The following chapter analyses the evolution during the last three months of the 11 post-war rehabilitation processes analyzed by the School for a Culture of Peace. The chapter is divided into three sections. The first contains a review of the most important events that have occurred in the countries in which the rehabilitation process began in 2000 or later, focusing on four general areas: security, governance and participation, social and economic welfare and justice and reconciliation. The second deals with the more notable events that have taken place during the last three months in countries that are currently in a more advanced phase of rehabilitation and in which some key issues remain pending. Finally, the third section deals with international involvement and discusses the main activities involved in this area, both from the point of view of the framework that governs such involvement and as regards donors’ contributions. It also details some of the more notable initiatives that have been observed.

### 4.1. Evolution of post-war rehabilitation processes by area

**Table 4.1. Evolution of countries involved in post-war rehabilitation processes**

<table>
<thead>
<tr>
<th>Country</th>
<th>Date and Agreement marking the beginning of the rehabilitation process</th>
<th>UN mission and department in charge</th>
<th>Evolution this quarter</th>
</tr>
</thead>
<tbody>
<tr>
<td>Afghanistan</td>
<td>Bonn Agreements (2001)</td>
<td>UNAMA (DPA/PKO)</td>
<td>Deteriorated</td>
</tr>
<tr>
<td>Iraq</td>
<td>Resolution 1483 (2003)</td>
<td>UNAMI (PKO)</td>
<td>Deteriorated</td>
</tr>
<tr>
<td>Liberia</td>
<td>Accra Agreements (2003)</td>
<td>UNMIL (PKO)</td>
<td>Improved</td>
</tr>
</tbody>
</table>

1. 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; the promotion of good governance and participation; social and economic welfare; and the promotion of justice and reconciliation. These four areas have been defined on the basis of the categories set out by a number of agencies, including the Center for Strategic and International Studies, as detailed in the latter’s publication *Post-Conflict Reconstruction, Task Framework*, May 2002.

2. The post-war rehabilitation phase is understood to apply to the following: 1) Countries or territories that have reached a cessation of hostilities or have signed a peace agreement (either as the result of one party emerging victorious or through mediation by third parties) and in which post-war rehabilitation is progressing reasonably well; 2) Countries or territories in which a peace agreement or cessation of hostilities exists but is progressing badly and thus impeding post-war rehabilitation work; 3) Countries or territories that remain in a state of war but which are receiving considerable amounts of post-war international aid, which is often used as an incentive to facilitate the pursuit or fulfilment of an agreement that will allow hostilities to be brought to an end.

3. The countries regarded as having reached this phase are Bosnia and Herzegovina, Guinea-Bissau, Serbia (Kosovo), Timor-Leste, Angola, Congo, Tajikistan, Rwanda and Macedonia.
In order to analyze the quarterly progress of the activities begun in countries in a post-war rehabilitation phase since 2000, four categories have been established within the field of rehabilitation that include in a generic way all the activities belonging to this phase.

### a) Security

At the beginning of the post-war rehabilitation process, the restoration of security is one of the key aspects, given that the possibility of a return to violence remains for a long time after any peace agreement is signed. An analysis of the security sector involves examining the reforms that have taken place and all the issues relating to civilian security.

The last three months were notable for the increased levels of violence seen in Afghanistan and Iraq. Various reports were published detailing the situation in the second of these two countries and offering contradictory views on prospects for the future. As regards the reform processes currently underway, particular mention should be made of the proposed creation of a commission to examine the possibility of implementing the French public security force model in Haiti, along with the preliminary steps taken in South Sudan to prepare a proposal for the region’s defence policy. Finally, the UN Secretary General recommended that the Security Council begin reducing UN troop levels in Liberia.

