to fully understand and situate UNDP performance in the area of reintegration. As such, this evaluation looks not only at the quality and impact of the reintegration programmes in which UNDP has been involved but at the larger issues of the role of development agencies in post-conflict situations and the ability of UNDP to make a significant contribution in line with its mandate and comparative strength.

While the report makes several recommendations, let me highlight three key points here.

First, complex crisis and post-conflict situations are a significant and, regrettably, growing part of the current landscape of the developing world. According to the UNDP Emergency Response Division, of the world's 20 poorest countries, most have experienced violent conflict in the past decades. In Africa alone, 29 of the 45 UNDP programme countries are experiencing some form of political or civil crisis. The report strongly recommends that UNDP reflect this reality as an essential part of its business strategy and manage the systemic implications it has for the organization.

Second, every stage of crisis and post-conflict has a development dimension. The 'relief to development' or 'continuum' concepts have been shown to be inadequate paradigms in capturing the complex reality of crisis and post-conflict situations.

In real life, development and humanitarian concerns overlap, affect one another and rarely follow any fixed sequence. Today's complex crises make this fact even more profound – as they are increasingly internal and protracted and, therefore, have long-lasting social, economic and environmental impacts. Additionally, in many countries in crisis there may be pockets of relative calm where development can continue. The report stresses that development concerns should never be ignored and, consequently, that UNDP – in its unique role as a neutral, long-term partner to developing countries – must be present and active at all times.

Finally, the nature of a crisis or post-conflict situation demands quick and decisive action. The report recommends that UNDP reinforce its capability to respond to these situations and to serve as a valuable partner in crisis and post-conflict situations. This transformation must be done rapidly; there is little time to lose.

This report arrives at a time when UNDP is re-examining its role in crisis and post-conflict situations. The Administrator has underlined this in his Business Plan, which was presented at the January session of the UNDP Executive Board. UNDP is actively working to coordinate and integrate the role it could play in post-conflict situations within the larger aid community. We are hopeful that the insight and analysis presented in this report will add to the organization's ability to demonstrate its comparative advantages and to share ground in the all too large arena of crisis and post-conflict work.

I would like to thank everyone who participated in this process and provided insights to the team. I would also like to thank the members of the Evaluation Office who supported the team and offered guidance when they requested it, particularly Abdenour Benbouali, Deputy Director, and Khadijah Fancy. Special thanks also go to Barbara Brewka for editing the document.

PREFACE

The century that is now coming to an end has been called one of the bloodiest and most brutal in history. It is high time for mankind to abolish war and to develop an agenda for sustainable peace. When the United Nations was founded, the main purpose and emphasis were on peace and reconstruction. At the end of World War II, the tremendous challenge of rebuilding what had been destroyed was the overriding concern of the international community. This included as one of the first and immediate tasks the repatriation and reintegration of large numbers of prisoners of war, refugees and displaced people. Within the United Nations, special programmes and agencies were created to assist in this field, including the Office of the United Nations High Commissioner for Refugees (UNHCR) and its predecessor organizations.

In later years, the dominating concerns of decolonization and international development led to new programmes and organizational structures. This was the time when technical assistance became a key area of cooperation within the United Nations, and UNDP was created to become a central part of its effort of multilateral facilitation and coordination. More recently, the perceptions of UNDP and official development assistance (ODA) in general have been broadened to a holistic concept of supporting the goals of sustainable human development (SHD).

Looking at the last decade of this century, it appears as if we have returned to the basic challenge of peace and reconstruction. The United Nations is facing war-torn societies in a large number of its Member States, in most cases resulting from intra-State conflicts, which a UNDP Administrator once called man-made disasters resulting from failed development. In addition, in post-conflict situations and sometimes even before peace agreements have been reached, repatriation, resettlement of up-rooted populations, reconciliation, reintegration and reconstruction have become key areas of concern and areas for which international support is sought.

The United Nations has devoted itself to the task of promoting the culture of peace and has agreed on a programme of action as part of its central agenda. The development aid donor community recognized the demand and opportunity to contribute to conflict prevention and post-conflict rehabilitation and reconstruction. In 1997, the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC) issued Guidelines on Conflict, Peace and Development Co-operation. Likewise, UNDP had to face the challenge of post-conflict situations in a number of its programme countries.

EXECUTIVE SUMMARY

INTRODUCTION

The United Nations Development Programme (UNDP) has undertaken the present strategic evaluation to take stock of its experience in complex emergency situations and extract insights to improve the organization's capacity to respond. The terms of reference (TOR) for the exercise identified the reintegration of internally displaced persons (IDPs), returnees and ex-combatants as the principal area of focus. The evaluation team was asked to review the adequacy of UNDP interventions and assess the quality of its response to reintegration programmes in terms of being proactive or event/donor driven, staffing, and ability to form effective partnerships.

Starting in December 1998, members of the team of seven experts visited 15 UNDP programme countries (Bosnia and Herzegovina, Burundi, Cambodia, Croatia, El Salvador, Eritrea, Ethiopia, Guatemala, Liberia, Mozambique, Philippines, Rwanda, Somalia, Sudan and Tajikistan.)

It is hoped that the present report will play a useful role in the dialogue on substantive and institutional reform. It focuses on the issue of the work of UNDP in reintegration programmes and more broadly on the role UNDP could play based on its comparative strengths in post-conflict situations.

FINDINGS

UNDP interventions in support of the reintegration of war-affected populations fall into three main categories:

- area-based economic and social assistance for the recovery of war-affected communities;
- reintegration support for specific target groups, such as ex-combatants, internally displaced persons or returnees; and
- technical assistance and capacity-building for key institutions in the peace-building and recovery process.

The evaluation team found many instances of successful programming by UNDP in these various areas. It noted in particular the important role that area-based programmes have played in recovery and the significant technical assistance UNDP has provided to national de-mining efforts.

ADEQUACY OF UNDP INTERVENTIONS

For humanitarian and financial reasons (donors being drawn to high-profile emergency situations), UNDP found it could not stay on the sidelines even during the humanitarian phase of post-conflict assistance. The team agreed that development concerns should be raised, and that therefore UNDP should be involved, at all stages in conflict and post-conflict situations. In these situations, however, the team found that the processes UNDP traditionally followed hampered its ability to act and had not yet been tailored to the constraints and fast-paced requirements of a post-conflict situation.

QUALITY OF UNDP INTERVENTIONS

In the earlier years, UNDP country offices found themselves unprepared when pushed towards post-conflict situations by donors and pulled towards reintegration activities by the organization's broadening understanding of its mandate. As such, they found themselves ill-equipped for the task at hand. Their meagre staff lacked experience within the context. Many of their activities were being driven by donors' timelines and requests and not by the organization's own framework for responses and policies or by national priorities, neither of which was clear if it existed at all. Above all, however, the team found that the most pressing constraints faced by these country offices were bottlenecks at headquarters owing to slow or insufficient support or, alternatively, to guidelines and procedures, especially in procurement and staffing, that were too restrictive or unrealistic.

RESPONSE FROM HEADQUARTERS

While the country offices were focusing their programme energies, headquarters made a number of significant organizational and policy adjustments to respond better to the situation in the field. Reforms at headquarters included establishing the Emergency Response Division (ERD), creating the Crisis Committee, setting aside funds for countries in special situations (TRAC 1.1.3) and drawing up specific guidelines for the staffing of offices in post-conflict countries. Nevertheless, the evaluation team found that more improvements are needed in: (a) resource mobilization, with a re-examination of the Consolidated Inter-agency Appeal (CAP) and the expanded CAP (ECAP) processes; (b) availability and examination of appropriate execution modalities, including the use of the United Nations Office for Project Services (UNOPS) and non-governmental organizations (NGOs); and (c) attention to gender issues. The two main factors hampering headquarters backstopping efforts, however, are a lack of consensus with regard to the appropriate role of UNDP in complex emergencies and the appropriate positioning of an emergency response division with respect to that role.

MAJOR RECOMMENDATIONS

Policy

UNDP should recognize post-conflict assistance as a major part of its mission and mandate. UNDP should formulate and distribute an overall policy statement on its role in this area and more specifically in reintegration programmes.

UNDP should reassess the level of funding it has earmarked for use in special development situations.

UNDP headquarters should (a) redefine the role of ERD, turning it into a strong technical resource unit, and (b) clarify the field backstopping responsibilities of the Regional Bureaux and ERD.

Programme

Given its mandate for SHD, UNDP should concentrate its support to the reintegration of war-affected populations on restoring social and human capital.

UNDP can best address the reintegration needs of war-affected populations (IDPs, returnees, ex-combatants) through area-based approaches at the community level and not at the target group level. Some targeted opportunities (training, credit, and access to resources) for these groups may be appropriate only in the short term.

UNDP needs to devise an institutional strategy to ensure greater use of NGOs and United Nations Volunteers (UNVs) during post-conflict situations.

UNDP needs to assign staff to country offices early on in complex emergencies to assist its partners in infusing a development perspective into humanitarian assistance strategies and activities.

Coordination

UNDP country offices should develop special resource mobilization strategies for use during post-conflict periods.

UNDP and the World Bank need to agree on their respective development roles and comparative strengths in these situations and reinforce complementarity between the two organizations.

UNDP needs to step up to the challenge of serving as the manager of technical-level joint programming units.

A. INTRODUCTION

During the 1990s, UNDP became heavily involved in providing assistance to populations in war-torn countries. This assistance has taken various forms, including “clearing arable lands from mines, recreating employment and other income generating opportunities and enhancing the capacity of governments and communities to plan, coordinate and implement resettlement and rehabilitation schemes”.¹

The present strategic evaluation grew out of the desire of UNDP to take stock of its experience in complex emergency situations and extract insights to improve the organization’s assistance response capability. The terms of reference (TOR) for the exercise identified the reintegration of displaced populations, returnees and ex-combatants as the principal area of focus. The evaluation team was asked to review the evolution, timeliness and adequacy of UNDP interventions in this area. Related issues to be covered were the quality of the organization’s response (in terms of being proactive or event/donor driven) and the extent to which UNDP staff were prepared and successful in working with governments and partner agencies in carrying out reintegration programmes.

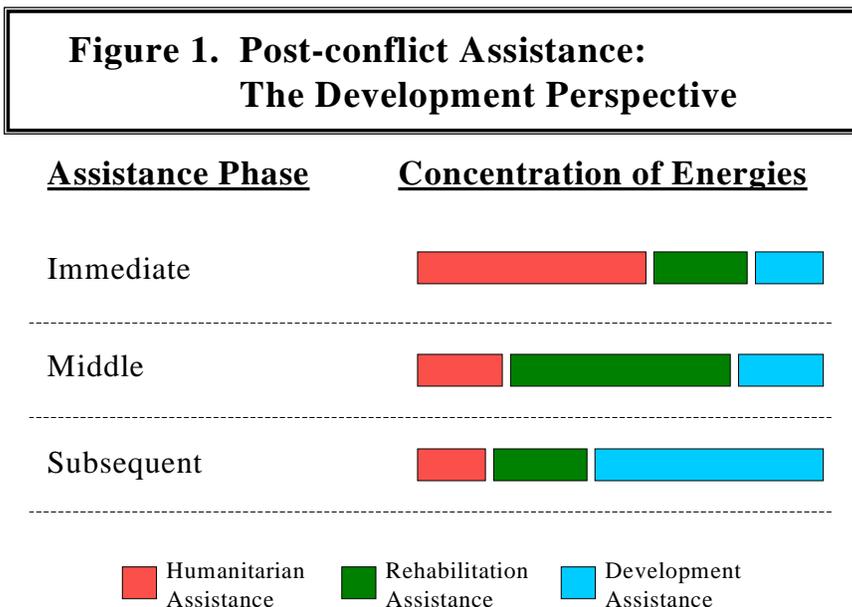
The independent evaluation team, consisting of seven experts, spent its first week at UNDP headquarters discussing priority issues, interviewing key officials and analysing desk review papers that had been prepared by the Evaluation Office. The team then paired off and, over a three-month period, visited the fifteen war-affected countries² that had been selected through consultations with the bureaux and country offices.

Based on its preliminary work, the team viewed the three central challenges facing all actors in these situations as:

- recognizing that the three forms of assistance – relief, rehabilitation and development – coexist during the entirety of the conflict and post-conflict periods (see figure).
- differentiating between the symptoms and the underlying causes of the lack of cooperation between agencies. Both humanitarian and development agencies tend to focus on their mandates rather than on the needs of war-affected populations and there is a need for better harmonization and prioritizing.
- avoiding the creation of another layer of bureaucracy to deal with the lack of cooperation, and instead, promoting a mechanism to facilitate integration. One example of such a mechanism is the joint programming unit (JPU). A JPU has been established in Rwanda, for instance.

¹ See annex II for terms of reference (TOR) for the Evaluation.

² Bosnia and Herzegovina, Burundi, Cambodia, Croatia, El Salvador, Eritrea, Ethiopia, Guatemala, Liberia, Mozambique, Philippines, Rwanda, Somalia, Sudan and Tajikistan.



Each team member visited at least two countries, meeting with key government, United Nations, donor, and NGO representatives. A report was submitted on each country visited.

In connection with the team’s travel to selected countries, opportunities were taken to interview representatives of humanitarian agencies in Bonn, Geneva, Paris and Rome, appropriate officials at the World Bank and the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC), and government units in London and Washington.

The TOR had made it clear that the evaluation team was free to address issues it thought were pertinent even if they had not been highlighted in the guidance provided. The team concluded that the scope of the analysis should be broadened to determine how issues expressed in the terms “continuum”, “gap”, and “mandate creep” affected the effectiveness of UNDP responses and whether in fact the Programme was missing opportunities or even neglecting its responsibility in post-conflict situations.

Once in the field, the team members realized that they would need to examine the multi-dimensional role of UNDP in post-conflict situations in order to get a full picture of the Programme’s work in reintegration. In observing 15 country settings, the evaluation team came to realize that complex emergencies differ considerably in their origins and dynamics. Therefore, a one-size-fits-all response strategy would be misguided. It would be equally remiss, however, to regard each crisis as unique. As pointed out in the present report, sufficient commonalities exist in post-conflict situations to enable the extraction of lessons needed for institutional learning.

Finally, in the pages that follow, the team indicates instances in post-conflict situations where aid practitioners may need to initiate activities (e.g., creating a programming unit) that would normally be undertaken by national governments. The reality in most war-torn societies is that the authorities often lack the financial, programme and administrative resources to initiate such activities properly. Of course, the understanding is that all such interventions will be incorporated into the government machinery as soon as the requisite capacity exists. Given the heavy emphasis UNDP has placed on local ownership over the years, the team is confident that its recommendations in this sensitive area will be appropriately received and implemented.

B. UNEASY BEGINNING

In the early 1990s, an unprecedented number of countries became embroiled in internal strife leading to tragic suffering and deaths both within and beyond their borders. Like many development organizations, UNDP was not prepared for dealing with the unfolding challenges to aid delivery systems. In some of the more severe crises, security considerations forced it to close its office and evacuate the international staff. In other cases, it allocated small amounts of funding for emergency relief activities.

In 1993, the UNDP Governing Council, in its decision 93/11, “reaffirms ... the need to develop an operational framework ... identifying the roles and responsibilities of all the system’s operational entities at the various phases of the relief-to-development continuum ...”.³ UNDP asked a team of experts to analyse the issues and make recommendations for the organization’s role within the whole “relief-rehabilitation-development continuum”.

While listing some success stories, the overview report of this continuum project⁴ underscored several institutional weaknesses that seriously impeded UNDP effectiveness in conflicts and disasters. For example, the report highlighted the role of UNDP in the Ethiopian drought recovery effort and in two joint efforts, the Programme for Displaced Persons, Refugees and Returnees (PRODERE) and the Central American Conference on Refugees and Displaced Persons (CIREFCA), as well as in Kenya following the inter-ethnic clashes in the Rift Valley. The report pointed to the need for clearer organizational guidance on the response to crisis countries. In addition, it suggested that the normally close association of UNDP with governments seemed to leave it particularly ill-equipped to deal with new emergency situations. The Programme was not living up to its potential for playing a leading role in defining a coherent strategic approach to the emergency-prone country. UNDP staff were seen as unprepared to handle issues calling for unusual professional qualities and expertise.

³ See Economic and Social Council, Official Records, Supplement 15 (E/1993/35), annex I, p. 47.

⁴ UNDP, “UNDP in Conflicts and Disasters; An Overview of the ‘Continuum Project’, (UNDP Project INT/93/709)”, May 1994, p. 6.

Finally, the experts found UNDP too centralized and bureaucratically inflexible to deal with emergency situations – particularly in its procedures for the approval of funds.

