

FINAL REPORT ON
THE AFGHAN INTERIM
AUTHORITY FUND (AIAF)



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I am pleased to present the final report on the Afghan Interim Authority Fund, which was managed and implemented by UNDP under the overall leadership of Ambassador Lakhdar Brahimi, Special Representative of the Secretary General for Afghanistan. The report provides a full account of the outputs delivered and outcomes achieved, as well as an analysis of implementation constraints and success factors.

The signing of the Bonn Agreement in December 2001 called for an unprecedented response by the international community in support of the newly established Afghan Interim Authority. The AIAF provided immediate and flexible support and critically helped to bridge the gap between humanitarian aid and longer-term development assistance. It enabled the Afghan Interim Authority to assume office and exercise a firm leadership on the fostering of peace and reconstruction in Afghanistan.

On behalf of UNDP, I would like to express sincere gratitude for the generosity of a wide range of donors that supported the AIAF with rapid and flexible resources. They are: Aga Khan Foundation, Australia, Belgium, Canada, Denmark, European Commission, Finland, France, Germany, Ireland, Israel, Italy, Japan, Republic of Korea, Luxembourg, Netherlands, Norway, the Philippine Government Commission on Audit, Saudi Arabia, Spain, Sweden, Switzerland, Thailand (private contribution), Turkey, United Kingdom and the United States of America. Detailed information on their contributions is available in the financial annex.

The UNDP Country Office in Afghanistan provided strong support to the Fund and its Senior Advisor Raquel Ragragio, who did a splendid job overseeing the day-to-day implementation of AIAF activities. Her professionalism and dedication ensured the smooth implementation of a complex operation, and I would like to thank her personally for her extraordinary commitment.

The AIAF international project partners GTZ (German Technical Cooperation), UNOPS (United Nations Office for Project Services), and IAPSO (Inter-Agency Procurement Services Office) all implemented high quality services in a difficult and challenging environment. The strong leadership and guidance of UNAMA throughout the duration of the AIAF ensured its effectiveness.

Last but not least, I would like to thank the Afghan Interim Authority and the successor Transitional Administration for the excellent cooperation on the AIAF implementation. None of our work would have been possible without the leadership of the Interim Authority and the determination and commitment of the people of Afghanistan to rebuild their nation.



Julia Taft
Assistant Administrator and Director
Bureau for Crisis Prevention and Recovery

3 March 2003

I. BACKGROUND, ESTABLISHMENT AND IMPLEMENTATION OF THE AIAF

The Bonn Agreement, signed on 5 December 2001, made provisions for the establishment of an Afghan Interim Authority (AIA) charged to take office from 22 December 2001. While the newly created Interim Authority had international legitimacy and

recognition, it faced the great challenge to establish its offices in Afghanistan and to earn the trust of the Afghan people, including the loyalty of civil servants. Civil servants had not been paid for more than five months, nor had basic social services been available to citizens. But the Interim Authority did not have any domestic revenues of its own and relied on speedy budgetary assistance from the international community.

Following the Bonn Agreement, the Afghanistan Support Group met in Berlin, and donors called upon UNDP to set up a flexible mechanism for quick resource mobilization, immediate disbursement and initial institution building. The aim was to support the Interim Authority during its six months tenure prior to the holding of an Emergency Loya Jirga and prior too to the establishment of financing modalities for longer-term budget support and reconstruction efforts.

Under the overall leadership of the Special Representative of the Secretary General and within the framework of the UN integrated Assistance Mission for Afghanistan (UNAMA), UNDP established the Afghan Interim Authority Fund (AIAF) designed to be sufficiently flexible to cover all reasonable costs associated with

start-up and operational costs of the Interim Authority. Donors generously contributed US\$ 73.4 million to pay for the most pressing needs of re-establishing the civil service, including recruitment, salary payment, winterisation of government buildings, procurement of office equipment and vehicles for the new ministers, and other essential costs required to sustain the functions of the new Authority.

To enable the Interim Authority to lead the transition to peace and to prevent a relapse into violent conflict, a quick response was imperative. Despite the absence of financial infrastructure in Afghanistan, the lack of a functioning Civil Service Commission and even basic data for public payrolls (estimates on the total number of civil servants in the line varied from 10,000 to 230,000), a civil service payroll system was set up within the Ministry of Finance only one month after the signing of the Bonn Agreement.

From January to July 2002, salary payrolls were re-established for all 32 provinces of Afghanistan, salary payment control systems were installed in the Ministry of Finance, finance staff was trained, including in ICT-related skills, and emergency repairs were completed for 30 ministerial offices of the Afghan Interim Authority. The AIAF further supported the commissions created under the Bonn Agreement, including the Emergency Loya Jirga that endorsed the Transitional Administration led by President Hamid Karzai.

Under the overall leadership of the SRSG, and with a direct reporting line to the Deputy SRSG and UN Resident Coordinator/UNDP Resident Representative, a UNDP Senior Advisor was in charge of the day-to-day management of the AIAF. The UNDP Country Office was responsible for the direct execution of activities and for local coordination with UNAMA and representatives of the Interim Authority. In UNDP Headquarters in New York, over-all management of the Fund as well as backstopping and resource mobilization was facilitated by the Bureau for Crisis Prevention and Recovery under

UNAMA



President Hamid Karzai

UNDP



Ambassador Lakhdar Brahimi, SRSG for Afghanistan



the leadership of the Assistant Administrator and Bureau Director.

In accordance with the exit strategy devised for the AIAF prior to its establishment, the Fund ceased operations after the successful conclusion of the Loya Jirga and the installation of the Transitional Administration. Budgetary support for the Transitional Administration was taken over by the Afghanistan Reconstruction Trust Fund (ARTF) jointly prepared and managed by the World Bank, the Asian Development Bank, the Islamic Development Bank and UNDP, and administered by the World Bank.

The AIAF provided an operational backbone for the SRSG's support to the Afghan Interim Authority. It enabled the international community to respond to the urgent needs and

to disburse assistance without delay, while ensuring a reliable level of transparency and accountability. As a result, the Afghan Interim Authority increased its capacity to build stability, to provide essential services, to absorb and manage international assistance, and to plan for Afghanistan's longer-term reconstruction.

By far the most important outcome of the AIAF assistance was the success of the Interim Authority to gain legitimacy in the eyes of the Afghan people, to pave the way for the convention of an Emergency Loya Jirga, and to make undeniable progress in the difficult task of bringing peace to Afghanistan.

