

## Post-war rehabilitation and international involvement<sup>1</sup>

- ❑ The plan proposed for Kosovo by the United Nations Special Envoy was rejected by the delegations from both Pristina and Belgrade.
- ❑ The Peace-Building Fund allocated payments to Sierra Leone and Burundi, the two countries that have formed the subject of studies by the Peace-Building Commission.
- ❑ The Poverty Reduction Strategy presented by the government of Liberia received support from the international community at a meeting held in Washington.
- ❑ The Nepalese parliament modified its interim Constitution to adopt a federal system of government for the country, though it did not specify the exact form that this new system would take.

The following chapter analyses **the evolution during the last three months of the 23 countries** regarded as being in a phase of post-war rehabilitation on the basis of indicator no. 4, one of the analytical indicators used during the preparation of the Alert Report<sup>2</sup>. The chapter is based around a number of key generic areas<sup>3</sup>: Security, governance and participation, social and economic welfare, and justice and reconciliation. These three areas cover the different activities involved in a post-war rehabilitation process. The chapter ends with a section dealing with the **most important international initiatives** that have taken place, as seen from the perspective of international involvement.

**Chart 4.1. Classification of countries engaged in post-war rehabilitation**

Start	Country	Evolution over the last three months
1994	Rwanda	<b>Stalemate:</b> The process for the release of prisoners accused of involvement in the genocide was completed after four years.
1995	Bosnia and Herzegovina	<b>Stalemate:</b> The mandate of the OHR was extended for a further year due to a failure to advance the pending reform process.
1996	Guatemala	<b>Stalemate:</b> R. Menchú, Nobel Peace laureate, announced she would stand in the presidential elections planned for September.
1997	Tajikistan	<b>Stalemate:</b> UNTOP organised a seminar on international codes of conduct for journalists, while the government continued to harass media organisations that were critical of its actions.
1999	Guinea-Bissau	<b>Deterioration:</b> The institutional crisis and conflict between C. Gomes Junior and J. B. Vieira highlighted the lack of political reconciliation.
1999	Serbia (Kosovo)	<b>Deterioration:</b> There was continuing disagreement between Belgrade and Pristina over the future of Kosovo, meaning that the decision once more falls to the Security Council.
1999	Timor-Leste	<b>Deterioration:</b> It was agreed that UNMIT would be expanded in an attempt to ease the continuing climate of insecurity on the island prior to the elections.
2000	Eritrea	<b>Deterioration:</b> The restrictions imposed by the government on UN mission personnel were hardened, while the situation remained volatile.
2001	Afghanistan	<b>Deterioration:</b> The continuing violence in the south and east of the country prevented implementation of the programmes set out in the Afghanistan Compact.
2001	Sierra Leone	<b>Progress:</b> A National Electoral Commission was established and took the first steps towards organising future elections.
2001	Macedonia, FYR	<b>Stalemate:</b> The Albanian opposition blockaded Parliament, accusing the government of failing to respect the representatives of minority groups.

<sup>1</sup> Post-war rehabilitation is understood to mean the coordinated actions of various primary, secondary and tertiary agents, with or without an international mandate or leadership, aimed at tackling the following issues: security of the local population; priority humanitarian requirements and the resettlement of displaced persons and refugees; physical reconstruction and the reinstatement of basic institutional services; the resolution of fundamental incompatibilities (socio-economic, democratic and institutional normalisation); reconciliation, respect for human rights and the fight to combat impunity; regional stability and reincorporation in international bodies and forums; and the empowerment of civilian society and the establishment of good governance through international involvement.

<sup>2</sup> See School of Peace Culture, Alert 2006, Report on Conflicts, Human Rights and Peace-Building, School of Peace Culture, Barcelona, April 2006.

<sup>3</sup> Centre for Strategic and International Studies, *Post-Conflict Reconstruction. Task Framework*. May 2002.

