people who study conflict also recognize its value as a catalyst for positive social change. Conflict is an intense experience in communication and interaction with transformative potential. For marginal groups seeking to redress injustices or extreme inequities in resource distribution, conflict is an inherent feature of their struggle for change. Although confrontation can lead to violence, avoiding and shunning conflict can be equally dangerous, as unresolved problems may flare up with renewed vigour. Misunderstandings or confusion regarding rights to natural resources and management responsibilities can escalate into more intense conflicts as the number of people involved and the problems multiply.

Conflicts are only fully resolved when the underlying sources of tension between parties are removed, a state of affairs that may be antithetical to social life
UNQTE
(Chevalier J.M. & Buckles D. 1999)

Important point will be how to achieve "plus-sum", involving all stakeholders and ensuring better social equality.

- **Who are stakeholders**?

As obvious from the foregoing arguments, stakeholders to the peace education should include various groups of the society, involving; Children, students, adults<including teachers>, aged persons, governments (central and local), urban and rural community, NGOs, media, culture/arts/sports associations, etc.) Child soldiers and combatants should be included.

- **Cultural pluralism and Culture of Tolerance**:

As UNESCO states in the "Declaration of Principles on Tolerance", promoting tolerance in our societies, is not only a "cherished principle, but also a necessity for peace and for the economic and social advancement of all peoples". (Preamble)

Important Articles of the "Declaration" are reproduced below.

QTE

3.2 Tolerance is necessary between individuals and at the family and community levels. Tolerance promotion and the shaping of attitudes of openness, mutual listening and

solidarity should take place in schools and universities and through non-formal education, at home and in the workplace.

Article 4 - Education

4.1 Education is the most effective means of preventing intolerance. The first step in tolerance education is to teach people what their shared rights and freedoms are, so that they may be respected, and to promote the will to protect those of others.

4.2 Education for tolerance should be considered an urgent imperative; that is why it is necessary to promote **systematic and rational tolerance teaching methods** that will address the cultural, social, economic, political and religious sources of intolerance - major roots of violence and exclusion. Education policies and programmes should contribute to **development of understanding, solidarity and tolerance among individuals as well as among ethnic, social, cultural, religious and linguistic groups and nations.**

4.3 Education for tolerance should aim at countering influences that lead to fear and exclusion of others, and should help young people to develop capacities for independent judgement, critical thinking and ethical reasoning.

4.4 We pledge to support and implement programmes of social science research and education for tolerance, human rights and non-violence. This means devoting special attention to improving teacher training, curricula, the content of textbooks and lessons, and other educational materials including new educational technologies, with a view to educating caring and responsible citizens open to other cultures, able to appreciate the value of freedom, respectful of human dignity and differences, and able to prevent conflicts or resolve them by non-violent means.

UNQTE

There are number of educational measures to be included. But to start with, Children's joint play and learning among different ethnic and religion groups. Use of audio-visuals for enhancing awareness of children on the value of peace, co-existence and joint work against "common enemies" can be important. Confidence (trust) building among parents through participating school related joint activities. (Sports, Culture, Tours etc) may follow this step.

- Enhancing public information activities to **create trust on judicial and police system** to establish the Rule of Law, including **strengthening legal**

aid that promotes access to justice of the weaker sections of society should be given increased focus.

Related issues

Peace education alone can not be suffice to promote peace and prevent conflicts. It should be supplemented and strengthened by;

- **Capacity building** both at recipient and donor sides
- **Policy coherence** both in developing and developed countries
- **Practical requirements**: Appropriate Infrastructure (both physical, human and institutional) / Financial and human sustainability of peace education / Language barriers (translation costs).

- Role of Mass-media is also critical in both supporting peace education, rather than creating social distrust.

Conclusion

After all, what seems most important to my mind is the importance of seeking a "Plus-sum rule of the game". This applies both to inter-states as well as intrastate conflict prevention. Peace education should aim this idea to be shared by as wide stakeholders as possible.

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New Japanese Developments in Peacebuilding

Major Developments in Peacebuilding. JICA

Powerpoint Presentation. JICA

FASID-IDRI Research Group on Conflict and Development. FASID

Satoru Kurosawa & Yuko Dohi, Japan International Cooperation Agency

Major Developments in Peacebuilding

Japan has been actively supporting the reconstruction and development process in Cambodia, Bosnia and Herzegovina, and East Timor. Yet it is only recently that the concept 'peacebuilding' has come to be understood among the aid workers. This paper summarizes recent major Japanese developments in peacebuilding.

1. Japanese Government Policies for Peacebuilding

In light of the surging significance of peacebuilding perspectives in development assistance, the Government of Japan had incorporated 'Conflict and Development' in the 1999 ODA Mid-term Policies as one of the key issues and emphasized the importance for its active involvement in peacebuilding.

