

Department for Economic and Social Information  
and Policy Analysis

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# An Inventory of Post-Conflict Peace-Building Activities



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## NOTE

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## PREFACE

In *An Agenda for Peace*, Secretary-General Boutros Boutros-Ghali defined post-conflict peace-building (PCPB) as "action to identify and support structures which will tend to strengthen and solidify peace in order to avoid a relapse into conflict". The Secretary-General developed the concept further in the *Supplement to An Agenda for Peace*.

The Secretary-General also established an interdepartmental Task Force to identify the tools at the disposal of the United Nations system for post-conflict peace-building. This volume contains a preliminary *Inventory of Post-Conflict Peace-Building Activities* prepared by the Task Force. It includes both activities that have been carried out in operations in which the United Nations system has been involved and others that have been lacking from these operations but which would have been desirable to facilitate their success. The *Inventory* was prepared on the basis of the experience of the members of the Task Force and also of presentations made by practitioners in the field.

The members of the Task Force were: Mr. Jean-Claude Milleron, Under-Secretary-General for Economic and Social Information and Policy Analysis (Chairman); Mr. Juergen Dedring (Department of Humanitarian Affairs); Mrs. Graciana del Castillo (Executive Office of the Secretary-General); Mr. Herbert Levin (Department for Development Support and Management Services); Mr. John Renninger (Department of Political Affairs); Mr. Johan Scholvinck (Department for Policy Coordination and Sustainable Development); Miss Hisako Shimura (Department of Peace-keeping Operations); Ms. E. Stamatopoulou (Centre for Human Rights); Mr. Winston Tubman (Office of Legal Affairs); Mr. Francisc Vendrell (Department of Political Affairs). Mr. Ian Kiniburgh, Ms. Graciana del Castillo, Ms. Hawa Binta Dieye and Mr. Sergei Kambalov served as the secretariat of the Task Force.

In a second stage, the *Inventory* was refined with the benefit of wide-ranging comments and suggestions from Special Representatives of the Secretary-General (SRSGs), other members of United Nations peace-keeping operations (PKOs), heads of programmes and agencies of the United Nations system and several experts in their individual capacity. Those who provided comments and suggestions were: Mr. Yves Berthelot (Economic Commission for Europe); Mr. Gert Rosenthal (Economic Commission for Latin

America and the Caribbean); Mr. L. Yaker (Economic Commission for Africa); Dr. Nafis Sadik (United Nations Population Fund); Ms. Catherine Ann Bertini (World Food Programme); Mr. Hans Blix (International Atomic Energy Agency); Mr. Philippe H. P. Rochat (International Civil Aviation Organization); Mr. Fawzi Hamad Al-Sultan (International Fund for Agricultural Development); Mr. Michel Hansenne (International Labour Organization); Mr. William A. O'Neil (International Maritime Organization); Mr. Michel Camdessus (International Monetary Fund); Mrs. Sadako Ogata (Office of the United Nations High Commissioner for Refugees); Mr. Carlos Fortin (United Nations Conference on Trade and Development); Mr. Federico Mayor (United Nations Educational, Scientific and Cultural Organization); Ms. Elizabeth Dowdeswell (United Nations Environment Programme); Mr. Giorgio Giacomelli (United Nations Office at Vienna and United Nations International Drug Control Programme); Mr. Thomas E. Leavey (Universal Postal Union); Dr. Hiroshi Nakajima (World Health Organization); Mr. G.O.P. Obase (World Meteorological Organization); Mr. Aldo Ajello (United Nations (United Nations Operation in Mozambique—ONUMOZ)); Mr. Enrique ter Horst (United Nations (United Nations Mission in El Salvador—MINUSAL)); Mr. Y. Akashi (United Nations (Transition Office for United Nations Operations in the former Yugoslavia—UNTOFY) (formerly United Nations Protection Force—UNPROFOR)); Mr. Roger Lawrence (United Nations (United Nations Transitional Authority in Cambodia—UNTAC)); Mr. Ian Johnstone (Executive Office of the Secretary-General); Mr. B. Sadry (United Nations (United Nations Operation in Mozambique—ONUMOZ)); Mr. Jean-Claude Rogivue (United Nations Volunteers); Mr. Dirk Salomons (United Nations Development Programme); Mr. Eduardo Vetere (United Nations Office in Vienna); Ms. Patricia Weiss Fagen (United Nations Research Institute for Social Development); Ms. Nicolle Ball (Overseas Development Council); Ambassador Joseph N. Garba (Institute of International Education); Professor Michael W. Doyle (Princeton University); Mr. Ramesh K. Srivastava (Development Network Consultants).

The assistance of all those who contributed to the preparation of this *Inventory* is gratefully acknowledged.

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## Abbreviations

<b>DDSMS</b>	Department for Development Support and Management Services
<b>DHA</b>	Department of Humanitarian Affairs
<b>ECA</b>	Economic Commission for Africa
<b>ECLAC</b>	Economic Commission for Latin America and the Caribbean
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>ICAO</b>	International Civil Aviation Organization
<b>IHE</b>	International Institute for Infrastructural, Hydraulic and Environmental Engineering
<b>ILO</b>	International Labour Organization
<b>IMF</b>	International Monetary Fund
<b>INSTRAW</b>	International Research and Training Institute for the Advancement of Women
<b>PCPB</b>	post-conflict peace-building
<b>PKO</b>	peace-keeping operation
<b>SRSG</b>	Special Representative of the Secretary-General
<b>UNCHS</b>	United Nations Centre for Human Settlements (Habitat)
<b>UNDCP</b>	United Nations International Drug Control Programme
<b>UNDP</b>	United Nations Development Programme
<b>UNEP</b>	United Nations Environment Programme
<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNIDO</b>	United Nations Industrial Development Organization
<b>UNITAR</b>	United Nations Institute for Training and Research
<b>UNRISD</b>	United Nations Research Institute for Social Development
<b>UNRWA</b>	United Nations Relief and Works Agency for Palestine Refugees in the Near East
<b>UNV</b>	United Nations Volunteers programme
<b>UPU</b>	Universal Postal Union
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organization





## INTRODUCTION

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Post-conflict activities should be incorporated as soon as feasible into the development strategy of the country. However, during the immediate, fragile post-conflict phase, which is by nature transitory, such activities are quite distinct from normal development activities for three main reasons. First, the overriding criterion for the selection and establishment of priorities is political and it involves addressing problems which, if left unresolved, could lead to the return of fighting. This criterion derives directly from the primary goal of the United Nations under the Charter, which is the maintenance of peace and security. Second, under normal circumstances, a development strategy should not discriminate among potential beneficiaries with the same socio-economic needs. In post-conflict situations, however, it is often necessary to give preferential treatment to those particularly involved in or affected by the conflict in order to address the grievances that led them to resort to arms, to discourage them from doing so again and to redress hardships or repression suffered during the war. Thus, the equity criterion may be supplanted or suspended because of the overriding ethic of peacemaking. Third, given the weight of the political criterion and the non-application of the equity criterion, and taking into account the many financial and technical constraints, the allocation of resources resulting directly from peace-related programmes may not be optimal from an economic point of view. Keeping this limitation in mind, it is nevertheless important to design and carry out these activities in such a way as to minimize any negative economic consequences and to supplement them through training, technical cooperation and credit to ensure that they are viable and sustainable in the long run.

A number of characteristics of the *Inventory* should be highlighted. First, it is a list of activities which *may* have to be undertaken: not all items will be applicable under all circumstances. Those responsible will have to decide what is required and desirable after establishing the appropriate overall strategy suited to the particular case at the request of, and in full cooperation with, the

sovereign State concerned. Initial conditions in the respective countries, including domestic capabilities, institutional memory and the deterioration which occurred during the conflict, will to a large extent determine the appropriate policy mix. Most important, post-conflict peace-building activities should not be dictated by the international community but should reflect national needs and development aspirations and thus should be moulded by the particular political and socio-economic conditions of each case.