The reconstruction of Afghanistan remains a challenging task: a street in Kabul in February 2003

II. PROGRAMMATIC SCOPE AND OUTPUTS OF THE AIAF

In accordance with the Terms of Reference of the Afghan Interim Authority Fund, resources were contributed by donors to help finance:

- Administrative costs associated with the establishment of the Afghan Interim Authority, such as the payment of government salaries, acquisition of space, vehicles, office equipment and supplies;
- Essential repairs of administrative facilities and maintenance;
- Support to the implementation of special responsibilities outlined in the Bonn Agreement such as the establishment of a Civil Service Commission, a Judicial Commission, a Human Rights Commission, and support for the convening of the Emergency Loya Jirga;
- Teachers salaries to ensure the nation's schools reopen;
- Additional public service recurrent costs considered critical by the Afghan Interim Authority, such as the salaries of the civilian police.

This section of the AIAF Report describes how the mandate was implemented and what the Interim Authority achieved with AIAF support.

CLOSE UP ON FORMER DEPUTY FINANCE MINISTER SAMI WALI



Deputy Finance Minister Sami Wali, together with a Working Group of Afghan experts, initiated the repayment of civil servant salaries throughout the country in January 2002.

Said Wali: "When the Taliban controlled the finance sector, they did not follow the former laws and principles of the country, and many civil servants had not received payment of their salaries for many years."

With resources provided by the Afghan Interim Authority Fund, Wali worked closely with UNDP to administer the first payments that also included incentive allowances and transportation costs. Working from dawn to

dusk, Wali and his team began to identify persons to be paid, hours worked and attendance records. Many of these files were missing and the government sponsored an assessment team to go out to the provinces and prepare a payroll table on the basis of personnel files. As none of these files were computerized, this process was both lengthy and tedious.

On average, each person received AFS 1.4 million paid by funds from the Afghan Interim Authority Fund.

"UNDP played a critical role in this process as they assisted in airlifting (by helicopter) the delivery of civil servant payments to the provinces which was very risky due to security concerns."

In recent months, the Ministry of Finance has trained staff in payroll services and regulations. The Transitional Administration has since set up a monitoring and distribution process to follow-up with payments issued and has greatly advanced in organizing salary payments to the people who serve Afghanistan.

II.1. PAYMENT OF CIVIL SERVANT SALARIES

Prior to the implementation of the AIAF support, a number of complex questions required immediate response. These included: “Who should be paid?”, “How much should they be paid?”, “In which currency should they be paid?”, and “How can salaries be paid?”. UNDP received guidance on all of these questions from the SRSG’s office, which took the lead in defining workable and adequate solutions with the Afghan Authorities.

With regards to the first question: “Who should be paid?”, it was decided that UNDP would authorize salary payments against certified payrolls presented by the Interim Authority. The public payroll covered all ministries in Kabul and other government offices, including the executive and its advisors, the commissions set up under the Bonn Agreement, regional government offices, educational institutions and the police force in Kabul.

ESTABLISHMENT OF THE AIAF PAYROLL SYSTEM

In order to determine how salaries should be paid, the Office of the SRSG and UNDP brought together a Working Group of Afghan experts, which was convened under the chairmanship of the Ministry of Finance. This Expert Working Group assumed a lead role in the payment of civil service salaries, starting with the compilation of lists of employees for all government institutions to reviewing payrolls submitted by the ministries and regional authorities. An important goal of its work was to update payrolls for returning civil

servants that had been dismissed during the Taliban era, including former women employees.

The Expert Working Group (or Inter-Ministerial Review Commission) received detailed payroll information on a monthly basis from the ministries and government offices in Kabul as well as from provincial authorities.

Samples of payment request and manually produced summary payroll for 87 teachers in three schools

**Ministry of Finance
of the Interim Administration of Afghanistan**

PAYMENT REQUEST NO. 269
Date: 4.2.2002

To: Mr. Raqul Razaq
UNDP

From: Mr. Abdul Samad Wali
Financial Advisor

Subject: Request for Approval to Pay

On behalf of the Minister of Finance, I kindly request approval to issue cheque payable by The Afghanistan Bank to cover payment of salaries for the month of 2 of the civil servants indicated in the attached payroll.

I hereby certify that the attached payroll have been examined and verified by the internal auditors of the respective Ministry, authorized by the Minister and verified by the Inter-Ministerial Committee on salaries.

Ministry: Education Schools: _____
Department or Section: _____ 3

Total No. of Staff to be paid: 87

Total Amounts Payable in Afghani:

Salaries:	_____
Profession Incentives:	_____
Food Allowance:	_____
Transport:	_____
Grants:	273413/7
Less: 1% Provision:	273413/7
Net Amount:	2460724/7

