

Post-war rehabilitation and international involvement¹

- ❑ Former Liberian leader C. Taylor, who has been accused of war crimes, was arrested in Nigeria.
- ❑ Following the elections that led to the creation of a new government in Haiti, a new donor conference was held to raise funds for the country.
- ❑ A pilot programme was introduced in seven different cities in Côte d'Ivoire to begin the process of identifying three million of the country's citizens who as yet have no identity documents.
- ❑ In Timor-Leste, the parliament approved the Combatants' Statute in response to the demands being made by former members of the FALINTIL.

The following chapter analyses **the evolution during the last three months of the 20 countries** regarded as being in a phase of post-war rehabilitation. Given that a conflict, the way in which a peace agreement or cessation of hostilities is brought about and the contents of such agreements all have a bearing on the way that this process evolves, the countries analysed in this chapter have been **classified** by continent on the basis of **indicator no. 4**, one of the analytical indicators used during the preparation of the Alert Report². At the end of the chapter is a section on the **most important international initiatives** that have taken place, as seen from the perspective of international involvement.

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

Group	Start of PWR	Country	Evolution over the last three months
1	1994	Rwanda	Progress: Rehabilitation continued to revolve around judicial issues.
	1995	Bosnia and Herzegovina	Stalemate: Parliament blocked constitutional reforms.
	1996	Guatemala	Stalemate: High levels of violence and ineffectiveness of the judicial system.
	1997	Tajikistan	Deterioration: Government harassment of dissident voices continued.
	1999	Serbia (Kosovo)	Deterioration: Talks on status ended without any solution.
	1999	Timor-Leste	Deterioration: Situation of instability that has led to an exodus of the population.
	2001	Sierra Leone	Progress: There were no reports of any increase in lack of security after UN troops left.
	2001	Macedonia, FYR	Progress: Introduction of the process leading to elections on 5 July.
	2003	Liberia	Progress: Presentation of a five-month development agenda.
2	2005	Indonesia (Aceh)	Progress: The mandate of the Aceh Monitoring Mission (AMM) was extended.
	1999	Guinea-Bissau	Progress: Creation of a commission of former Presidents to promote dialogue.
	2000	Eritrea	Stalemate: It was decided to reopen the Border Commission's offices.
	2002	Angola	Progress: Fourth anniversary of the signing of the peace agreements.
	2003	Congo	Stalemate: The government proposed a new territorial layout.
	2003	Côte d'Ivoire	Progress: Though the situation remains unstable, a pilot programme was introduced to identify around three million people.
	2005	Sudan (South)	Stalemate: DDR and mine-clearing processes have not yet begun.
	2004	Haiti	Progress: R. Preval was elected President in the second round of elections.

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; priority humanitarian requirements and the resettlement of displaced persons and refugees; physical reconstruction and the reinstatement of basic institutional services; the resolution of fundamental incompatibilities (socio-economic, democratic and institutional normalisation); reconciliation, respect for human rights and the fight to combat impunity; regional stability and reincorporation in international bodies and forums; and the empowerment of civilian society and the establishment of good governance through international involvement.

² Indicator no. 4: 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	2001	Afghanistan	Deterioration: The south of the country remained under the control of the insurgents, and the ordinary people have still seen none of the benefits of rehabilitation.
	2003	DR Congo	Stalemate: The presidential and parliamentary elections were once more postponed, this time from 18 June to 30 July.
	2003	Iraq	Deterioration: The composition of the new Cabinet reflects the sectarian divisions in the new government, while the situation for the ordinary people continues to worsen.

4.1. Country by country analysis

The following sections contain descriptions of the countries regarded as being in a rehabilitation phase, grouped into continents.

Africa

a) Southern Africa

In **Angola**, four years on from the signing of the Peace Agreement, mine-clearance, the repatriation and reintegration of refugees and the improvement of the economic situation remained the main challenges to the country's rehabilitation. Added to this is the fact that elections are approaching. As regards **mine-clearance**, a seminar was held in Luanda to discuss the influence of this issue on national reconstruction, and it was announced that 46.5 million square metres had been cleared during the period from 1996 to 2005. As regards the **repatriation and reintegration** of refugees and the internally displaced, UNHCR indicated that it did not have sufficient funds to aid the return of around 15,000 refugees who remain in neighbouring countries. As far as the **economic situation** is concerned, it is calculated that the reconstruction of the infrastructure destroyed during the war will cost 60 billion dollars. Finally, turning to the **elections**, ACCORD organised a training seminar in electoral skills in Luanda, aimed at members of the government, civilian groups and the media. The aim of this seminar was to increase awareness among these groups regarding their responsibilities during the run-up to elections, with particular emphasis on how to handle any potential conflicts that may be associated with the electoral process.