Second, the *Inventory* is illustrative, rather than comprehensive, in some of the broader and more technical areas. Although armed forces reform, demobilization of combatants, reintegration of marginalized groups and economic rehabilitation and reconstruction are usually critical to post-conflict peace-building situations, some of the more specific tasks, while crucial to overall success, will vary in breadth and importance. The *Inventory* stresses only the most important tasks to be addressed. For example, of the many areas relating to rehabilitation of infrastructure, only transportation and energy (particularly the question of power supply), which are usually urgent, high-priority post-conflict concerns, have been separately identified.

Third, and related to the above, there is some imbalance in the level of detail with which the different areas are treated. Greater detail is provided in those areas which are specific to a post-conflict situation and in which the international community has relatively less experience (e.g., reintegration of ex-combatants) than in areas which are of more general application and in which the international community has more experience, although not necessarily in a post-conflict situation (e.g., food aid).

Fourth, while some effort has been made to list the activities by order of priority and there is a degree of chronological sequence in the way the main categories are presented, this should not be interpreted rigidly. In a number of instances, there may be some necessary preconditions for an activity (e.g., land may need to be demined before agricultural production can start). This may not apply in other cases, particularly in the order of activities within each of the main categories (e.g., it is not necessary to incorporate

human rights provisions in national legislation before starting to use the media to disseminate information on such rights).

Fifth, there are a number of generic principles that apply in equal measure to most development activities and to post-conflict situations. These are not necessarily highlighted in every area of activity, but should be borne in mind throughout. For example, an overriding concern must be the development as soon as feasible of a national capability in each of the areas identified in order to reduce dependence on external inputs. Training and institution-building must therefore be seen as an integral part of all activities. Employment-generating activities are needed across the board to incorporate large numbers of former combatants, returnees and other groups marginalized during the conflict into the productive life of the country.

Sixth, although a distinction has not been made, PCPB activities will be quite different in States and societies severely disrupted by civil war to the point that their domestic institutions have collapsed or lost international recognition (as in Cambodia, Rwanda and Somalia) from those in societies that, although wracked by civil war or ethnic conflict, have an established, internationally recognized Government (as in El Salvador, Guatemala and Mozambique). The United Nations role will be extensive in the former, including the actual implementation of vital parts of the mandate, and can be limited to monitoring, verification and good offices in the latter, where sovereign and effective institutions can implement the peace agreements.

Seventh, the *Inventory* does not specify which entities within the United Nations system, or which Governments and other parties to peace agreements, are to undertake the activities concerned. This should be part of the design of an overall strategy. The involvement of local administrative structures and national and international non-governmental organizations and the participation of the local population is imperative in all post-conflict reconstruction and reconciliation efforts. National and international volunteers can also play an important role.

Eighth, although not always specifically mentioned, the media can play a critical role in peace-keeping and/or post-conflict recon-

ciliation. By keeping the media well informed, the United Nations and other actors can play a constructive role in generating support for the different activities.

Ninth, the wide variety of activities reflected in the *Inventory* highlights the need for what the Secretary-General called "an integrated approach to human security". Leadership is needed to ensure proper direction and to improve the chances of success. As set out in *An Agenda for Peace*, in peace-keeping and peace-building activities, different bodies of the United Nations have to work in an integrated manner; they must also jointly undertake analytical research, technical preparatory work and training of key personnel for these operations, and analyse and reflect on past and current operations so as to learn from both good and bad experiences and improve future performance.

Finally, the *Inventory* will also be useful in preventive diplomacy, since, as the Secretary-General has stated in the *Supplement to An Agenda for Peace*, many of the activities envisaged for post-conflict peace-building can also be valuable in a preventive context.

# I

## THE BASIC POLITICAL AGREEMENT

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### Nature of the issue

Peacemaking and peace-keeping need to be reinforced by a series of measures and actions to consolidate peace. Such activities should be reflected, as far as possible, in the agreement that ends the conflict. The way the peace-building issues and activities are incorporated in the agreement will be critical to its successful implementation. Peace-building activities are a critical step towards the reconstruction of society and they should be carefully planned and designed from the outset. This implies, of course, that at an early stage in the peace process and at the request of the sovereign State concerned, consultations should be undertaken between all relevant United Nations bodies, bilateral and multilateral donors and non-governmental organizations (NGOs) to develop a common strategy and an integrated approach, in full cooperation with domestic authorities and other local entities.

### Activities

1. Identifying the precise activities that the United Nations system is expected to undertake, particularly in the negotiation, implementation and verification of the agreement to assist parties to a peace agreement. Ensuring that the United Nations is given an active role as the engine of the process and not a passive role as an observer.
2. Ensuring that adequate financial resources are available or mobilized and budgetary provisions are made for financing these activities. Ensuring complementary and often critical financing from donor countries and NGOs.
3. Ensuring that relevant issues are adequately reflected in the peace agreements. Vagueness or specificity in the peace agreements may determine the ease or difficulty with which the agreements will be implemented. The time invested in the negotiating phase to make the basic document more specific will

- be amply compensated in the implementation phase, and will create a more solid base for the success of the operation.
4. Ensuring that peace agreements do not build unrealistic expectations (disgruntled groups can seriously disrupt a peace process).
  5. Creating consensus-building mechanisms, with the participation of all sectors of society, to ensure maximum support for the social and political changes brought about by complex peace processes (e.g., the National Commission for the Consolidation of Peace (COPAZ) and the Forum for Economic and Social Consultation in El Salvador).
  6. Ensuring that peace agreements reflect, or at least do not go against, the history, tradition, culture and values of the peoples involved.
  7. Identifying the inputs needed to fulfil the role of the United Nations system, particularly the types of skills required of United Nations personnel in the field.
  8. Identifying entities that are capable of carrying out these tasks and assigning responsibilities accordingly.
  9. Identifying broadly based groups of residents representing local administrations (at the village, community and country levels) who can be consulted regularly concerning the courses of action proposed by the international community.
  10. Ensuring that the financial and human resources available are adequate to complete these tasks over the long as well as the short term.
  11. Identifying the inputs to be provided by Member States and making arrangements to secure them.
  12. Deploying a United Nations advance component as soon as the signing of a peace accord has taken place to ensure that violations of the agreement by local commanders or other leaders are kept to a minimum.
  13. Enlisting the support of "friends of the Secretary-General" to assist in resolving any political difficulties in the negotiation and implementation of the agreement as well as in facilitating financing.
  14. Identifying the link between peace-keeping and peace-building activities and between the components of the peace-building

- process. Ensuring joint planning of the transition between peace-keeping and peace-building. Sensitizing personnel from peace-keeping operations in their ground-breaking role for subsequent peace-building efforts.
15. Ensuring full coordination and avoiding duplication and inconsistencies in the actions and measures adopted and advocated by different bodies of the United Nations system as well as, to the extent possible, bilateral donors and NGOs. The SRSG should consider coordination of the international community and of the United Nations system and NGOs an essential part of his/her mandate. A clear unity of intent on the part of the international community, as well as its continuous support of the actions of the SRSG, are fundamental ingredients for the success of the operation. This unity and support can result only if the SRSG keeps the international community regularly informed of developments in the implementation of the peace agreements. The personality of the SRSG as well as his/her personal involvement will be of primary importance.
  16. Determining a realistic plan of action and timetable for the implementation of the different programmes.
  17. Identifying potential problems likely to be created by a premature and/or unduly speedy withdrawal of the PKO.
  18. Evaluating the political dimension of projects, even when they meet technical standards: even if the policy decision is not optimal, technically speaking, it must be borne in mind that PCPB belongs to a world of integrated, second-best solutions, where the whole is more than simply the sum of the parts.
  19. Ensuring a smooth and stable transition in the implementation of PCPB activities from the PKO phase, in which the country is actively monitored by the Security Council, to the post-PKO phase, in which PCPB functions will be carried out largely by United Nations development agencies.
  20. Determining whether it would be appropriate or necessary to establish a political office to serve as a bridge between the PKO and long-term PCPB activities, and to help orient development assistance towards projects that promote reconciliation.