2002	Angola	<b>Stalemate:</b> The economic growth forecasts announced by the World Bank and the IMF based on the expansion of the oil sector have still not resulted in any improvement for ordinary people.
2003	Congo	<b>Progress:</b> The government called the first round of parliamentary elections for 24 June 2007.
2003	Côte d'Ivoire	<b>Progress:</b> A new peace agreement was signed between the parties with the support of all the different political groups and social organisations.
2003	Iraq	<b>Deterioration:</b> The government approved new oil legislation, under which multinational companies will acquire the right to exploit up to a maximum of two thirds of the country's reserves of crude.
2003	Liberia	<b>Progress:</b> The government presented its Poverty Reduction Strategy, based mainly on revitalising the economy and strengthening security.
2003	DR Congo	<b>Stalemate:</b> Implementation of the transitional agenda remains pending in the areas of governance and security sector reform.
2004	Haiti	<b>Deterioration:</b> The security situation worsened noticeably, despite increased operations by MINUSTAH, whose mandate was renewed.
2005	Sudan (South)	<b>Deterioration:</b> The government of South Sudan did not provide the funds required to begin the electoral census, which will delay the referendum and elections until 2008.
2005	Indonesia (Aceh)	<b>Progress:</b> Former GAM leader I. Yusuf took up his position as Governor of Aceh, forming the province's first democratic government.
2006	Nepal	<b>Progress:</b> The process began for the preparation of a permanent Constitution, which will replace the interim Constitution following the elections.
2006	Burundi	<b>Progress:</b> The country received significant financial support from the Peace-Building Fund and some donors, such as the World Bank.
2006	Lebanon	<b>Stalemate:</b> 5,850,000 dollars was collected at the conference held in Paris, though its handover will be conditional upon agreement within the government.

## 4.1. The different tasks of post-war rehabilitation

We have divided post-war rehabilitation work<sup>4</sup> into four areas that encompass all the activities generally involved in this process. At the end of this chapter we have included a section detailing the activities associated with international involvement, both from the point of view of the framework regulating intervention and as regards financial involvement, since this is regarded as an issue that cuts right across the rehabilitation process.

### a) Security<sup>5</sup>

At the beginning of a post-war rehabilitation process, the restoration of security is one of the key aspects, given that the possibility of a return to violence remains long after any peace agreement is signed. Any examination of the security issue must include an analysis of security sector reforms and issues relating to public safety.

Particularly significant during the last three months were the police training programmes in Afghanistan, Timor-Leste and Bosnia and Herzegovina, as they were some of the most important programmes carried out in this area. In **Afghanistan**, in response to the current lack of security and continuing fighting in the south of the country, several Afghan Ministers, donors and international agents involved in security work formed the Police Action Group (PAG) and set up the Afghan National Auxiliary Police (ANAP), which will restrict its actions to the southern provinces. The creation of this auxiliary force highlighted the differences between the plans made at national level and the action being taken locally on the ground. In addition, in response to a request from NATO, the EU approved the establishment of a police training mission which will be charged with extending the presence of the Afghan police throughout the country's 19 provinces.

Leaders of the different political parties in **Bosnia and Herzegovina** once again blocked the introduction of a process to reform the police. Elsewhere, the EU announced a reduction in the number of troops deployed in EUFOR from 6,500 to 2,500.

<sup>4</sup> Ibid.

<sup>5</sup> This section includes security and demilitarisation, training the police and the army, protecting the population, protecting infrastructure and institutions and re-establishing national security institutions. The key issues in this area include the disarmament, demobilisation and reintegration (DDR) of former combatants, mine clearance and weapons collection, all of which are specifically analysed in the chapter on disarmament.

Finally, the security situation in **Timor-Leste** remained extremely fragile<sup>6</sup>, leading the UN Security Council to agree to extend the UN Integrated Mission on the island (UNMIT)<sup>7</sup> for a further twelve months, increasing the number of police in the mission, who are there to offer support to the International Security Forces (ISF) during the process to reform the country's police force, particularly in the run-up to the forthcoming elections.

## b) Governance and participation<sup>8</sup>

This area includes, among other things, the processes required for the creation or reform of administrative and political institutions and the development of participative processes: in short, the establishment of a representative constitutional structure, the strengthening of management of the public sector, and the guarantee of free and active participation by a country's citizens in the formation of its government.

Over the first three months of this year there were important developments relating to the **formation of a government in Bosnia and Herzegovina**, where, four months after the general election, Parliament approved the formation of a new government composed of a coalition of seven parties. The tripartite presidency appointed N. Spiric as Prime Minister, to lead a Council of Ministers which has very few women representatives and which, according to some parliamentary critics, lacks the experience required to carry out the tasks of government. The new executive's main challenge will be to implement the agreed reforms of the police, the communications media and the country's Constitution, as well as to hand over alleged war criminals R. Karadzic and R. Mladic to the ICY, something they must do if they are to be allowed to continue with the Association Process with the EU.