In Afghanistan, the increased fighting between international troops and Taliban militias led to deterioration of the situation. The number of people working for NGOs and international organisations who were kidnapped by members of the Taliban militias increased during the quarter, and the Afghan government’s Interior Minister issued an order prohibiting international workers from travelling outside Kabul without prior authorisation. This led to the departure of some international organisations and a reduction in the number of projects, with the resulting damage to post-war rehabilitation work. On the other hand, the International Crisis Group published a report evaluating the process of reform of the Afghan police force begun in 2001, in which it criticized once again how reform efforts had been focused on technical aspects, training and the supply of equipment while ignoring some of the more political and therefore more delicate issues such as the role that the police should play under the rule of law. The division

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4 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.

of areas to reform among the different donor governments has resulted in a lack of coordination between the parties involved, thus damaging the process.\(^6\)

In Iraq, the chaotic situation in the country was dramatically reflected in the contradictory reports presented to the US Congress. On the one hand, General David Petraeus, head of US armed forces in Iraq, reported that levels of sectarian violence had been dramatically reduced, while a report published by the Government Accountability Office indicated that the level of daily attacks against the population had not diminished. This latter report also said that of the 18 targets set by the US government and analysed by the GAO in the areas of both security and policy, the Iraqi government had achieved a total of 3.\(^7\)

As regards reform and consultation processes, in Haiti, Prime Minister Jacques Edouard Alexis was charged by President René Préval with setting up a commission to study the suitability and feasibility of creating a new public security force following the French National Police model. In South Sudan, the consulting process introduced in relation to the preparation of a Draft Defence Bill is aimed, among other things, at providing a basis to allow the SPLA to transform itself into a conventional armed force. Consultations will take place over the next few months and will involve leading members from the political arena, the military and the church, along with representatives of civilian groups and British and US advisers, who have also been invited to help prepare the first draft. It is thought that this proposal will suggest a reduction in the number of SPLA troops to help reduce the cost of this force, which has accounted for 40% of the total budget allocated to the region during the last two years. Finally, in Liberia, the UN Secretary General recommended in a recent report\(^8\) that the international troops currently in the country under the UNMIL mandate be reduced in various stages from October 2007 to December 2010.

### Chart 4.1. The current status of security sector reform in Liberia

The two most important elements in providing security in Liberia are the army and the police force. The task of reforming the Liberian army has been entrusted to two private security agencies from the USA, Dyncorp and Pacific Architects Engineers, with funds from the US government. UNMIL and the Liberian government are responsible for implementing the process to reform the police force.

In the case of the army, the Liberian government decided to establish a light force of 2,000 men to facilitate mobility and guarantee the payment of salaries in the future. Of these, only 105 recruits completed basic training, though a second group of 525 soldiers began training during the course of this quarter, according to a report prepared by the UN Secretary General,\(^9\) which also mentioned that a large proportion of the 20 million dollars already invested in restructuring the new army has been spent on the construction of some extraordinarily well-equipped barracks. As far as potential destabilising elements are concerned, it should be pointed out that although the disarmament process was completed satisfactorily, around 39,000 former combatants are still awaiting reintegration, and many of them have begun to regroup in order to engage in the illicit exploitation of natural resources, as explained in the inset dealing with the security sector reform process being organised by the USIP in Liberia.\(^10\)

As far as reform of the police service is concerned, UNMIL met its target of providing basic training for 3,500 police officers, though it noted in the report mentioned above that the new police force was encountering basic funding and infrastructure problems as it was deployed around the different regions. Norway and the Netherlands are supporting the Liberian government and offering bilateral financing to improve infrastructure at some of the police stations where this is most needed.

Given that the UN troops currently stationed in Liberia are a critical element in ensuring security in the country, if the UN Security Council approves the reduction in troop numbers proposed by the Secretary General, it is vitally important that the government focus its efforts on a series of tasks that remain pending, such as the organisation and training of new troops in the regulations and obligations associated

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\(^6\) For more information, see the chapter on post-war rehabilitation in Barometer 14.


\(^9\) Ibid.

Finally, mention should be made of the disturbances reported in Burundi, where the large number of weapons still in circulation has contributed to a loss of confidence in the government's goodwill from Agathon Rwasa's FNL. A seminar on democratic transition and security sector reform was also held in Nepal.

b) Governance and participation

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 public sector management and administration, and the guarantee of free and active participation by a country's citizens in the formation of its government.