Many of the observations in the report were insightful at the time as well as helpful in carrying out the present evaluation. For reasons that are not entirely clear, the report did not have much effect on UNDP thinking or operations.⁵ One reason for this may have been a perceived ambiguity in the conclusion section of the report. The evaluators characterized their recommendations as somewhat utopian in nature – considering the obstacles to be overcome – and cautioned against trying to accomplish the desired reforms too quickly, opting instead for experimentation in a few select post-emergency situations.

In the meantime, UNDP was being drawn into a larger number of post-conflict situations and, like other development agencies, struggling to find a role.

The troubling and recurring images of destitution on the world's television screens provided compelling evidence of the need for the energies of all aid agencies being pressed into service in the immediate aftermath of war. Yet conventional wisdom within the international community at the time argued for a sequenced flow of assistance to war-torn areas. Politico-military assistance was provided first, then humanitarian relief, and, finally, development aid. According to this thinking, during the first two phases, development operations were shelved while emergency actors attended to their important tasks of keeping the peace, saving lives and providing temporary shelter.

It soon became clear, however, that the traditional sequencing of assistance could not be adhered to during the complex emergencies. To begin with, these crises are multidimensional in their causes and requirements – unlike many natural disaster situations. Violence, ethnicity, and forced population movements greatly increase the numbers of refugees, internally displaced persons (IDPs) and those generally affected by crippling destruction – to say nothing of senseless deaths. The consequences of these tragedies call for a coherent response by a multiplicity of aid actors with diversified skills.

A second factor helped to blur the distinctions assumed under the phased-assistance approach. International agencies were becoming increasingly anxious about their stagnating funding situations. Overall official development assistance (ODA) had been declining for several years. As a result, competition among the agencies for their share of ODA was becoming sharper. Each agency recognized the need to increase visibility and to be where the action is. In the wake of the heightened internal conflicts, donors were increasing their funding outlays for humanitarian relief. However, much of the increase represented a simple transfer of resources from technical and general cooperation to relief, disproportionately squeezing development agency budgets.

⁵ When one senior official at headquarters was asked, during the current evaluation exercise, what he thought of the 1994 report, he replied: "I have been trying to get my hands on that report".

Thus, a combination of humanitarian and financial concerns forced organizations such as UNDP off the sidelines during the so-called humanitarian phase of post-conflict assistance.

C. UNFAMILIAR TERRAIN

In entering post-conflict situations, during the early years of these types of complex situations, UNDP found itself on unfamiliar terrain. It was not able to use to their full advantage several organizational skills that it had developed over the years. For example, UNDP traditionally enjoyed strong links to national governments. In the early stages of several high-profile conflict and post-conflict situations (e.g., in Cambodia, Mozambique and Somalia), these links languished. The administrations, understandably preoccupied with security and relief issues, tended to grant access more readily to representatives of politico-military and humanitarian organizations.

Another area of comparative strength of UNDP was its practice of examining issues from a broad development perspective to weigh the longer-term consequences of proposed interventions. For example, during needs assessment exercises, UNDP recognized the importance of taking into account individual coping strategies to avoid the creation of needless aid dependency. It also knew from experience which proposed interventions could have a disempowering effect on local administrative capacity and should be recast. However, UNDP staff found it difficult to establish a rapport with their humanitarian colleagues who had time-limited missions and did not want to be nagged about development concerns when, in their view, there was a more pressing job to do.

UNDP had also been known for its efforts in coordination, based in part on the customary appointment of the UNDP resident representative as the resident coordinator. During the early periods of post-conflict assistance, observers often decried the lack of coordination. International agencies came together in heavily charged situations and in unprecedented proximity. Inter-agency tensions, usually kept at tolerable levels during the relatively slow-moving phases of development assistance, tended to become heightened during crises. Perceptions of mandates clashed, creating rivalries - and sometimes distrust - among organizations. Despite its multisectoral perspective, however, UNDP was seldom looked to for support in integrating humanitarian assistance approaches. It was considered a development actor – and one who evinced interest outside its speciality area only when the spotlight shifted.

While the factors mentioned above contributed to UNDP unsteadiness during the early stages of post-conflict situations, an even more significant cause was the absence of a clear institutional concept, let alone documented strategy, of the role UNDP was to play vis-à-vis emergency-prone areas and countries. In addition to having to move gingerly as they entered the humanitarian assistance sector, UNDP staff had to manoeuvre their way through situations with strong political implications. They also had to recognize "... the existence and increasing importance of non-governmental, non-state actors, and of

the need to establish normal working relations with them as well as with governmental counterparts ... [Finally, they had to start realizing that] the capital city is not the only relevant level of action and decision: the field below and the region above are equally important levels where UNDP must be present and play a role.”⁶

D. IMPLEMENTATION PUSH

Although on unfamiliar terrain, UNDP resident representatives felt the pressure to design rapidly programmes to help to restore urgently needed local capacities and to fill in notable gaps in external assistance. Donor representatives were also eager to demonstrate their concern and turned to UNDP, among others, to serve as a channel for their humanitarian funding. As a result, resources from trust funds and cost-sharing soon greatly exceeded UNDP core finances in a number of post-conflict countries, with not all of it being directed at long-term development work.

The impetus provided by the significant increase in non-core funding affected country offices in three ways. First, on a positive note, it enabled UNDP to gain credibility as a post-conflict actor through its launching of a proliferation of first-generation activities aimed at a wide range of perceived needs. (These activities will be analysed, by category, in section E.)

A concomitant effect, however, hampered the Programme. In accepting non-core financing, UNDP agreed implicitly to move the funds quickly. The pressure stemmed from donor regulations that often stipulated that emergency funds had to be disbursed within a short timeframe, usually the current fiscal year.⁷ The problem was not speed per se. Complex emergencies require quickened responses, especially during relief phases. Even rehabilitation programmes can be formulated in an accelerated fashion if adequate programme and technical resources are on hand to guide the process. Unfortunately, such was not the case in many thinly staffed UNDP country offices during the early post-conflict stage. Here, UNDP relied on its office of project execution (later UNOPS), which became, in effect, the UNDP reintegration programmer as well as its execution agency in many instances.

The emphasis on timely rates of disbursement led to the casting of a very wide programme net and the packaging of many loosely linked activities⁸ into so-called integrated programmes. Programme and project documentation tended to be sketchy, with promises that specific locales and intervention strategies would be filled in after the activities were approved. Looking back at this period, field staff point out that the

⁶ UNDP, “UNDP in Conflicts and Disasters; ...”, p. 43.

⁷ The problem was compounded, in too many instances, by UNDP receipt of the funds well into the donor’s fiscal year as a result of delays in the capitals.

⁸ Often these were called “umbrella programmes”. Some of the better-designed programmes of this type called for interventions in urban development; rural shelter; rural water and sanitation; health; rural economic infrastructure; agriculture, animal husbandry and the environment; and diversification of income generating activities (micro-credit schemes, promotion of enterprise, and training and skills development).

compressed design phase often resulted in serious delays in implementation, the need for redesigning in midstream and even aborted activities.

Although there is a general consensus on this point, the evaluation team found little evidence that impact or even outcome assessments had been carried out on this first generation of activities. In one country where a formal evaluation was undertaken, the evaluation report commented on three areas as follows:⁹

(a) Restoring State Capacity

“Although the project played a positive role in reinforcing capacity of the State in several ministries ... it was poorly designed ... the number of interventions called for in the project document were too many for the ministries to handle ... insufficient attention was given to the mechanisms to be used in structuring linkages among the ministries ... a plan of operations was never drawn up nor was provision made for a training needs assessment.”

(b) Re-establishing the Judicial System

“Results were obtained which help the rehabilitation system but there were several serious flaws in the project design ... no assessment of the projected needs of the Ministry of Justice was undertaken either before or during the project period ... prison construction was undertaken without the requisite feasibility studies and without any analysis of the projected number of arrestees ... consequently, one of the principal objectives of the project – making prisons less crowded and more humane – was never attained.”

(c) Reintegration of Refugees and Displaced Persons

“It is clear that the structure [of management and support units] both at the national and the local levels is quite weak inasmuch as the human resources needed for the effective functioning are simply not present.”

Another effect, not noticed until later, resulted in a blurring of UNDP institutional identity in the eyes of donor sponsors. Normally, when programming funds are received through regular channels, UNDP assumes responsibility for ensuring that the funds are used – through its various executing and implementing agents – in line with its development mandate and according to acceptable programmatic and accounting standards. In short, UNDP brings a real value-added element to the process.

In non-core funding situations, particularly when the funds are received from a single donor, pressure can be put on UNDP to make short shrift of its development mandate. This happened in several post-conflict UNDP programmes.¹⁰ UNDP gradually came to

⁹ “Revue Du V^e Program Du Rwanda (Review of the Fifth Programme of Rwanda) (1993-1996)”, March 1997, p. 5-6.

¹⁰ One of the more extreme examples of this occurred in a country where UNDP had already received the first instalment (50 per cent) of cost-sharing funds from a donor. The donor had earmarked the funds for a particular

be looked upon more as an implementing than a financial/programming organization. Aid partners even suggested that they are beginning to look upon UNDP as adding little value and, consequently, as just a middleman in the process.

In Bosnia and Herzegovina, the ratio of UNDP core resources to those obtained from donors through cost-sharing, trust funds and management services agreements has been approximately 1:4 over the present five-year period (1996-2000). UNDP is also directly executing two large-scale projects. While the Programme should welcome the chance to obtain these resources since they allow UNDP to play its role in the reconstruction phase, there should nonetheless be an enhanced effort to introduce the organization's own priorities in terms of its development mandate in interacting with donors during project design and implementation.

Despite the push by the donors, country offices were seriously hindered by inadequate technical support and policy guidance from headquarters during the early period. The problem was traceable, in part, to ambivalence within UNDP about which activities it should become involved in in the new complex emergencies. There were those who believed that some types of involvement would prove counter-productive to carrying out the UNDP development mission.

The larger problem, however, was overcoming bureaucratic lethargy. Basic changes would be needed in the Programme's systems if UNDP were to become an effective partner in post-conflict situations. UNDP staffing procedures, for example, were slow and cumbersome, endurable, perhaps, during normal programming times but potentially crippling during quickly evolving situations. Makeshift approaches had been favoured in the latter. The tendency was to shuttle whichever staff member was available in and out of the troubled countries without a great deal of concern about the individual's experience in emergency-related operations or talent for working with others in heavily charged contexts. Key positions, including middle-level management posts, were not filled within a reasonable period.¹¹ In some instances (e.g., Cambodia, Liberia, Rwanda), the resident representative position was either left vacant for months or filled by successive two-month incumbents.

In spite of its impressive policy of delegation to country offices, field activities were often considerably delayed by UNDP decision-making processes, compounded by protracted administrative procedures. During post-emergency periods, country offices cannot be

municipality for which it had an affinity. As a result of its considerable experience in the project area, which was so heavily mined that agricultural activity could not be carried out (the cost of de-mining would be approximately \$20,000 per hectare), UNDP suggested moving its rehabilitation team to a neighboring municipality. The donor insisted that the team remain working in the mined area and, if UNDP refused to cooperate, not only would the second instalment of funds be canceled but legal action would be taken to force UNDP to return the first instalment.

¹¹ Country office complaints that there has not been enough success in filling key positions quickly, particularly middle management posts were not atypical. In some countries candidates for Operations Manager (OM) or the successor for the ARR had still not been identified a year after such a need had been identified as urgent. Some posts have suffered a succession of temporary-staff and the staff remain too junior overall. Other requests – for a legal advisor, Urban/Rural Settlement Planner or Finance Officer – also often remain outstanding after many months despite the critical nature of the need for such personnel during post-conflict situations.

held to normal programme review cycles or local recruitment and procurement procedures. They need more flexibility to respond to short-term requirements by shifting funds and staff from one programme or activity to another at short notice – and without recourse to government counterparts or to headquarters. Of course, a fast-track reporting and monitoring system also must be devised to ensure transparency and accountability for the actions taken under the special procedures (box 1).

In characterizing the organizational obstacles faced by country offices, a UNDP official referred to the thicket of inappropriate policies and procedures that have been a very heavy and costly burden and severely reduced the impact of the UNDP programmes in country.

Box 1. Authority at the Field Level: Cambodia

In Cambodia, the question of how much authorizing power can be delegated to the field was raised. A large-scale project such as the Cambodia Resettlement and Reintegration Programme (CARERE) includes over 300 sub-projects. At this point, every sub-project with funding exceeding \$100,000 must be approved in New York. Field staff consider the Programme Review and Allocation Committee (PRAC) exercise as ritualistic. It is a big problem for area-based projects that essentially function as facilitators of other local initiatives. The delays caused by such approval procedures can have a detrimental impact on the reintegration process. In addition, procedures covering local contract and cost-sharing can create similar delays.

Others outside the organization were also expressing doubts about the UNDP response capability: “[UNDP] is not institutionally well equipped to undertake the speedy and local-level rehabilitation activities which are required when large numbers of people suddenly return to areas which have been devastated by war.”¹²

Among the decisions taken within UNDP at that time, two were of particular significance: the creation of a new headquarters unit, the Emergency Response Division (ERD), which became operational in 1995; and a resolve to focus reintegration efforts better. The focusing effort is discussed

in the following section, and the ERD Unit in section I.

E. FOCUSING THE EFFORT

UNDP interventions in support of the reintegration of war-affected populations fall into three main categories:

¹² UNHCR, *The State of the World's Refugees: A Humanitarian Agenda*, Oxford University Press, 1997, p. 166.

- (a) economic and social assistance for the recovery of war-affected communities, popularly known as “area-based programmes”;
- (b) reintegration support for specific target groups, mostly for demobilized combatants but, at times, for IDPs and returnees as well; and
- (c) strengthening institutions in the peace-building and recovery process – in the form of aid coordination mechanisms, election commissions, legislative bodies, the judiciary, municipal and local administrative structures, public safety structures, and mine action centres.

Economic and Social Recovery of War-affected Populations

Area-based programmes have become almost the UNDP/UNOPS trademark for a multi-sectoral response to economic and social rehabilitation in war-affected areas. This approach, which achieved prominence in Central America with PRODERE in the late 1980s, has been used as a model for United Nations initiatives aimed at reintegrating returnees and other war-affected groups. CAREERE in Cambodia, a UNHCR/UNDP jointly planned and managed effort during its early stages, followed in the early 1990s. The post-cold-war conflicts have seen the development of adapted area-based programmes¹³ in Bosnia, Croatia, Eritrea, Guatemala, Mozambique, Somalia and Tajikistan.

UNDP area-based programmes for economic and social recovery in war-torn communities are an appropriate, effective form of support for the reintegration of the three main categories of war-affected populations mentioned earlier. In almost all post-conflict countries visited by the evaluation mission, area-based programmes serve as the centrepiece of the UNDP response. The geographical areas targeted are selected on the basis of (a) the high density of war-affected populations; (b) the need for rehabilitation of economic and social infrastructure (roads, bridges, schools, health posts, water sources); (c) the need for initiating peace maintenance activities; and (d) discussions with the parties to the conflict, government, United Nations agencies and other important partners.

Since many returnees will turn to agriculture, access to land for cultivation is of critical importance, as the DAC guidelines have rightly pointed out.¹⁴ The lack of available land is likely to become a very serious problem – and an obstacle to reintegration - in

¹³ The term “area-based programme” is used with an increasing lack of precision in post-conflict programming. UNDP, trying to build on the success of the PRODERE programme, adopted it as a marketable approach for use in a multiplicity of war-torn settings. The term has come to mean almost any social and economic recovery programme in war-torn areas in which the interventions are introduced into a geographically defined area of operations. The UNOPS Rehabilitation and Social Sustainability Unit (RESS) in Geneva has mentored the development of this approach and adapted it to over 25 post-conflict situations. UNDP often calls on UNOPS/RESS for assistance during the design as well as implementation phase of these programmes.

¹⁴ OECD/DAC, *Conflict, Peace and Development Co-operation on the Threshold of the 21st Century*, OECD, 1998.

rural area-development programmes involving returnees. Greater attention by programme planners and full government support from the planning stage onward are needed to avoid this problem. This need became evident in Cambodia and Guatemala. In Cambodia, for example, the United Nations offered returning refugees the option of receiving two hectares of land. In many cases, this promise could not be fulfilled; even where land has since been cleared of landmines, it has often not been made available to returnees or other poor people. Tenuous legal claims to land do not help to resolve the situation. A judge in Battambang complained that he had had to deal with over 1,000 cases of land disputes in 1998.

Rural areas have been the almost exclusive focus of area-based programmes until fairly recently, when some attention has been given to the reintegration of populations in urban settings such as Hargeisa, Somalia. New, more appropriate methodologies are needed to support economic and social reintegration in the urban settings where returnees and IDPs have had a very strong impact. The recent openings of UNDP offices in the former Yugoslavia have further highlighted the need for a more refined approach to social, economic and political reintegration in urban and peri-urban settings.