In this same area, the two houses of parliament that have sat until now in **Nepal** were merged to create an interim parliament. This new body approved the interim Constitution and thus made it possible for the Maoist CPN armed opposition group to take part in the political process. According to some analysts, this Constitution centralises executive power too much, as demonstrated by the fact that the Prime Minister has more power than parliament itself. Furthermore, the text of the Constitution refers to the country's different castes, ethnic groups and women, but fails to specify how their representation will be assured in the future Constituent Assembly. As a result, questions as to how the inclusion of certain groups can be guaranteed remains one of the main challenges in Nepal, as became clear during the confrontations that have arisen in the south of the country during the last three months<sup>9</sup>. Given this situation, the coalition of seven parties and the Maoist group adopted an agreement to increase the number of electoral constituencies, and they also decided to adopt a proportional representation voting system. At the end of the quarter, the Nepalese parliament modified the Constitution, adopting federalism as the form of government, though it did not go into any detail regarding the nature of the system to be adopted.

<sup>6</sup> See the chapter on tensions.

<sup>7</sup> Resolution S/RES/1745 of 22/02/07 en <[http://www.un.org/Docs/sc/unsc\\_resolutions07.htm](http://www.un.org/Docs/sc/unsc_resolutions07.htm)>.

<sup>8</sup> Building good governance and participation (the process of creating a Constitution, forming a government, sharing power, developing local government, ensuring transparency and measures against corruption, supporting electoral processes, forming and strengthening political parties, ensuring the independence, transparency and plurality of communications media), empowerment of civilian society (the formation of associations, development of social movements, organisation of forums for debate and social skill-building programmes), the regional dimension and (re)insertion into international forums (opening diplomatic missions, entry to the United Nations, entry to regional forums and organisations).

<sup>9</sup> See the chapter on tensions.

### The process of drawing up a Constitution following an armed conflict

The process of drawing up a Constitution<sup>10</sup>, a set of fundamental legal regulations that recognise the civil, political, economic, social and cultural rights of the ordinary citizen and set out the guarantees that will ensure compliance with these rights, is one of the first tasks to be carried out after an armed conflict has ended, in countries where such a document is regarded as necessary. During the constitutional process, mechanisms are established to guarantee the management of any conflicts through political channels, and a government structure is defined that will regulate access to power and resources in a fair and just way, thus avoiding any potential resurgence of violence<sup>11</sup>.

The drawing up of a Constitution in a post-war phase is an exercise that is more political than legal, given that it must reconcile the often opposing interests of all the parties involved. It is therefore closely linked with the design of political and electoral systems, and the ordinary populous must be involved in this process in order to guarantee not only its sustainability but also to ensure a broad approach to the management of state affairs that goes beyond the mere distribution of power and resources among the main parties involved.

The main challenges in this phase are ensuring that the key players in the conflict take part in and are committed to the process and its outcome, and generating inclusive political dialogue that will facilitate the empowerment of the ordinary people. However, in order to achieve public participation one must have an environment that is secure and socially inclusive, with the opportunity for free expression and assembly, conditions which are frequently restricted following an armed conflict. In this situation, interim or transitional constitutions that guarantee the continuation of an inclusive and open process until a final, definitive text has been agreed in the longer term offer an effective solution to the urgent need for a suitable governing framework in a country that has just come out of an armed conflict.

The most recent round of talks between delegations from Belgrade and Pristina on the future status of **Kosovo** ended without any decision being made. As they progressed it became clear that it would be impossible to reach any kind of agreement that would satisfy both sides, so the final decision on the status of the province remains in the hands of the UN Security Council. The international community is also divided over the proposal put forward by UN Special Envoy M. Ahtisaari, which has gained the support of the USA but is opposed by Russia and China. Some EU countries, such as Greece, have also expressed reticence over the proposal.

### Some of the more controversial points in the proposed plan for Kosovo<sup>12</sup>

- Kosovo should have the right to negotiate and sign international agreements, including the right to request access to an international organisation.
- Kosovo should adopt a Constitution that sets out institutional and legal mechanisms for the protection and promotion of the human rights of all people in Kosovo.
- Kosovo should have its own national symbols, including a flag, coat of arms and anthem, that reflect its multi-ethnic nature.
- Possession of real estate and moveable property belonging to the Federal Republic of Yugoslavia and the Republic of Serbia in the territory of Kosovo on the date on which this agreement is signed should pass to Kosovo.
- Unless the agreement states otherwise, Kosovo should be responsible for the rule of law, security, justice, public safety, the intelligence services, civil response to emergencies and control over the borders to its territory.