Particularly notable among the events of the last quarter were the general elections held in Sierra Leone, the announcement of a fresh date for elections to the Constituent Assembly in Nepal, the resignation of the majority of Sunni members from the current government in Iraq, the ministerial restructuring process undertaken in Burundi (which was rejected by opposition parties) and, finally, the announcement of a proposed date for a census to be carried out in South Sudan.

In Sierra Leone, the first general elections to be held since UNAMSIL withdrew from the country were deemed to be free and transparent, according to the community of international and local observers charged with overseeing the process. The result was victory for the opposition APC party led by Ernest Bai Koroma, which beat the governing SLPP led by Solomon Berewa. Despite disturbances between supporters of the main political parties during the days preceding the first and second rounds of voting, the process went off peacefully and without any serious incidents. Particularly notable was the work done by the National Electoral Commission led by Cristiana Thorpe, which played a key role in providing the elections with the credibility that the people needed.

The transitional government in Nepal decided to postpone elections until 22 November, given the lack of time to approve electoral legislation before June, the date on which elections for the Constituent Assembly were supposed to have taken place. The Electoral Commission also authorised 43 international and domestic organisations to act as electoral observers. As this report was going to press, the CPN announced it was leaving the coalition government. Maoist ministers submitted their resignation after failing to persuade Prime Minister Girija Prasad Koirala to accept two of their key demands: that Nepal should be declared a Republic prior to the elections and that a system of proportional representation be adopted.

The crisis of governance in Iraq worsened with another group leaving the government, this time the main Sunni bloc, the Iraqi Accord Front. At the end of the quarter, leading Shites, Sunnis and Kurds signed a national reconciliation agreement that could go some way to overcoming the current stalemate in parliament over the approval of some key legislation that remains pending and that is of particular interest to the USA, such as the oil law, the reintegration of former members of the Ba'ath party in political life, the creation of a mechanism for the release of detainees and an undertaking to hold provincial elections.

11 See the chapter on tensions.
12 The area of governance and participation includes the following: building good governance and encouraging participation, the process of creating a Constitution, forming a government, sharing power, developing local government, ensuring transparency and measures against corruption, supporting electoral processes, strengthening and training political parties, ensuring the independence, transparency and plurality of the communications media, and the empowerment of civilian society, which is understood to include the formation of associations, the development of social movements, the organisation of forums for debate and social skill-building programmes.
Turning to the situation in **Burundi**, the crisis in the country’s government has led to an institutional standstill\(^\text{13}\) which could in turn cause a crisis in the post-war rehabilitation process, in which the international community is deeply implicated, given the involvement of the United Nations Peace-building Commission and other bilateral donors. By way of illustration, the country could lose a grant of 40 million dollars from the World Bank because the National Assembly is unable to agree on how these funds should be allocated.

In **South Sudan**, the National Population Census Council announced that the census process would finally begin during the first half of February 2008, after a shortage of funds and qualified personnel caused a series of delays, leading to the postponement of the originally planned date of 9 July 2007. Furthermore, three of the Commissions that are to be set up under the terms of the peace agreement, the Human Rights Commission, the Electoral Commission and the Land Commission, have yet to materialise.

As regards events in **Côte d’Ivoire**, the UN Secretary General approved the withdrawal of the position of High Representative for Elections in the country.\(^\text{14}\) This complied with one of the demands made by President Laurent Gbagbo, and has been interpreted by the opposition parties as a capitulation on the part of the United Nations. Finally, in **Aceh (Indonesia)**, the GAM set out its intention to form a local political party in the province, a move provided for in the peace agreement signed in 2005 but prohibited in the rest of Indonesia, meaning that the Indonesian government will have to make a ruling in this regard.

**c) Justice and reconciliation**

Activities relating to the area of justice and reconciliation\(^\text{15}\) are directed towards creating an impartial and responsible legal system capable of tackling past abuses and preventing future ones. In short, this 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.\(^\text{16}\)

The most notable events of the last three months were the Conference on the Rule of Law for **Afghanistan**, the publication of the first draft bill for the establishment of a Truth and Reconciliation Commission in **Nepal**, and finally, the prison reform programme announced by the government of **Haiti**.