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## II

# RELIEF AND HUMANITARIAN ASSISTANCE IN THE POST-CONFLICT CONTEXT

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## RELIEF AND HUMANITARIAN ASSISTANCE

### Nature of the issue

Humanitarian assistance is always aimed at providing the strict minimum to meet the so-called “immediate and basic needs of people” (i.e., food, water, primary health care and the like). As a general rule, therefore, it is a need that stands by itself and is not strictly related to the political goals of post-conflict peace-building. Confidence-building measures are important, even at the emergency phase. As a general policy, education and training should be part of any United Nations humanitarian and relief operation.

### Activities

#### *Emergency measures*

1. Undertaking emergency action to ensure basic survival for returnees and internally displaced persons (shelter, food, water, health and sanitation, basic household kits, farm tools and inputs).
2. Undertaking quick-impact micro-projects at the local level to facilitate the transition from relief to rehabilitation. Criteria have to be established to ensure the sustainability of quick-impact projects in order to avoid uncoordinated and isolated activities without linkages to a broader rehabilitation strategy.
3. Ensuring funding for emergency programmes.

***Education and training***

1. Quick assessment of the education and training needs of all groups of the population.
2. Assessment of the physical condition of the infrastructure (during conflicts, schools are often used by the combatants as army barracks and the educational process is completely stopped; e.g., Liberia, Somalia).
3. Provision of basic training and learning materials for teachers, children, demobilized soldiers, among others, adapted to this particular situation.

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## FOOD AID

### Nature of the issue

The United Nations system has extensive experience in the provision of food aid, both in response to emergencies, primarily natural disasters, and as a form of development assistance. Most of the principles and practices that have been developed over the years apply in equal measure to a post-conflict situation and so are not reiterated at length here. Probably the most difficult challenge is to ensure that food aid provided for emergency relief does not conflict with longer-term development objectives.

### Activities

1. Using food aid specifically in post-war rehabilitation; assisting in building up food production capacity; assisting in resettlement of refugees, returnees and the internally displaced; providing food to ex-combatants both as part of the demobilization package and as assistance during a period of reconversion and re-employment; restoring/building up civic services capacity by assisting civil servants, teachers and health workers until such time as funding and budgetary provisions are made to pay their salaries; building up human resources capacity: school and hospital feeding, maternal and child health (MCH) centres, training; rehabilitating infrastructure either by providing food aid in food-for-work programmes or by directly securing funding and arranging for repairs/reorganization of ports, transport facilities and the like.
2. Ensuring that food aid is distributed in an equitable manner to all vulnerable groups (including refugees, displaced persons, demobilized soldiers, disabled people) irrespective of their affiliation to parties to the conflict. A disparity of treatment of these groups would create tensions which would have a negative impact on the process.
3. Meeting the food needs of people who have lost their capacity to grow or acquire food and/or have been forced to leave their homes (dispossessed and displaced people, refugees and returnees).

4. Rehabilitating food production capacities damaged by the conflict by ensuring the availability of essential inputs, including seeds, tools, fertilizers, pesticides, draught animals and live-stock (e.g., by exchanging external food supplies and food aid for local seed grain to ensure adequate seed reserves).
5. Identifying post-conflict and developmental food-for-work schemes (e.g., demining, rehabilitation and reconstruction of the physical and social infrastructure, including roads, bridges, water supply and transport networks, schools, clinics and health facilities) to follow the emergency phase.
6. Judging the timing and nature of the interventions (i.e., providing free emergency food when starvation is threatening, but avoiding saturating the market and thereby discouraging planting for the next harvest).
7. Reducing external support gradually so that basic food requirements are satisfied while avoiding delays in securing local food security and continued dependence on international food aid.
8. Encouraging closer cooperation between donor organizations involved in relief and those involved in recovery and development activities, so that the former are fully supportive of the latter.

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## POTABLE WATER AND SANITATION

### Nature of the issue

Very often in conflict situations, water and sanitation are neglected or destroyed, with immediate negative effects on the health situation of the community. In most post-conflict situations, there is an urgent need to restore and protect available supplies and make medically safe water accessible to all population groups, thereby reducing the burden on the health system.

### Activities

1. Providing emergency water supplies if water sources are severely contaminated.
2. Providing new boreholes as an alternative source until water quality improves.
3. Restoring existing facilities, including isolating the damaged sections of piped water supply and sanitation systems, undertaking temporary repairs, ensuring disinfection and monitoring water quality at delivery points, and preparing plans and estimates for complete rehabilitation.
4. Establishing and maintaining appropriate latrines and providing disinfectant and material for the temporary repair of sewerage systems.
5. Preparing a detailed plan for the rehabilitation of water supply facilities.
6. Constructing new wells, storage tanks, reservoirs and water distribution systems.
7. Campaigning to ensure continued maintenance of water supply sources and adequate sanitation near water supply points.
8. Organizing in-service training in the rehabilitation and maintenance of water facilities, environmental sanitation and hygiene.

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## HEALTH\*

### Nature of the issue

Basic health services and health institutions (including administrative structures) often disintegrate during conflicts because of the pressure to treat the victims of hostilities. In addition, the health infrastructure is destroyed or damaged during the conflict. A post-conflict health care programme needs to rebuild both institutions and infrastructure as an integral part of a national health programme and to ensure its viability through emphasis on local capacity, institution-building, training and the like.

### Activities

1. Identifying immediate life-saving activities.
2. Assessing present and potential situations with regard to epidemics and disease outbreaks in the community, the types of war injuries and psychological traumas, the state of health of displaced persons and returnees and the size and distribution of the conflict-affected population.
3. Assessing the resources needed and the local response capacity.
4. Sensitization and training campaigns on health and sanitation, with a special focus on communicable diseases and women and children.
5. Activating primary health care services through distribution of emergency drugs and medical supplies, contraceptive services, adolescent care, protection from rape and counselling to rape victims, and reorganization of health centres and hospital facilities, including the strengthening of managerial capacity at all levels to promote effective, efficient and sustainable health service delivery.

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\* See also the subsection above on potable water and sanitation and section III below, subsection on people with disabilities.

6. Caring for those suffering from physical or mental war injuries, including civilians with psychological traumas with attention to the particular needs of women, children and adolescents, such as protection from sexual violence, including rape.
7. Organizing health assistance in collective centres to assist ex-combatants, returnees and other dislocated persons.
8. Enhancing quality health care through nutrition services, drug abuse prevention counselling, opening dispensaries and laboratories, distributing medical kits and prosthetic materials and establishing primary health care centres offering reproductive health care services.
9. Planning and operating effective long-term sustainable health services at central and local levels, to ensure access of basic packages of public health and health care services to meet the needs of the majority of the population.

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## MINE CLEARANCE

### Nature of the issue

Mines are a major impediment to all stages of economic, social and political regeneration. The removal of land-mines and mines in estuaries, waterways and rivers can be a prerequisite for most other post-conflict peace-building activities. In post-conflict situations where the number of mines is large, mine clearance becomes a long-term operation, albeit with some short-term priorities. It is a dangerous and time-consuming activity, which is often carried out at great expense. The experience of El Salvador and Mozambique has shown the advantages of using competent international private companies with the appropriate technologies. In a first phase, these companies should have as part of their contractual obligations a strong training component for local deminers and managers, who should be fully associated with the demining projects from the beginning of operations. In a second phase, local private companies or joint ventures should be created which could take over the demining activity when the contract of the international companies expires. This process should be closely monitored by the Government through its policy and evaluation structure. Such an approach would guarantee the immediate employment of local operational units formed on the spot at low cost. In addition, it would have the sympathy of a large group of donors willing to provide financial resources.