The stalemate that has prevailed until now in the post-war rehabilitation process in **Côte d'Ivoire** could be resolved as the result of the signing of a new peace agreement<sup>13</sup> that sets out new bases for the process, such as the formation of a new transitional government, a joint military command and a timetable for the currently stalled processes of disarmament, voter-registration and elections.

<sup>10</sup> The Constitution is at the heart of a country's institutional structure and legal system, defining the relationships between citizens themselves, citizens and the state, and the state and the international legal system.

<sup>11</sup> Samuels, K., "Post-conflict peace-building and constitution making", in *Chicago Journal of International Law*, Vol. 6 No. 2, 2006. at <<http://www.kirstisamuels.com/publications/Samuels%20Chicago%20Journal%20Int%20Law.pdf>>. Hart, V., "Democratic constitution making" *Special Report*, no. 107, USIP, July 2003, at <<http://www.usip.org/pubs/specialreports/sr107.pdf>>.

<sup>12</sup> The full proposal for the status of Kosovo can be found at <<http://www.unosek.org/unosek/en/statusproposal.html>>.

<sup>13</sup> See the chapter on peace processes.

As regards activities connected with the ongoing **electoral processes** around the world, the cases of Sierra Leone, Timor-Leste, Angola and Congo particularly stood out during the last quarter. In **Sierra Leone**, the shortfall of seven million dollars required to organise the electoral process planned for July of this year was reduced by three million. Elsewhere, the National Electoral Commission was established, and one of its first moves was to prevent more than 1,000 civil servants from taking part in any activity connected with the July elections, following the accusations of corruption and fraud levelled at them during the local elections held three years ago. Finally, a voter registration process was introduced, along with a number of measures aimed at preventing electoral fraud.

Turning to the other electoral processes, current Prime Minister of **Timor-Leste**, J. Ramos Horta, formally announced that he would be standing in the presidential elections to be held on 9 April, in a volatile security environment. The Prime Minister pointed to the fragility of the legislative system as one of the main causes of this state of insecurity, to which one must unquestionably add the lack of prospects and jobs in a country in which unemployment among young people has reached 85%, with a population that is growing by 3% each year.

In **Angola**, President J. E. Dos Santos still has not set a date for elections, while the Council of the Republic decided unanimously to recommend that they be held between May and August 2008, with presidential elections in 2009. The last three months saw the completion of the first phase of the voter-registration process, despite technical and logistical problems, though the Inter-Ministerial Commission for the Electoral Process announced that the full registration process would not be completed until November 2007.

In **Congo**, the Democratic Front for an Independent Electoral Commission (FDCEI), formed by more than a dozen political parties, called on the government to establish an independent electoral commission to take charge of the process after it had set a date for the elections. Elsewhere, the leader of the National Resistance Committee (CNR), Reverend Ntoumi, who led a rebellion against the government at the head of a militia group known as the *Ninjas*, announced that his movement was to transform itself into a political party in order to be able to take part in parliamentary elections. The new party will be known as the National Republican Council (CNR). It is hoped that this political transformation will help to bring peace to the Pool region.

### c) Justice and reconciliation<sup>14</sup>

This relates to the need to create an impartial and responsible legal system capable of tackling past abuses and preventing future ones. In short, it means implementing a transparent justice system, fair laws, criminal systems that respect international legislation on human rights and formal and informal mechanisms to resolve grievances that have arisen as a result of a conflict<sup>15</sup>.

During the last three months, the lower chamber of parliament in **Afghanistan** approved a law proposing participation by members of armed groups and militias in a process of peace and reconciliation, with the guarantee that they would not be tried for any acts committed during the armed conflict. This law raised objections from 50 civilian organisations and many international bodies, such as the International Centre for Transitional Justice, which pointed out that more than 90% of the population said in 2005 that they wanted to see the accused stand trial. This law, which if passed will mean that war crimes remain unpunished, is still to be voted on in the upper chamber.

Similarly, the new agreement signed in **Côte d'Ivoire** established a new amnesty law that covers the period from 17 September 2000 through to the date on which the new agreement comes into force, though it excludes war crimes and crimes against humanity, along with financial crimes.

<sup>14</sup> Justice and reconciliation includes transitional justice, international courts, truth commissions, reparation and individual empowerment, strengthening the judicial system, developing a state of law, providing education in human rights and supporting bodies engaging in dialogue and reconciliation.