Approved by UNDP: _____
Raqul V. Razaq

UNDP

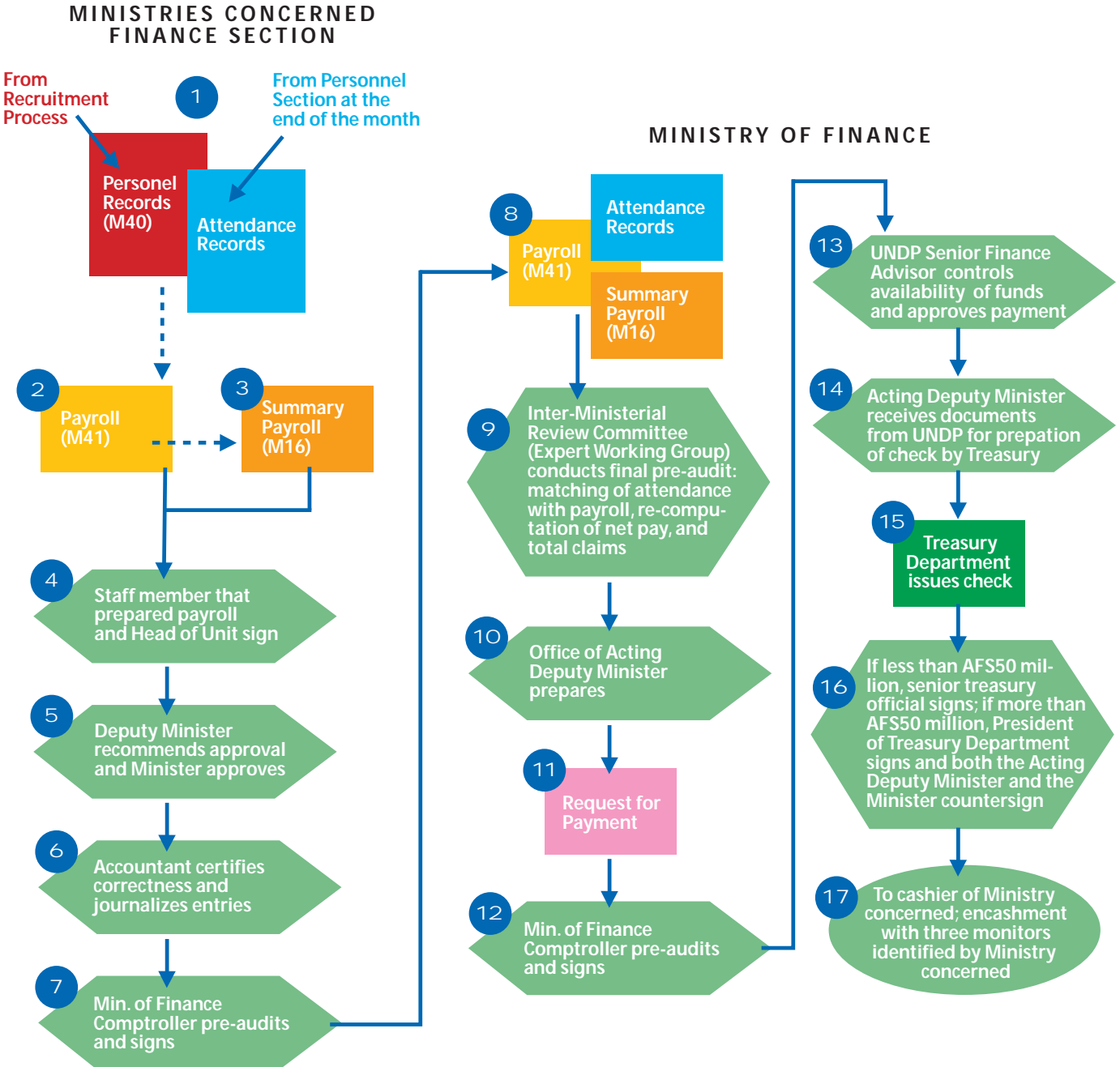


Female civil servants

AIAF IMPLEMENTED PAYROLL SYSTEM – NARRATIVE PROCEDURES

Activity Number	Unit Concerned	Procedures Involved
1	Finance Section of the Ministry concerned	Receives the Attendance Sheets from the Personnel Section at the end of each month.
2	Same	Prepares the Payroll (M41) based on the Personnel Records (M40) on file and the attendance sheets. The payroll contains the following information name, father's name, grade, job title, grade salary, position salary, food allowance, professional incentive total gross pay, less 3% pension fund contribution, net pay.
3	Same	Based on the M41 prepared, summarizes the entries contained in the payroll and prepares the M16 in two copies.
4	Finance Unit and Unit Concerned	The staff member responsible for the preparation of the payroll and the Head of the Unit sign the payroll.
5	Offices of the Deputy Minister and the Minister	The Deputy Minister recommends approval and the Minister approves the payroll.
6	Accountant	Certifies correctness of the amounts claimed and journalizes the entries.
7	Comptroller, Ministry of Finance	Pre-audits the payroll and signs on the payroll (with red-inked pen).
8	Ministry of Finance, Finance Section	Receives from the Ministries concerned the payroll (M41) and the attendance sheets with the covering M16 and forwards the documents to the Experts Working Group.
9	Experts Working Group	Conducts final pre-audit by matching attendance sheets with the payroll, re-computes net pay and ensures that individual claimants are granted proper entitlements as far as food allowances, professional incentives and pensions are concerned. This Review Committee or Experts Working Group was convened by the UNDP and is composed of representatives from various ministries (inter-ministries).
10	Office of Acting Deputy Minister of Finance	Upon receipt of pre-audited payrolls from the Experts Working Group, prepares the request for payment.
11	Acting Deputy Minister of Finance	Signs to authorize the Request for Payment.
12	Same	Recommends payment and forwards the documents to the UNDP Senior Finance Advisor.
13	Senior Finance Advisor, UNDP	Makes final verification to ensure validity and funds availability and approves request for payment.
14	Same	Forwards documents back to the Acting Deputy for Finance.
15	Treasury Department	Prepares the check upon instruction of the Acting Deputy for Finance.
16	Treasury Department	Signing authorities: If less than AFS 50 million, Senior Treasury Official signs, if more than AFS 50 million Afghani, President of Treasury Department signs. Both the Acting Deputy Minister and the Minister countersign checks.
17	Cashier of Ministry concerned	Checks are in the name of the Cashier of the Ministry concerned. When the payroll check is en-cashed, the Cashier is accompanied by three monitors identified by the Ministry concerned. The authenticity of his signature is also ensured by the Central Bank.

AIAF IMPLEMENTED PAYROLL SYSTEM – FLOW CHART





The Commission then passed a certified summary of this information on to the UNDP Country Office, which verified the adequacy of information, the compliance with certification procedures and the availability of funding. After UNDP issued the authorization to effect requested salary payments, the Treasury Department of the Finance Ministry issued checks for the disbursement of salaries. Funds for this purpose were deposited by UNDP into the bank account of the Interim Authority. Replenishment installments were paid based on expenditure reports prepared by the Interim Authority, and verified by UNDP by means of comparison with the payment authorizations issued.

In many cases, errors in ministerial and provincial payrolls or late submissions of payment requests necessitated retroactive adjustment of the payroll summaries prepared by UNDP.

The following table provides an overview of salary payments per months. The details are available with UNDP.

Salary Period	Number of Civil Servants Paid
22 December 2001 – 21 January 2002	175,132
22 January 2002 – 21 February 2002	203,899
22 February – 21 March 2002	204,337
22 March 2002 – 21 April 2002	228,275
22 April 2002 – 21 May 2002	247,062
22 May 2002 – 21 June 2002	251,431

ICT TRAINING FOR THE AUTOMATION OF PAYROLLS

In order to improve the capacity for payroll submissions, the staff of the Ministry of Finance provided training on the preparation of payrolls for all ministries in Kabul and departments in the regions.

The Ministry of Finance also launched an ICT training programme in order to strengthen the payment system through the automation of payrolls. 30 civil servants involved in the payroll preparation benefited from computer training funded with AIAF resources. Due to high demand for participation and in order to ensure continuity, this training programme was continued after the closure of the AIAF. By December 2002, 120 civil servants absolved the training programme.

SALARY LEVELS

In initial discussions between UNAMA and the Afghan Interim Authority on the implementation of the AIAF salary support, it was agreed that the average amount of financial assistance required per employee would approximately be US\$ 30 per month. However, actual salary levels were set in local currency and an existing salary scale was used to determine payment for the different grades and degrees of civil servants.