Where returnees have been assisted as a predominant target group, the most successful programmes have been those developed jointly by UNDP and UNHCR, with memoranda of understanding (MOUs) being entered into before the repatriation of the refugees from their countries of asylum. In northwest Somalia (Somaliland), there was no such agreement and UNDP-sponsored Somalia Rehabilitation Programmes (SRPs), which ran parallel to UNHCR Quick Impact Projects, were less successful, owing to the lack of coordination on, among other things, resource allocation. In Bosnia and Herzegovina, UNDP successfully supported the resettlement of refugee and internally displaced families in programmes tied to municipal authorities. These UNDP initiatives were defined in close coordination with UNHCR and other agencies and focused on rehabilitation, economic recovery and employment.

There is also a tendency to view returnees as a homogeneous group. The reality, of course, is that those who have been refugees for ten to twenty years have different capabilities and requirements from those who have been short-term refugees. In most post-conflict countries visited, the team found both long-term and short-term refugees among returnees. Age differentiation is another factor that must be taken into account in designing reintegration schemes. UNDP needs to develop specially tailored reintegration strategies for population segments consisting of youths who fled their countries at an early age or who were born in asylum countries (often a large percentage of the returnee population) (box 2).¹⁵

¹⁵ In Mozambique, UNDP recently initiated a project focused on the needs of youth in collaboration with the National Reinsertion Commission.

Box 2. Taking a Closer Look at Returnees

In big repatriation and reintegration programmes such as CAREERE, PRODERE and the Programme for Refugee Reintegration and Rehabilitation of Resettlement Areas in Eritrea (PROFERI), supported by UNDP, returnees are often seen as a homogeneous category. However, support measures should be differentiated according to the following criteria:

- **Sex, age and family situation.** In most cases, the majority of refugee and returnee populations are women and children, and often the returnee families are female-headed; also, elderly women – mostly widows – are particularly vulnerable. In male-headed households, women usually have no say concerning the decision to return and where to go; they may lose more than their husbands by leaving the camp. Also, the age and level of education of the returnees must be considered, for the planning of schools, for example.
- **Length of stay in exile.** People who come back after 20 to 40 years in exile or who are born in exile will have other problems and needs than short-term refugees; therefore, they will require different support measures.
- **Spontaneous return or organized repatriation.** In many cases, the number of people returning spontaneously to their home country once the war is over far out number those officially repatriated under a UNHCR operation. Generally, they do not benefit from the advantages reserved for those who are repatriated with the help of UNHCR: transport, support packages, food aid, etc.
- **Rural or urban origin/destination.** It is commonly assumed by aid agencies that since the majority of African refugees are of rural origin, they are professional farmers and will go back to rural areas once the war is over. Therefore, support packages contain seeds, agricultural tools, and animals, but many of the returnees have been out of farming for years. Living in camps and having no access to land, they take up non-farm activities: the women especially are turning to trade and food processing /preparation; the men are going to towns with the hope of finding a job. After their return, many of them, especially the younger ones, settle in urban areas where they are generally excluded from support measures.

In many cases, UNDP area-based economic and social recovery programmes amount to little more than a collection of loosely linked sub-activities rather than well-designed, coherent programme packages. In part this results from the pressures of post-conflict situations, but it is further exacerbated by a lack of experience, training and guidance. In these cases, UNDP functions simply as the overall organizer of the effort while other agencies, local governments or NGOs provide the technical insights and implementing strategies for the component parts of the programmes. When this happens, the need to have programmes focus on broader community needs, even those targeting a particular population segment, can be overlooked.

Rebuilding physical infrastructure, usually an essential part of the post-conflict rehabilitation process, is not an area where UNDP has a comparative advantage. However, medium-sized infrastructure components are sometimes included in UNDP economic and social recovery projects when other organizations (e.g., bilateral donors, European Union and the World Bank) are not available to take on these essential tasks. In Ethiopia, the World Bank and other donors supported a large economic and social rehabilitation fund for which UNDP provided the technical assistance and training for its management. This proved to be a suitable division of labour by drawing on UNDP technical assistance capabilities. Of course, the restoration of small-scale infrastructure is a proper component for inclusion in UNDP integrated social and economic recovery programmes.

In its area-based schemes, UNDP goes beyond the physical aspects of rehabilitation by including concerns about participatory planning processes and by providing assistance for the re-establishment of local administrative structures. However, more effort needs to be devoted to integrating these local structures with regional departments to create cost-sharing arrangements. In addition, opportunities should be seized to incorporate private-sector energies into these rehabilitation schemes whenever possible. For example, in Croatia and Tajikistan, UNDP project officers introduced transparent, open bidding, which allowed local entrepreneurs to participate in the contract proposal process for the rehabilitation of public-sector facilities.

Micro-credit and training components are also typically found in UNDP area-based programmes. These provide opportunities to focus on the economic needs of specific groups within the communities (households headed by females, ex-combatants, returnees, the disabled). Credit is provided for the purchase of scarce inputs (seeds, tools, fertilizer, etc.) within the context of medium-term development planning. When there is political pressure to start up too quickly, however, the issue of the sustainability of the credit system can be given short shrift. UNDP headquarters has been inconsistent, at times, in applying its policy directives with respect to the appropriate level of interest rates for start-up credit schemes in post-conflict situations. A consistent approach is needed on whether interest rates in such situations can be sanctioned even if they are too low to guarantee the longer-term sustainability of the credit scheme (box 3).

Box 3. Micro-credit Schemes in Croatia

The Sibenik micro-credit scheme is an example of unnecessary and unrealistic oversight from headquarters. After two missions sent from headquarters, changes to the original scheme proposed by the UNOPS Project Coordinator were proposed that were not based on good country knowledge. The Project Coordinator argued against the changes, pointing out that the intent behind the credit scheme was to allow displaced farmers to resume productive activities in the wake of a crippling war. His team's research had shown that there was little demand for loans of the size recommended in the Sibenik area or tolerance for an interest rate that would ensure full recovery of costs. The Coordinator was finally given a green light to proceed in late August 1997, at the close of that year's agricultural campaign. It would be December before the Bank Board of Directors would sign the implementing documents.

In recent years, UNDP has incorporated elements of governance into its area-based programmes. Too frequently, however, there is little vertical linkage between the locally grounded assistance activities and national efforts focused on administrative reform or civil service training. At the community level, governance objectives are typically translated into setting up development councils to promote local participation in development planning and project formulation. In most cases, these councils have not been integrated into the government's decentralization efforts. One notable exception can be found in Cambodia where, through the Government's SEILA programme, CAREERE2 is attempting to ensure that the participatory structures are sustainable. However, frequently, the composition of the local decision-making structures is decided on too hastily, resulting in the legitimization of the existing power elite, in most cases to

the detriment of women and those who are the most vulnerable, particularly the landless.

Reintegration Support for Specific Target Groups

Unlike humanitarian agencies, UNDP does not normally develop programmes focused exclusively on any one of the three main target groups. UNDP assesses the needs of population groups in the context of the economic and social processes required to rehabilitate their communities. At times, however, UNDP has been asked to respond to the reintegration needs of a politically sensitive group, most commonly ex-combatants although examples of work with IDPs does exist (boxes 4 and 5).

It has tried to assist in demobilization in a number of instances – for example, in Guatemala, Mozambique, and the Philippines – where the demobilization/reintegration process was viewed as an integral part of the peace-making and maintenance process.

Box 4. Resettlement of IDPs in Sudan

The number of IDPs is estimated to be between one and two million. The number rises if short-term and short-distance movements are included. The majority of IDPs live in and around the capital city of Khartoum. Although IDP movements are linked to urban migration, it can be assumed that a large number of IDPs would voluntarily return to the countryside under acceptable conditions of resettlement and reintegration.

As its flagship programme in Sudan, UNDP has supported a number of area development and area rehabilitation schemes (ADS/ARS), which represent a grass-roots approach to SHD and may serve as a model or as the basis for the required large-scale reintegration programmes of the future. In fact, such programmes could begin without further delay in areas where there is no fighting and the return and settlement of displaced people can be arranged. The evaluators found a common perspective in the views of the Government and the Sudanese People's Liberation Movement (SPLM): rehabilitation is seen as a way of creating peace.

In August 1997, UNDP and SPLM signed a memorandum of understanding in which they agreed that the "ARS strategy was the right model for achieving sustainable human development in war torn Sudan." Dr. Lam Akol, a minister in the Government, suggested to the evaluators that a pilot programme of voluntary return for 50,000 IDPs to the Upper Nile region could begin to be planned immediately.

UNDP could and should be encouraged in its efforts in programme development and resource mobilization for capacity-building and SHD in Southern Sudan, including ARSs and reintegration programmes for IDPs and returning refugees. Such programmes could be implemented in the near future in regions not immediately affected by war, both in the areas under government control and those controlled by SPLM.

In Guatemala, UNDP played a useful role in the demobilization/reintegration process by serving as the secretariat, under the leadership of the Resident Coordinator, for a special international commission of representatives of government and donors. Although UNDP did not play a leadership role in demobilization/reintegration planning in Mozambique, it was asked by the donor community to implement a cash payment scheme for 92,000 demobilized soldiers. A \$35million trust fund was set up by the

international community, and UNDP, through country-office or direct execution, managed the two-year payment scheme through a subcontract with a local bank. This reintegration support scheme (RSS) was a successful safety-net mechanism to support the self-integration of the ex-combatants.

UNDP has also been approached in Burundi, Rwanda and Tajikistan. Unfortunately, however, the Programme has not developed in-house expertise in this area and country offices, confronted with the need to respond to the reintegration needs of ex-combatants, have complained of having to mount their own initiatives with little help from headquarters.

Box 5. Reintegration of IDPs in Lebanon

An estimated 90,000 persons were internally displaced in Lebanon. Upon the cessation of internal conflicts in 1990, the post-war Government, endowed with the responsibilities for reconstruction, reconciliation and development, firmly affirmed that the return of the displaced person was essential to the achievement of social cohesion, particularly the return of the approximately 45,000 displaced families from the region of Mount Lebanon. Therefore, the Government established the Central Fund for the Displaced Persons in the Office of the Prime Minister that would disburse compensation for evacuations of occupied homes and for the rehabilitation and reconstruction of the damaged homes of the displaced persons. The Government also established an independent Ministry for Displaced Persons, whose responsibilities included the assessment and administration of the issues pertaining to the displaced persons, with an emphasis on reconstruction and basic infrastructure for the regions where displacement occurred.

The UNDP-supported project for the Ministry for Displaced Persons concentrated on strengthening the capacity of the Ministry and, most important, examining the socio-economic needs of displaced persons and promoting reconciliation among displaced persons, returnees and the resident population in Mount Lebanon. The objectives of the project were to: (a) conduct a comprehensive socio-economic needs assessment of returnees; (b) facilitate fund-raising by publicizing the project; and (c) produce several information booklets on technical assistance to assist the returnees.

The project was evaluated in October of 1996. The evaluation showed that in addition to achieving its objectives, the project provided assistance to the displaced persons, returnees and residents in up to 220 villages in Mount Lebanon and coordinated parallel assistance by donors. Support included training, extension services, promoting awareness, and promoting access to credit for enterprise development. The sectors covered by the project include health, education, environment and agriculture, focusing on assistance to women, youth and vulnerable groups. The projects also built capacity in the Ministry to integrate social and economic issues into its concerns and efforts to promote reconciliation and mobilize assistance for the displaced.

While the project was designed to assist the displaced, it promoted the understanding that reconciliation and investment for socio-economic rehabilitation must include residents of the region as well as the displaced and the returnees to avoid nurturing future hostilities. The project determined that youth would be the key target group that would ensure the sustainability of efforts for reconciliation and development; therefore, it promoted forums, joint activities and dialogue between displaced persons, returnees and resident youth.

In some countries, UNDP could not compete in providing relevant, timely programmes for the reintegration of ex-combatants. In Ethiopia, UNDP presented a plan with the International Labour Organization (ILO) as the lead agency that was rejected by the Government and other donors. In Somalia, UNDP has been unable to come up with a

programme for Northwest Somalia (Somaliland), and it appears that the European Union, with Gesellschaft für Technische Zusammenarbeit (GTZ), will fill the vacuum. In Cambodia, UNDP developed a concept for a pilot programme that did not get support. At this point, the World Bank appears to be taking the lead in the discussions on demobilization/reintegration with the Cambodian Government.

UNDP typically includes vocational training and skill development as one of its standard approaches to economic reintegration. Frequently implemented by ILO, these programmes have had limited success in actually creating employment for the ex-combatants (Guatemala, Mozambique, Philippines). The principal obstacle has been weak or non-existent economic opportunities in the areas where these programmes have been tried. In addition, the training courses have been either inappropriately designed or too short, and more candidates have been trained in certain trades (carpenter, shoemaker, etc.) than the local market could absorb. Too often the evaluative data collected has focused on numbers trained rather than numbers employed, making it difficult to assess the actual impact of such programmes.

Programme development to support the reintegration of ex-combatants must be based on socio-demographic information on the target group, including information on the resettlement location and livelihood possibilities. Often, this does not exist, given the politically sensitive nature of information gathered by the parties involved in the conflict. In Cambodia and El Salvador, for example, both parties to the conflict – the Government and the former rebels – found it in their best interest to overestimate the numbers of their soldiers and thereby maximize the benefits accruing to their constituents. UNDP can make good use of its impartiality to carry out surveys that assess the needs, aspirations, and skill levels of ex-combatants as well as to collect reliable and correct information. In fact, accurate registration is a key first step in demobilization (box 6).

Capacity-building for Peace and Recovery

The strengthening of local institutions is a traditional UNDP mandate that governments and donors alike view as the core element of the comparative advantage of UNDP. Under post-conflict conditions, however, the Programme's capacity-building efforts must be carefully prioritized, given the extent of the need vis-à-vis budget realities.

Box 6. Lessons for Demobilization

Demobilization programmes are based on either economic or security considerations. In peace time, the army must be downsized for lack of funds or as a condition of structural adjustment programmes. In a post-conflict situation, the surplus armed forces must be demobilized and, to prevent looting and general insecurity, they will have to be helped to reintegrate into civilian life, usually through a payment of severance money. Those who design demobilization and reintegration programmes very rarely take into account the needs of each category of combatant. It is generally admitted that female and child combatants need special attention and support measures, but different support measures should exist according to the length of service as well. A young man or woman having served for a short time certainly has differing needs from a married person who has stayed away for years or a veteran demobilized at age 50 or older. The demobilized combatants' education and skill levels are also closely linked to their age. Younger soldiers will have to be helped to go back to school or university; others would benefit from skill training that fits the needs of the labour market.

There are also different types of combatants: for example, soldiers differ from freedom fighters. The reasons why someone has joined the armed forces will have an impact on his or her attitude after demobilization: conscription, forced enrolment (often using violence), the wish to liberate one's country from foreign occupation, escape from oppressive conditions all leave very distinct marks on the combatant to be demobilized. The way a conflict ended is also influencing the expectations as well as the possibilities for support measures: military defeat or victory will affect the situation of the demobilized and of the community differently.

Last but not least, the general security situation, political stability or lack thereof and the economic context together with the budgetary situation of the government will also have to be considered. These factors will have a noticeable impact on the willingness of the combatants to be demobilized, on the readiness of the donor community to support the programme, and on the latter's chances of success.

Another important lesson learned is that demobilization and reintegration must be conceived and planned together, including the provision for areas of assembly and registration. Successful demobilization can be spoiled by the bad planning and untimely execution of a reintegration programme, and the best reintegration programme is useless if the demobilization process has failed.

UNDP capacity-building assistance for post-conflict countries falls under two broad headings: aid coordination and governance. The past performance of UNDP in supporting coordination was commented on in section C; its anticipated role will be discussed in section H. UNDP governance-related support – to election commissions, legislative bodies, the judiciary, municipal and local administrative structures, public safety and mine action centres – is discussed below.

When a peace agreement calls for elections, the national government usually has the primary responsibility for organizing them. In some cases, UNDP has provided the technical assistance to the national election commission (Mozambique) while acting as the coordinator of support for the process through a specially established UNDP trust fund. Once the elections are held, the newly elected legislative bodies require technical assistance to assume their new responsibilities effectively. UNDP continued its support in Mozambique, which has been critical to peace consolidation efforts. However, more attention needs to be given to the requirements for political reintegration in post-conflict strategies. From the standpoint of its reputation for impartiality, UNDP is well positioned to respond to some of these demanding requirements. However, most country offices will be hesitant to move into these areas unless they have clear

guidelines from headquarters and staff with appropriate skills for developing and monitoring governance work, such as legal experts.

In many post-conflict transitions, military forces are downsized in accordance with peace agreements, and civilian departments must secure public safety. UNDP has undertaken initiatives to ensure public safety and the reform/upgrading of national police forces in Mozambique, Rwanda and Central America. Tied to this is support for legal reform, human rights and the judiciary. In Rwanda, such support was given early in the post-conflict period while in Mozambique it developed four years into the process.