<sup>15</sup> The chapter on human rights makes a closer examination of aspects of transitional justice, along with all the issues that are directly related to human rights and international humanitarian law.

Finally, the government of **Rwanda** released more than 9,000 prisoners accused of having been involved in the genocide. Those released are mainly children, old people, the acutely sick, prisoners without any form of documentation and people who acknowledge having taken part in the genocide and, under Rwandan law, have been in jail for longer than they should. This most recent prisoner release ends the process that began with a presidential decree in 2003<sup>16</sup>. All those freed were taken to “solidarity camps” where they will follow a programme in which they will learn about the key aspects of current national policy and subsequently be tried by the traditional Gacaca courts.

#### d) Social and economic welfare<sup>17</sup>

The phases involving humanitarian or emergency aid and rehabilitation are closely connected in this area<sup>18</sup>. It includes all the projects relating to the return and resettlement of refugees or people who have been displaced, food safety, the rebuilding of homes and physical infrastructure, medical assistance, social assistance, the creation of employment and strategies introduced to assist economic development, the legal reform of ownership rights and the development of an effective banking and financial system.

During the last three months there were notable initiatives relating to the exploitation of raw materials in three countries, Côte d'Ivoire, Timor-Leste and Angola, in which the two main international financing bodies, the World Bank and the IMF, were both involved. It should be pointed out however that in the majority of cases the management of profits obtained from the exploitation of these resources has not yet produced any clear direct benefit for the ordinary population.

In **Côte d'Ivoire**, the World Bank will monitor the management of cacao and oil in order to see whether the corruption revealed in an inspection it made with the EU in 2005 has been corrected. The aim is to establish whether the income obtained from the exploitation of these raw materials is eventually being allocated to state development programmes and to the improvement of the transparency of state finances.

In **Timor-Leste**, parliament approved an agreement signed a year ago with Australia, which establishes that the profits obtained from exploiting oil reserves in the Timor Sea will be shared between the two countries. It is estimated that the income that Timor-Leste could obtain following the signing of this agreement may amount to some 10,000 million dollars by 2020. The finite nature of these resources underlines the need for the government to develop other sectors in addition to the gas and oil industry, in order to minimise the impact that the country's sole dependence on these resources may have in the future. According to some analysts, the government must at all costs avoid moving from depending on international aid to depending exclusively on income earned from oil and gas revenues.

The government of **Liberia** finished designing its Poverty Reduction Strategy. As the document itself points out, the reduction of unemployment is one of the principle targets set by the government in order, among other measures, to facilitate access to loans.

<sup>16</sup> Since the decree was enacted, a total of 60,000 prisoners have been released.

<sup>17</sup> Reconstruction of physical infrastructure, programmes to support the return and resettlement of refugees and displaced people, guaranteed public health and educational systems, social security network, strategies for economic support and development, job creation, development of financial markets, legal reform of ownership, employment and commercial rights, support for international trade, development of an investment system and banking and financial systems.

<sup>18</sup> The aspects most closely linked with emergency aid and the restoration of basic services for the ordinary population are examined in more detail in the chapter on humanitarian aid.

### Poverty Reduction Strategy Papers (PRSP)<sup>19</sup>

These documents are prepared by governments to analyse the main causes of poverty in their countries and define the national strategy they are planning to adopt to reduce it. They are prepared in a participative process that involves local and international development agencies, the local population and the IMF and World Bank. A PRSP is required by the IMF and World Bank in order for a country to become part of the **HIPC initiative**, to qualify for debt cancellation and to receive funds from the different initiatives set up by these two international financial organisations.

The IMF and the World Bank are, therefore, the main supporters of PRSPs, which were created in 1999 to replace the old structural adjustment programmes, which had become known for producing poor results, not only in Africa but also in Asia and Latin America, where promised development did not follow the free market reforms and privatisations that were implemented under these programmes.

While these initiatives could be regarded as a positive element in promoting a participative process that helps to identify the root causes of poverty and the potential solutions, one should not forget that it is a process that is dominated by international financial bodies that impose their own conditions (conditions that are very similar to the ones established in the structural adjustment programmes) when handing out loans, a fact that leaves the government of the country in question with little room for manoeuvre. This conditional aid undermines the control exercised by the government and its ability to define policies other than those indicated by the IMF and the World Bank as part of a poverty reduction process.