### Activities

1. Determining the approximate extent and nature of the land-mine problem in the country.
2. Undertaking a nationwide survey to locate and identify mined areas, enlisting the help of ex-combatants for the location of their own mine fields.
3. Facilitating financial support, which will largely depend on voluntary contributions. To allow demining to start as soon as possible, the budget of PKOs may include a small amount for this purpose.

4. Conducting detailed individual minefield surveys.
5. Formulating a mine awareness educational plan and formulating procedures for reporting unexploded ordnance and artifacts.
6. Formulating a plan for mine clearance and the disposal of explosive artifacts, including an assessment of the financial implications.
7. Establishing mine clearance priorities (e.g., to respond to the need to open and/or establish vital infrastructure as quickly as possible, to needs relating to refugee repatriation and resettlement or to the need to re-establish the main revenue-earning capabilities of the country).
8. Detecting and clearing mines from surveyed minefields.
9. Implementing mine awareness training programmes.
10. Ensuring demining before any development projects start in mined areas.
11. Creating an in-country mine clearance management team, which can be developed into a national mine clearance authority.
12. Undertaking in-country mine clearance training.
13. Training in-country demining managers.

### **References**

- United Nations, "Report of the Secretary-General on strengthening of the coordination of humanitarian emergency assistance of the United Nations" (A/48/536).
- \_\_\_\_\_, "Report of the Secretary-General on assistance in mine clearance" (A/49/357 and Add.1 and 2).
- \_\_\_\_\_, "Report of the Secretary-General on assistance in mine clearance" (A/50/408).

## LOGISTICS

### Nature of the issue

In situations calling for emergency assistance, measures to facilitate the timely and efficient delivery of required materials are crucial.

### Activities

1. Setting up an office with a stock of essential items and equipped with communication facilities to ensure the launching of an operation without delay.
2. Preparing operation plans, incorporating necessary lead times for recruitment of personnel and purchase and shipping of equipment.
3. Mobilizing logistic expertise and local knowledge.
4. Inspecting sites and making technical surveys.
5. Quantifying the various supplies that need to be delivered month by month to different locations and that have to be transported from locations worldwide.
6. Identifying logistics requirements and possibilities within the country.
7. Subcontracting logistical functions to private contractors such as NGOs and private firms (e.g., computerization of the voting registration in Cambodia).
8. Establishing a pre-approved reserve fund for immediate emergency expenditures.
9. Determining for each sea and river port, the types/sizes of vessels able to be received and the current discharge, handling and storage capacities.
10. Determining for both international airports and airstrips in the affected areas the type of aircraft able to land and take off and the operational facilities available, navigation aids, refuelling points and so forth.
11. Evaluating all possibilities for transporting and storing the planned supplies.

12. Locating/hiring a transport firm to move supplies from the port or rail head to delivery points.
13. Locating a freight forwarding company to manage the arrival of supplies.
14. Establishing a central procurement and storage office .
15. Preparing a short-term plan for the deployment and scheduling of immediately available means of transport on specific routes and for the use of available storage capacity.
16. Preparing a delivery schedule and monitoring performance accordingly.
17. Identifying actions which need to be taken to increase capacity (such as minor repairs of roads) and specifying for each the material and expertise needed, the expected cost and implementation schedule and the expected capacity increase or saving.
18. Monitoring the situation and revising operational plans if and when requirements and possibilities change.
19. Building up, if possible, stocks of supplies in advance of peak requirements to ensure that delivery will be maintained at a steady rate.
20. Building up stocks of supplies as close as possible to targeted locations if it is expected that weather or other conditions will make transportation difficult in the foreseeable future.
21. Establishing a radio network between all key locations (central control unit, ports, airports and major warehouses).
22. Making arrangements for the disposal of equipment, including the possibility of transferring it to the host Government.

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- International Disaster Institute, *Aspects of Logistics in the Somalia Relief Operation* (London, 1983).
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## SECURING FINANCIAL RESOURCES

### Nature of the issue

Urgent and substantial financial contributions are essential to provide expeditiously and effectively relief and humanitarian assistance to people suffering from the effects of conflict. It is essential that measures be taken to ensure that requests for financial resources are based on real and emergency needs and that appropriate coordination mechanisms are provided to avoid duplication and to maximize the effectiveness of the available resources. It is important to differentiate between the various forms of financial assistance (e.g., food assistance, project assistance, cash and debt relief). Financial assistance should be on terms consistent with the external debt situation of the country. Any financial assistance and its use should be under adequate safeguards and accounting, and consistent with a sustainable budgetary position. When appropriate, the role of the SRSG to coordinate and oversee the disbursement of funds for PCPB should be identified. The need to work closely with the international financial institutions from the very beginning is critical, particularly in the light of their experience in identifying the need for and mobilizing balance of payments support within the donor community.

### Activities

1. Organizing, in consultation with the Governments of the affected countries or other relevant authorities, United Nations agencies (particularly the Bretton Woods institutions), other intergovernmental agencies (particularly the development banks) and NGOs and bilateral donors, assessment missions designed to identify the nature of the basic requirements.
2. Preparing and issuing United Nations consolidated inter-agency appeals in consultation with relevant parties (including hosts, donors, United Nations system representatives, NGOs), taking into account the assessment missions and identifying the affected populations, the availability of local resources, the minimum outside help required and the detailed estimated cost.

3. Formulating an integrated operations plan.
4. Preparing and issuing sectoral appeals made by United Nations agencies.
5. Preparing and issuing interim appeals (in situations where assistance has to be provided before the completion of a well-structured inter-agency appeal).
6. Establishing modalities for the coordination of the actions of funding agencies with those of executing agencies and for the coordination of actions and policies among both sets of organizations.
7. Organizing donor conferences to secure a better response to consolidated appeals by providing information concerning ongoing operations and incipient emergency situations, and an opportunity for dialogue on the country's development and projected financial requirements.

#### **References**

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## **REBUILDING THE GOVERNMENTAL ADMINISTRATIVE APPARATUS**

### **Nature of the issue**

The rebuilding of the governmental administrative apparatus will involve a careful process of re-establishing legitimacy, confidence and normalcy in the system. This process will need to be started during peace-making activities, continued in a transitional period and maintained during the rebuilding and reconstruction phase under a new Government.

This has been an immediate priority in countries that have been severely affected by civil unrest (e.g., Rwanda, Somalia). Rudimentary public administration is key to involving the parties to the peace agreement in beginning to restore economic capacity, obtaining the parties' perspective on the most urgent PCPB needs, and following up as well as coordinating the implementation of PCPB activities.

### **Activities**

1. Restoring security and confidence, including policing authority and the judicial system.
2. Restoring the government treasury, including banking and the monetary system, to enable payment of salaries.
3. Rebuilding the civil service through a public service census, human resource planning and development, repatriation and secondment, as necessary.
4. Redesigning government legal frameworks.
5. Promoting capacity-building initiatives related to humanitarian relief activities, especially those of NGOs and communities at the local level, focusing on the delivery of key services. This would reinforce the emerging local capacity, while re-establishing civil administration.
6. Identification of currently active units and organizations, especially at the local level, through a process of needs identification to identify the exact dimensions of civil administration which require restoration.