The net salary was calculated by adding the salary grade salary, to the position salary, food allowance and professional incentive total gross pay, and by subtracting 3% as the pension fund contribution. The food allowance was 95% of the aggregate salary, which meant that the difference in pay remained minimal.

The aggregate salary level still left government officials close to or even below the poverty line. In order to alleviate this problem, UNAMA asked the World Food Programme (WFP) to revive the traditional coupon system which entitled government officials to a package of basic food items such as wheat flour, sugar and cooking oil.

In May 2002, the Chairman of the Interim Authority signed a decree authorizing the increase in the food allowance component of the civil service salaries from AFS 40,000 (US\$ 1.05) to AFS 60,000 (US\$ 1.59) per day. This decision increased the need for AIAF salary support by approximately US\$ 8 million. UNDP approved the request of the Ministry of Finance to fund the food allowance increase from AIAF resources, effective May 5, 2002. In month 5 of the AIAF salary support (22 April to 21 May) the increase amounted to AFS 240,000 (US\$ 7) per employee, in month 6 (22 May to 21 June) it amounted to AFS 340,000 (US\$ 10).



Salaries financed from the AIAF were paid in local currency

SALARY SCALE FOR GOVERNMENT EMPLOYEES

S/N	Grade	Steps	
1	Higher Grade	210,000	
2	High Grade	170,000	No Step 128,000
3	Grade 1	130,000	Step 1 113,000
4	Grade 2	110,000	Step 2 102,000
5	Grade 3	95,000	Step 3 93,000
6	Grade 4	78,000	Step 4 76,000
7	Grade 5	70,000	Step 5 68,000
8	Grade 6	62,000	Step 6 60,000
9	Grade 7	57,000	Step 7 55,000
10	Grade 8	51,000	Step 8 49,000
11	Grade 9	46,000	Step 9 43,000
12	Grade 10	40,000	Step 10 38,000

Consultant without grade: AFS 130,000 * 3.5 = AFS 455,000

Food Allowance: AFS 40,000

Food Allowance: AFS 40,000 per day for 30 days (effective 5 May 2002, AFS 60,000 per day for 5 days a week, AFS 40,000 per day)

Transportation for Directors: AFS 7,000 per day

Transportation for Civil Servant Employees: AFS 5,000 per day



School in Shomali Plains

INTEGRATION OF PROVINCIAL CIVIL SERVANTS INTO NATIONWIDE PAYMENT SYSTEM

The task of paying provincial government officials presented additional challenges. In February 2002, provincial representatives petitioned for the transfer of AFS 44 billion (more than US\$ 1 million) without presenting payrolls to justify their request. For the sake of accountability, this request was not approved, and the payment of provincial civil servants was delayed. In response, the Ministry of Finance created teams with the task to provide assistance to local officials for the preparation of provincial payrolls. The deployment of these teams was constrained by enormous logistical difficulties arising from the geographical distances from Kabul and poor transportation facilities. The Deputy SRSG supported the endeavor by ensuring appropriate transportation arrangements for the teams. Once the provincial payrolls were submitted, their payment was given priority in order to quickly rectify a potentially destabilizing situation. To ensure equal treatment of all civil servants, UNDP also authorized retroactive payment.

PAYMENT OF TEACHERS' SALARIES IN SUPPORT OF THE BACK TO SCHOOL PROGRAMME

The enormous logistical difficulties experienced in the payment of provincial payrolls, were also a serious obstacle for the payment of teachers' salaries. At the end of April, no hard data was available on the location of schools and the exact number of teachers hired during the Back to School Campaign March.

A task force comprising the Ministers of Education and Finance, UNICEF and UNDP was created. Twelve staff members of the Ministry of Education were mobilized to visit the regions of Afghanistan to collect names and locations of teachers. Subsequently, separate payrolls were prepared for the payment of teachers' salaries. To facilitate payments, the Minister of Finance authorized its provincial representatives to distribute the salaries through district officials of the Ministry of Education who in turn disbursed the salaries directly to the teachers.

ENHANCEMENT OF SECURITY
THROUGH THE PAYMENT OF
SALARIES FOR CIVILIAN POLICE

One core task confronting the Interim Authority was to re-establish a secure environment in which the Afghan people could live safely. Improved security was recognized as an essential prerequisite for reconstruction, economic development, private investment and aid effectiveness. Accordingly, it became a very high priority during the first months of the Interim Authority's tenure. In April, the Interim Authority outlined this task in its National Development Framework:

“Rule of law and good governance depend on security. The Afghan state must have a legitimate monopoly of violence, a corollary of which is that its citizens will not need to pay for the cost of protection as individuals. Freedom of movement, for commodities and ideas, is constrained by perceptions of security [...]. Our developmental efforts depend on the provision of security, as without the perception and reality of security of person and property, people will not feel safe to invest.”



Traffic policeman on a junction in Kabul

The AIAF helped to support law enforcement through the payment of police salaries. The AIAF support to the Afghan police was implemented in close coordination with UNAMA and the Ministry of Interior. Funding was restricted to support the civilian police in Kabul. The support enabled the Minister of

Interior to take command and start building an Afghan owned security structure that complemented ISAF's law enforcement in Kabul. The payment of police salaries also supported capacity building and training programmes launched by the Government of Germany, the lead partner country for police issues.

ENSURING THE PAYMENT OF POLICE SALARIES BEYOND THE AIAF TIMEFRAME

The payment of police salaries received much attention during the consultations on the establishment of the Afghanistan Reconstruction Trust Fund (ARTF), which was to take over

Islamic Development Bank and UNDP, while the fiduciary responsibility for the ARTF was entrusted to the World Bank. The policy and mandate of the World Bank prevented it from supporting the reconstruction of the Afghan police through salary payments financed from ARTF administered resources. Building on the experiences from UNDP's payment of police salaries through the AIAF, it was decided that salary support and capacity building for the Afghan police would be financed through UNDP. Funds allocated from the ARTF for police activities would be passed through directly to UNDP, who would administer and manage them. For this purpose, UNDP created the Law and Order Trust Fund for Afghanistan (LOTFA). Due to initial operational restrictions, the ARTF could not transfer police related ARTF funds to LOTFA on time for the July 2002 salaries. To ensure a seamless transition, it was agreed that UNDP would make the necessary resources available from the AIAF as an interim measure. While all other civil salaries were funded from ARTF resources as of July 2002, the AIAF financed police salaries for one additional month.