Local and municipal administrative structures are increasingly important in carrying out the medium- and longer-term planning to support social and economic integration of war-affected populations. In Bosnia, Croatia, Mozambique and Somalia, UNDP has incorporated a strong focus on local/district or municipal planning and governance into area-based schemes. In Somalia, the United Nations Centre for Human Settlements (Habitat) became an important partner in the strengthening of municipal governments.

Mine-action centres have developed in many countries to build national capacity to carry out mine clearance in order to allow families to resettle in their areas of origin. The United Nations Mine Action Service (UNMAS), within the United Nations Department of Peace-keeping Operations (UNDPKO), is the focal point within the UN system for all mine-related activities, including policy formulation, coordination and programme initiation in emergency situations (usually in conjunction with a peace-keeping mission). UNDP is responsible for addressing the socio-economic consequences of landmines and for supporting national and local capacity building to help affected countries deal with the obstacle landmines pose for the resumption of normal economic activity. Experience with cases where responsibility for demining programmes was transferred from UNDPKO to UNDP has raised the need for clearer areas of responsibility and closer collaboration. With this, it is hoped that the type of the difficulties that occurred in Cambodia and Mozambique can be avoided in the future.

UNDP interventions to support institutional transitions to improve citizen participation, human rights and more effective governing institutions should be initiated in the early stages of peace-building efforts. They are complementary to the programmes of other partners, namely, UNHCR and the World Bank, and can enhance the effectiveness of these interventions by promoting an enabling environment.

F. IMPROVING SUPPORT FOR COUNTRY OFFICES

While the focusing of programme energies was taking place at the country office level, UNDP headquarters was making organizational adjustments and initiating new measures to improve its response capabilities in post-conflict situations.

In 1997, it set up the Crisis Committee in headquarters composed of members of the regional bureaux and key operational offices, with ERD providing secretariat support. Meeting every two weeks, the Committee reviews the latest developments in crisis situations and determines appropriate UNDP responses as needed – operational arrangements, fiscal allocations, deployment of personnel, and other measures requiring inter-bureau coordination. The work of the Committee has significantly reduced headquarters response time to both fast-breaking emergency situations and those of a more sustained nature.

In late 1996, the Target for Resources Assignment from the Core (TRAC) system was introduced and five per cent of the UNDP core resources (designated TRAC 1.1.3)¹⁶ were reserved for “development in countries in special situations”. The three objectives behind the setting aside of these funds were (a) to help UNDP determine and address priority needs in countries in crisis; (b) to facilitate a rapid, coordinated response; and (c) to build national capacities in crisis prevention, mitigation and preparedness.¹⁷ In 1998, the number of countries that could qualify for TRAC 1.1.3 resources was reduced from 70 to 22, increasing – it is hoped – the impact of these limited funds. TRAC 1.1.3 funds have not only served to speed programme delivery to beneficiaries but in some cases (Cambodia, Guatemala and Rwanda) have also helped to mobilize additional resources for specific programmes.¹⁸

There is a need to clarify when a country is no longer qualified to receive TRAC 1.1.3 funds so that the pool of funds can be reserved for those countries truly in need. In addition, care should be taken to ensure that the allocation of these funds is made strictly on the basis of the stated thematic priorities. At times, competition among the bureaux has resulted in trading support for projects, thus bypassing broader corporate priorities.

In 1997, resident representatives were informed that, after receiving approval for the project briefing outline, they could hold the Project Advisory Committee (PAC) review for TRAC category I and category III funded projects in the field and, upon receiving a favourable determination from the committee, proceed to authorization. Previously, a PAC review had to be held at headquarters. The decentralization of this function eliminated the time-consuming requirement of processing project documents for approval through several headquarters units.

In recognition of the fragility of national administration and management capacities in post-conflict countries, UNDP introduced a direct execution (DEX) modality in 1997, authorizing country offices to execute projects directly. At this time, DEX is in the pilot stage in a number of countries, including Bosnia and Herzegovina and Rwanda. This is

¹⁶ In its decision 95/13 of 30 October 1995, the Executive Board decided to set aside about \$150 million for development in countries in special situations to be allocated over the next three years. (DP/1996/1)

¹⁷ UNDP, “Draft TRAC 1.1.3 Guidelines; Countries in Special Development Situations”, April 1996, p. 9.

¹⁸ UNDP, “Informal Paper on the Use of TRAC Line 1.1.3”, ERD, 1998, p. 17.

an exception from the national execution (NEX) modality, which has been the norm for UNDP since 1992.

Guidelines were drawn up in 1998 for staffing UNDP country offices during post-crisis situations. Provisions have been made for the following: rapid deployment of UNDP staff members outside of normal assignment exercises; temporary reallocation of positions to offices in crisis countries from regional bureaux or other headquarters units; and delegation of authority to country offices in crisis situations to engage international staff on contracts for activities of limited duration (ALD). These guidelines also spell out procedures for the rapid assignment of resident coordinators and resident representatives (from a pre-selected pool of qualified candidates) and the recruiting of consultants from a roster of specialists in emergency situations. Most important, the guidelines outline the special incentives (both short-term and career-related) for staff chosen to work in post-conflict settings.

Special training sessions on skills needed (e.g., crisis management, coordination) during post-conflict situations have also been incorporated into the Turin training programme for current and potential resident coordinators and resident representatives. Plans are being made to conduct special sensitivity training sessions for middle-level programme and management staff.

G. AREAS THAT NEED ADDITIONAL EFFORT

Resource Mobilization

UNDP has raised, on average, approximately \$175 million in non-core funding¹⁹ annually for complex emergency situations. In the case of some forms of non-core funding, UNDP has little programming leeway even during normal development periods, owing to restrictive conditionality and accountability factors spelled out in the agreements. Under the preferred arrangement, however, UNDP retains the responsibility for incorporating its development perspective and institutional priorities into the design of programmes and projects.

In some post-conflict situations, UNDP has entered into non-core arrangements that have amounted to a virtual transfer of donor funding to an implementing agent, with UNDP furnishing only overhead expenses and accounting certification. Of course, donors easily recognize the usefulness of working through UNDP, with its reputation for impartiality, particularly in politically sensitive areas involving governance issues (e.g., election commissions, support for the judiciary). However, now that UNDP has developed a set of urgently needed interventions in other areas such as reintegration, de-mining and coordination, country offices need to be reminded of the importance of

¹⁹ Non-core resources take a variety of forms such as trust funds, cost-sharing arrangements, and management services agreements. This figure was approximated from rough figures received from the 15 countries visited. UNDP was not able to provide exact figures for non-core resources to post-conflict countries.

their in-country interaction with donors. Bilateral capitals depend heavily on the recommendations of their local representatives (resident and visiting) in deciding where funds should be directed.

The desired interaction cannot be done on a catch-as-catch-can basis. The UNDP resident representative needs to devise a resource mobilization strategy, drawing on both in-house and project offices' technical skills. Special training sessions should be conducted to suggest methods for moving the interaction beyond public relations and into substantive technical presentations that highlight the UNDP comparative advantage in certain areas of post-conflict programming for the benefit of potential sponsors (see table).²⁰

Donor	Years	Capital (in \$)	Technical Assistance and Operations (in \$)	Total (in \$)	% of Total
UNDP	1996-2000	2,753,140	19,926,060	22,679,200	42
Sweden	1996-2000	15,285,000	2,119,000	17,404,000	32
Netherlands	1996-1998	5,570,419		5,570,419	10
UNCDF	1997-1999	3,175,500	1,750,000	4,925,500	9
EU	1996-1997	3,205,046		3,205,046	6
IDRC	1997-1999	250,677		250,677	0.5
AFD (France)	1997-1999	150,000		150,000	0.3
Norway	1996	38,512		38,512	0.1
Total		30,428,294 (54%)	23,795,060 (44%)	54,223,354 (100%)	

Finally, country offices should recognize that the country cooperation framework (CCF), while useful for its own purposes, does not adequately represent to donors what UNDP does in post-conflict situations. The CCF should be supplemented with an attractive, brochure-size document that describes UNDP comparative strengths during post-conflict situations along with strategy variations found in the local setting. The document would also have to spell out convincingly the mutual advantages that flow from a close UNDP-donor working relationship (box 7).

Consolidated Inter-agency Appeals (CAPs)

UNDP uses several mechanisms in its collaborative financing efforts, e.g., trust funds, cost-sharing and parallel financing. It has also participated in the CAP process led by the Office for the Coordination of Humanitarian Affairs (OCHA) that was designed to

²⁰ In drafting guidance for country offices in this area, UNDP should draw on country office experience in resource mobilization not only in the main field of area development programmes but also in de-mining (Cambodia and Mozambique) and other aspects of capacity-building.

solicit humanitarian assistance for emergency situations. Rare are the cases in which pledges exceed appeal amounts. In 1992, responses to the Cambodia CAP amounted to \$880 million, almost \$275 million more than was requested. More often, however, less than half the amount appealed for is actually pledged or received. Although the UNDP percentage of return from the amount appealed increased from 11 to 36 per cent between 1995 and 1997, many believe that most of these funds would have been furnished even if the CAP process had not been in place.

Box 7. When Resource Mobilization Fails: The Case of Eritrea

Immediately after liberation but before legal independence, the Provisional Government of Eritrea prepared a programme. It tried to secure funds for the repatriation and reintegration of its refugees from Sudan. For their part, international organizations and foreign governments seemed to be willing to supply financial support for the programme. Discussions between government, UNDP and UNHCR started in July 1992, with the Eritreans asking for repatriation to be carried out as progress was made in rehabilitating the sites chosen to receive the returnees. However, this concept, which seems to fit the generally accepted vision of an integrated approach to repatriation, rehabilitation and reintegration within a development perspective, was never put into practice, mainly for financial reasons.

According to government officials and UNDP staff, the programme was not implemented owing to a financial shortfall, not a conceptual failure. Instead of the \$262 million sought to cover the cost of the repatriation and reintegration of the 400,000 to 500,000 refugees from Sudan and the rehabilitation of the reception areas, only \$32.5 million were pledged by the 75 donors represented at the meeting in Geneva in July 1993. (By contrast, UNHCR received \$120 million just to repatriate 350,000 refugees from Thailand to Cambodia.)

The financial response was meagre for various reasons. The 30-year war of liberation had ended with a clear victory of the Eritrean People's Liberation Front (EPLF) over the Ethiopian army without any outside intervention. There was no United Nations peace-keeping operation; there was neither a weak nor a failed State since the EPLF replaced the Ethiopian administration in all sectors of public life. The new leadership had its own vision of development, based on a reliance on its own institutions set up during the liberation struggle. Also, the new leaders had no experience with the international development community and thus did not know how to handle it. On the other side, the donor community – apart from some international NGOs – did not know the new Government and its experiences and tended to treat the Eritreans as arrogant and their expectations as unrealistic. In addition, both sides showed disregard for the participation of the involved communities in the design of a comprehensive repatriation and reintegration programme.

The United Nations introduced the expanded CAP (ECAP) in 1997 to mobilize resources for urgent rehabilitation activities, such as the reintegration of demobilized soldiers or the organization of post-conflict elections. “However,... donor response to the expanded appeals has been disappointing, with early post-conflict recovery activities generating even less donor support than emergency aid”.²¹ This should not come as a surprise. While recognizing pledging sessions as unavoidable at times,

²¹ Forman, Shepard, “Meeting Essential Needs in Post-Conflict Recovery”, New York University, Center for International Cooperation, <http://www.nyu.edu/pages/cic/pubs/gappaper.html>, 1999, p. 7.

many donors try to steer clear of them, preferring to channel their funds through regular funding mechanisms.²²

On the one hand, the very nature of emergencies induces many donors to pledge humanitarian assistance on the basis of others' assessments of the gravity of the situation. On the other hand, in the case of rehabilitation activities (even at the early stages), donors feel less pressure to respond within a certain period and will often do so only after making their own on-the-ground assessment of needs.

A fairly recent development has reinforced the ability of donors to bypass centrally staged appeals for rehabilitation funds. "A number of bilateral donors, multilateral agencies, and international financial institutions have created new functional units, budget lines, and financing windows to mobilize flexible, fast-disbursing funds for post-conflict recovery."²³ This means that much of the effort going into post-conflict resource mobilization can and will be moved to the field – with the added advantage of encouraging local government involvement, a feature often missing in central appeals.

Working with OCHA and other interested agencies, UNDP should review the ECAP process – in the light of recent developments – from the standpoint of the ratio of returns to effort.

Execution Modalities

The entire range of executing modalities – NEX, UNOPS execution, other-agency execution, DEX, UNOPS as a cooperating partner, and now NGO execution – can be observed in post-conflict countries.

Problems can arise with each of these modalities even in stable countries, but in post-conflict settings, they are intensified. The implications for country offices in DEX, especially with regard to their technical backstopping responsibilities, have not been fully understood.²⁴ In the same way, the burdens imposed on the country offices through NEX in weak States have not been sufficiently addressed.

Most important, an analysis needs to be made of how well UNOPS and other executing agencies have done during post-conflict situations in developing more flexible systems of technical backstopping and more effective mechanisms for project delivery. Evidence suggests that they, too, have had very uneven success in coping with many of the

²² Some donors, however, can become swept up in the political theater of pledging. "Donors often exaggerate the generosity of their aid packages, sometimes 'double-counting' amounts previously promised or already delivered to an implementing agency that also will subsequently report them." Forman, "Meeting Essential Needs...", p. 6-7.

²³ "By August 1998 there were at least two dozen such functional units, including a number with dedicated funding lines." Forman, "Meeting Essential Needs..." , p. 6.

²⁴ A study on DEX was carried out in 1998 in Rwanda with a concluding recommendation that the modality be examined in several countries where it has been tried to extract corporate lessons learned.

same constraints that UNDP has confronted and that are raised in the present report. Improvements in this area can be expected from a current review of the UNDP/UNOPS working relationship.

United Nations Volunteers

During this decade, the United Nations Volunteers Programme (UNV) has developed a great deal of experience, recognition and merit in conflict and post-conflict situations.²⁵ Volunteers can be involved at the local level and in all programmes and agencies of the United Nations system. They have worked with UNDPKO in demobilization; with UNHCR or the International Organization of Migration (IOM) in repatriation; with UNDP/UNOPS in reintegration; and with specialized agencies in technical assistance projects at the community level, often in a spirit of natural affinity for NGO work.

As has recently been seen, UNV can also send qualified refugees as national volunteers into their country of origin to assist in programmes of reintegration and reconstruction (Bosnia and Herzegovina)(box 8).

Non-governmental Organizations (NGOs)

External NGOs are key actors in post-conflict situations. Several organizations – UNHCR, United Nations Children’s Fund (UNICEF), World Food Programme (WFP) – have extensive track records of working with NGOs as do a number of bilateral donors. On the other hand, the relationship of UNDP with NGOs has been more random and intermittent. Important opportunities exist for increased UNDP collaboration with NGOs, especially in view of their commitment to working in remote outposts and the growing competence of UNDP in helping to reinforce local authorities and institutions. NGO skills have also proven helpful in the transition from relief activities to rehabilitation programmes.

Box 8. Main Comparative Advantages of UNV

- UNV can focus on small-scale community-based development activities that can help to dissipate the original causes of conflict, and to foster community-based governance and the creation of expanded democratic space;
- UNV can assist in re-establishing basic services in key sectors such as health and education, rebuilding basic infrastructure, and investing in education and training in human rights, negotiation skills, sustainable resource management and civic education.
- UNV can carry out, with national volunteers, a needs assessment to determine community priorities or

²⁵ UNV, *Volunteers Against Conflict*, UNDP, 1996. The team was glad to note that the Emergency Response Division (ERD) of UNDP and UNV have since agreed on ways and means of closer cooperation in the staffing of UNDP country offices in countries in special development situations (Letter of Intent between the Emergency Response Division of the United Nations Development Programme and The United Nations Volunteers, 25 June 1999).

to build a database of local experience in promoting a culture of solidarity.

UNDP authorization of the use of NGOs as implementing partners is a good first step in recognizing NGOs as a key element in the in-country network of aid practitioners. An analysis should be undertaken of the experience under this new arrangement and other measures that could be taken to strengthen the linkages between UNDP and NGOs in post-conflict situations. Also, the need to build the capacity of local NGOs becomes all the more important in view of shrinking ODA resources, which may partly result in the downsizing of the international NGO country presence.