7. Assisting the parties involved in the peace agreement in identifying an appropriate structure for the interim governmental apparatus.
8. Surveying the state of the current administrative apparatus.
9. In collaboration with the prime minister's office, ministries of the interior and justice, law and order and ministries of finance, economic affairs and planning—identifying, mobilizing and coordinating international support as well as budgeting in general; in collaboration with the treasury and central bank (or monetary authority)—mobilizing domestic resources and allowing for the beginning of rudimentary financial transactions in support of PCPB activities.
10. Mobilizing the necessary material and especially technical support from donors to launch the rebuilding.

#### **References**

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### III

## DISARMAMENT, DEMOBILIZATION AND REINTEGRATION

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### DISARMAMENT AND DEMOBILIZATION OF EX-COMBATANTS

#### **Nature of the issue**

Early and effective disarmament and demobilization of combatants are essential to the building of a durable peace and are functions that are best undertaken under the auspices of the United Nations or another international organization. Very careful demobilization planning is required, and this takes time and requires advance planning. Confidence-building measures among conflicting parties in a wide variety of areas should be taken from the very beginning. The comparative experience of Central America, Ethiopia, Mozambique and Uganda demonstrates that alternative timetables can be designed to suit different conditions. One thing to keep in mind is that a conflict between the "culture of development" and the "culture of peace-keeping" is likely to arise. According to the former, United Nations experts are not supposed to replace local people in doing any work; they should teach the locals how to work and let them do it. The time required for the work to be done is less important than the way in which it is done. In a peace-keeping operation, on the other hand, the main task once a cease-fire and separation of forces have been obtained and political solutions to conflicts have been achieved is to disarm troops, resettle them as soon as possible and consolidate peace. There is hardly any time for teaching; time has a very high cost, especially when large numbers of troops are deployed. Substantive work must be done by the United Nations military and civilian staff to speed up the process and have things done effectively and in a timely fashion.

## **Activities**

### ***Demobilization planning***

Elaborating a demobilization plan and programme, including timetable, stages and costs.

### ***Encampment phase***

1. Selection and agreement on assembly areas/encampment sites/verification centres.
2. Arranging adequate living conditions for the combatants to be demobilized (food, water, shelter, health and sanitation). The peace-keeping operation needs a specific approach to food provision which is quite different from the humanitarian approach. The number of calories required by restless soldiers who have guns in their hands and know how to use them is, by definition, much higher than the number of calories needed by unarmed civilians.
3. Ensuring discipline and order in the assembly areas during the demobilization phase. Providing soldiers with good food in ample quantity may be the best way to keep them quiet and assure the smooth implementation of the demobilization process. The SRSG should be given the authority to make the necessary decisions about the quality and quantity of food, without wasting precious time fighting against bureaucratic rules and procedures.
4. Ensuring funding for the encampment phase.
5. Disarming combatants under the supervision of the United Nations or an appropriate regional organization.
6. Storing and keeping custody of and disposing of the collected weapons and ammunition.
7. Setting up a technical unit, with civilian personnel seconded from United Nations agencies and the United Nations Volunteers, in charge of the preparation and equipment of the assembly areas (in coordination with military observers (MILOBs)); the registration of the soldiers (in coordination with MILOBs); the preparation and delivery of demobilization documents (in coordination with the relevant ministries and MILOBs); the establishment of a reliable database (in coordination with

MILOBs); the planning and supervision of the resettlement of the demobilized soldiers (in coordination with the International Organization for Migration and MILOBs). The technical unit should be present in each assembly area, together with the MILOBs, and be able to provide the technical skill and administrative expertise that the MILOBs lack.

8. Planning the full utilization of the combatants' time during the encampment phase: providing information on demobilization benefits (demobilization allowances, demobilization card to access future payments and procedures for the purpose, civilian clothing, food rations etc.), counselling (vocational, psychosocial), literacy and educational activities, training in life skills (information on civil life, rights and responsibilities, civic education), accelerated agricultural, skill or business training (if time permits) and information on reintegration programmes and options, recreation and physical education.

### *Transition phase*

1. Preparing a detailed logistical plan for the transportation of ex-combatants to their selected home areas.
2. Ensuring physical and financial resources for the plan.
3. Arranging advance information to local administrations and receiving communities on the details of ex-combatants and their dependants.
4. Setting up local arrangements and procedures for accessing demobilization benefits.
5. Providing incentives for resettlement in the area through agriculture (land, seeds, farm tools, draught animals, credit, extension services).
6. Exploring other options for paid or self-employment in the local area in cooperation with the community (food-for-work schemes, community development schemes of NGOs/donors), setting up small and micro-enterprises and businesses.
7. Provision of additional incentives (e.g., house-building material, access to social services, food rations).

**References**

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## REINTEGRATION OF EX-COMBATANTS, REFUGEES AND DISPLACED PERSONS

### Nature of the issue

Before the combatants are disarmed and demobilized, it is necessary to ensure that a reintegration programme has been prepared, funded and made ready for implementation in step with demobilization. The objective of the reintegration programme is to facilitate and assist the reintegration of ex-combatants into the civilian and productive life of the country. In the post-conflict situation, other conflict-affected groups also need reintegration assistance in varying degrees: returnees, internally displaced persons, and the resident population, particularly in areas of intense fighting. Reintegration of target groups is a complex and expensive activity rendered extremely difficult in stagnant economies. Advance planning for reintegration, at least for the short to medium term, should be undertaken well before the demobilization process starts. Close coordination between demobilization and reintegration planning is essential in all situations. An organization should be established at the national level for the planning and coordination of reintegration programmes for ex-combatants and other target groups.

### Activities

#### *Reintegration phase*

1. Designing adequate short-, medium- and long-term programmes for reintegration and supporting them through the provision of training and technical assistance, including literacy, mine awareness training, psychosocial education and teaching of appropriate life skills. Special emphasis should be placed on reintegration programmes that simultaneously promote reconciliation (e.g., former combatants working side by side in a new police force). Peace-keeping operations should confine their actions to short-term projects and the bridging plans to be worked out in coordination with the World Bank, UNDP and other programmes and agencies of the United Nations system in charge of the medium- and long-term projects.

The SRSR, as part of his/her coordinating role, should stimulate and monitor the design of long-term programmes and projects which are necessary to the smooth implementation of the peace agreement and to its follow-up, without replacing the relevant organizations or overlapping with their work.

2. Ensuring that essential peace-related expenditures are reflected in the economic programme of a country and that adequate financing from foreign and domestic resources is secured.
3. Identifying the needs of different target groups and designing reintegration options to suit local conditions.
4. Assessing credit schemes in terms of their affordability by beneficiaries in order not to burden the beneficiaries with debts they cannot possibly service.
5. Providing some kind of indemnity through a reintegration support scheme to demobilized military personnel who, given the difficulties and long-term nature of the process of reintegration, are likely to be unemployed for a certain period of time, depending to a large extent on the possibilities for economic reactivation and employment creation of the country. This can act as a strong incentive and facilitate smooth demobilization and reduce the risk of demobilized soldiers becoming involved in criminal activities.

### ***Substantive activities***

1. Promoting sustainable employment through an integrated approach involving interlinked activities in the areas of employment-intensive rehabilitation/reconstruction programmes at the community level, skills and entrepreneurship training and small enterprise development.
2. Agriculture: arranging allocation (or purchase) of land for cultivation and providing essential inputs and support (seeds, farm tools, draught animals, extension services).
3. Small and micro-enterprises and businesses: facilitating private-sector development through skill training, business training, credit and support services (raw materials, technology, marketing).

4. Facilitating job creation in the formal sector by increasing the employment intensity of public and private investment programmes.
5. Undertaking employment-intensive programmes for rehabilitation and reconstruction of infrastructure (roads, bridges, communication and transport networks, schools, clinics and health facilities, water supply systems, community facilities).
6. Reactivating formal and informal commercial networks for both production inputs (seeds, fertilizers) and final products.
7. Facilitating housing for target groups.
8. Sensitizing and encouraging the receiving communities, especially in areas of high density of target groups, and designing and implementing special local investment and social service programmes.