A Conference was held in Rome on the Rule of Law in **Afghanistan**, aimed at gaining an undertaking from leading Afghan political figures and the international community to implement the rule of law in the country. During the course of the Conference, the European Commission (EC) presented its plan for the next four years, in which it will donate 200 million euros for investment in three priority areas: institutional reform of the justice sector, focusing mainly on recruitment and the reform of wages and professional grades; financial support for wages in the judiciary; and financial provision for a Law and Order Trust Fund (LOTFA). The EC plan will supplement the work being done by the EU with Afghanistan’s police force.\(^\text{17}\)

The working group appointed by the Minister for Peace and Reconstruction in **Nepal**, Ram Chandra Poudel, to prepare a bill to set up the Truth and Reconciliation Commission provided for in the Peace Agreement, completed and published its first draft, which is now awaiting comments and suggestions before being submitted to the interim parliament for approval. The United Nations Office for Human Rights, Amnesty International and other domestic

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\(^{13}\) See **Burundi in Turmoil**, ISS, 13 August 2007, at [http://www.iss.co.za/](http://www.iss.co.za/).


\(^{15}\) 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.

\(^{16}\) 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.

\(^{17}\) For more information, go to [http://ec.europa.eu/external_relations/afghanistan/intro/index.htm](http://ec.europa.eu/external_relations/afghanistan/intro/index.htm).
organisations all expressed concern over the provisions in the bill that could lead to the grant of an amnesty to those responsible for crimes against humanity, along with the lack of safeguards to guarantee the independence, impartiality and diversity of members of any potential Commission. The proposed Commission will comprise seven commissioners, who will in turn be chosen by a body appointed by the government, and it will be given two years to complete its investigations and report back to the government.

Given the problems of overcrowding in detention centres in Haiti, the government announced that it would be carrying out a prison reform programme over the next five years, though details of the programme have not been published. According to a document prepared by the earlier transitional government, there are a total of 21 prisons in Haiti, with 181 courts and fewer than 1,000 judges, while the majority of the funds earmarked for the justice system are used to pay the Ministry’s 2,000 employees.

d) Social and economic welfare

The phases involving humanitarian and emergency aid and rehabilitation are closely intertwined in this area. The initial stages in the rehabilitation of a social and economic welfare system involve the return and resettlement of refugees or people who have been displaced, food security, the rebuilding of homes and physical infrastructure, medical assistance, social assistance, the creation of employment and the introduction of strategies to assist economic development, the legal reform of ownership rights and the development of an effective banking and financial system.

Particularly notable over the last three months have been the serious humanitarian situation in Iraq, the way in which the instability in some parts of DR Congo has affected investment, the increase in state revenues in Liberia, and finally, the difficulties encountered by refugees and the internally displaced returning to the Abyei region in South Sudan, due to the failure to implement the provisions set out in the CPA for the region.

Firstly, there is the situation which several international organisations have pointed to in Iraq, where eight million people require urgent humanitarian assistance according to a report published by OXFAM and the NGO Coordination Committee in Iraq (NCCI). The report explains that four million of these people lack food and basic services, two million have been displaced from their original homes and two million are currently living as refugees in other countries, mainly Syria and Jordan, in what has become regarded as the greatest refugee crisis of current times and the one that is growing most quickly. The absence of basic services and the increase in infectious diseases and malnutrition have begun to overtake armed violence as the most dangerous threat affecting the Iraqi people.

Chart 4.2. Lack of funds to deal with the humanitarian emergency in Iraq

Humanitarian NGOs lack the necessary financial resources to set up new programmes, because the majority of the funds earmarked for Iraq are given to the International Reconstruction Fund for Iraq (IRFFI), which in turn comprises two trust funds that are respectively managed by the World Bank and the UNDP. Use of funds from the IRFFI for humanitarian work requires approval from donors and the Iraqi government, partly because donor countries believe that the Iraqi authorities have sufficient financial resources to attend to their own population, though this does not take account of the government’s lack of ability. Added to this is the fact that some of the IRFFI funds have not yet been used because certain projects cannot be implemented due to the current lack of security. In July 2007, the IRFFI totalled 1,720 million dollars, and yet the UN Office for the Coordination of Humanitarian Affairs (OCHA) has said that Iraq is second in the list of the 15 most poorly financed humanitarian crises in the world.