Sustainable Livelihoods for Women

As has been widely documented, female-headed households make up the majority of war-affected families in most post-conflict societies. Few of the area-based programmes adequately factored in the interests of women in the design and implementation of their programmes. Of particular concern is the lack of initiatives for ensuring sustainable livelihoods for female-headed households in the resettlement/reintegration phases. This should be linked to the UNDP mandate for SHD. Women's specific needs for social stability, protection and economic recovery tend to be overlooked as the more immediate needs of rehabilitation and reconstruction – where women are mentioned only as indirect beneficiaries – are pushed forward. Since female-headed households find it more difficult to cope under the situations prevailing in resettlement areas, women are likely to be the first to leave the area, as seen in Cambodia.

Special attention must be paid to the political empowerment and participation of women. In supporting participatory mechanisms for defining the use of resources, customary practices often exclude women from decision-making roles. Therefore, care must be taken to understand local leadership structures before readily endorsing these leaders as the decision-makers in relation to project resources. UNDP headquarters and the expertise of the United Nations Development Fund for Woman (UNIFEM) could be used by country offices to make sure that women's concerns are incorporated into the project design of reintegration programmes. The evaluation team was encouraged to find discussions currently under way between ERD and UNIFEM on these issues.

Monitoring and Impact Assessments

During field visits, the evaluation team was surprised to find a paucity of impact assessment documentation for the UNDP reintegration efforts stretching over the past decade. This may be understandable in the case of the more recent programmes, but even with these, a regular, intermediate outcome analysis needs to be undertaken for use in adjusting project strategies. Senior managers also need such interim impact

conclusions, in a consolidated form, for use in formulating new programmes. As one resident representative put it: “All sorts of piecemeal evaluative material come across my desk daily, but nobody is taking the time out to see what it all means.”²⁶

In setting up a lessons-learned mechanism for post-conflict situations (section J), UNDP headquarters should require from country offices an extract of important insights gained from country office project assessment efforts over the past year. Such a requirement should serve as a stimulus to carry out the needed evaluations.

Headquarters Backstopping for Post-Conflict Assistance

The regional bureaux bear the main responsibility for backstopping country offices involved in post-conflict assistance, with ERD providing technical back-up.

The slowness of UNDP in getting ready to handle post-conflict responsibilities was caused, in no small part, by the regional bureaux’ uncertainty about the proportion of time/energy to be devoted to the new all-consuming emergencies at what they saw as the expense of the main mission of the organization, i.e., development assistance. In time, the bureaux have come to realize that complex emergencies are not a passing phenomenon and, indeed, in some geographic areas may overshadow or impede development efforts for years to come. This realization, together with policy and procedural adjustments within UNDP, has resulted in some improvements in bureau support to country office requirements.

However, backstopping efforts are still hampered by a lack of consensus within UNDP on two issues. The first is: what activities should UNDP support in complex emergencies and which priorities should be assigned to various aspects of its role? The second issue is: what precisely is ERD supposed to contribute to the backstopping process in addition to serving as the source of TRAC 1.1.3 funds and secretariat for the Crisis Committee? The first of these issues is discussed in section I, the second in section J.

H. CONSENSUS WITHIN THE INTERNATIONAL COMMUNITY

In the last two years, the international community has reached a consensus on the critical issues that have impeded efforts in post-conflict situations and has sketched out a process for overcoming these obstacles in the future. The process has strong implications for the roles of the United Nations resident coordinator and UNDP.

²⁶ Strategic evaluation teams, such as the present one, rely on such materials for information on avenues to be pursued and where to delve deeper. Without impact assessments, these teams spend excessive time reconstructing past programme situations, time that could be better spent extracting and analyzing the constraints of a generic nature and offering well thought-out suggestions for overcoming them in the future.

Need for a Development Perspective at the Earliest Stages of Post-conflict Assistance

Field experience now indicates that a development perspective should be infused into humanitarian assistance efforts from the very beginning of post-conflict aid operations.

Without the development perspective, the basic principles of sustainable development are likely to be overlooked in the urgency of carrying out relief efforts. As underscored in UNDP strategy documents, "... humanitarian and emergency assistance must always be subsidiary to the victims' and the local and national society's own efforts to cope with the disaster. ... it must aim to strengthen, reinforce and complement these efforts where necessary but never substitute them. ... Such an approach ... is the only one which is practically and realistically feasible. Particularly in conflict-related emergencies, devastation is indeed often so great and complete that needs are far beyond what the international community can possibly provide. Rehabilitation and reconstruction processes can only proceed if they are to a very large extent based on local and national initiatives and resources."²⁷

In drawing on its experience in Mozambique, UNHCR reports: "Prior to the Peace Agreement, very few efforts were made in the asylum countries to collect useful information about the refugee population – e.g. socio-economic and skills profile, educational levels, intended areas of return, and groups' repatriation and reintegration strategies".²⁸ In addition, "where possible, an early situation analysis in prospective returnee areas should be undertaken so as to make proper advance planning for reintegration".²⁹

UNHCR staff members recognize the importance of infusing more development insight into their rehabilitation activities. In examining Quick Impact Projects (QIPs)³⁰ carried out in the mid-1990s, agency evaluators noted the fundamental tension between speed and sustainability in the QIP approach. Even though the activities were quite successful in meeting their immediate objectives, the evaluators noted that they had been implemented quickly, with relatively little planning or preparation, and raised doubts about the extent to which the QIPs will be viable once UNHCR has left the scene.³¹

²⁷ "UNDP in Conflicts and Disasters;...", pp. 24-25.

²⁸ UNHCR, "Institutional Arrangements: The Gaps to be Overcome in Post-conflict Situations", presented at the Brookings Institution Action Group Meeting, 12 March 1999, p. 18.

²⁹ Ibid.

³⁰ UNHCR originated QIPs in Central America. The largest programme undertaken to date was in Mozambique, where UNHCR financed approximately 1.600 projects between 1993 and 1996, most of them budgeted at less than \$40,000.

³¹ UNHCR, *The State of the World's Refugees* ..., p. 173.

In late 1997, the Representative of the United Nations Secretary-General was able to summarize, at a session of the Economic and Social Council (ECOSOC), the conviction of the international community that “development organizations need to become engaged in humanitarian responses early on”.³²

This means that UNDP must be prepared to furnish – early in complex emergencies – the technical assistance needed by its partners to help them think through the development implications of humanitarian assistance strategies. Unfortunately, owing to a lack of leadership or resources internally and resistance or roadblocks externally, UNDP at times has not been able to measure up to this responsibility, even in some instances in countries such as Mozambique and Tajikistan where its insights were sought and would have been welcomed.

Need to Formally Recognize Rehabilitation Funding Requirements

The notion of a continuum – calling for a sequenced transition from emergency to development – has been laid to rest. As the DAC pointed out in 1997: “Emergency relief, rehabilitation work and development assistance all co-exist in times of conflict and crisis, and they interact in innumerable ways. The challenge is to overcome the functional distinctions of the various agencies involved and to integrate ... relief, rehabilitation and development objectives...”³³

One of the unhelpful distinctions, in some agencies, has been the adherence to only two forms of assistance in post-conflict situations: relief and development (or reconstruction in the preferred terminology of the World Bank).³⁴ For example, the World Bank mandate is limited to reconstruction. It came as no surprise, then, when Bank Board members disagreed among themselves in 1997 about the appropriateness of a Bank project designed for “replenishing books and educational materials”³⁵ in war-torn Bosnia and Herzegovina. Some felt that the project sounded too much like relief; others suggested that the project would help close the gap between relief and reconstruction.³⁶ While the Board finally decided that the issue needed to be studied, it

³² E/CN.4/1998/53, 11 February 1998, p. 11.

³³ OECD/DAC, *Conflict, Peace and Development Co-operation on the Threshold of the 21st Century: DAC Guidelines on Conflict, Peace and Development Co-operation*, OECD, 1998, p. 48.

³⁴ According to a recent draft UNDP/UNHCR working paper: “A number of donors, notably the UK and the Nordic countries, have sought to reduce the divergent approaches taken to funding emergency and development related activities. Some have introduced new budget lines that allow them to support rehabilitation activities; others have removed the distinction between what had previously been two separate pockets of funding.” UNDP/UNHCR, “Reintegration: Overcoming “the Gap” by Building *Operational* Synergies in UN Response”, draft working paper, 1998, p. 4-5.

³⁵ The World Bank, *The World Bank’s Experience with Post-Conflict Reconstruction*, The World Bank, Washington, D.C., 1998, p. 7.

³⁶ *Ibid.*

was clear that a category in between relief and reconstruction – such as rehabilitation – would be a useful addition to the Bank lexicon.

UNDP has had a similar problem until recently. As stated in one report: “...there should be no ambiguity about one fact: UNDP is not an emergency or relief actor and should not attempt to be, nor try to act like, one.”³⁷ Yet country offices in post-conflict situations sometimes find themselves engaged in relief work - for example, distributing firewood supplies to the elderly in Croatia even though this task could be handled better by others. The local UNVs, who were implementing the firewood activity, had been forced into the relief work partly because they did not feel qualified to undertake development projects. Recently, however, they have found a rehabilitation niche by building provisions for repayment (in kind or cash) into livestock activities that had started out on a strictly handout basis.

UNHCR has taken the lead in trying to formalize the in-between category: rehabilitation. “Until now, ... relief and development programmes have been treated as two significantly different ways of supporting people and countries in distress, leading to a dual structure in aid management which does not facilitate rehabilitation.”³⁸

In post-conflict situations, rehabilitation requirements tend to be enormous, calling for skills and funding from a wide range of humanitarian and development actors. For this reason, the Secretary-General concluded in his April 1998 report to the Security Council: “What is needed during this phase is not a passing of batons from relief to development assistance, but rather partnerships in which each group brings its particular expertise and capacity to bear on the appropriate parts of the rehabilitation problem in a manner that is consistent and well coordinated.”³⁹

UNDP was among the first to recognize the need for rehabilitation funds and has provided them through its TRAC 1.1.3 resources. These funds, serving as seed money to attract larger sums, have enabled UNDP to concentrate on the restoration of social and human capital through its reintegration and governance initiatives, which in the past would not have been considered for either relief or development funding.

At this point, UNDP should reassess the level of funding it has earmarked for special country situations. The current reserve of five per cent was arrived at somewhat arbitrarily in 1996. This figure should be reviewed in light of the increasing set of responsibilities that UNDP has assumed in post-conflict countries since 1996 and the volume of complex emergencies anticipated over the next three years.

³⁷ UNDP, “UNDP in Conflicts and Disasters;...”, p. 27.

³⁸ UNHCR, *The State of the World's Refugees*, p.179.

³⁹ UN, “The Causes of Conflict and the Promotion of Durable Peace and Sustainable Development in Africa: Report of the Secretary-General”, S/1998/318, 13 April 1998, p. 15.

Need for Coordination

According to OCHA, “Who has the authority to coordinate is a question that has bedeviled the UN's coordination efforts since the collapse of the Cold War and associated proliferation of complex emergencies that, by definition, require a system-wide response.”⁴⁰

Fortunately, a consensus is falling into place on the urgency of improved coordination during post-conflict situations, partly as a result of pressure created by several well-publicized incidents. One of these was the shelter programme in Rwanda. A top United Nations priority in the country, the shelter programme attracted dozens of agencies, including Habitat, International Federation of the Red Cross (IFRC), UNDP, UNHCR and numerous NGOs. By 1997, however, “... the UN agencies were unanimous in describing the shelter programme ... as disastrously uncoordinated ... [and drawing] insufficiently on the advice of the technical agencies. ... The result ... is large numbers of houses standing empty, while shelter needs continue to be high.”⁴¹

Since the shelter programme in Rwanda was not an isolated example, agencies began to realize that they should work more closely with others if only to improve their own programmes. For example, UNDP, based on evaluations of its programmes in Cambodia and Tajikistan, recognizes the need to work more closely with UNHCR representatives on reintegration efforts. Similarly, the World Bank reports that it should pursue “partnerships with other agencies better placed to help restore human and social capital as the social sectors have not been an area of strong performance for the Bank.”⁴² UNHCR suggests that “UNHCR activities in countries of asylum and countries of origin have been inadequately coordinated.”⁴³

Nobody, of course, is suggesting that mandate-related priorities are identical or even compatible. However, as UNHCR has pointed out, the “... institutional differences ... can at least be managed and mitigated.”⁴⁴ Much of the impetus will have to come from within the agencies, but there is also a need for an external mechanism to help facilitate the desired coordination.

The 1997 United Nations reform process gave considerable attention to the need for improvement in coordinating the system's assistance in complex emergencies. At the headquarters level, OCHA is now headed by the Under-Secretary-General who chairs both the Inter-Agency Standing Committee (IASC) and the Executive Committee on

⁴⁰ OCHA, *Strategic Humanitarian Coordination in the Great Lakes Region 1996-1997: An Independent Study for the Inter-Agency Standing Committee*, OCHA, March 1998, p. 49.

⁴¹ OCHA, *Strategic Humanitarian Coordination in the Great Lakes Region...*, p. 44.

⁴² The World Bank, *The World Bank's Experience ...*, p. 46.

⁴³ UNHCR, *The State of the World's Refugees*, p. 174.

⁴⁴ UNHCR, *The State of the World's Refugees...*, p. 180.

Humanitarian Affairs. To promote linkages among the agencies involved in post-conflict situations, an IASC Steering Committee has been established comprised of representatives from the International Committee of the Red Cross (ICRC), UNDP, UNHCR, UNICEF, WFP and the NGO community.

At the field level, responsibility for coordination resides with the United Nations resident coordinator, who normally is also the humanitarian coordinator.⁴⁵ UNDP, in collaboration with UNOCHA, serves as the manager and source of funding for the resident coordinator/humanitarian coordinator system. In a UNDP-sponsored study on the work of resident coordinators (RCs), it was suggested that the coordination of the RC system remained in a passive state until 1994 and did not really reach a take-off phase until 1996 with more resources and a clarification of mandate.⁴⁶ Some believe that the revitalization occurred in conjunction with, and probably because of, the increased involvement of the United Nations in post-conflict situations (box 9).

Ample evidence exists of efforts to improve coordination among the United Nations agencies and with the Bank since the mid-1990s.⁴⁷ Even where formal efforts have not been fully successful or have been suspended, several valuable lessons have been learned for use in future post-conflict situations. The first is the realization that coordination in the field works only when there is a "sustained and unambiguous commitment [to it] by agency heads at headquarters level."⁴⁸ As the World Bank learned: "Lack of clear agreement at the outset on the division of labor, particularly with the UNDP, both at headquarters and in the field, can hamper effective coordination, as it did in post-conflict Rwanda."⁴⁹

Second, coordination objectives must be realistic. There will always be a yearning for "a co-ordinated approach which would enable funds to be raised in concert, deployed strategically, multiplied in effectiveness, and accounted for jointly."⁵⁰ Holding too tenaciously onto such a model, however, betrays unfamiliarity with the nature of the United Nations system and creates expectations that cannot be met. This, in turn,

⁴⁵ As of September 1998, there were nine countries where the resident coordinator also served as the humanitarian coordinator and four countries where a separate humanitarian coordinator functioned. According to informed sources, the current trend of assigning the resident coordinator as the humanitarian coordinator is likely to continue. An exception would occur in a situation where access is divided between warring authorities (see annex).

⁴⁶ UNDP, *Strengthening the Work of the Resident Co-ordinator: Evolving Responses to Evolving Circumstances*, Office of Evaluations and Strategic Planning, 1996, p. 20.

⁴⁷ To cite just a few collaborative efforts: the World Bank and UNHCR on micro-credit in Bosnia and Herzegovina, UNHCR and UNDP on district mapping in Mozambique, several United Nations agencies on the Cross Mandate Approach in Ethiopia, UNHCR and UNDP on CIREFCA in Central America, and UNDP and UNHCR on reintegration schemes in Rwanda.

⁴⁸ ECOSOC, "Joint Exploratory Review of Cooperation between the United Nations and the Bretton Woods Institutions", June 1998, p. 12.

⁴⁹ The World Bank, *The World Bank's Experience*, p. 26.

⁵⁰ Refugee Policy Group, "Humanitarian Action in the Former Yugoslavia: the UN's Role, 1991-1993", Occasional Paper #18, 1994, p. 103.

lends credence to the view of those within and outside the United Nations system who dwell incessantly on the intractability of the system.

Box 9. Two Examples of Coordination: Burundi and Rwanda

Burundi

The current degree of collaboration within the United Nations family of agencies in Bujumbura is all that one could ask for. A single planning and coordinating group of the United Nations country team oversees both humanitarian and development activities. The roles of lead agencies are clearly defined in key areas, especially those that bridge and link the humanitarian and development sectors. Monitoring, evaluations, and field visits are undertaken by inter-agency teams. Under the leadership of the Resident Coordinator/Humanitarian Coordinator, agencies approach and involve the Government together.

The success of United Nations collaboration in Burundi comes down to a combination of factors. There is the closeness of the United Nations community. Living in a small country and a delimited capital city, United Nations representatives see a lot of each other, understand each other's perspectives and relate well on both the official and the personal level.