b) West Africa

In **Côte d'Ivoire**, a pilot programme was introduced in seven cities to proceed with the **identification** of approximately three million citizens who still have no identity documents. This first stage in the organisation of future **elections**, which will also serve to demonstrate the capacity of the Ivorian justice system, was postponed during the course of the last quarter as a result of the delay in the implementation of the **DDR process**³. According to the United Nations-backed peace agreement, the identification process (which basically consists of a medical check-up and an interview) and the process for the disarmament of rebels and pro-government militia forces must happen simultaneously in order for presidential elections to be organised.

A **State Honour Commission** was created in **Guinea-Bissau**, a body that will be chaired by the head of the country's government, J. Bernardo "Nino" Vieira. This initiative resulted from an idea developed by a group of political leaders and civilian organisations and its aim is to achieve a "stability pact". The Commission has the support of all the former Presidents with the exception of L. Cabral (1973/1980), whose opinion on the idea is not yet known. The aim is to **promote reconciliation** in a country that is deeply divided by involving all the different parties in a movement to counter the confrontations that have marked the political dynamic in Guinea-Bissau. At the seventh meeting of Representatives of the UN Secretary General for West Africa, held in Côte d'Ivoire, the head of UNOGBIS, J. Honwana, pointed to the **mixed picture**

³ For more information, see the chapter on disarmament and human security.

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currently offered by the country. While on the one hand, the **military operation in the north**⁴ has led to a humanitarian crisis and political tension, on the other, the **government programme for 2006 has been approved** and a monitoring process by IMF personnel has been extended. Both of these circumstances have made it more likely that a donor conference will be held at the end of the year.

In **Liberia**, President E. Johnson-Sirleaf presented a **development agenda** for the next five months, the main aims being economic reform, the restructuring of security, improvements in the humanitarian situation (though the parts of the country in which these improvements are to take place are not specified) and strengthening of the rule of law. The main item on this agenda is the **fight to combat corruption**, an issue supported by GEMAP⁵. The development agenda does not include reform of the judicial system, even though this has been identified as an issue that is key to the country's positive development. Elsewhere, the **arrest in Nigeria of former leader C. Taylor on charges of war crimes** was seen during the course of the last three months as a potentially destabilising element, given that the former President has some allies in the recently elected government. C. Taylor stayed in Sierra Leone until he was extradited to the Hague for trial on 11 counts. Finally, **UNHCR announced the end of its return programme** with the return of 314,000 internally displaced people to their places of origin, though the organisation will continue to work in Liberia through community rehabilitation programmes and other activities aimed at encouraging reintegration.

The report prepared by the UN Secretary General in relation to the transition from UNAMSIL to UNIOSIL⁶ in **Sierra Leone** underlined issues such as **youth unemployment, increased criminality** and the **trial of C. Taylor** as potentially destabilising elements that should be given particular attention by both the country's own government and the international community. For its part, UNIOSIL published its **Peace Consolidation Strategy (PCS)**, entitled "*Harnessing Hope*"⁷. While preparing its PCS, the United Nations team looked at other long-term national plans, particularly the Poverty Reduction Strategy Paper (PRSP). The PCS, the aim of which is to coordinate the international community's work in the country, prioritises and provides support for the building of national capabilities in the prevention, management and resolution of potentially violent threats, in conjunction with the PRSP, which is aimed at reducing poverty and encouraging sustainable development. **There was no reported decrease in security** during the course of the last three months, as had been predicted following the exit of United Nations troops, though mention should be made of the violent protests organised by young people angry at the lack of jobs.

c) Horn of Africa

In **Eritrea**, the dispute with Ethiopia over **border demarcation** remained at stalemate. As a result, the UN Security Council will continue to extend the mandate of the United Nations mission in the country on a month-by-month basis until the results of the meeting held by the Border Commission in mid-May are known. Among the main conclusions reached by the meeting were the **decision to reopen the Commission's local offices in Addis Ababa and Asmara**, although they will not effectively resume operations until they have recruited staff, a process that will take several months. After the meeting, the Security Council decided to **renew UNMEE's mandate for a further four months**, reshaping its military component which will now number 2,300 troops, including a maximum of 230 military observers. The mandates of both UN Special Representative, J. Legwaila, and UNMEE's military chief, R. Singh, ended during the course of the quarter, the latter being replaced by Jordanian General M. Taisir Masadeh. Finally, the Eritrean government continued to impose restrictions on UN mission personnel, preventing them from properly fulfilling their mandate.