Policeman in Kabul

the budgetary support to the Afghan Authorities after the closure of the AIAF in June 2002. The ARTF was to be jointly managed by the World Bank, the Asian Development Bank,

II.II. IMPLEMENTATION OF THE BONN AGREEMENT

The Bonn Agreement called for the establishment of a number of national commissions, such as a Civil Service Commission, a Judicial Commission, a Human Rights Commission, a Constitutional Commission and an Emergency Loya Jirga Commission. None of these commissions had been established when the AIAF assumed operations. Nevertheless, support to the national commissions became an important component of the AIAF activities.

CIVIL SERVICE COMMISSION

A working group of Afghan public administration experts was convened by UNAMA and UNDP in early 2002 to play a key role in the creation of the Civil Service Commission. AIAF resources funded the rehabilitation of the commission facilities as well as furnishings and equipment. In collaboration with the World Bank, UNDP supported the review of established policies and recommended reforms based on the Bonn Agreement and the 1964 Constitution and conducted a group of seminars in May involving Afghan public administration stakeholders. AIAF resources also paid an inter-

national public administration reform expert to conduct an in-country study to identify options and issues for public administration reform. Based on these reviews and consultations, the working group of Afghan public administration experts formulated a set of recommendations, which aimed at aligning civil service policy with actual working conditions in the foreseeable future. These recommendations were submitted to the Chairman of the Interim Authority and resulted in a cabinet decree on the establishment of the Civil Service Commission.



Second from left: UNDP Senior Financial Advisor Raquel Rraggio, responsible for the implementation of the AIAF, with colleagues at the Emergency Loya Jirga

Below: Chairman of the Interim Authority Hamid Karzai addresses the Emergency Loya Jirga



Loya Jirga Tent



GTZ

HUMAN RIGHTS COMMISSION

The Human Rights Commission was supported with seed funding from AIAF resources. This funding was used to rehabilitate the office of the Human Rights Commission and to pay the rent for the Commission's office building. At the request of the Commission, UNDP also purchased necessary equipment for daily operations, paid salaries for commissioners and staff, and provided support for the development of the Commission's work programme. Prior to establishment of the Commission, UNDP also participated in four working groups, convened by UNAMA and the Office of the High Commissioner for Human Rights (OHCHR). The working groups drafted programme proposals to introduce and expand human rights policy, human rights education, transitional justice, human

rights for women and monitoring and investigation of human rights. The outcome of the working groups helped to guide the Human Rights Commission in the development of its activities.

JUDICIAL COMMISSION

In cooperation with the office of the SRSG, UNDP's Bureau for Crisis Prevention and Recovery sent its legal reform expert to help with the identification of Afghan legal experts (including in the diaspora), and the mapping out of mechanisms for UN support to the judicial reform process. By the time the Judicial Commission was established in June, the lead country partner on justice, the Government of Italy, had reached an agreement with UNDP and UNAMA to provide sustainable support for the newly established Commission.

Official inauguration of the Judicial Commission



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COMMISSION FOR THE CONVENING OF AN EMERGENCY LOYA JIRGA

A major component of the AIAF activities was the support provided for the establishment of the Loya Jirga Commission in February, as well as for the preparation and convening of the Emergency Loya Jirga in June, which was fully funded from AIAF resources. Upon the request of the SRSG and the Loya Jirga Commission, UNDP's Bureau for Crisis Prevention and Recovery commissioned GTZ (German Technical Cooperation) to provide the basic rehabilitation of the Kabul Polytechnic premise and the construction of temporary buildings, as well as for logistics and conference management for the Loya Jirga convention.

Facilities on the premises included a central conference area, an entrance and accreditation area, recreational areas, dormitories, a mosque, staff and technical facilities, as well as aid and sanitary facilities.

More than 3,300 persons daily stayed on the premises of the Kabul Polytechnic in the course of the Emergency Loya Jirga. The rehabilitation works were implemented under severe time constraints and uncertain security conditions. As only one example for the high degree of flexibility and management capacity required,



Accreditation of delegates for the Loya Jirga

it should be noted that the site facilities were designed for a planned number of 2,200 persons. When it became clear that the actual number would be considerably higher, the Loya Jirga site had to be redesigned within 36 hours, resulting in major changes in terms of logistics, sanitation, catering and security. Security outside and inside of the conference site was ensured by the Afghan Interim Authority in cooperation with the International Security Assistance Force (ISAF).

After the successful conclusion of the Loya Jirga, all material was handed over to local partners. Some materials were handed over directly to the President of the Kabul Polytechnic. Others, including the Loya Jirga tent, were handed over to the Head of the Office of the President of the Transitional Administration of Afghanistan. At present, it is the only large conference or trade fair facility in the whole of Kabul.



Floorplan of the Loya Jirga's main conference area

EQUIPPING THE LOYA JIRGA COMMISSION

The UNDP Country Office and IAPSO (Inter-Agency Procurement Services Office) undertook all international procurement required by the Loya Jirga Commission. One staff member from IAPSO's Copenhagen office was detailed to Kabul to manage this process.

Due to the weak inventory capacity of the newly established Loya Jirga Commission, accountability issues had to be anticipated, and a public auditor seconded to UNDP by the Philippine Government Commission on Audit was assigned to work with the Loya Jirga Commission. The auditor's main responsibility was to help strengthen the inventory capacity of the Commission, and to ensure accountability for the disbursements of AIAF resources allocated to the Loya Jirga Commission.

Equipment returned to UNDP at the end of the Loya Jirga was handed over to government

partners on the basis of specific requests. Examples include the hand-over of computer equipment to ministries whose staff participated in the AIAF computer training on automation of payrolls. Through this effort, 11 ministries received urgently required ICT equipment. The support was extended to the Constitutional Drafting Commission, which received 15 laptops, 2 photocopiers, 5 printers and 1 camera.

At the suggestion of the Deputy SRSG, UNDP also transferred ownership of 15 hand-held loud speakers and 15 cassette players to the Central Bank, who used this equipment in six regions outside of Kabul during its promotional campaign on the introduction of the country's new currency.

PERSONAL COMMITMENT CAN MAKE A DIFFERENCE



Procurement Officer Jenny Nielson and her colleague Shahpure Barekzai

Working in Afghanistan shortly after the signing of the Bonn Agreement was not always easy, and the successful implementation of the AIAF was only possible thanks to the personal commitment of people like Jenny Nielson. She was in charge of the international procurement for the Loya Jirga funded from the AIAF. During her work, she often experienced hazardous conditions. Jenny was once held at gunpoint as she was transporting communications equipment, computers, radios and generators from Kabul airport. But she didn't surrender the equipment. "The equipment was purchased for the Loya Jirga, and it was my job to ensure its safe arrival."