#### ***Support activities***

1. Contacting NGOs, church groups, and workers' and employers' organizations, and defining their role in various aspects of the programme.
2. Capacity-building in voluntary organizations of demobilized combatants (veterans' associations).
3. Capacity-building of "delivery mechanisms" and community-based organizations to operate effectively in post-conflict situations.
4. Making provision for literacy and remedial education programmes and accelerated vocational and technical training.
5. Establishing job placement and counselling mechanisms.
6. Establishing and strengthening a non-discriminatory legislative and institutional framework for all affected groups, especially for property rights, contractual obligations and civil rights.
7. Providing and enforcing protective measures, including amnesties and other guarantees concerning the safety of returnees.
8. Assisting in improving and strengthening the social cohesion of communities through shelter and human settlements programmes.

9. Identifying those factors which make illicit forms of income-generation (including drug production and trafficking) compelling to refugees and displaced persons. Providing external assistance in a sustainable manner to limit the appeal of such factors.

### References

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## ADDRESSING THE NEEDS OF OTHER VULNERABLE GROUPS

### WOMEN

#### Nature of the issue

Although they may not necessarily have been engaged in combat, women suffer during and after conflict as a result of role changes (income earners, household heads), displacement (loss of traditional family and community support networks), psychosocial trauma (loss of family members), physical abuse (rape and torture) and subsequent problems of acceptance by the post-conflict receiving community. The need to provide special assistance programmes for the reintegration of women has not been fully recognized.

#### Activities

##### *Substantive activities*

1. Promoting measures aimed at ensuring the participation of women in all levels of public life (economic and political); in particular, after a conflict, ensuring the presence and effective participation of women in all public structures which work for consolidation of the peace process and respect for the peace agreements (at the community level as well as at the national level).
2. Providing services to maintain women's health, including support for nutrition, disease prevention and reproductive health services.
3. Providing specific assistance and training on health implications of communicable diseases (AIDS has taken a serious turn for the worse because of wars and conditions in refugee and settlement camps).
4. Providing psychosocial care and counselling for actions of rape and other forms of sexual violence within a framework of programmes to meet the general needs of women, children and adolescents. The presence of female staff is essential for the provision of these services.

5. Developing and implementing special programmes of reintegration through the creation of sustainable livelihoods (e.g., facilitating access to land, property and other assets).
6. Improving women's access to special education and vocational training and business training programmes to increase their employability and income-generating opportunities.
7. Improving women's access to credit through flexible schemes in combination with business training to enable them to establish small and micro-enterprises in the rural, urban and informal sectors.
8. Promoting women's employment in all sectors, including the formal sector, through post-conflict affirmative action programmes.
9. Providing counselling and support services to cover specific conflict-related needs (capacity-building for post-conflict women's organizations, dealing with psychosocial trauma, facilitating access to employment and income-generating activities and facilitating access to training and credit).

### *Support activities*

1. Raising awareness among reintegration planners of the special needs of women ex-combatants and other vulnerable groups.
2. Establishing and strengthening a non-discriminatory legislative and institutional framework for the protection of women's legitimate rights, and providing and enforcing protective measures.

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## CHILDREN AND MINORS

### Nature of the issue

There are two aspects: child combatants involved directly in conflict activities (not necessarily fighting) and children affected by conflict directly and indirectly. The needs at the macro level appear to be the same, but at the micro level they could be quite different. Child combatants under the age of 16 years are frequently not covered by reintegration programmes because they are not recognized as combatants. This generally means no coverage or only a humanitarian approach which, in any case, is limited by funding and capacity. The overall problem of children affected by conflict is very large and can also be divided into a few categories.

### Activities

1. Assessing the condition of children affected by the war.
2. Advocating policies and programmes which contribute to the preservation or re-establishment of a stable family environment.
3. Ensuring that preventive measures are taken to limit factors likely to induce drug abuse among minors traumatized by conflict.
4. Developing special reintegration programmes for ex-combatants who are minors.
5. Ensuring the rapid re-opening of schools and other community services to meet children's basic needs.
6. Ensuring the rapid identification, adequate documentation and medical screening of unaccompanied children.
7. Setting up programmes for family tracing and family reunification.
8. Supporting foster families or orphanages for displaced, orphaned and abandoned children in countries where there is no tradition for caring for extended family and children. Otherwise children should have a "normal" family life.

9. Developing programmes for the prevention of prostitution of minors.
10. Providing health-related assistance for children, including physical rehabilitation of disabled children.
11. Providing culturally appropriate and community-based counselling to minors traumatized by war.
12. Training social workers and teachers with respect to the specific needs of minors in difficult circumstances.
13. Providing assistance to single mothers and displaced mothers with children (day care centres, literacy programmes, training for income generation and small-scale loan programmes).
14. Developing vocational training programmes for street children.

#### References

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## PEOPLE WITH DISABILITIES

### Nature of the issue

Conflicts create large numbers of physically and mentally wounded, many of whom suffer permanent disability. This is particularly the case when use is made of weapons, such as mines, which maim rather than kill many victims, and in cases of intra-State conflicts, where physical and mental abuse of non-combatants may inflict psychological damage. Peace-building requires a concerted effort to reintegrate these victims of war into society.

### Activities

1. Identifying disabilities among non-combatants, as well as combatants, and assessing the short- and long-term needs.
2. Providing emergency relief and humanitarian assistance for immediate medical rehabilitation and emergency survey procedures for base-line assessment.
3. Producing low-cost technical aids, prostheses and wheelchairs, and encouraging technology transfer in this area.
4. Planning and designing transport, housing and public structures to provide accessibility for all persons.
5. Encouraging community-based rehabilitation, including training of trainers for personal assistance to the disabled and measures to facilitate the independence of the disabled to provide services and to create opportunities for the social integration and the economic independence of disabled individuals in local communities.
6. Preventing disabilities through demining (see section II above, subsection on mine clearance).
7. Adopting any legislation necessary to protect the human rights of disabled persons, and taking action to prevent further violation of human rights that would be a major cause of disability.
8. Integrating people with disabilities (including moderately disabled persons, people with less obvious disabilities, households having a disabled person and elderly disabled persons)

into the planning and management of all programmes and activities and avoiding the segregation or institutionalization of disabled people.

9. Ensuring that programmes of vocational training, education, civil rights legislation and health care respond to the needs of people with disabilities.
10. Ensuring that health care, education, vocational training and employment programmes include persons with disabilities.
11. Creating a fund for the war-disabled (including children) so that those with disabilities that do not allow them to work, and their families, have a source of income.
12. Creating a solidarity fund for the continued supply of artificial limbs, wheelchairs and other support for children disabled by conflict.

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## IV

# ENHANCEMENT OF HUMAN RIGHTS AND BUILDING A PARTICIPATORY SYSTEM OF GOVERNMENT AT ALL LEVELS

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### STRENGTHENING HUMAN RIGHTS

#### Nature of the issue

The violation of human rights has often been one of the causes of conflicts, and human rights have usually suffered further as a result of the conflict itself. This includes violation of the principles of international humanitarian law, especially in intra-State conflicts. Enhancing respect for human rights, in all its aspects, should be a cornerstone of peace-building efforts. Faithful observance of the rules of international humanitarian law during and immediately after violent conflicts could also advance the goal of peace and stability.

#### Activities

1. Determining modalities for *United Nations* human rights activity, for example an international tribunal, a commission of inquiry, a "truth commission", a human rights observation mission (on its own or within or co-deployed with a PKO), a *United Nations* human rights office, a programme of technical advice and cooperation, an education campaign, or visiting special rapporteurs or working groups.
2. Healing conflict-torn societies (ending impunity, bringing human rights violations to justice, establishing mechanisms to bring to light misdeeds of war ("truth commissions"), granting amnesty and security guarantees to former parties to conflicts, ensuring accountability and national reconciliation) and purging the military, police, judiciary and other organs of the State.