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18 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.
In **RD Congo**, the resumption of the conflict, mainly in the North Kivu region\(^{21}\), had a knock-on effect on the foreign investors who had expressed an increased interest in the country, particularly in the area of natural resources, though also in sectors such as services, tourism and communications, which were seen as offering opportunities for the future. This has exposed the pressing need for investment in the road and rail networks, as the only way of travelling between the country’s main cities is currently by air.

In **Liberia**, the government increased its overall budget forecast for the 2007/2008 financial year by 17 million dollars, thanks to an improvement in revenue collection. This increased spending power will be invested mainly in basic social and economic services. In this regard it should be mentioned that levels of unemployment among young people rose to 85%. This, combined with the obstacles hindering the reintegration of former combatants, remained the main threat to the country’s fragile stability.

Turning to **South Sudan**, the process for the return of refugees and the displaced was further complicated in the oil-producing region of Abyei by the fact that the parties had not yet reached an agreement regarding the boundaries of the interim administration planned for the region. Furthermore, an interim civil administration still has to be appointed, a fact that has made implementation of the peace agreement difficult.

<table>
<thead>
<tr>
<th>Chart 4.3. Some of the main breaches of the peace agreement for South Sudan in the Abyei region(^{22})</th>
</tr>
</thead>
<tbody>
<tr>
<td>• The National Congress Party, one of the main parties in the Government of National Unity, is still refusing to accept the conclusions of a report prepared by the Abyei Boundary Commission.</td>
</tr>
<tr>
<td>• The Government of National Unity’s leadership has not yet put an administration in place for Abyei.</td>
</tr>
<tr>
<td>• The revenue obtained from the exploitation of oil production in Abyei is still not being distributed among the parties.</td>
</tr>
<tr>
<td>• The Joint Integrated Units (JIU) have not yet been organised in Abyei.</td>
</tr>
<tr>
<td>• Armies and other armed groups are still present in the region.</td>
</tr>
<tr>
<td>• The movements of the United Nations mission (UNMIS) are still being restricted in Abyei.</td>
</tr>
</tbody>
</table>

Finally, the discovery of an underground lake in the **Darfur** region in **Sudan** has been put forward as a potential basis for peace, given that desertification has been one of the underlying reasons for conflict in the region. A proposal has been made for the construction of 100 wells in order to take advantage of the water from this new source. This initiative has received the backing of Egypt, which has so far offered to build 20 of the wells.

### 4.2. Countries in an advanced phase of rehabilitation – most important developments

During this phase, the aims include strengthening political reforms and existing humanitarian programmes and promoting sustainable development in order to ensure that the changes made during the initial years of the rehabilitation process are translated into resources for development.\(^{23}\) In certain circumstances, work focuses on political and institutional aspects or reform processes that are yet to be completed. The countries regarded as having reached this stage are Bosnia and Herzegovina, Guinea-Bissau, Serbia (Kosovo), Timor-Leste, Angola, Congo, Tajikistan, Rwanda and Macedonia.

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\(^{21}\) See the chapters on armed conflicts and tensions.