The goods arrived by airplanes from areas ranging from Dubai to Denmark. "Rules are changing every day, and customs at Kabul Airport can be difficult. In those months there was barely a functioning system in place. One had to borrow a fork-lift to carry the goods and often times when equipment arrived late in the day, there was a threat of shipments being impounded," said Jenny.

Nevertheless, relations with Afghan officials maintained on a cooperative level and customs authorities attempted to expedite logistics and paperwork in a timely manner. "Without the support of my Afghan colleagues, this operation would have been impossible."

UNOPS



Two passengers transported during the Loya Jirga Airlift

LOYA JIRGA AIRLIFT

In coordination with UNAMA and the Loya Jirga Commission, UNDP subcontracted UNOPS (United Nations Office for Project Services) for providing air transport services for Loya Jirga related activities in the regions, including all travels by the Loya Jirga Commission and delegates related to the initial round of elections in the regions and transportation of regional delegates to Kabul.

With the assistance of UNAMA Loya Jirga staff, suitable premises were identified for an Air Operations Center in Kabul. Throughout the period of operations, the Center was manned by a staff of four. An Air Service Operations Manager was responsible for the overall management and success of the operation. An Air Liaison Officer was assigned to the Operations Center by the Loya Jirga Commission to ensure close coordination between the Center and the Commission. Two more staff assigned by the Loya Jirga Commission fulfilled the tasks of planning and movement control. One week prior to the Loya Jirga Airlift, the team was joined by a radio operator. Regional bases were set up in Herat, Kandahar, and Mazar, covering the 390 districts in Afghanistan.

The Loya Jirga Airlift started on June 6 and over a three day period flew a total of 55 missions and carried 1182 passengers to Kabul, utilizing a



UNOPS

Aircraft used during the Loya Jirga Airlift

fleet of 1 An-72, 1 An-24, 2 Be200 and 6 Mi-8 aircraft. The total number of transported passengers in the months of May and June amounts to 3552. During the three days prior to the Loya Jirga alone, 55 missions were flown, and the passengers were transported over distances of up to 450 kilometers. This already extremely challenging task had to be coordinated in a military controlled airspace.

To make full use of the total flight time agreed upon in the contract, the operation also supported a limited number of humanitarian missions such as the transporting of a de-mining team to Kandahar for onward routing to Spin Boldak to assist in explosive ordinance disposal following a weapons dump explosion in which several people were killed. The final mission of the Loya Jirga Airlift was flown on Sunday June 30, 2002.

Employees Mansur, Nafasar,
Nabila, and Soheila

FEMALE EMPLOYEES AT THE MINISTRY OF WOMEN'S AFFAIRS



UNDP

Many Afghan women have returned to work in the ministries of the Afghan Interim Authority. Women like Mansur, Nafasar, Nabila, and Soheila all currently work for the Ministry of Women's Affairs, established to improve and safeguard women's rights in Afghanistan. Having all spent years abroad as exiles and refugees in Pakistan and Iran, they have returned to Afghanistan to reclaim the lives they once shared in peace with family and neighbours. The women work as managers for the ministry, some on policy and

planning, whilst others on overseeing the construction of the building facilities. Each one has a role to play which fulfills their desire to one day have a well-established centre.

The Ministry of Women's Affairs symbolizes the importance of the restoration of peace, democracy, and women's rights. It provides Afghanistan's women with a political voice, and access to resources and security.

On 30 January 2002, Afghan women witnessed the signing of the 'Declaration of the Essential Rights of Afghan Women' by Chairman of the Afghanistan Interim Authority, Hamid Karzai. This declaration affirmed women's rights to personal safety, physical and mental health, education and equal protection. Women have gone back to work and schools have reopened for girls and women across the country. One half of the students who registered for classes at Kabul University in March 2002 were women.

SUPPORT TO THE MINISTRY OF WOMEN'S AFFAIRS

The Bonn Agreement called for the empowerment of Afghan women and their representation in the Interim Authority, as well as for their participation in the Afghan peace and nation-building efforts. Funding from the AIAF supported the newly established Ministry of Women's Affairs in launching a large-scale rehabilitation programme for the premises it had been assigned. With Afghanistan's commitment to increase gender awareness and to strengthen the role of women in all aspects of the country's development, it was essential to ensure that the Ministry had adequate and functional office facilities. In addition to the office start up kit and salary payments provided to each ministry with funding from the AIAF, UNDP ensured that special attention be paid to the needs of the Women's Ministry. AIAF funds paid for the installation of a satellite connection to the internet, and UNDP organized a special IT training course exclusively targeting the female employees at the Ministry. A special effort was also

launched to support the payroll preparation by the Ministry of Women's Affairs. Since this Ministry was newly created, it first had to establish specific posts before payrolls could be compiled, which initially caused payment delays.

Within the framework of the AIAF resource mobilization efforts, the Government of Belgium decided to provide a special grant for the Ministry of Women's Affairs. UNDP sent a group of international experts to support the Ministry in defining its organizational chart and explore support for caucus and advance networking among the 160 women designated to participate in the Emergency Loya Jirga. In cooperation with the Ministry of Women's Affairs, UNDP provided logistical support to the women groups that participated in the Loya Jirga. In close cooperation with UNIFEM, a full-fledged capacity-building project was developed to provide a comprehensive training programme in management and leadership skills, advocacy, programme development, as well as ICT, finance and administration capacity.

II.III. REHABILITATION OF ESSENTIAL GOVERNMENT FACILITIES

As an immediate measure to provide the Interim Authority with essential office equipment, and prior to the receipt of donor contributions to the AIAF, UNDP advanced funds to purchase office start-up kits, personal computers, satellite phones and a number of miscellaneous office items, which were handed over to the ministries of the Interim Authority on December 26, only 4 days after it officially assumed office.

EMERGENCY REPAIRS

The Interim Administration, operational since December 22, worked in dilapidated and damaged buildings and lacked resources to rehabilitate them. During the two decades prior to the Bonn Agreement, almost all government buildings in Kabul and surrounding districts were destroyed completely or damaged partially. This situation created an adverse working environment in which the Afghan civil servants were not able to work normally. In addition, the cold weather of the winter season hampered productive operation of the government departments. UNDP jointly with the Ministry of Public Works conducted an assessment survey in early January 2002 and identified 30 buildings which required most urgent attention. The emergency rehabilitation work was implemented jointly with the Ministry of Public Works, and the repairs included:

- Repairs to roofs and walls to prevent leakage
- Installation or repair of windows
- Installation or repair of doors
- Installation of door locks
- Installation or repair of sanitation facilities

Within only one month, 30 ministry buildings were rehabilitated, and work was completed on February 19. As an immediate result, the rehabilitation work encouraged the civil servants to report to work. The Interim Authority gained reputation for making the ministries functional, and the capacity of the local partner, the Ministry of Public Works, was promoted in project planning, monitoring, implementation and evaluation.