Elsewhere, the World Bank and the IMF predicted economic growth in **Angola** of more than 30% this year, something made possible by the expansion of its oil industry. It should be pointed out that the lack of transparency in the management of revenues obtained from oil has meant that the benefits have not as yet translated into significant improvements for the ordinary population.

In **Iraq**, the new law governing oil exploitation, which has been approved by the government and awaits ratification by parliament, awards the exploitation of up to two-thirds of the country's known oil reserves to multinational companies for a period of between 15 and 20 years. The agreement also stipulates that in the event of any legal dispute these companies will not fall under the jurisdiction of the country's domestic courts.

#### e) The framework for international accompaniment and the behaviour of financial institutions and donors

During any rehabilitation process, the number of international agencies that become involved is greater than the number of international agencies taking part in the peace process, and the relationships that develop between all the different sides are much more complex. As a result, strategic coordination has become an increasing political challenge in peace-building processes. This is due to the proliferation of agents with overlapping mandates, competitive stances and fights over scant funds, combined with the fact that the accountability of the system cannot yet be monitored in any practical way beyond the audits carried out by donors themselves. As a result, strategic coordination is becoming an increasingly important political challenge in peace-building and something that is key to the success or failure of the rehabilitation process.

The working plans detailed in the Afghanistan Compact, agreed by the international community and the government of **Afghanistan** at the beginning of last year, remain stalled as a result of the climate of violence in the south and east of the country. Although it is not just the lack of

<sup>19</sup> For more information see: Caillods, F. and Hallak, J., "Education and PRSP. A review of experiences". Unesco, *International Institute for Educational Planning*, Paris, 2004. Christiansen, K and Hovland, I., "The PRSP initiative: Multilateral policy change and the role of research", *Overseas Development Institute (ODI)*, London, August 2003. Ndomo, A., "PRSP rhetoric: sugar-coated structural adjustment reality?", *Trocaire*, April 2005.

security that has prevented any progress from being made, several analysts<sup>20</sup> have pointed to the fact that the plan sets out a series of ambitious targets in the area of security, development and institutional reform, without actually setting a timetable or providing any real means for their achievement.

At the Liberian Partners Forum in Washington, organised by the World Bank to collect funds to support the ongoing process in **Liberia**, delegates welcomed the Poverty Reduction Strategy presented by the Liberian government. During the meeting, the USA, the United Kingdom and Germany announced that they were cancelling all their debt with the country, and the IMF, the African Development Bank and the World Bank, who between them are due almost half of the money owed, also reached agreements on the reduction of their multilateral debt.

During an AU meeting in Addis Ababa, the UN Secretary General announced that **Burundi** would receive 35 million dollars from the Peace-Building Fund<sup>21</sup> in the form of initial support and as an incentive to encourage subsequent investment. The Norwegian Minister for Development and Cooperation visited Burundi during the first quarter of the year, signing a bilateral agreement with the government to support development and the rehabilitation process. For his part, World Bank President P. Wolfowitz announced a payment of 130 million dollars to support the country's budget, the development of the education and telecommunications sectors and community development.

**Sierra Leone** will also receive 35 million dollars from the Peace-Building Fund to finance projects aimed at creating employment, improving justice and security, providing basic services and strengthening democracy. The Paris Club also cancelled all of the debt owed by Sierra Leone and some creditors promised bilaterally to guarantee further debt cancellations in the amount of 22 million dollars.

In **Bosnia and Herzegovina**, the Peace Implementation Council (PIC) extended the mandate of the Office of the High Representative (OHR) for a further twelve months. Though it had been expected that his mandate would end this year, he will now remain in the country until June 2008. The reason for this is that the country's democratically elected politicians have not fulfilled their duties in respect of the agreed reforms, as mentioned earlier.

In **Sudan (South)**, the absence of transparency in the way that some NGOs working in the area are managing funds and carrying out their duties led to protests from the President of the South Sudan Peace Commission (SSPC)<sup>22</sup>, J. Kok. Meanwhile, local people still feel that there is a lack of development in the area, even though two years have now passed since the agreement was signed. The slow speed at which funds are arriving from donors is one of the reasons that rehabilitation work in the area has stalled.

Turning to **Iraq**, the World Bank approved a budget of 700 million dollars in reconstruction funds for the country. 285 million will come from the country's own funds while 411 million will come from contributions made by the other donor members of the World Bank.