Rwanda

In Rwanda after 1995, more attention was being given to the short-term than to the coming mid-term challenges, despite the names of the projects drawn up. This was understandable during 1995 when the feeling was that, because of the enormity of immediate needs, "the time is not propitious for designing a comprehensive programme for the socio-economic reintegration of the returnees".⁵¹ However, by 1996, considerable progress had been made in addressing immediate needs. It was becoming increasingly clear that the informal aid-coordination mode in effect during the immediate post-conflict stage would have to give way to a more structured coordination approach "to avoid overlapping and ensure complementarity and impact of the various projects under way".⁵² More than one individual suggested that international agencies and donors agencies were tending to worry solely about their own work and that they were more interested in planting their organizational flags than in becoming part of an overall comprehensive approach to reintegration problems.

Third, effective coordination is seldom achieved by bold strokes or fanfare. It consists of step-by-step collaborative efforts undertaken to improve individual agency effectiveness while simultaneously enhancing overall assistance impact.⁵³ In post-conflict situations, joint assessments of damages and needs are excellent starting points for collaboration. Not only are they more efficient but they can also help set the stage for effective cooperation among agencies, donors and governments throughout the rehabilitation period. Structured information exchange and collaboration on strategic frameworks, joint reintegration and rehabilitation programming, and

⁵¹ "Advisory Note 6th Rwanda/UNDP Programme", p. 5.

⁵² Ibid.

⁵³ When pressed recently to identify incentives within the United Nations system that facilitate coordination, an experienced United Nations resident coordinator replied that the individual partners gradually come to realize that the process of coordination improves their own work.

monitoring/evaluation exercises are the other underpinnings on which effective coordination rests.

Fourth, when coordination has been effective in post-conflict situations, this has been owing largely to coordinators who have been well-qualified – both professionally and personally. It goes without saying that the individual should be well-versed in the theory and practice of aid, familiar with the geographic area, and able to envision United Nations coordination in the context of the larger aid coordination processes involving all donors, the Bretton Woods institutions, the NGOs and the government. The personal qualifications and leadership style are of critical importance. Too often coordination efforts fizzle because the coordinator lacks the sensitivity to lead without overshadowing, to consult rather than cajole, and to build consensus incrementally from non-contentious issues to the least unacceptable compromises to the creative search for solutions.

Finally, one must anticipate the probability of an occasionally severe, and even scandalous, breakdown in coordination among United Nations agencies, as has happened in a few post-conflict situations over the past decade. When this occurs, the United Nations as a whole is stigmatized within the community and reverberations tend to spread rapidly. Reaction should be swift. A few individuals should not be allowed to discredit what so many are engaged in supporting. The appropriate authorities should monitor coordination levels in complex emergency situations and recommend the withdrawal of any senior-level individual(s), even the resident coordinator, found to be seriously compromising coordination within the system (box 10).

Box 10. Different Approaches: Experience in Ethiopia

The Cross Mandate Approach practised in Ethiopia goes back to 1987 when a United Nations Emergency Prevention and Preparedness Group was established as a standing inter-agency supportive unit housed within UNDP. It was meant to act as a facilitator, consensus-builder and information broker in order to coordinate support to rehabilitation and reintegration in the transition from conflict to peace. It was not a specific programme but a framework to guide the action of the different intervening United Nations agencies in order to improve cooperation and enable a flexible response encompassing relief, rehabilitation and development in a community-oriented manner. The Cross Mandate Approach was completed by an MOU between the Government of Ethiopia and the United Nations agencies represented by UNDP in November 1992, defining responsibilities, procedures, sectors of intervention and ways of implementation:

- The Relief and Rehabilitation Commission (RCC) (now the Disaster Prevention and Preparedness Commission) had the lead role within the Government for coordinating relief, rehabilitation and development activities with responsible line ministries.
- UNDP was to serve as the coordinating body on behalf of all United Nations agencies, enlisting their active and provident support in specific projects and commitment to the continuum of community-based relief, rehabilitation and development.
- Sector- and activity-oriented task forces were to be set up at the central and the regional level in order to improve and speed up the impact of the support operations to be coordinated by the RRC.

What could have been used as a framework and platform for long-term area development under the

leadership of UNDP was not continued owing to differences in procedure and the overlapping of mandates on the side of the United Nations system and loss of support and interest on the side of the Government because its expectations of getting more funds were not met.

Only recently, since the outbreak of hostilities between Eritrea and Ethiopia in May 1998, the Emergencies Unit for Ethiopia (EUE), founded in 1984 as a UNDP project executed by UNOPS to monitor food security in order to prevent famine and prepare timely and appropriate relief activities, has become an information and coordination instrument for the Resident Coordinator and the United Nations country team by providing organization, support and follow-up for the United Nations assessment missions carried out in preparation for an emergency appeal for relief for 143,000 people who were displaced by the Ethiopian Government from the border region neighbouring Eritrea. Thus the EUE is becoming an instrument that could play a key role in post-conflict rehabilitation and reintegration not only for UNDP but for the entire United Nations country team.

UNDP has been assigned a key supporting role in facilitating coordination within the United Nations system. This begins with the recruiting of candidates for the resident coordinator post. Although the Secretary-General appoints resident coordinators, UNDP is entrusted with the process of screening, selecting and nominating them. The UNDP reputation for impartiality comes under intense scrutiny with each appointment of a resident coordinator for post-conflict situations. The first question is usually: "Has UNDP cast the net wide enough, throughout other agencies, to come up with nominees having the scarce combination of managerial and personal skills to fill one of the most demanding positions in the system?" Then, if the nominee is from within UNDP, observers question whether senior management has settled on the most qualified candidate or simply given in to the parochialism of a regional bureau or the lobbying of a donor to accept one of its nominees.

A resident coordinator without the benefit of an effective secretariat becomes a figurehead or, as some have suggested, a puppet. This means that UNDP staff (headquarters and field) must be able to balance the requirements of their own programmes with those entailed in the resident coordinator's initiatives. During regular development periods, a resident coordinator's efforts can help broker interests within the United Nations community whereas during post-conflict periods, the initiatives of the resident coordinator take on more urgency and can result in accelerated victim relief, rehabilitation schemes that are launched more efficiently and quickly, and the stabilization of systems needed for the channelling of aid. The role of UNDP is to see that the resident coordinator's initiatives are properly supported with staffing and funding during their inception, implementation, and monitoring.

Need for an Assistance Strategy

Unanimous agreement exists on the need for an assistance strategy to guide the international community's response during post-conflict situations. The strategy is described differently by different actors. OCHA refers to a "framework of consent for humanitarian action."⁵⁴ The World Bank calls for a "framework for the first emergency

⁵⁴ OCHA, "Strategic Humanitarian Coordination...", p. 2.

operation(s).”⁵⁵ UNHCR refers to the “need for an agreed strategy which enables [all concerned] to pool their resources and to ensure that the efforts of these different actors support, rather than contradict, each other.”⁵⁶ UNDP calls for a “coherent strategic approach”⁵⁷ while the DAC urges donors “to formulate and agree on a common integrated strategic framework”.⁵⁸

Within the United Nations, two framework systems currently exist, both having emerged from the 1997 reform exercise. One is for use during normal development periods and the other for specific crisis situations.

The United Nations Development Assistance Framework (UNDAF) provides basic principles and guidelines aimed at developing common, coherent approaches among the various United Nations agencies. The UNDAF process is an extensive, demanding exercise, involving the identification of key indicators, the formation of thematic groups, the preparation of the Common Country Assessment (CCA) document, all calling for frequent dialogue among the participants. Although development oriented, the UNDAF can be a valuable resource from which to draw insights, information and strategic goals during post-conflict periods. Responsibility for the UNDAF, which has been piloted in 18 countries, resides with the United Nations Development Group (UNDG).

The Strategic Framework is a unifying instrument for the United Nations community in complex emergencies. It was designed out of the concern that “... unless the system agrees to ‘speak with one voice’ ... we will not make much progress on the road to conflict resolution and peace building.”⁵⁹ The Strategic Framework is not a programming instrument but a framework within which a strategy incorporating political and humanitarian priorities can be developed.⁶⁰ Given the need for coverage in the Strategic Framework of political and human rights issues as well as humanitarian factors, the United Nations Deputy Secretary-General has been assigned the responsibility for coordinating the development of Strategic Frameworks in crisis-affected countries.

A distinction must be made between this kind of Strategic Framework effort, piloted in Afghanistan, and the assistance strategy that this reports indicates is needed during

⁵⁵ The World Bank, *The World Bank's Experience...*, p. 39.

⁵⁶ UNHCR, *The State of the World's Refugees...*, p. 181.

⁵⁷ UNDP, “UNDP in Conflict and Disasters”, p. 11.

⁵⁸ OECD/DAC, *Conflict, Peace and Development Co-operation...*, p. 31.

⁵⁹ United Nations, “A Simple Guide to Strategic Frameworks”, draft, 1998, p. 1.

⁶⁰ The Strategic Framework tries to bring about: “(a) the reduction of ‘disconnects’ between political action and assistance efforts in countries in crisis; (b) a principled approach covering the UN’s political, human rights, humanitarian and development activities; and (c) an effective division of labour between all international partners, including the UN system, the Bretton Woods institutions and the aid community at large.” United Nations, “A Simple Guide...”, p. 1.

any complex emergency. The essence of the process is the same in both instances, but the assistance strategy advocated here is more field-driven and less time-consuming than was the case in Afghanistan.

Normally, the Special Representative of the Secretary-General (SRSG) has the responsibility for creating and maintaining a coherent strategy approach in the field. The SRSG looks to the resident coordinator (who in some cases is named the Deputy SRSG) to ensure that development issues are given appropriate attention in this effort.

The role of UNDP in the process is to assist the resident coordinator, at the technical level, by gathering the concerns and recommendations of the main actors in the humanitarian and development community to ensure that these will be adequately reflected. The Strategic Framework process is new. UNDP experience in the Strategic Framework to date will have to be reviewed and fed into a United Nations-wide analysis of this innovative instrument.

The TOR for the present evaluation did not include a review of the interface between the SRSG and the resident coordinator. As a result of its field visits, however, the evaluation team seconds the recommendation made in the January 1999 Fafo report that “A policy review should be undertaken to examine options for different possible relationships between the SRSG and the Resident Coordinator/Humanitarian Coordinator.”⁶¹

Need for the Harmonization of Rehabilitation Programmes

In January 1999, the heads of UNDP, UNHCR and the World Bank met in Washington to review the performance of their organizations in post-conflict situations. They expressed concern that “Both humanitarian and development agencies tend to focus on mandates rather than the needs of war-affected populations, institutional capacities and comparative advantages.”⁶² They also agreed on the need to explore programme harmonization with an agreed sequence and a plan. Without delving into how-to modalities, they suggested that joint rehabilitation programming units, consisting of technical personnel from key humanitarian and development agencies, could be beneficial in the harmonization process.

The new emphasis, coming from the heads of organizations, not only sent a strong signal to organization managers but also helped to validate the efforts of those in the field who had been experimenting with various forms of joint programming.⁶³ As

⁶¹ Fafo, “Command from the Saddle: Managing United Nations Peace-building Missions”, Fafo Programme for International Cooperation and Conflict Resolution, January 1999, p. 14.

⁶² “The Transition to Peace in War-Torn Societies: Some Personal Observations – Sadako Ogata and James D. Wolfensohn”, paper presented at The Brookings Institution, Washington, D.C., 15 January 1999, p. 3.

⁶³ For example: UNDP/UNHCR/WFP in Rwanda, UNDP/UNHCR in CIREFCA, and a modified approach by FAO/ILO/IOM/UNDP/UNFPA in the Philippines.

expected, the success rate of these pilot exercises has been uneven; however, future initiatives should take advantage of the insights garnered from them. In Burundi, for example, a rehabilitation coordination forum was established in 1997 under the leadership of the Resident Coordinator in order to harmonize attitudes and actions and to develop strategic guidelines for future cooperation with the Government. The main outcome of this concerted drive, which also involves government representatives, is a “Joint Strategy for 1999.” Another more widely used approach relies on the establishment of JPUs.

JPUs can operate at the regional (Central America), national (Rwanda) or sub-national (Mindanao) level. They should be set up at the earliest stage of post-conflict situations. The essential partners in the initial phase are UNDP, UNHCR and WFP. However, from the very beginning, advice should be sought from the technical agencies and the World Bank. These organizations can formally join the Unit as part of its steering committee as the situation evolves. The JPU should be staffed by technical experts from participating agencies and the Government who can provide a comprehensive understanding of critical constraints and a multisectoral programme strategy for dealing with them.

In the early stage, the JPU will concentrate on damage and needs assessments, prioritizing interventions, and ensuring the complementarity of agency/NGO activities. The JPU plays an essential role in integrating efforts throughout the relief-rehabilitation-development transition by recognizing and making the best use of the comparative advantages of each post-conflict actor. The emphasis on integration is key. While the JPU may commission special studies and assessments, it does not normally design programmes. It reviews draft programmes from a technical standpoint, offering recommendations on how they can be improved and better integrated into the overall programme strategy of the JPU.

The steering committee for the JPU consists of the members of the UN country team chaired by the resident coordinator. While UNDP provides core financial support for the JPU, each participating agency contributes to the operational account of the unit. Finally but also important, the JPU is a temporary structure, put in place to supplement the new government’s fragile capacity in programme management and monitoring. Once the government determines that it has the requisite capacity, the JPU is formally incorporated into the government system. UNDP skill in capacity-building and its impartial relationship with the government can play a key role at this point.

JPUs need to maintain a vibrant link to the donor community. Analysis of funding flows suggests that donors tend to show more interest in complex emergencies than lower-profile development situations. The international relations dimension of these situations – combined with burden-sharing responsibilities – obliges donors who would not normally provide assistance to particular countries to do so (box 11).

Box 11. JOINT PROGRAMMING UNIT	
<i>RESPONSIBILITIES</i>	<i>Requirements</i>

<ul style="list-style-type: none"> • <input type="checkbox"/> Lay <u>information</u> groundwork for rehabilitation and development • <input type="checkbox"/> Smooth the <u>transition</u> from relief > rehabilitation > development • <input type="checkbox"/> Conduct <u>joint needs assessment</u> • <input type="checkbox"/> Move focus from <u>dependency to self-reliance</u> • <input type="checkbox"/> Establish a <u>framework</u> for the post-conflict activities of the international community • <input type="checkbox"/> Establish <u>programme priorities</u> • <input type="checkbox"/> Push <u>comparative advantage</u> approach • <input type="checkbox"/> Set up <u>feedback</u> systems 	<ul style="list-style-type: none"> • <input type="checkbox"/> Maintain a <u>continuous presence</u> in country • <input type="checkbox"/> Pull together <u>multisectoral expertise</u> • <input type="checkbox"/> Obtain financing for <u>overhead</u> • <input type="checkbox"/> Involve <u>all relevant actors</u> (with UNDP, UNHCR and WFP in the lead, owing to their key roles in post-conflict situations)
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The donor capitals generally rely on their resident delegations for insights into where their funds should be directed. However, with the shrinking ODA, resident delegations are becoming fewer in number. Where they still exist, staff are so overburdened during post-conflict situations that they are hard-pressed to sort out the relative priority of so many apparent needs. Where resident delegations do not exist, numerous aid representatives are dispatched from capitals to survey where their country's assistance can be best utilized.

During complex emergencies, both the resident and surveying donor missions need to learn quickly what assistance is already being applied, where the gaps are, and which aid agents have a comparative advantage for addressing particular outstanding needs. They recognize the value of numerous interviews and site visits but often find the former one-dimensional and the latter too hastily arranged to produce real insights. What they need is a one-stop centre with impartial technical staff who can provide both the overview and in-depth explanations to their questions. A properly staffed JPU can carry out this critical function and guide donors as they try to transit from humanitarian to rehabilitation assistance.

The role of UNDP in the harmonization process is to serve as the host and day-to-day manager of the JPU, working within the parameters established by the participating agencies in a consolidated MOU. UNDP ensures that full-time technical expertise is available with representation from the agencies, the NGO community, the government and any other needed source.⁶⁴ It also ensures that assignments are clear, programme processing and review systems are in place, and regular links are established with the donor community. In short, UNDP is expected to make the harmonization process come together, a very demanding responsibility during post-conflict periods.

⁶⁴ One of the advantages that usually results from joint programming exercises is a better understanding of the mandates, objectives and working methods of other agencies. As UNHCR points out: "[Our] early and unrealized expectations of UNDP ... were based upon a general ignorance of the latter organization [UNDP]". UNHCR, *The State of the World's Refugees...*, p. 180.