⁴ See the chapter on armed conflicts.

⁵ See School of Peace Culture, *Alert 2006! Report on Conflicts, human rights and peace-building*, Icaria, 2006.

⁶ See the complete report at:

<http://daccessdds.un.org/doc/UNDOC/GEN/N06/325/47/PDF/N0632547.pdf?OpenElement>

⁷ "Harnessing Hope", at: http://www.undg.org/documents/7600-Sierra_Leone_-_Peace_Consolidation_Strategy.doc

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In **Sudan (south)**, the autonomous parliament decided to increase **military spending** by the SPLM/A, meaning that 40% of its budget would now be used for military purposes. Elsewhere, oil once again emerged as a destabilising factor in the rehabilitation process. Since the CPA was signed, new oil exploration work has prevented the return of **people who were displaced by the conflict** to their original lands, a fact reported by the NGO Refugees International, which also underlined the new government's limited capacity to control the oil companies, in spite of the establishment of a National Oil Commission⁸. In this connection it should be pointed out that both China and the USA are showing great interest in the oil fields in the region. Furthermore, the **humanitarian situation** remains extremely complicated⁹ and the provision of services over the past three months has been at best minimal and at worst non-existent, a situation that threatens the CPA. By way of example, two of the main priorities for rehabilitation, the **disarmament and mine-clearance processes**, have not yet been implemented because both the Sudanese armed forces and the SPLA are avoiding their responsibilities in indicating where the minefields are, while the autonomous government is blaming the United Nations for the failure to begin mine clearance.

d) Great Lakes and Central Africa

In **Congo**, The Ministry for the Administration of Land and Decentralisation published a document entitled "Departmentalisation" in which it set out a **new proposed territorial layout** under which the current number of departments would increase from 11 to 19. The aim is to bring administrative duties closer to the local people in order to make them more effective, though it should be pointed out that this new arrangement organises the new departments along ethnic lines. Defenders of the process argue that this will make the administrative management process easier, since each department will have fewer districts to control, while opponents point to confrontations between tribal groups and political scheming prior to the parliamentary elections in 2007. In this regard, a coalition of 21 political groups from the **Congolese opposition** requested the formation of a **new independent National Electoral Commission** to organise the elections planned for 2007 and the presidential elections of 2009. The current Commission was formed by the government in 2005, and opposition groups accuse it of bias.

In **DR Congo**, the date for **presidential and parliamentary elections** was postponed once again from 18 June to 30 July. This will be one of the widest-reaching electoral processes in which the international community has taken part, and the United Nations, the EU and other donors will be contributing around 422 million dollars. The lists of candidates were published in April by the Electoral Commission. 33 candidates are running for President, including current President J. Kabila, while around 9,500 people are standing as members of parliament, only 10% of whom are women. They represent 269 different political parties and are contesting 500 seats in the Lower Chamber. At the end of April, the EU approved the deployment of the military force known as **EUFOR DR Congo**, which will comprise 1,450 troops from 16 different countries. The mandate of this EU security mission will be restricted to implementing the possible evacuation of electoral observers and ensuring the security of Kinshasa airport.

In **Rwanda**, the UN Security Council approved resolution 1684, in which it agreed to extend the mandate of the 11 permanent judges at the International Criminal Court for Rwanda until the end of 2008, the date on which it is estimated that the Court will complete all the actions before it. In addition, according to reports from UNHCR, the Burundian government has repatriated more than 5,000 Rwandans from among the thousands that fled the country in 2005 supposedly as a result of the **official introduction of the traditional Gacaca courts and alleged reprisals carried out by the government with the help of local officials**. It is calculated that so far this year 19,000 people have left Rwanda to seek political asylum in Burundi. Finally, the Council of Ministers appointed new members of the Senior Committee of the Press.

⁸ For more information see: http://www.refintl.org/files/8831_file_sosudan_oil0614.pdf

⁹ See the chapters on armed conflicts and humanitarian crises.