At the United Nations, the UN Security Council approved Resolution 1740<sup>23</sup>, establishing a political mission for **Nepal** to be known as UNMIN. The mission's aim will principally be to oversee implementation of the targets set out in the peace agreement reached by the Maoists and the government. The mission, which will be led by I. Martin as the Secretary General's Special Representative, will provide technical support for the elections to the Constituent Assembly (for which it will include an electoral supervision team) as well as assisting with the registration of Maoist combatants and their weapons.

<sup>20</sup> International Crisis Group, *Afghanistan's Endangered Compact*, Asia Briefing no. 59, 29/01/07, at <[http://www.crisisgroup.org/library/documents/asia/south\\_asia/b59\\_afghanistans\\_endangered\\_compact.pdf](http://www.crisisgroup.org/library/documents/asia/south_asia/b59_afghanistans_endangered_compact.pdf)>.

<sup>21</sup> This fund, created at the end of 2006, comprises voluntary contributions and is intended as a response to the peace-building priorities identified by both individual governments and the United Nations.

<sup>22</sup> This Commission was created by presidential decree and its aim is to promote and consolidate the peace established by the APC.

<sup>23</sup> Resolution S/RES/1740 of 23/01/07, at <[http://www.un.org/Docs/sc/unsc\\_resolutions07.htm](http://www.un.org/Docs/sc/unsc_resolutions07.htm)>.

In **DR Congo**, the UN Security Council extended MONUC's mandate for a further two months<sup>24</sup>, while it awaited the results of the consultations that the UN Secretary General held at the end of March with the Congolese authorities to determine the role to be played by this mission in the future.

MINUSTAH's mandate in **Haiti** was extended for a further eight months<sup>25</sup>. During this period, the mission's forces will be increased in order to guarantee security and provide continued support for the process to reform the Haitian National Police, among other duties.

Finally, I. Bambari, who has up until now been responsible for the UN's Department of Political Affairs, was appointed the new Special Adviser for the International Compact, the post-war rehabilitation programme for **Iraq** which was implemented in July 2006 on the initiative of the Iraqi government.

## 4.2. Other items on the agenda

This section looks at issues ranging from the initiatives aimed at improving the international response during the post-war phase to aspects more associated with theory and analysis, along with examples that could be seen as good practices and lessons learned.

### The Peace-Building Commission<sup>26</sup>

A number of meetings were held during the first quarter of the year to discuss the specific cases of **Burundi** and **Sierra Leone**, the first two countries with which this new United Nations body is working directly. Delegates at the meeting on **Burundi** concluded that the promotion of good governance, the strengthening of the state of law and the security sector, and the recovery of a sense of community were the main challenges facing the country in the immediate future. Taking these points as its working reference, the Commission pointed to the strengthening of national dialogue, the inclusion of women in peace-building, regional support and the development of governance skills for the provision of basic services as priority issues in order to build peace in the country. The Commission's immediate plans for **Burundi** are to complete its working plan and begin defining an integrated peace-building strategy that sets out the government's undertakings and the involvement that will be expected from the international community in certain decisive areas. The meeting on **Sierra Leone** made particular mention of the establishment by the Sierra Leonean government of a National Executive Committee for Peace-Building, along with the meetings held to determine the priorities to be financed by the Peace-Building Fund.

During the course of the last three months, members of the Commission have continued to discuss how this new body should operate and the aspects of peace-building in which it should get involved. South Africa's representative warned that the Commission should avoid being confused with the Peace-Building Fund and seen as a new financing agency, and he recommended that the Commission's role should therefore be clearly defined.

In the executive arena, the final appointments to the Support Office were made and a working timetable was fixed up to July of this year. The dates for the first visits to Burundi and Sierra Leone were also arranged during this first quarter of the year, though as this publication went to press the results of these visits had not yet been made public.

### Best practices and lessons learned

According to the UN's Department of Peace-Keeping Operations, a "best practice" is "a way of acting whose effectiveness has been proved in one situation and can be applied to another"<sup>27</sup>. In other words, when a completed task is assessed and cross-referenced with the results

<sup>24</sup> Resolution S/RES/1742 of 15/02/07, at <[http://www.un.org/Docs/sc/unsc\\_resolutions07.htm](http://www.un.org/Docs/sc/unsc_resolutions07.htm)>.

<sup>25</sup> Resolution S/RES/1743 of 15/02/07, at <[http://www.un.org/Docs/sc/unsc\\_resolutions07.htm](http://www.un.org/Docs/sc/unsc_resolutions07.htm)>.