I. UNDP COMPARATIVE ADVANTAGE

Many multilateral organizations provide assistance in the aftermath of conflict. Most have clearly defined mandates, prescribed by their Boards, which enable them to concentrate their energies on special population groups or sectoral requirements. Only two multilateral agencies – UNDP and the World Bank – have been assigned roles with comprehensive, multisectoral development responsibilities.⁶⁵ In carrying out their broad mandates, both agencies recognize the need for periodic reviews of their comparative advantages to guard against the diffusion of programme energies and the lessening of impact. This is particularly important when entering new areas, such as complex emergencies.

The World Bank assessed its experience in post-conflict situations in 1998 and published a summary of its strengths and weaknesses. It suggests that it has a comparative advantage in providing assistance for macroeconomic stabilization,⁶⁶ rebuilding physical infrastructure, and aid coordination. In its coordinating effort, particularly using Consultative Group meetings, it can provide “...leadership on macroeconomic and external debt issues, strengthening policy dialogue and policy reform, and mobilizing resources.”⁶⁷

With respect to what the Bank calls the newer areas – de-mining, demobilization and reintegration of ex-combatants, and dealing with displaced populations – “...some [Board members] hesitate to declare a comparative advantage for the Bank in [these] areas... Regarding reintegration of displaced populations, some Board members have expressed concerns that the Bank may be overlapping with UN agencies.” The key to understanding the concerns about these newer areas can be found in two conclusions reached by the Bank in its assessment. First, the restoration of human and social capital has not been a priority in Bank post-conflict portfolios and second, “... if it [is] decided that grants [are] more appropriate than loans or credits, then the Bank may not be the right institution for the activities”.⁶⁸

Likewise, UNDP is now in the process of clarifying the organization’s comparative strength in post-conflict situations, the present evaluation exercise being a step in this direction. From the team’s analysis of current UNDP activities, however, it seems clear

⁶⁵ Neither agency claims any competence in the relief assistance area.

⁶⁶ Like many organizations, the World Bank has learned from its mistakes that conventional wisdom can turn into folly during post-conflict periods. For example, “...criticisms arose from inside and outside the Bank that too much emphasis was put on a rapid pace of reforms in Haiti, Rwanda, and Uganda, as opposed to concentrating on maintaining low inflation and a convertible currency, and approaching other reforms more incrementally” (p. 34). In the same way, the Bank has decided that an emphasis on immediate and widespread privatization in post-conflict situations “...may well not enhance the prospects for sustained, equitable development, and may even make them worse”. The World Bank, *The World Bank’s Experience...*, p. 34

⁶⁷ “The resource mobilization function of aid coordination may lead to cofinancing of operations. This is particularly desirable for general program assistance for balance of payments and budget support,...” The World Bank, *The World Bank’s Experience...*, p. 25.

⁶⁸ The quotations in this paragraph are taken from the World Bank, *The World Bank’s Experience...*, p. 7-8.

that the organization's strength in such situations is derived from its central mandate: sustainable human development. In accord with this emphasis and providing better partnership with the efforts of the World Bank, UNDP should concentrate in post-conflict countries on restoring social and human capital while contributing to political and economic stability.

The broad development perspective of UNDP allows it to consider not only the needs of the population in a post-conflict situation but also the factors that contributed to the outbreak of the conflict in the first place. In its reintegration programmes, this perspective enables the Programme to move beyond the provision of essential physical requirements (shelter, water, health services) to assist in the creation of viable livelihood systems for victims in war-torn societies, with an emphasis on reconciliation and the use of participatory and non-discriminatory approaches.

Its reputation for impartiality allows UNDP to facilitate the process of helping all groups regain their political rights. It also provides UNDP with a chance to develop a unique capacity for linking demobilization with reintegration. Likewise, both governments and donors entrust UNDP with capacity-building responsibilities in sensitive areas relating to good governance, such as elections, judiciary, public safety, strengthening national/local administrative structures, and de-mining.

The UNDP reputation for impartiality was mentioned to the evaluation team in almost all countries visited. While UNDP, like the United Nations in general, is trusted to respect national sovereignty and government mandates, the Programme and its representatives are also expected to develop a programme strategy that addresses the main root causes of conflict and that prepares for a rehabilitation and development process. It is understood that this requires contact with all conflict parties. As seen in the Sudan, preparing for development may even allow UNDP to bring together representatives of all parties to the conflict in a common effort to discuss reconstruction and development or jointly agreed-upon national projects even before a formal peace agreement has been reached (box 12).

Finally, as the manager and source of funding for the resident coordinator system, UNDP can exert considerable influence in the area identified by all as critically important to post-conflict operations: harmonizing United Nations programmes. The strength of UNDP lies mainly in its decentralized, country-office structure, which guarantees country orientation and close government contacts. The Programme's continuous staff presence makes it a valuable source of strategic information and its access to grant funds enables it to sponsor linking and coordinating initiatives.

Box 12. Contribution to Peace-building in the Sudan

The representatives of UNDP in the Sudan have been able, in a way acceptable to the Government and to the different factions, to present a new image of neutrality and transparency in their actions and discussions. In a credible fashion, they have expressed their concern for peace and human development of all people of the country.

Among the efforts aimed at establishing solid ground for sustainable peace, the UNDP Dialogue Programme – seminars and round-table meetings organized outside of the region in cooperation with the United Nations Educational, Scientific and Cultural Organization (UNESCO) and European countries – plays a major role. Representatives of the Government and SPLM participated in all of these meetings:

- September 1995 in Barcelona: symposium on “Fundamental Problems of the Sudan”, under the UNESCO Culture and Peace Programme;
- May 1996 in Noordwijk: symposium on “Conflict Resolution: the Humanitarian Dimensions”, organized together with UNESCO and sponsored by the Government of the Netherlands;
- October 1997 in Bad Münstereifel: round-table meeting organized together with the Friedrich-Ebert-Foundation;
- July 1998 in Citta di Castello: round-table meeting on “Governance and Constitutional Practice”, organized together with the Friedrich-Ebert-Foundation, funded by the European Union and hosted by the Government of Italy;
- October 1998 in Warsaw: round-table meeting on “Reconstruction and Development in Post-war Sudan”, organized together with the Poland-Africa Foundation and hosted by the Government of Poland, with observers from the IMF, World Bank and the African Development Bank.

In addition, workshops on SHD and governance were held in Khartoum, in Kenya and in New Kush for wider Sudanese audiences in 1996 and 1997.

With this programme, UNDP has succeeded in bringing together representatives of the different conflict parties for informal discussions on development-related issues. This is to be seen as a confidence-building measure as well as part of a programme strategy that addresses the main root causes of the war, namely, poverty, social neglect and economic exclusion, and prepares for a rehabilitation and development process.

This activity is highly appreciated by the Government of the Sudan, by the other conflict parties and by all participants in the Inter-Governmental Authority for Development (IGAD) peace negotiations. There is a common understanding that development is considered a key instrument in support of the peace-building process and that concepts and preparations for reconstruction are necessary to give peace a chance.

In 1997, UNDP commissioned a comprehensive study on “Reconstruction and Development: Visions for Southern Sudan.” Based on a questionnaire submitted to key institutions representing the views of the different groups involved, this study provides an analysis of prevailing concepts for reconstruction and respective proposals for action. The study also includes the topics of resettlement and rehabilitation, demobilization of combatants and de-mining.

As can be seen from the above, UNDP and the World Bank have different but potentially reinforcing areas of comparative strength during post-conflict periods. People lose sight of this point at times during exchanges between representatives of the two institutions, with negative consequences for the pace of recovery in some post-conflict countries. The complementarity of the respective roles needs to be formally agreed on by the two organization heads during of the Brookings Institution’s ongoing dialogue, “From Relief to Development”. The comparative advantage of UNDP, as identified by the evaluation team, is very much a work in progress, one needing to be translated into policy, internalized and mainstreamed within the organization. It is not likely that this will be done unless headquarters responsibilities for post-conflict functions are reformulated, as discussed in the next section.

J. SHAPING THE UNDP RESPONSE

The TOR for this evaluation did not call for an assessment of the Emergency Response Division (ERD) of UNDP. However, given the importance of headquarters backstopping to country offices during post-conflict situations, the present report would be incomplete without some observations on ERD.

As the evaluation team found out during its field visits, the role of ERD is not clear to country offices – other than as the unit that allocates TRAC 1.1.3 funds and that offers technical advice in the field of de-mining. There are several reasons for the low profile. Post-conflict units are relatively new creations that “... remain fairly marginal within their respective organizations, have to negotiate terrain with regional and country desks, and possess small budgets and staffs.”⁶⁹ In addition, these units were created during periods of heated controversy about the continuum, gaps, mandate creep and other post-conflict issues, making it difficult to formulate clear statements about the organization’s and unit’s work. As a result, unit energies tended to be scattered across a wide swath of programme terrain, becoming diluted in the process.

One option for restructuring an emergency response unit could be to make it into an “intensive care unit” at headquarters, looking after countries in crisis. However, the evaluation team does not recommend this. ERD should not replace the regional bureaux in their central function of backstopping the country offices and programmes for countries in conflict or post-conflict situations. It should be noted that the Regional Bureau for Africa has made an effort to deal with these specific challenges by creating the Special Team on Africa Recovery (STAR).

In the evaluation team’s view, the time has come for ERD to be reshaped into a post-conflict, technical advisory unit with clear responsibilities going much beyond serving as a secretariat for the crisis committee. Unlike the situation in 1994 when ERD was established, consensus now exists within the international community on the roles various aid agencies should play in complex emergencies. In addition, the lines of the emerging comparative advantage of UNDP in post-conflict situations are discernible.

UNDP now needs a post-conflict unit that will concentrate on the following tasks:

- (a) provide timely technical backstopping for country offices in each of the speciality areas identified under the comparative advantage of UNDP;
- (b) extract from the organization’s experience in post-conflict countries lessons learned on how to relate more effectively to governments and aid partners during complex emergency situations;
- (c) issue specially tailored guidance on formulating, monitoring and evaluating post-conflict programmes; and,

⁶⁹ Forman, “Meeting Essential Needs...”, p. 6.

- (d) liaise with other post-conflict units, particularly that of the World Bank, to exchange insights, learn from their experiences, and stimulate headquarters-level coordination.

Two other tasks of overarching importance should be undertaken by ERD in conjunction with appropriate headquarters units – even before a decision is reached on the issue of reshaping the ERD office as suggested in the present report. The first is the drafting of an organizational policy statement on the role of UNDP in post-conflict countries. At least one year overdue, this statement is needed not only within the organization but also by all of the partners with whom UNDP interacts during the course of its work on post-conflict situations.

The second task is a mini-manual on “getting started”, which would guide UNDP staff through the preparatory steps that must be taken in launching a UNDP strategy in response to a new complex emergency. This manual should clearly explain the special support that headquarters would furnish (e.g., staff, funding, delegation of authority, technical advice, public relations, inter-agency cooperation), the configurations of aid partnerships in the field that should be sought, and the programme areas in which UNDP has demonstrated comparative strength.

For several reasons – such as lack of clarity about its mission, dual focus (disasters as well as complex emergencies), staff positions that have remained unfilled for months, technical capability in only one area (de-mining) – it appears that ERD may face difficulties in taking on all of the functions listed above.

UNDP should re-examine the role it intends ERD to perform. Failure to do so will keep the office in a holding pattern, which would be costly not only to country programmes but also to the reputation of UNDP in the eyes of its aid partners. While realizing that offering a concrete proposal regarding the ERD mandate and portfolio goes beyond its TOR, the evaluation team believes that it is its duty to point out the demanding nature of the task of managing the UNDP response to complex emergencies.

K. RECOMMENDATIONS

Policy

1. **UNDP should recognize post-conflict assistance as a major part of its mission and mandate.**

This type of work can no longer be considered as a sideline activity of the Programme. For years to come, UNDP and other aid agencies will be confronted by the challenges resulting from special emergency situations. The commitment of UNDP to facing these challenges should be clearly confirmed.

2. UNDP should formulate and distribute an overall policy statement on its role in post-conflict situations.

UNDP staff and the organization's partners require this statement. The statement should clearly outline the areas of comparative strength of UNDP in responding to complex emergencies and explain the special mechanisms and modalities that are put in place during post-conflict situations to facilitate UNDP interaction with governments and aid partners.

3. UNDP should draft a new section in its Operations Manual that compiles the special administrative, staffing and financial procedures to be applied during post-conflict periods.

This consolidated guidance will be needed by those who direct the organization's response in new complex emergency situations. While guidance material has been prepared, some of it is still in draft form, and all of it should become part of the standing instructions of the Programme.

4. UNDP headquarters should (a) redefine the role of ERD, turning it into a strong technical resource unit, and (b) clarify the field backstopping responsibilities of the regional bureaux and ERD.

The evaluation team noted some uncertainty about the role of ERD in the Programme, resulting in a technical resource gap that affects the quality of UNDP post-conflict programming – in the field, at headquarters, and in exchanges with aid partners.

5. UNDP needs to assign field staff early on in complex emergencies to assist its aid partners in infusing a development perspective into humanitarian assistance strategies and activities.

In most cases, this means that UNDP staff should begin collaborating with UNHCR and others on reintegration planning efforts (socio-economic profiling, etc.) in countries of asylum in tandem with efforts on behalf of IDPs.

6. UNDP should compile, from a representative number of country offices, insights gained in using different execution modalities, especially DEX and UNOPS execution.

The team found that technical backstopping requirements for DEX have been underestimated and that UNOPS performance in early post-conflict operations has been uneven. These findings suggest that a closer look may be needed into the choice of execution modality.

7. UNDP should reassess the use and the level of funds it has earmarked for special development situations.

Based on experience, the guidelines for the use of these funds should be revised. The current reserve of five per cent was arrived at somewhat arbitrarily in 1996. This figure should be reviewed in the light of the enlarged set of responsibilities that UNDP has assumed in post-conflict countries since 1996 and the number of complex emergencies anticipated in the future.

Programme

- 8. UNDP should concentrate its support to political, social and economic reintegration of war-affected populations on restoring social and human capital while contributing to political and economic stability.**

Examples include area-based economic and social recovery programmes, capacity-building of municipal and local administrative structures, technical assistance to election commissions, public safety and police reform.

- 9. UNDP can best address the reintegration needs of war-affected populations at the community level through area- or community-based approaches.**

These approaches may include targeted opportunities (training, credit, access to resources) for groups of IDPs, returnees or ex-combatants while supporting broader community development and participation.

- 10. UNDP should avoid programmes exclusively targeting a particular group, except in the case of ex-combatants when, for political reasons, they may be targeted for a limited period.**

UNDP is often approached to assist in developing and/or implementing demobilization and reintegration programmes. If UNDP is to remain active in this area, it must build the technical capacity to backstop the country offices.

- 11. When designing programmes in war-torn societies, UNDP, in partnership with UNIFEM, should assess the conditions and needs of women and female-headed households and ensure that priority support is given to improve their livelihoods and access to political and economic power.**

In most conflict and post-conflict situations, women head the majority of households and bear the brunt of the war. Despite this fact, the UNDP record has been weak in this regard and few of its programmes have given sufficient priority to the empowerment of women.

- 12. UNDP needs to ensure greater use of NGOs and UNVs during post-conflict situations.**

UNDP sponsors more frontline activities, such as reintegration schemes, during post-conflict situations than it does during normal development situations. It is here that the contribution of volunteers has proven to be the most critical. More use should be made of NGOs with in-country experience that have demonstrated competence in transiting from relief activities to rehabilitation work.

13. UNDP country offices should give higher priority to assessing intermediate outcomes during post-conflict operations.

Projects are rolled over with greater frequency during post-conflict periods. Too often, inadequate effort is made to capture lessons learned from the winding-down activities. As a result and in the absence of adequate institutional memory, project managers tend to view prevailing constraints as new and unique.

Coordination

14. UNDP country offices should develop special resource mobilization strategies for use during post-conflict periods.

UNDP resident representatives should draw on both in-house and project offices' skills in designing these strategies, which are aimed at moving the dialogue between the country office and local donor representatives beyond the public relations stage into substantive technical exchanges on the comparative strengths of UNDP in post-conflict situations.

15. UNDP, in collaboration with OCHA, should assess its experience with the centrally managed ECAP process from the standpoint of the ratio of returns to effort.

A number of bilateral donors, multilateral agencies and international financial institutions have created new functional units, budget lines and financing windows to mobilize flexible, rapidly disbursable funds for post-conflict recovery. Therefore, the focal point for post-conflict resource mobilization can and will be moved to the field. Under these circumstances, it may be less advantageous for UNDP to continue to rely on the ECAP process.

16. UNDP should formulate clear guidance for its headquarters and field staff on the supporting role that the Programme intends to play during post-conflict situations as the manager and source of funding for the resident coordinator system.

Many UNDP staff are unclear about the nature of the UNDP role in the resident coordinator system during post-conflict situations. As a result, the quality and quantity of UNDP support tend to be uneven.