America

In **Guatemala**, the government for the first time raised the possibility of creating a **Commission for the Disappeared**, to investigate the whereabouts of 45,000 people, the majority of them students and supporters of communism, who disappeared during the armed conflict. If this proposal is approved in Congress, a national register of victims may be set up, and the soldiers, members of the police and paramilitaries who may have been responsible for their disappearance could be pursued and brought to trial. In addition, the UN High Commissioner for Human Rights visited the country during the last quarter and pointed to the **ineffectiveness of the justice system**, the lack of progress in compensating victims, the serious social and economic problems in the country and the lack of security for ordinary people as particularly worrying issues. Finally, it should be mentioned that around 5,000 people died as a result of incidents of violence during 2005, exceeding the figures reported during the armed conflict itself. In response, President O. Berger deployed around 11,000 members of the armed forces to help the police to reduce the violence being perpetrated by the Mara gangs.

In **Haiti**, R. Préval was **elected President** during the second round of elections, which obtained a turnout of approximately 30% of the population. As far as support from the international community is concerned, a further **donor conference was held in Brazil** which was attended by countries who have donated both funds and troops and which sought to raise funds to support the newly elected President. **Of the more than 1,000 million dollars promised in July 2004, approximately 800 million has already been spent**, and it was therefore decided to hold a new conference soon, this time in Haiti itself, under the auspices of the World Bank. During this conference, the Secretary General's new Special Representative in the country, Guatemalan E. Mulet, who replaced J. G. Valdés as the head of MINUSTAH, pointed to the need for donors to continue their involvement in the rehabilitation process and underlined that they should not abandon the country now that a new government was in place, as had happened on previous occasions.

Asia and the Pacific

In **Tajikistan**, both the USA and Russia engaged in diplomatic actions during the course of the quarter that clearly signalled their interest in this Central Asian country. Meanwhile, this **international approval** allowed President E. Rakhmonov to continue his **campaign to silence dissident voices**. As a result, the political representatives who might offer an alternative in the forthcoming general elections continued to suffer harassment from E. Rakhmonov's regime. There was also continuing **repression against communications media** not aligned with the regime. Finally, mention should be made of the **positive macroeconomic indices** achieved by Tajikistan. This led to an increase in investor confidence and further consolidated the position President, who still failed to implement any measure aimed at fomenting improvements in the social situation.

In **Timor-Leste**, the expulsion of around 600 soldiers, almost 40% of the country's armed forces, led to a **situation of instability and confrontation** that caused an exodus among the ordinary people and intervention by international forces, mainly from Australia, though the Australian government took this decision unilaterally without consulting its Timorese counterpart¹⁰. Elsewhere, the parliament approved the **combatants' statute**, though it has not yet been published either by the government or by UNOTIL. The aim of this statute is to provide a response to claims made by many of the former combatants who found themselves being discriminated against following the armed conflict, since no adequate DDR process was put in place. Finally, the UN Security Council approved Resolution 1677, extending UNOTIL's mandate to 20 June 2006, calling on the UN Secretary General to present an updated report

¹⁰ For more information, see the chapter on tensions.

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setting out the organisation's future in the country. It should be pointed out that the government officially sought United Nations involvement in the elections planned for 2007.

In **Indonesia (Aceh)**, the EU approved the **extension of the AMM's mandate** until local elections had been held in the region, in response to a request from the Indonesian government's with support from the GAM. It nevertheless indicated that it would not extend its leaving date beyond 15 September 2006. The last three months have seen a series of incidents provoked by delays in the management of **aid for reintegration of the population** by the Aceh Reintegration Body (BRA). In this regard, a particularly marked potential factor for conflict is the fact that 75% of returning GAM members have no jobs and have not received sufficient assistance as regards their reintegration. During one of the monthly meetings of the Security Agreements Commission¹¹, it was agreed to restructure the BRA to improve its effectiveness. It should also be mentioned that the GAM withdrew from the BRA, saying that its structure was too large to allow it to operate effectively.