Particularly notable during the last three months have been the events that have taken place in Serbia (Kosovo), Bosnia and Herzegovina and Timor-Leste. Turning first to Serbia (Kosovo), negotiations to determine the status of Kosovo remained stalled. While the international community continued to seek a political solution to the Kosovo issue, the ongoing conflict between the Albanian majority and the Serb minority living in the north and west of the province over the disputed city of Mitrovica remained unresolved. In this regard, mention should be made of the preparations being made for the elections planned for the month of November, in which voters will elect 120 members of the provincial parliament. Serb President Boris Tadic has called on Kosovo’s Serb population to boycott the elections unless they are postponed until after an agreement has been reached on the status of the province. In Bosnia and Herzegovina, the Peace Implementation Council appointed a new High Representative, Slovak diplomat Miroslav Lajčak, who took up his position after receiving the approval of the UN Security Council. The new High Representative began his time in office by dismissing some of the politicians who were blocking the country’s unfinished reform process, such as the former chief of police in the R. Sprska, Dragomir Andan. Finally, in Timor-Leste, former President Xanana Gusmao received sufficient support from other political parties to take office as Prime Minister, following the results of the parliamentary elections which saw FRETILIN win the largest number of seats but fail to achieve an overall majority. The latest political developments have led to a wave of political violence and tension to which a solution is still being sought. The United Nations has not yet defined the role to be played by UNMIT in the near future, though it is expected that the organisation will support the continuation of the mission, along with the International Security Force (ISF) led by Australia.

4.3. International involvement

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. There is a proliferation of agents with overlapping mandates, and they often find themselves competing for increasingly scant amounts of funds. As a result, strategic coordination is becoming an increasingly important political challenge in peace-building and something that can be key to the success or failure of the rehabilitation process.

The UN Security Council extended the mandate of the United Nations mission in Côte d’Ivoire, UNOCI, until 15 January 2008, though it again failed to appoint a new Special Representative for the country, a post that has now been vacant since February this year. It also extended the mandate of UNAMI, the organisation’s mission in Iraq, until 2009. UNAMI’s mandate was due to expire in August, and the UN both extended its term and broadened its powers. In contrast to its early Resolution 1546, the Security Council attempted on this occasion to establish a certain distance between the mission’s mandate and activities, as set out in the new Resolution, and those of the multinational force (MNF), acknowledging only the supporting role that the MNF offers the mission, specifically in the area of security. In spite of its broadening of the mission’s mandate, the UN is reluctant to send more personnel to Iraq unless sufficient minimum security conditions can be ensured. The UN Secretary General has appointed the person who has been acting as his Special Representative (SRSG) in Iraq, Ashraf Jehangir Qazi, to the same position in the United Nations mission in Sudan (UNMIS), though for the moment he will continue performing his duties as SRSG in Iraq. UNMIS has been without a Special Representative since the end of 2006, when Jan Pronk left the post vacant. Finally, in his most recent report on Liberia, UN Secretary General Ban Ki-moon recommended the extension of UNMIL’s mandate, which was due to finish at the end of the

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24 See the chapter on peace processes.
26 See the chapter on tensions.
30 See note 9.
third quarter. He also backed the reduction in troop numbers requested by the UN Security Council.

This quarter saw the deployment of a new United Nations mission, this time a hybrid one in which duties are being shared with the AU, in Sudan (Darfur). Its deployment is subject to a series of conditions, such as the request from the government in Khartoum that the majority of troops come from African countries, and the issue of how power will be shared between the United Nations and the African Union. Finally, it was agreed that the joint Special Representative would take day-to-day control, while overall control of the mission would be the responsibility of the United Nations, given its greater capacity to recruit troops and attract funding. The relationship to be established with UNMIS, whose mandate ends on 31 October, and the terms of the peace agreement, which covers the rehabilitation process in South Sudan, are just two of the issue that will have to be discussed in the near future.

Chart 4.4. UNAMID – Hybrid operation between the African Union and the United Nations

Headed by a Joint African Union and United Nations Special Representative for Darfur, Rodolphe Adada, this new hybrid mission, which is to be deployed in Darfur under Chapter VII of the United Nations Charter, will be responsible for the following:

- Guaranteeing security by protecting civilians and vulnerable groups, humanitarian action, monitoring the border with Chad and the Central African Republic, and supporting the DDR process and training activities.
- Supporting the peace process and acting as mediator.
- Supporting the organisation of the proposed National Dialogue and the operation of the commissions set up under the agreement, such as the Transitional Darfur Regional Authority, the Land Commission and the Public Administration Commission, as well as strengthening national institutions and developing civil society.
- Promoting and protecting human rights and helping to create the Rule of Law, contributing to the creation of an independent judiciary and a professional prison system, as well as combating impunity.
- Helping to resolve disputes over property, land and compensation arising out of the Darfur Peace Agreement and any other subsequent agreements.
- Coordinating the work of all the humanitarian aid organisations operating in the country.