- 17. UNDP headquarters should assist in establishing an assistance strategy within the United Nations system by (a) reviewing its experience in promoting this type of instrument during early post-conflict periods and (b) sharing whatever insights are gained within the United Nations.**

A collaboratively drawn assistance strategy is an urgent requirement, particularly during the first phase of post-conflict assistance. Unfortunately, the effort expended by the United Nations on the Afghanistan Strategic Framework exercise seems to have left little energy for promoting an adapted instrument as a United Nations requirement for all complex emergencies.

- 18. UNDP needs to meet the challenge of serving as the manager of technical-level joint programming units.**

These technical units can be the practical answer to critics who suggest that the United Nations response to complex emergencies has too often been seriously hampered by poor coordination. UNDP is uniquely positioned to guide these technical units during post-conflict periods.

- 19. UNDP and the World Bank need to agree at the policy level on the comparative strengths of their organizations in post-conflict situations. Following that, and prior to responding to particular complex emergencies, working-level managers from each headquarters need to agree on the appropriate division of labour in particular country settings.**

The UNDP and World Bank roles are complementary, as pointed out earlier in the present report. Occasionally, people have lost sight of this fact in the actual working relationship of the two organizations at both the headquarters and the field level. To minimize such occurrences, managers need to make sure that respective roles are clearly defined from the outset of operations.

Annex 1. Abbreviations and Acronyms

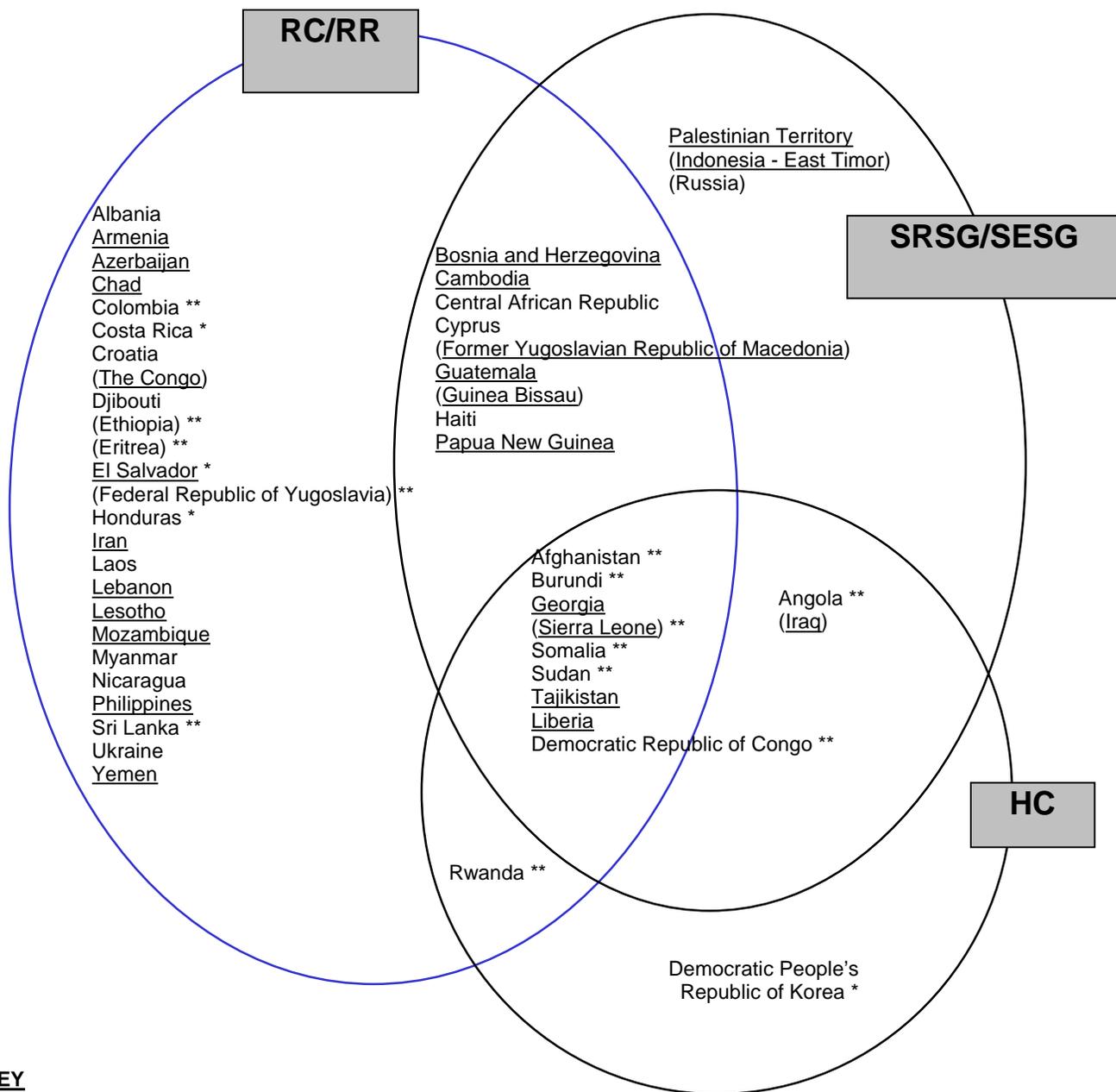
ADS	area-development scheme
ADB	African Development Bank
AFD	Agence française de développement
ALD	activities of limited duration
ARS	area rehabilitation scheme
CAP	Consolidated Inter-Agency Appeal
CARERE	Cambodia Resettlement and Reintegration Programme
CARERE2	Cambodia Area Rehabilitation and Regeneration Programme
CCA	Common Country Assessment
CCF	country cooperation framework
CIREFA	Central American Conference on Refugees and Displaced Persons
DAC	Development Assistance Committee
DEX	direct execution
ECAP	Expanded Consolidated Inter-agency Appeal
ECOSOC	Economic and Social Council
EPLF	Eritrean People's Liberation Front
ERC	Emergency Relief Co-ordinator
ERD	Emergency Response Division
EUE	Emergencies Unit for Ethiopia
GTZ	Gesellschaft für Technische Zusammenarbeit
Habitat	United Nations Centre for Human Settlements
HC	humanitarian coordinator
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDP	internally displaced person
IDRC	International Development Research Centre
IFRC	International Federation of the Red Cross
IGAD	Inter-Governmental Authority for Development
ILO	International Labour Organization
IOM	International Organization of Migration
JPU	Joint Programming Unit
MOU	memorandum of understanding

NEX	national execution
NGO	non-governmental organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development
OM	Operations Manager
PAC	Project Advisory Committee
PRAC	Programme Review and Allocation Committee
PRODERE	Programme for Displaced Persons, Refugees and Returnees
PROFERI	Programme for Refugee Reintegration and Rehabilitation of Resettlement Areas in Eritrea
QIP	Quick Impact Project
RC	resident coordinator
RESS	Rehabilitation and Social Sustainability Unit
RRC	Relief and Rehabilitation Commission
RSS	reintegration support scheme
SEILA	SEILA is not an acronym; it means “foundation stone” in Khmer.
SESG	Special Envoy of the Secretary-General
SHD	sustainable human development
SIDA	Swedish International Development Cooperation Agency
SPLM	Sudanese People’s Liberation Movement
SRP	Somalia Rehabilitation Programme
SRSG	Special Representative of the Secretary-General
STAR	Special Team on African Recovery
TOR	terms of reference
TRAC	Target for Resource Assignment from the Core
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNDPKO	United Nations Department of Peace-keeping Operations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United National Children’s Fund

UNMAS	United Nations Mine Action Service
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteers Programme
WFP	World Food Programme

Annex I

Coordination Authorities in Countries and Territories in Special Development Situations as of March 1999



KEY

** = at war

* = suffered major natural disaster

Name = post-conflict country

(Name) = not allocated any TRAC 1.1.3 funds Category I

Source: UNDP Emergency Response Division

Annex 3.

TERMS OF REFERENCE FOR A THEMATIC EVALUATION OF UNDP ACTIVITIES WITH REGARDS TO INTERNALLY DISPLACED POPULATIONS, REFUGEES AND EX-COMBATTANTS

1. Background and justification

In cooperation with UN agencies (UNHCR, ILO, UNICEF, WFP), the World Bank and bilateral donors, UNDP has been involved in a number of initiatives of reintegration of war-affected populations during peace negotiations and in post-conflict situations. UNDP's interventions have been in area rehabilitation to resettle uprooted populations in Central America (the Programa de Desarrollo para Desplazados, Refugiados y Repatriados-PRODERE), Cambodia (the Cambodia Reintegration and Resettlement Programme-CARERE), Sri Lanka (Rehabilitation Programme for the Jaffna District), Rwanda (Umbrella Project for Reintegration), Somalia, Afghanistan and Sudan. Another path of assistance has been reintegration in society of demobilized soldiers in Mozambique (Reintegration Support Scheme, Information, Referral and Counseling Services and Occupational Skills Development), Angola, Ethiopia and Rwanda.

Internal conflicts in these countries have forced important numbers of people to flee their areas or take arms, leaving behind their assets and sources of income. Apart from halting development in war-affected areas, these conflicts caused in many cases serious deterioration of the physical infrastructure, a sharp drop in the quality of public services and disruption of communities and societal governance. Where peace accords have been concluded, the populations have either returned in their areas of origin or resettled in new areas. In either case, they have required support to rehabilitate or reconstruct their private assets and public services and to restart or reactivate economic activities. UNDP's contribution has taken various forms including clearing arable lands from mines, recreating employment and other income generating opportunities and enhancing the capacity of governments and communities to plan, coordinate and implement resettlement and rehabilitation schemes.

Many of UNDP's initiatives have been assessed on an individual basis by UNDP funded technical reviews and evaluations or by externally funded missions evaluating cooperating donor programmes⁷⁰. However, UNDP has not yet carried out a

⁷⁰ A multi-agency mission led by the Fundacion Arias Para la Paz y el Progreso Humano and including OECD for instance evaluated PRODERE in December

comprehensive evaluation of its assistance in this field. As a result, it has not been able, on a corporate basis, to fully take stock of its experience in this field and build on lessons learned.

2. Purpose of the evaluation mission

The purpose of the evaluation is to analyze globally UNDP's involvement in reintegration operations to:

- ⇒ Highlight the lessons learned;
 - ⇒ Identify best practices and areas where UNDP has developed and is building comparative advantage;
- ⇒ Identify critical constraints which need to be addressed to improve the organizations' performance in this programming area;
- ⇒ Make recommendations that will help UNDP, and in particular the UNDP country office, to better articulate its policy and strategic approaches and target its future assistance in this area; and
- ⇒ Make recommendations for changes in procedures and systems that would assist country offices to better meet the challenges posed.

3. Scope of the evaluation

The evaluation mission will make a comprehensive analysis of the role that UNDP has been playing in the reintegration of war-affected populations (internally displaced and refugees) and demobilized soldiers to:

- Establish patterns of interventions that have been successful across situations and identify weak areas;
- Study the reasons behind major successes and failures;
- Highlight areas where UNDP's comparative advantage has been proven or is emerging;
- Draw major lessons learned and make recommendations to help UNDP improve its policies, institutional setting, approaches and instruments for addressing this field of assistance and Resident Representatives in post-conflict countries to improve targeting of the assistance their offices are called upon to provide and coordination with partners.

In particular, the evaluation will review the following:

The context of interventions

The mission will review the background of UNDP interventions in various country situations and determine whether response by UNDP has been proactive (resulting from UNDP's own analysis of events and persuasive dialogue with national partners) or reactive (event-driven or induced or forced by external agencies/donors or international public opinion). It will make a judgement on whether the circumstances that have shaped UNDP's assistance have had a bearing on the results that were achieved and make appropriate recommendations on how to best address this issue in the future.

Typology of interventions

The mission will review the evolution of UNDP's interventions in this area and attempt to show whether there is a correlation with the changes in UNDP's mandate in this area. It will establish whether there has been consistency in the way UNDP has responded across countries to similar situations and whether the lessons learned have been fed into later responses. It will advise whether models of interventions could and should be developed by UNDP for future use and how they should be used.

UNDP's capacity to respond

The evaluation mission will assess how timely and adequately UNDP has responded to requests of assistance for reintegration of war-affected populations. It will judge whether UNDP has been able to develop and have in place a system of quick response or whether successes have more been determined by the aura and managerial competence of some individuals than by established policies and well functioning corporate mechanisms. The mission will assess how UNDP has learnt lessons from past interventions and applied them in new situations and make a judgement on how well prepared UNDP staff is for these kinds of interventions and make recommendations of what should be done to improve responsiveness.

Institutions arrangements and coordination with other partners

In most cases, UNDP has been a partner of multi-agency efforts to reintegrate war-affected populations. The mission will pay special assistance to UNDP's relations with partner agencies and assess in particular the extent to which UNDP has been able to assert itself as a credible partner for these agencies. The evaluators will review the practical applications of different formal and informal agreements that UNDP has had with the UN/ERC, UNHCR, ILO, UNOPS, The World Bank, the European Union, SIDA and USAID and make a judgement on how well UNDP has been able to meet

its commitments. It will review how UNDP has, during formulation and implementation, coordinated with its partners, in particular the national stakeholders. The mission will also highlight constraints that UNDP has had to face and determine how they have affected its performance as a partner. The list of issues is not exhaustive. The evaluation mission is free to address other issues that it deems pertinent to explore to respond to the purpose of this evaluation. On the basis of its findings, it will make policy, strategic and operational recommendations for UNDP.

1. Methodology

The evaluation mission will carry out initially an extensive desk review programme and project documents, technical review and assessment reports and evaluations available at UNDP and UNOPS Headquarters. It will interview staff and stakeholders at Headquarters, in agencies represented in the UN Inter-Agency Steering Committee for Emergency and at the headquarters of donor agencies such as Italy, SIDA, USAID, the World Bank and the European Union. The mission will also undertake field visits in a selected number of countries in Africa, Asia and Latin America to make direct observations and discuss with stakeholders on the ground.

2. Selection of countries

It is proposed that the field visit be concentrated on countries in immediate post-crisis transition and on countries in reconstruction after a major civil strife. The following countries are suggested: Rwanda, Ethiopia and Mozambique in Africa, Sudan and Somalia in Arab States, El Salvador and Guatemala in Latin America, Cambodia and Sri Lanka in Asia and two CIS countries.

3. Composition of the evaluation team

It is anticipated that the evaluation team will consist of 5 to 6 members led by a team leader. Given the fact that diverse groups of countries are to be visited, team members will have to have command over a mix of languages including French and Spanish.

4. Timetable

The evaluation is tentatively scheduled to start in November 1998 and it is expected that the final report will be published by February 1999. The actual timetable and the itinerary of the mission will be worked out with the team leader.

5. Implementation arrangements

The Office of Evaluation will be responsible for organizing the evaluation and will assign one of its staff members to manage it. These Terms of Reference will be shared with the Emergency Response Division (ERD) and the Regional Bureaux and reviewed with the Associate Administrator prior to dissemination. ERD will act as a main resource for the evaluation team and make available to the team all the material it has available. It will facilitate meetings with agencies represented in the Executive Committee on Emergency. The Regional Bureaux will provide access to their documentation to the evaluation team and help facilitate the field visit by giving clear instructions to the country offices to be visited in their respective regions. Country offices to be visited will assist the Evaluation Office in practically organizing the field visit. They in particular will be responsible for making the required documentation available to the evaluation team and for organizing interviews with stakeholders (governments, donor representatives, UN agencies and NGO) and in-country visits.

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ABOUT UNDP

The United Nations Development Programme is the United Nations' largest source of grants for development cooperation. Its funding is from voluntary contributions of Member States of the United Nations and affiliated agencies. A network of 132 country offices and programmes in more than 170 countries and territories helps people to help themselves. In each of these countries, the UNDP Resident Representative normally also serves as the Resident Coordinator of operational activities for development of the United Nations system as a whole. This can include humanitarian as well as development assistance.

The main priority of UNDP is poverty eradication. Its work also focuses on the closely linked goals of environmental regeneration, the creation of sustainable livelihoods and the empowerment of women. Programmes for good governance and peace-building create a climate for progress in these areas. Country and regional programmes draw on the expertise of developing country nationals and non-governmental organizations, the specialized agencies of the United Nations system and research institutes. Seventy-five per cent of all UNDP-supported projects are implemented by local organizations.

Ninety per cent of the UNDP core programme is focused on 66 countries that are home to 90 per cent of the world's extremely poor. UNDP is a hands-on organization with 85 per cent of its staff in the countries that it supports.

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For more information:

Evaluation Office
United Nations Development Programme
One United Nations Plaza
New York, NY 10017
USA

Tel. (212) 906-5095

Fax (212) 906-6008

Web sites: <http://intra.undp.org/eo> or
<http://www.undp.org/eo>