The first meeting of the Joint Coordination and Monitoring Board (JCMB) took place in **Afghanistan**. The aim of the JCMB is to resolve strategic issues and provide political support for the **Compact**. The Board will sit for five years, to coincide with the duration of the Compact, and it will meet every four months to assess the progress being made. As far as **security** is concerned, British troops took over control of the ISAF from the Italians. This contingent comprises 9,000 soldiers, a figure that is expected to rise to 11,000 in November. A report published during the last quarter by the NGO *Senlis Council* denounced the state of war in the province of Helmand¹², where the government has as yet been unable to guarantee the security of the ordinary population. This fact, coupled with corrupt practices in local government has led to a fall in the popularity of H. Karzai's government. Furthermore, the policy of eradicating opium crops, which is supported by the international community, has not been accompanied by a suitable alternative for crop cultivation. This has resulted in a situation of extreme poverty that has led the population to return once again to the more lucrative cultivation of drugs, for which the insurgents offer them protection, exercising a parallel power base in a region that is a long way from Kabul and has few international troops.

Europe

In **Bosnia and Herzegovina, the new Representative of the International Community, C Schwartz-Shilling, completed the first 100 days of his mandate**. In his status report to the country's parliament, he reaffirmed his decision to take a more distanced position than his predecessors. In this connection he criticised the attitude of Bosnian politicians who still refused to take responsibility for any decisions that were politically controversial and who placed their own partisan interests above those of the country, particularly in respect of the rejection by 16 members of parliament of the **constitutional reforms** agreed by the majority parties¹³ after four months of debate, reforms that are essential if the negotiation process with the EU is to continue. As a result, the implementation of constitutional reforms could be delayed until after the elections planned for the month of October, sending a negative message in respect of the association and stabilisation process currently underway with the EU.

Talks on **Serbia (Kosovo)** finally ended in Vienna, the most controversial issue being that of decentralisation. At the beginning of these talks, both the United Nations and the Contact Group¹⁴ indicated that possible independence for Kosovo could only be achieved if the Kosovo Albanian authorities guaranteed that they would protect the rights of Kosovo Serbs and other minorities living in the Province. Two important events have demonstrated that the political talks and the real situation on the ground are following parallel courses. On the one hand is the fact

¹¹ These meetings are attended by the AMM, the Indonesian government and the GAM.

¹² See the complete report at: http://www.senliscouncil.net/documents/Helmand_Report_June_2006.

¹³ See the chapter on post-war rehabilitation in Barometer 10.

¹⁴ Comprising the USA, the United Kingdom, France, Germany, Italy and Russia.

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that the other ethnic minorities (Bosnians, Gorani, Turks, Egyptians, Roma¹⁵ and Ashkhali) have not participated in the talks but have instead been relegated to a Consultative Committee on minorities, which has advisory status, thus contradicting the stance taken by both the United Nations and the international community which have sought a multi-ethnic Kosovo. On the other is the fact that **application of the eight standards for Kosovo¹⁶ remains uneven**, and in some aspects, such as freedom of movement, inadequate. It should also be mentioned that the presence of KFOR soldiers continued to be required in order to guarantee security in the Serbian enclaves that still exist within regions occupied by Albanians in the south and east of the country, such as Strpce and Novo Brdo, and that tensions remain strong between Kosovo Albanians and Serbs in the divided city of Mitrovica.

In **Macedonia**, the parliament opted for 5 July as the date for **parliamentary elections**. A State Electoral Commission has been set up to prepare for the process, comprising seven members led by the Secretary of the Parliamentary Committee for Social and Employment Affairs, J. Jofisovski. He was appointed by the main opposition party, as set out in the **new electoral code** signed by President B. Crvenkovski and approved by consensus in parliament. In order to prevent the kind of disputes that international observers have reported during past elections, the OSCE has introduced a project to **promote dialogue** between the different parties, beginning with round table talks in Kumanovo. As regards **international commitment**, Sweden signed a bilateral agreement with the government worth 15 million euros, to finance development projects during 2006 and 2007.

Middle East

In **Iraq**, the new Prime Minister, N. al-Maliki, announced the **composition of his new Cabinet**, which was approved by the Board of Representatives in Iraq. Ministerial portfolios were distributed almost mathematically on the basis of the number of seats in parliament won by each party, reflecting a sectarian arrangement of Ministers. As regards **international conduct**, the NGO Coordination Committee¹⁷ carried out an assessment that showed that the absence of financing from neutral institutions is one of the main problems facing humanitarian agencies in their attempts to work in Iraq. This problem was further exacerbated by the closure for **security** reasons of the European Office for Humanitarian Affairs, though this organisation continued to work through its local counterparts. Finally, **UNAMI** extended the Baghdad Peace Initiative (previously only pursued in political circles) to include civilian groups and communities in an attempt to assist political negotiations. Finally, the UN Secretary General appointed the Lebanese diplomat J. M. Fakhouri as his Special Representative in Iraq to take care of humanitarian aid, reconstruction and development.