<sup>26</sup> A new United Nations inter-governmental body created in response to the need, identified by the UN Secretary General, for a forum in which all those involved in a rehabilitation process can meet to coordinate the international response. For more information see Barometer 10 and School of Peace Culture, *op. cit.*

<sup>27</sup> At <<http://www.un.org/Depts/dpko/lessons/>>.

obtained, within the context of the targets and timetable set and the effort and, on many occasions, money invested, the conclusions that result from this assessment can be regarded as a lesson learned. However, on many occasions, the workers connected with post-war rehabilitation tend to classify them as “not learned”, a reference to the many occasions on which the same mistakes that have been made in the past are once again repeated. The mere existence of a fund of knowledge that contains best practices and lessons learned from earlier experiences in the same or other contexts does not mean that this knowledge is always passed on. The need to distil and pass on the lessons learned and best practices is a current topic of discussion at the United Nations and one that has also raised concern among other organisations.

<b>Some international initiatives for knowledge management<sup>28</sup></b>	
<i>Humanitarian Practice Network</i> < <a href="http://www.odihpn.org/">http://www.odihpn.org/</a> >	An independent forum in which humanitarian workers, academics, politicians and people connected with the humanitarian sector can share information, analyses and experiences.
<i>Aid Workers Network</i> < <a href="http://www.aidworkers.net">http://www.aidworkers.net</a> >	A forum where both humanitarian and development workers on the ground can share ideas, learning and best practices.
<i>Active Learning Network for Accountability and Performance – ALNAP</i> < <a href="http://www.alnap.org">http://www.alnap.org</a> >	An international inter-agency forum established in 1997 to improve quality and accountability in humanitarian action.
<i>Knowledge Management for Development</i> < <a href="http://www.km4dev.org">http://www.km4dev.org</a> >	A community of international development workers whose aim is to share knowledge relating to working practices and experiences.
<i>Peacekeeping Best Practices Unit</i> < <a href="http://www.un.org/Depts/dpko/lessons/">http://www.un.org/Depts/dpko/lessons/</a> >	A research tool for people interested in knowing more about peace-keeping, managed by the UN's Department of Peace Keeping Operations.
<i>UN Evaluation Forum</i> < <a href="http://www.uneval.org">http://www.uneval.org</a> >	A forum to discuss issues relating to evaluation policy and practice and to share methodologies.
<i>Aid Harmonization &amp; Alignment</i> < <a href="http://www.aidharmonization.org">http://www.aidharmonization.org</a> >	Created on the initiative of multilateral institutions, international organisations and both donor and recipient countries, to help improve efficiency in development.
<i>Journal of Humanitarian Assistance</i> < <a href="http://www.jha.ac">http://www.jha.ac</a> >	The aim of this “journal” is to facilitate communications between humanitarian workers and analysts. It includes a section devoted to reports and lessons learned, entitled “After Action Reports”.
<i>Global Development Learning Network</i> < <a href="http://www.gdln.org/">http://www.gdln.org/</a> >	A global association of learning centres that offers the opportunity to use advances in communications technology to communicate with people working in development around the world.
<i>United Nations Development Group</i> < <a href="http://www.undg.org">http://www.undg.org</a> >	An instrument created by the UN Secretary General in 1997 as part of the UN reform process, in order to improve the effectiveness of the work being done by the United Nations on the ground.
<i>Development Gateway</i> < <a href="http://www.developmentgateway.org">http://www.developmentgateway.org</a> >	A web site that places the Internet at the service of developing nations. It also facilitates access to and exchanges of information, assists skill-building and provides a forum in which humanitarian workers can exchange ideas.
<i>Tools for Change</i> < <a href="http://www.lastfirst.net">http://www.lastfirst.net</a> >	A database that contains around 11,000 resources relating to humanitarian aid, peace-building and development practices.
<i>Eldis Gateway to Development Information</i> < <a href="http://www.eldis.org">http://www.eldis.org</a> >	A knowledge management network whose aim is to promote the exchange of practical knowledge in the development arena.
<i>People in Aid</i> < <a href="http://www.peopleinaid.org">http://www.peopleinaid.org</a> >	An international network of humanitarian and development agencies whose aim is to help improve the impact that these organisations have by improving the management of both resources and knowledge.

<sup>28</sup> Excerpt from Redondo, G., “Lecciones aprendidas y buenas prácticas – una aproximación” (Lessons Learned and Best Practices – An Approach). April 2006, at <<http://www.escolapau.org/img/programas/rehabilitacion/buenas/bp005.pdf>>.