In order to carry out these duties, the mission will have a total of 19,555 military troops, including 360 military observers and liaison officers, along with a civilian component that is sufficiently large to deal with all the activities planned.

As regards the announcement of financial contributions offered by donors during the course of the last three months, the European Union stated that it intended to provide a grant of 36.5 million euros to the government of Afghanistan to support the building of health centres and the rebuilding of health services over the next two years. For its part, the World Bank approved another grant within the framework of its International Development Association (IDA), under which it gave 120 million dollars to support the recovery process in Côte d’Ivoire following the signing of the Ouagadougou Agreement. This money will mainly be spent on the reintegration of former combatants and young people at risk, supporting the national identification process (including the updating of the national civil register) and the rehabilitation and refurbishment of the economic and social infrastructure of the communities most affected by the armed conflict.

The Peace-building Commission

The Commission marked the first anniversary of its foundation this quarter by submitting its annual report to the UN General Assembly. The report identified increasing impact on the ground as one of its main challenges. It also approved its Peace-building Strategy for Burundi, while the Strategy prepared for Sierra Leone remained pending until general elections in the country had passed.

32 Strategic Framework for Peace-building in Burundi, 19 June 2007, at...
Chart 4.5. The need to use aid in order to achieve peace-building aims

Although foreign aid rarely comes in the form of a blank cheque, in the case of the funds paid to Sierra Leone by the Peace-building Commission (PBC), some $35 million dollars or 10% of the total official aid received by the country each year, this does seem to have been the case, according to the findings of an independent report prepared by three international NGOs on the results of the PBC’s efforts during the course of the year. Although this appears to be good news, it is not quite so positive when one realises that in paying this amount out before the new government took up its duties in Sierra Leone, the opportunity was lost to implement some of the recommendations contained in the document published last year by the Truth and Reconciliation Commission, which still await implementation. Some political reforms required for peace-building entail a political cost which makes them difficult for governments to swallow. The Commission should therefore use the funds at its disposal strategically in order to support the processes that are already underway in the two countries considered, Burundi and Sierra Leone. However, the way in which funding was applied in the latter case provides yet another illustration of how, on occasion, a duty to show short-term results can diminish the capacity of a body such as the PBC to influence events, given that it is a mainly political organisation and is furthermore established for the specific purpose of building peace.

This demand for short-term returns has led to confusion in the case of the PBC’s efforts in Sierra Leone, and this has in turn affected two of the Commission’s main tools: the Peace-building Fund, a trust fund created to finance specific peace-based projects, and its Peace-building Strategies, which consist of a document in which the Commission works with the government to set out the steps to be followed in order to achieve peace. In this case, instead of being used for the financial initiatives set out in the Peace-building Strategy for Sierra Leone (which has not as yet been published), the Fund’s financial allocation has been used to pay for poverty-reduction projects, leaving the Peace-building Strategy for which these funds were originally intended without any specific financial provision.

Peace-building is a long-term process. Although this observation has been made in the majority of reports on international involvement in past post-conflict situations, the message does not seem to have got through to those with the power to decide how funding is to be channelled. Donors continue to demand an immediate response, not in terms of the results of their donations but simply as regards how they are to be used, in an inappropriate attempt to ensure accountability that merely elicits a list of the projects financed. If the ultimate aim is to consolidate peace, donor attitudes must shift substantially towards greater involvement in the impact that their contribution can make in areas of conflict and/or tension.

It should be pointed out that while Commission members debated the preparation of the annual report, clear differences emerged among certain governments regarding the Commission’s role, its working framework and objectives and the nature of its links with other United Nations bodies operating on the ground.


Various authors, Consolidating the peace? Views from Sierra Leone and Burundi on the United Nations Peace-building Commission. Care International. USA. July 2007, at:


For more information on the final report by the Truth and Reconciliation Commission, go to:


As part of the Poverty-Reduction Strategy.