4.2. Other items on the agenda

This section deals with aspects relating to the theory and analysis of post-war rehabilitation, along with good practices and the lessons learned in this area.

a) The United Nations Country Team (UNCT)

When deploying a mission in response to a humanitarian emergency situation, the United Nations' specialist agencies, funds and programmes on the ground are organised into a working team, known as a UNCT, charged with coordinating and increasing the effectiveness of any international response. Its **main aims** are: to analyse the situation affecting the country in which

¹⁵ The Roma continue to live in degrading conditions in refugee camps set up by the United Nations.

¹⁶ The conclusions regarding the status of the eight standards for Kosovo are set out in a report on Kosovo prepared by the UN Secretary General's Special Envoy, K. Eide, at the end of 2005. The complete report can be found at: <http://daccessdds.un.org/doc/UNDOC/GEN/N05/540/72/PDF/N0554072.pdf?OpenElement>

¹⁷ For more information on this committee, go to: <http://www.ncciraq.org/sommaire.php3>

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they are deployed, to establish working priorities, to set out the results and define the responsibilities of each of the individual agencies, to design country programmes and projects and to monitor and assess how events are developing.

The idea of unifying actions at a country level arose in 1997 as part of the programme of reforms suggested by UN Secretary General K. Annan¹⁸. This document pointed out that each of the Organisation's agencies and programmes was working individually, coordinating their own response with other government organisations, NGOs and governments themselves, without deriving any mutual benefit from the presence of other United Nations agencies and programmes. The reform programme proposed integrating all the aid assistance offered under an **Integrated Development Assistance Framework**, acting under the mandate of the United Nations' Resident Coordinator.

Subsequently, at the request of donors and personnel on the ground, the United Nations Development Group (UNDG), which provides the framework for the UNCT, developed a **harmonised programme cycle** to improve and simplify the work of the UNCT and give unity to the involvement by the Organisation's agencies and programmes on a country-by-country basis.

Chart 4.2. Common Planning Processes

Common Country Assessment (CCA)

Comprising: Members of the UNCT, government, civilian groups, international development counterparts and regional institutions.

Assessment and analysis of the key causes of poverty, bearing in mind the Millennium Development Goals and the domestic priorities of the country in question, identifying the areas in which the United Nations can make a difference by acting collectively. Systematic integration of significant issues such as human rights, gender equality and questions relating to sustainable development. This is not required if a national analysis process has already taken place, such as a Poverty Reduction Strategic Plan (PRSP), in which case it will be this plan that is used as a basis by the UNCT, though the possibility of carrying out additional and complementary analyses will remain.

UN Development Assistance Framework (UNDAF)

Comprising: Members of the UNCT, residents and non-residents.

This is the common strategic framework for the UN's operational activities in a particular country. Based on the Millennium Goals at a country level, along with the main challenges identified in the CCA, it defines the key results to be achieved by United Nations agencies, tying them directly in with the individual country programmes for each agency.

The **UNDAF Results Matrix** provides a picture of how the work of the United Nations is to be organised in the country and how this will be linked with domestic priorities, serving as a fund-raising tool.

The **UNDAF Monitoring and Evaluation Framework** allows agencies to make a joint assessment of the progress achieved in action taken by the United Nations towards attainment of the Millennium Goals.

Joint planning

The joint planning and design of programmes increases efficiency, offering agencies the results of their combined experiences and skills, strengthening the work done by each of them and benefiting sustainability, preventing the duplication of duties, reducing costs and offering synergies between the different national organisations and United Nations agencies.

Joint Strategy Meeting (JSM)

Jointly sponsored by: The United Nations and the country's government, with the **involvement** of representatives from civilian groups, NGOs and donors.

The aim is to review and discuss consistency between the expected results set out in the UNDAF Results Matrix and those pursued in the country programmes of the individual agencies. This process should provide a basis for gaining government approval for proposed programmes prior to their presentation to the executive committees in charge of each of the agencies involved.