3. Enhancing the accountability of United Nations personnel, particularly troops, regarding respect for human rights, thereby setting an example for local troops and police.
4. Assisting and rehabilitating victims of human rights violations.
5. Tracing disappeared persons (normally a function of the International Committee of the Red Cross).
6. Incorporating international human rights standards in national legislation.
7. Enhancing/establishing legislative guarantees for the protection of human rights throughout the administration of justice, including guarantees for the treatment of prisoners and detainees, the independence of the judiciary and a fair trial.
8. Enhancing/establishing the legal protection of the human rights of women and children, disabled people, indigenous people and persons belonging to national, ethnic, religious or linguistic minorities.
9. Establishing/enhancing a national human rights commission or ombudsmen.
10. Collecting information about human rights violations and channelling it to national and international, including United Nations, human rights bodies.
11. Encouraging the role of national NGOs in maintaining human rights, investigating and publicizing violations and undertaking public education.
12. Providing public information and basic education to enhance awareness at all levels of society of international human rights standards.
13. Providing protection to women and children through specific sensitization of police forces and inclusion of women in international and national police and justice systems.
14. Mobilizing the media to disseminate information on human rights and to divulge violations.
15. Incorporating human rights training in primary, secondary and tertiary education.
16. Incorporating human rights in police and military academy curricula and in the training of all officials involved in the administration of justice.

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## **BUILDING OR STRENGTHENING A PARTICIPATORY SYSTEM OF GOVERNMENT AT ALL LEVELS**

### **Nature of the issue**

The lack of a participatory system of government is at the heart of many of the intra-State conflicts in the world today. Long-term consolidation of peace requires that this situation be remedied using a model of a participatory system of government that is not imported and that responds to the aspirations and the cultural values of the people. It is necessary to enable all members of society, without discrimination, to participate fully in political, civil, economic, social and cultural life, with a view to preventing a return to violence. This frequently requires constitutional reform, electoral reform, judicial reform, and reform of the police and armed forces. It also requires ratification of ILO standards.

### **Activities**

1. Consolidating freedom of expression and information (including freedom of the press), the right of peaceful assembly, freedom of association and freedom of movement.
2. Consolidating the right to participate in government directly or through freely chosen representatives, without distinction of any kind.
3. Consolidating the right of every citizen to vote and to be elected at genuine periodic elections on the basis of universal and equal suffrage, held by secret ballot, guaranteeing the free expression of the will of the electors, including former insurgents.
4. Consolidating the right of every citizen to have equal access to public service.
5. Strengthening mechanisms of government accountability.
6. Facilitating the establishment and registration of political parties and trades unions.
7. Strengthening mechanisms of participation at the community level, including the participation of women, in the planning, implementation and evaluation of economic, social and other programmes.

8. Respecting or strengthening local or national traditional forms of popular participation.
9. Developing measures for the full participation of persons belonging to national, ethnic, religious or linguistic minorities, including disabled persons in these populations, in all aspects of the political, economic, social, religious and cultural life of society and in the development of their country.
10. Developing measures to ensure the full and free participation of indigenous people in all aspects of society, in particular in matters of concern to them.
11. Developing training programmes and information campaigns to raise awareness and consciousness among people about their rights to participate in the political and economic life of their country and about the way they can do it according to the laws and constitution of the country.

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## ELECTIONS

### Nature of the issue

The role of the United Nations is not only to maintain peace, but to help create an environment in which peace can be sustained. In this context, the provision of supervision and/or assistance for the conduct of free and fair elections, in which populations in post-conflict situations can determine their own political future, can be of paramount importance. In some cases, the United Nations will be involved in the actual planning, organizing and conducting of the elections (e.g., Cambodia).

### Activities

1. Ascertaining that there is general agreement among all major political groups on the need for international involvement in the electoral process.
2. Undertaking, on the basis of a request from the Government, a needs assessment mission to clarify the type of United Nations involvement, the support available from non-United Nations parties or sectors, and the political, human rights, logistical and security situation in the country.
3. Formulating the modalities, timetable and financial requirements of the electoral assistance to be provided by the United Nations.
4. Providing technical assistance to the electoral authorities, including the drafting of electoral laws, and coordinating and supporting other international observers.
5. Providing coordination and accreditation of and logistical support to international observers, who become an important part of the monitoring and international legitimation that a successful election requires.
6. Supporting different groups participating in elections. In a PKO the intellectual and operational equilibrium between parties is an essential element for the effective and timely implementation of the peace agreement. Often a guerrilla organization which has spent many years in the bush needs financial

and logistical support in order to settle in the capital and to be able to function properly as a political party. If this process is not solved, the peace process can become endless. The creation of a trust fund with the support of the international community to facilitate the transformation of military organizations into political parties may be the solution. It may also give the SRSR a strong lever to make the peace process faster, smoother and more effective.

7. Coordinating United Nations assistance with that provided by other entities.
8. Undertaking civic and voter education programmes and determining rules of conduct in election campaign monitoring.
9. Undertaking public relations activities, particularly in the country but also elsewhere, to explain and promote the purpose and scope of United Nations involvement.
10. Establishing a political atmosphere conducive to free and fair elections.
11. Training election personnel in election techniques (procedures for logistics, registration, voting, ballot counting and complaint adjudication).
12. Monitoring the correct functioning of democratic institutions after the completion of the PKO and the holding of free and fair elections. Otherwise, there is a serious risk that the newly elected parliament will be given a marginal role to play.
13. Establishing a trust fund earmarked for the proper functioning of democratic institutions, especially the legislative and judicial powers, getting as much intellectual and financial support from the international community as possible.
14. Providing post-election assistance aimed at facilitating the transition from election and democratization activities to the establishment of programmes for good governance.

#### References

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## CRIME PREVENTION AND THE ADMINISTRATION OF JUSTICE

### Nature of the issue

Law and order has often broken down as a result of intra-State conflicts, or has been exercised at great cost in terms of the violation of human rights. Rebuilding a system of justice and establishing or re-establishing the rule of law are among the necessary ingredients for an equitable and pluralistic society in which the human rights of all citizens are properly respected. Although criminal justice is usually a priority, strengthening the entire administration of justice and ensuring a functioning judiciary is sometimes required (e.g., in Rwanda there is a need for tribunals to adjudicate property claims efficiently and authoritatively).

### Activities

1. Obtaining a comprehensive view of the existing criminal justice arrangements and the law and order situation in the country.
2. Undertaking a needs assessment exercise for each element of the criminal justice system (e.g., the police, the judiciary, prosecutorial services, the legal profession and correctional arrangements).
3. Identifying the need for new or revised legislation, paying particular attention to the country's legal tradition but taking into account universally accepted principles.
4. Determining the level of local expertise and identifying modalities, such as training, for improvement.
5. Identifying the requirements for an effective and independent police force and criminal justice system, including facilities and equipment.
6. Establishing mechanisms for conflict prevention or peaceful resolution of conflicts and establishing an early warning system for preventing conflicts or escalation of conflicts.
7. Identifying the financial resources required for strengthening national capacity to maintain law and order so that both the

police and the judiciary can be served by people of the highest standards.

8. Providing external assistance in the preparation of new or revised legislation, managing the criminal justice system, upgrading professional skills and providing new equipment.
9. Establishing, in circumstances of national institutional collapse, a transitional criminal justice system with capacities to arrest, hold and perhaps even try criminal suspects (e.g., Cambodia, Somalia).