Receipt of Equipment for Start-up Kit delivered to the Ministry of Finance



6172



6172

Delegates Dining Room rehabilitated for the Emergency Loya Jirga, before and after

*UNDP Winterized
Ministerial Building*



UNDP



UNDP

*Rehabilitated Barracks for
Presidential Palace Guards*

REHABILITATION OF THE PRIME MINISTER'S OFFICE
AIAF resources also financed the rehabilitation of the Prime Minister's Office and two barracks of the Presidential Palace Guards. Rehabilitation work for the Prime Minister's Office began on 6 March, and covered the roof and buildings structure, the palace grounds and the electrical and plumbing system. The offices for the Afghan Assistance Coordination Authority (AACAA) were set up in the Prime Minister's Office, and on the 4th of April 2002, the Afghan Assistance Coordination Authority moved in. The building was also used to host the Implementation Group meeting in April, 2002. For the Implementation Group meeting, the Afghan Interim Authority convened Afghanistan's international partners for in-county discussions on Afghanistan's reconstruction. The rehabilitation of the Prime Minister's Office contributed in a timely fashion to make this high-level meeting possible.

The two barracks of the Presidential Palace Guards were rehabilitated for the use by over

700 guards, enabling them to provide the security services required. The barracks were rehabilitated in cooperation with ISAF (International Security Assistance Force), providing adequate sleeping and cooking facilities for the Presidential Palace Guards.

RESTORATION OF CUSTOMS FACILITIES AT KABUL AIRPORT

At the request of the Afghan Authorities, UNDP allocated US\$ 1 million from the AIAF for urgent rehabilitation works at Kabul Airport's customs facilities. Customs Authorities requested this assistance to reconstruct functioning import and export freight facilities as well as warehouse capacities sufficient to meet the increased demand. The Customs Authorities play a considerable role for Afghanistan's economic development, and the establishment of essential clearance capacity is expected to facilitate trade and increase domestic revenue collection.

III. CONSTRAINTS ENCOUNTERED IN THE IMPLEMENTATION OF ACTIVITIES

The most immediate risk associated with the AIAF activities related to the prevailing security situation and the political challenges linked to the implementation of the Bonn Agreement. In addition, a number of operational constraints were encountered during implementation. The most significant constraints encountered relate to the payment of salaries:

- Due to the lack of financial infrastructure in January and February, UNDP made extraordinary interim arrangements for the physical transfer of cash to Kabul.
 - The lack of a functioning government at the start of the activities required the creation of a payroll process and the integration of a temporary unit within the Finance Ministry to facilitate the salary payments;
 - The lack of a functioning Civil Service Commission and inadequate personnel files in ministries and state institutions did not allow for proper verification of civil service staff salary entitlements. UNAMA and UNDP convened an Expert Working Group and Inter-Ministerial Review Commission to ensure transparent and accountable verification of payrolls;
 - The lack of automation skills among the civil service staff resulted in a very cumbersome manual processing of payroll preparation and payment. AIAF resources financed ICT training courses to build capacity for the automation of payrolls;
 - The geographical distances of the provinces from the central government resulted in considerable delays in submission of payrolls for processing;
 - Poor country infrastructure increased the cost of procurement from resources of the AIAF;
- A weak banking system could not always ensure availability of cash to cover salary payments to civil servants in the provinces;
 - Poorly established government oversight processes on the issuance of currency and on the determination of the exchange rate hampered cost-analysis and planning;
 - A cash economy increased the security risks for salary payments outside of Kabul and hampered the verification process.



All of the above led to concern among a number of AIAF donors. The disbursement of Euro 20 million from the European Commission was made subject to the introduction of effective monetary controls by the Afghan Authority. UNDP consulted closely with the International Monetary Fund (IMF) to ensure that the concerns be addressed and disbursement under the AIAF not be stalled. Thanks to the collaboration between the IMF and the DA Afghanistan Bank, donors were reassured that progress toward macroeconomic stability was being made.

IV. SUCCESS FACTORS

The signing of the Bonn Peace Agreement, the international recognition of the Interim Authority, the commitment by the international community to support Afghanistan's reconstruction, and last but not least the determination of the people of Afghanistan to rebuild their nation were prerequisites for the conception of the Afghan Interim Authority Fund.

The successful implementation of AIAF activities was made possible by a strong leadership of the Afghan Interim Authority, which established clear priorities for its six months tenure and took full ownership of the civil service salary payments as well as of all other activities implemented with AIAF support. Throughout the operational phase of the AIAF, the Ministers of the Interim Authority were committed to very close cooperation with UNDP and played a key role in the identification of solutions whenever implementation hurdles arose.

At the operational level, it was essential to use a funding modality sufficiently flexible to fund all reasonable costs associated with start-up and operational costs of the Interim Authority, while ensuring transparency and accountability. Most importantly, it required the capacity to respond immediately. UNDP's well established and tested systems for fund management allowed for a very fast setup of the fund. The organization's in-country presence ensured that the necessary logistical infrastructure, local knowledge and legal framework for implementation was in place. AIAF activities were critically supported through the existence of long-established institutional links to local partners. UNDP's Headquarters in New York supported the AIAF implementation with central services and resource mobilization. To help address substantive challenges, the programme also made use of UNDP's global network, which provided substantive and operational back-up.

This being said, the AIAF implementation required the immediate strengthening of UNDP's existing capacity, and the Government of the United Kingdom made a special grant of US\$ 1 million available to help finance the setting up of the AIAF Implementation Unit headed by the Senior Advisor. Finance and administrative, engineering and project management staff were recruited. Additional funds went towards the purchase of equipment, office premises, supplies, security, insurance and other miscellaneous costs associated with managing and administering the AIAF.

The integrated framework of UNAMA and the leadership of the SRSG were an indispensable requirement for the success of the AIAF. Effective support to political recovery, peace-building and immediate capacity-building was only possible because of the close cooperation between the operational and the political arm of the UN. At a high-level meeting of the Afghanistan Support Group on 7 December 2002 in Berlin, the SRSG informed donor governments that he needed money immediately available through a flexible mechanism for the purpose of supporting the fledgling Interim Authority, and to help keep the political process on track through selected interventions. The AIAF provided him with that facility. It was immediately initiated with cash advances from UNDP. But without the generosity of a broad group of donors and, most importantly, the donor's willingness to provide un-earmarked funding, the enormous needs could not have been met.