¹⁸ See *Renewing the United Nations: A Programme for Reform*. UN General Assembly A/51/950, 14 July 1997. At: <http://www.un.org/reform/pdfs/1997%20renewing%20the%20un-prog%20for%20reform.pdf>

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Country Programme Document (CPD)

This sets out the priority issues with the aim of defining a programme for cooperation between agencies, with emphasis on the programme components and a clear picture of how the programme strategies will achieve the expected results identified in the UNDAF Results Matrix. It also indicates the resources that will be needed. It is prepared after the JSM, between 8 and 12 weeks before the agencies' executive committees meet. Each of the four agencies that form the UNDG's executive committee (UNDP, UNICEF, UNFPA, WFP) prepares and presents the CPD to their respective executive committees, using the same format to describe the way in which the agency's country programme will contribute to the UNDAF results. The CPD unifies the formats used by the different agencies.

Country Programme Action Plan (CPAP)

The document signed by the United Nations and the government of the country in question which provides the legal agreement by which the programme cycle will be governed. It contains an explicit reference to the United Nations' long-term results. This is the tangible expression of how the UNDAF is to operate and provides a clear explanation of the strategy pursued by both the government and the different agencies, along with any undertakings established.

Annual Work Plan (AWP)

This provides operational details and is tied in with the strategic results indicated in the UNDAF and the CPD through the CPAP. All the parties involved must be in agreement with the AWP. It consists of a simple standard format that clarifies the role of each of the agencies and serves to allow for more fluent communication of operational details between the executive committees of the different agencies, local groups and donors. It can also serve as a monitoring tool and a basis for the preparation of an annual review with input from the government in question and other local parties.

Standard Progress Report (SPR)

The aim of the SPR is to reduce administrative loads on local organisations in countries in which these programmes are being implemented. It follows a harmonised format based on one single currency, the dollar, and takes in all the programme objectives, the way the programme is to be implemented, the resources used and the results obtained. It also acts as a mechanism to offer donors information on the funds received, giving a breakdown of how financial resources have been used on a donor-by-donor basis. As a management and fund-mobilisation tool, the SPR sets out the problems faced during implementation and any area where funds may potentially be lacking. It is prepared annually.

While a UNCT is more appropriate to the emergency phase, we have decided to make particular mention of it here as we believe that the harmonised cycle programme proposed by the United Nations is a structure that could facilitate transition between the emergency phase and the rehabilitation phase, as well as improving coordination between organisations, one of the main problems identified during the rehabilitation phase.

b) Peace-Building Commission¹⁹

The process to select **members of the Organising Committee** has finally been completed. The former Special Representative of the UN Secretary General in Burundi, C. McAskie, was the person chosen to take the position of Assistant Secretary General at the Peace-Building Support Office. It is interesting to note here that the first countries that the Commission will look at once finalised will be Burundi and Sierra Leone.

The amount finally allocated to the **Peace-Building Fund**, another item that has been under discussion in recent months, will be around one and a half million dollars (to be drawn from the budget set aside for special political missions this year), rather than the three million dollars originally requested by the UN Secretary General. The UNDP will be the department responsible for managing this fund. Finally, Angola will chair the Commission for a year, and Norway and El Salvador have been chosen as Deputy Chairs.

Chart 4.3. The 31 Members of the Organising Committee

UN Security Council (7) – The five permanent members plus two non-permanent members (Denmark and Tanzania).

¹⁹ A new United Nations inter-governmental organisation created in response to the need, identified by the UN Secretary General, for a forum in which all the parties involved in rehabilitation can meet and coordinate the international response. For more information, see Barometer 10 and School of Peace Culture, *op. cit.*

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Economic and Social Committee (7) Preference given to countries that have suffered a period of armed conflict	Region	Seats	Countries
	Africa	2	Angola, Guinea Bissau
	Asia	2	Sri Lanka, Indonesia
	Eastern Europe	1	Poland, Czech Rep.
	Latin America/Caribbean	1	Brazil
	Western Europe	1	Belgium
Main contributors to UN funds (5) – Appointed by rotation. Japan, Germany, the Netherlands, Italy, Norway (still to be confirmed).			
Main contributors of troops and police to UN missions (5) – Appointed regionally by rotation. Pakistan, Bangladesh, India, Nigeria, Ghana			
General Assembly (7) Regional groupings and countries that have undergone recovery processes following periods of armed conflict. These will be reviewed annually.	Region	Seats	Countries
	Africa	2	Burundi, Egypt Libya
	Asia	1	Malaysia, Philippines, Fiji
	Eastern Europe	1	Croatia, B&H
	Latin America/Caribbean	3	El Salvador, Jamaica, Chile
	Western Europe	0	...