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## V

# REHABILITATION, RECONSTRUCTION AND RECONCILIATION

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## REHABILITATION AND RECONSTRUCTION

### Nature of the issue

In addition to all activities listed in section II and those specifically discussed below, there are a number of wide-ranging activities that are also likely to be of critical importance in the process of rehabilitation and reconstruction.

Initial conditions in the respective countries, including domestic capabilities and institutional memory and the deterioration to which they were subjected during the conflict, will determine the appropriate policy mix required for the restoration of production and trade. Although such situations may provide an opportunity to eliminate some of the inefficient structures of the past and to adopt more modern technologies and efficient policies, it is important to keep in mind that under these conditions Governments are likely to operate under serious financial and other constraints determined by insufficient trained staff, inadequate or weakened statistical systems, low credibility in government policies, a weakened financial system, uncertainty regarding means of payments and large needs for economic reconstruction and rehabilitation.

In countries coming out of conflict or other chaos situations, adequate domestic economic policies and international support to ensure that such situations never recur are imperative. In this regard, the design of economic policy in general, and fiscal, monetary and exchange rate policies and institutions in particular, should be oriented towards facilitating reconstruction and peace consoli-

dation. Priority should also be given to modernization of the public sector as well as private-sector development.

The damage to and/or destruction of industrial production and service facilities as well as housing and engineering structures is often widespread. The social fabric of society as well as the social infrastructure are frequently seriously damaged. The issue of employment promotion and related training as well as technical assistance in planning and programming recovery programmes should be considered in relation to all post-conflict situations. An inventory of available trained manpower to use in the reconstruction and rehabilitation process is important. The issue of medium- and long-term planning to allow for a link between early intervention and longer-term durable reconstruction is critical.

Environmental issues are often at the heart of conflicts (e.g., Somalia and to a certain extent Rwanda) and, unless these issues are addressed, the rehabilitation and reconstruction work may well be unsustainable. The environmental consequences of war are often devastating, as in the case of the Persian Gulf war. The wider impact of crises should also take into account the impact of returning refugees.

A quick restoration of communications services in the post-conflict period invariably serves as a morale-booster for affected populations. Revival of postal links within the country and with the world outside goes a long way in restoring public confidence in the peace process.

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## TRANSPORT

### Nature of the issue

Destroyed and damaged roads, bridges and other transport infrastructure, including air transport, are a severe constraint on the reactivation of normal economic life in a post-conflict situation. Rehabilitation of basic road and air transport as well as ports, harbours and inland waterways infrastructure is essential for the restoration of the movement of goods and people and hence for economic activity in general.

### Activities

#### *Short-term*

1. Assessing the damage to different modes of transport.
2. Identifying priority repair and reconstruction and quantifying costs.
3. Identifying needs for and sources of: labour, supplies and materials; equipment and spare parts; technical assistance and training.
4. Preparing standard-design packages for structures on specific designs for each site based on survey information.
5. Repairing infrastructure for all transport modes.
6. Acquiring the immediately necessary transport equipment.

#### *Medium-term*

1. Restoring a maintenance system for all transport modes, including the necessary training.
2. Restoring safety conditions for transport: standard air traffic control and ground safety; safety on roads; and safety on railways.

#### *Long-term*

1. Developing a transport policy (including investment levels, means of funding, ownership arrangements).
2. Preparing a transport master plan defining modal roles and plans for future rehabilitation and reconstruction needs.

### References

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## ENERGY

### Nature of the issue

In many post-conflict situations, one of the priority actions needed is the urgent development of programmes for the rehabilitation, upgrading, operation and maintenance of power plants and transmission systems in order to restore and enhance the provision of power supply to industries, agriculture, transport and households. In some situations the presence of power and/or research reactors may require special measures.

### Activities

1. Assessing the energy supply and demand situation in the post-conflict area; appraisal of patterns of energy use and opportunities for inter-fuel substitution.
2. Assessing the condition of equipment required for control, monitoring, measuring, testing, transmission and end-use.
3. Defining the requirements for the repair, upgrading and retrofitting of power plants and transmission systems.
4. Defining the energy management options to develop an integrated energy resources planning strategy which emphasizes energy demand management and efficiency improvements.
5. Installing measuring, metering, monitoring and testing equipment.
6. Developing standardized operation and maintenance plans and manuals.
7. Developing training programmes in energy management, maintenance skills and repair techniques.
8. Developing and installing maintenance and energy management systems.
9. Surveying small-scale installations and renewable energy sources for supplying electricity to isolated areas.
10. Formulating a national energy policy, including the reorganization of the tariff structure and promotion of new and renewable sources of energy.

**References**

UNDP/World Bank, *Angola: Issues and Options in the Energy Section*  
(Report No. 7408ANG).

## REHABILITATION OF CIVIL SOCIETY

### Nature of the issue

As conflicts are increasingly recognized to have social origins, so social structures and processes are likely to be profoundly affected by conflicts, whatever their nature may be. The need to heal the social fabric of societies, to foster the re-establishment of relations among groups that were previously in conflict, to strengthen the civil institutions that represent them and to promote participation of the population in the formulation of rehabilitation programmes may be decisive in avoiding a recurrence of the conflict.

### Activities

#### *At the national level*

1. Socio-cultural analysis: analyse the culture, traditions and institutions in the country and in the regions where conflict has occurred to facilitate peacemaking and the design of post-conflict activities. Focus on the origin of social differentiation; structures of authority within ethnic groups and within their subdivisions; and relevant cultural characteristics.
2. Social impact analysis: identification of potential beneficiaries of the peace process.
3. Capacity-building: national institutions responsible for planning need to have the capacity to assess the social effects of the conflict. This entails an analysis of the composition of the population resulting from migration, internal displacement, population movements in terms of ethnic composition, age and gender; social vulnerability (prevalence and location of groups of the population that the war has made vulnerable); problems with the reintegration of young people; social institutions: families, marriage and fertility.

#### *At the local level*

1. Assessment of local social needs: communities, organizations, vulnerable and ethnic groups affected by war, and those included in the negotiations, should present their priorities for the formulation of medium- and long-term rehabilitation programmes.

- 
2. Promotion of social solidarity and cohesion within communities with potential for renewed conflict: innovative programmes must be design emphasizing cultural, ethnic or religious diversity, and institutions must be developed with a view to strengthening community solidarity and reducing community violence.

### References

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## INTER-STATE JOINT VENTURES FOR PEACE-BUILDING

### Nature of the issue

One of the fundamental prerequisites for global peace is friendly and good-neighbourly relations among countries. Although United Nations PCPB is largely devoted to intra-State settings, it is essential to involve previously hostile parties to inter-State conflict in mutually beneficial undertakings which will not only contribute to economic and social development but also act as confidence-building measures necessary for lasting peace.

### Activities

1. Establishing legal and operative frameworks for cooperation.
2. Setting up consultative procedures for the harmonization and coordination of policies on issues of common interest in the economic, social, environmental, technological and political fields.
3. Setting up mechanisms for the selection of projects and establishing a consolidated system of operational, administrative and financial management of projects.
4. Establishing an information exchange system on technical capacities, projects, past successes, information sources, training programmes and the like.
5. Formulating an emergency intercountry programme for dealing with urgent issues such as demining, demobilization, integration of ex-combatants, returnees and displaced persons and food aid.
6. Identifying and evaluating financing machinery and provision of financing agreements.
7. Establishing common marketing services to support marketing of products in the region (evaluation of productive projects, market research, identification of dealers and exporters of proposed products, preparation of a registry of enterprises, traders and exporters).
8. Promoting regional cultural and sporting events.

9. Elaborating joint education and awareness programmes for human rights and the culture of peace targeted to educational systems, institutions of law enforcement, the media, groups of opinion leaders and the general population.
10. Developing peaceful conflict-resolution methods based on a common cultural and traditional heritage.
11. Establishing a standing inter-State office for crisis prevention and crisis monitoring.

### References

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