To avoid sustainability and dependency concerns, a clear exit strategy was needed. Prior to the inception of the AIAF, it was agreed with the donor community that the fund would only be operational for the 6 months tenure of the Interim Authority. During this period, UNDP worked closely with the World Bank, the Asian Development Bank and the Islamic Development Bank on the conception of the Afghanistan Reconstruction Trust Fund (ARTF) as a coordinated and longer term financing mechanism for the essential recurrent and reconstruction activities of the Afghan Transitional Administration.

V. OVERALL OUTCOMES OF AIAF SUPPORT

The AIAF, thanks to generous financial support from a broad range of donors, successfully provided the Afghan Interim Authority immediate and flexible assistance. The support was implemented within weeks after the conclusion of the Bonn Agreement during a very fragile period of Afghanistan's transition to peace.

The main outcomes of the AIAF support can be summarized as follows:

- The Interim Authority was enabled to execute its national and administrative mandates. During the six months of its tenure, it gained the loyalty of its civil servants, it re-established essential services for the citizens of Afghanistan, it devised a National Development Framework, built capacity to coordinate assistance, and convened a major donor conference in Kabul. Within weeks after assuming office, the Afghan Interim Authority took a firm leadership on the fostering of peace and reconstruction of the Afghan nation.
- Public participation in the Emergency Loya Jirga marked a major break with the violent political experiences of the past generation and constitutes a first step towards the establishment of democracy in Afghanistan.
- The prevailing security situation and the political challenges connected to the implementation of the Bonn Agreement were identified as the most immediate risks associated with the AIAF implementation when the fund was established. The AIAF was implemented successfully despite these risks and indeed has helped to address these concerns. The payment of police salaries has helped to improve the prevailing security situation. The payment of civil service salaries in Kabul as well as in the regions, the revitalization of essential services and the support to the Emergency Loya Jirga contributed to the political stabilization in Afghanistan.
- The challenges of Afghanistan's reconstruction called for an unprecedented response by the international community. The AIAF modality proved to be a flexible tool for quick resource mobilization, immediate disbursement and initial institution building, thus enabling the international community to respond to the urgent needs of the Interim Authority without delay.



Emergency Loya Jirga



*UNDP Administrator
Mark Malloch Brown (left)
with Chairman of the
Interim Authority,
Hamid Karzai*

A gap between humanitarian assistance and support for longer-term reconstruction was avoided. The immediate disbursement of assistance significantly helped to reduce the risk of relapse into crisis.

- UNDP's management of the AIAF under the overall leadership of the SRSG and within the integrated framework of UNAMA exemplifies the benefits of using UNDP's implementation capacity as an operational backbone to support the mandate of a UN integrated mission. In this regard, the AIAF can be seen as a manifestation of a more active utilization of UNDP's operational potential in the context of UN integrated missions, as put forward in the Report of the Panel on United Nations Peace Operations (Brahimi Report) issued in 2000.

The AIAF effectively ceased operations at the end of the Interim Authority's tenure in June, 2002. Due to standing commitments, including payrolls for the Interim Authority's last month, i.e. 22 May through 21 June, disbursements continued to be made from the Fund until all commitments were settled. Based on the end year closing conducted according to UNDP's regulations and rules, a total expenditure of US\$ 71 million and a saving of US\$ 2.3 million were identified. As originally foreseen during the conception of the Fund and with the consent of donors, the savings will be transferred to the Afghanistan Reconstruction Trust Fund (ARTF), managed jointly by the World Bank, UNDP, the Asian Development Bank and the Islamic Development Bank and administered by the World Bank.

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

V. AIAF FINANCIAL REPORT

CONTRIBUTIONS TO THE AFGHAN INTERIM AUTHORITY FUND

Donor	Contribution in US\$
AUSTRALIA	514,600
CANADA	1,876,166
DENMARK	2,203,881
EUROPEAN COMMISSION	20,186,499
FINLAND	1,346,686
FRANCE	880,282
GERMANY	7,013,269
IRELAND	430,293
ISRAEL	100,000
ITALY	2,846,080
JAPAN	3,700,000
KOREA, REPUBLIC OF	150,000
LUXEMBOURG	218,000
NETHERLANDS	8,000,000
NGO - AGA KHAN	2,000,000
NORWAY	6,556,428
SAUDI ARABIA	1,000,000
SPAIN	876,800
SWEDEN	2,437,159
SWITZERLAND	239,342
THAILAND (private contribution)	5,668
TURKEY	100,000
UNITED KINGDOM	3,693,788
UNITED STATES OF AMERICA	7,000,000
Total	73,374,941

Additional donor support

In the context of the AIAF initiative, the **Government of Belgium** contributed Euro 500,000 to the Ministry of Women's Affairs. At the specific request of the donor, this amount was administered separately by UNDP.

The **Philippine Government Commission on Audit** seconded two auditors to UNDP to support the development of accountability and control systems.

AFGHAN INTERIM AUTHORITY FUND EXPENDITURES REPORT¹

Budget Line	Description	Amount in US\$
011.01	Hardship and Hazard Payments	40,140.35
011.02	Consultants Fees	189,016.06
013.01	Expert Working Group – Civil Service	13,236.77
013.03	Translation Services	2,530.62
014.01	Travel Costs for United Nations Volunteers	25,542.80
015.01	Engineering Works	3,471.04
016.01	Mission Costs	86,315.06
017.01	Salary for Experts Group on Civil Service Commission	8,914.21
021.01	Office Renovation	171,366.19
021.02	Start-up kits for AIA Ministries	1,096,107.91
021.03	Ministry of Public Work – Renovations	380,888.87
021.04	Salaries (Civil Servants and Monitoring Personnel)	53,943,783.11
021.05	Custom Warehouse Renovations at Kabul Airport	1,148,074.23
021.06	Office Furniture	83,227.18
021.07	Car Rental	112,803.83
021.08	Car Lease	20,249.20
021.10	Loya Jirga Commission	1,245,356.25
021.11	GTZ Support to Convention of Loya Jirga	7,446,156.00
021.12	UNOPS Airlift Transportation for Loya Jirga Delegates	2,985,610.88
021.15	Subsistence Allowance for Auditors	27,185.02
034.01	Conferences and Meetings	1,124.84
045.01	Office Equipments	200,041.72
045.02	Motor Vehicles	1,506,350.49
053.01	Printing Costs	14,471.27
053.02	Office Supplies	3,393.63
053.03	Telephone Charges of AIA Ministries	292,428.39
TOTAL		71,047,785.92

¹ Included in the expenditures is the cost recovery at the rate of 5% as per Trust Fund Terms of Reference. The first US\$ 20 million is exempted from this cost recovery.



BUREAU FOR CRISIS
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