In the 'G8 Miyazaki Initiatives for Conflict Prevention' adopted at the Kyushu-Okinawa Summit in 2000, the importance of joint initiatives towards a comprehensive approach for conflict prevention (before and after the conflict) was agreed. The following 5 issues were highlighted as targets for such initiatives: (a) small arms and light weapons (b) conflict and development (c) illicit trade in diamonds (d) child soldiers (e) international civil police. The Government of Japan also announced in the document 'Action from Japan' its intention to pursue development cooperation that incorporates a conflict prevention lens, taking a comprehensive approach and strengthening support for NGOs and other actors.

2. Establishment of JICA Research Committee on Peacebuilding

JICA established a Research Committee on peacebuilding at the end of 1999, which is comprised of advisors (professors and journalists), observers (officials from the Ministry of Foreign Affairs), and task force members (from JICA). The purpose of the committee was to formulate JICA's basic policies and guidelines for peacebuilding and to provide recommendations for Japan's peacebuilding policy. The Committee published a research report that provides the framework for JICA's basic policies and guidelines in peacebuilding in June, 2001.

The report points out the significance for JICA to take into account peacebuilding perspectives in its development cooperation through (a) enhancement of understanding for peacebuilding (b) incorporation of the concept 'peacebuilding' in the Annual Country Planning process and project cycle (c) assisting programs that either directly or indirectly support conflict prevention (d) incorporating peacebuilding perspectives in ordinary assistance. Moreover, the report calls for JICA's further involvement in the new peacebuilding areas (security sector reform, DDR (disarmament, demobilization and reintegration), regulation of small arms, problem of child soldiers, and peace education), more collaboration with NGOs and other donor agencies, and policy coherence with other sectors, including poverty, gender, environment as well as development and reinforcement of security protection measures of their personnel.

3. Joint Canada-Japan Peacebuilding Learning Project in Guatemala and Cambodia

In mid-1999, a joint Canada-Japan peacebuiding symposium was held. In this symposium, representatives from the two countries agreed to hold a joint assessment study to share and learn about the activities of Canadian and Japanese NGOs/government agencies working in the peacebuilding related assistance. Two countries were selected for the case studies, namely Guatemala and Cambodia.

In the beginning of 2001, a joint assessment team made up of both government agencies and NGOs was dispatched to Guatemala. The team had reviewed on-going projects, using the Peace and Conflict Impact Assessment (PCIA) developed by IDRC in Canada and looked into the applicability of the PCIA. The project will send another team to Cambodia this fall to review the projects and test further the applicability of PCIA. Meanwhile, JICA, in collaboration with Japanese NGOs, has started a desk study in order to develop a Japanese version of PCIA. At the end of the review, lessons learned from the reviews will be shared with other development agencies.

4. Joint JICA/UNHCR Project in Refugee Affected Areas as Part of Conflict Prevention

In mid-2000, UNHCR and JICA held a joint session to consider ways to collaborate in order to mutually reinforce the activities and specialties of the two agencies – JICA as a development assistance agency and UNHCR as humanitarian relief agency. It was agreed at this meeting that JICA and UNHCR would collaborate to 'fill in the gap'

between relief and reconstruction/development assistance and to address the development gap between the refugee camp and the surrounding refugee-affected community. Assistance to refugee-affected areas is significant not only to balance the assistance between refugees and the local population, but also to alleviate the negative economical and social impacts from a refugee influx. (pressure on natural resources, security deterioration, etc.) UNHCR and JICA also plan to exchange personnel to share experiences and knowledge at the HQ level.

Following this agreement, JICA has launched a new program in the refugee-affected area in Tanzania. The program will consist of assistance for the improvement of health services and water provision. This will be implemented by NGOs. Security is, however, an issue in providing assistance to refugee-affected areas and this may limit the type of activities that can be supported.

5. 'Japan Platform' for Joint Action by NGOs, Government and Private Sector

Shortages of funds and human resources have been the major bottlenecks for Japanese NGOs working in relief as well as development assistance. Consequently, up to now, the presence of Japanese NGOs has been relatively low in conflict and post-conflict situations.

In order to tackle this issue, the government of Japan has been taking several initiatives, one of which includes its intention to assist the consortium unit called 'Japan Platform'. Japan Platform, established in mid-2000, consists mainly of NGOs, government units and private sector firms. The idea is to mobilize resources (physical, financial and human) and to share knowledge and skills that various stakeholders have to promote Japanese NGOs's involvement in assisting countries/regions hit by conflict or natural disasters. The forum is planning to pool resources in advance so that quick and early response by Japanese NGOs would be feasible under such circumstances.

Major Developments in Peacebuilding in Japan

28 June 2001

Global Issues Division, JICA

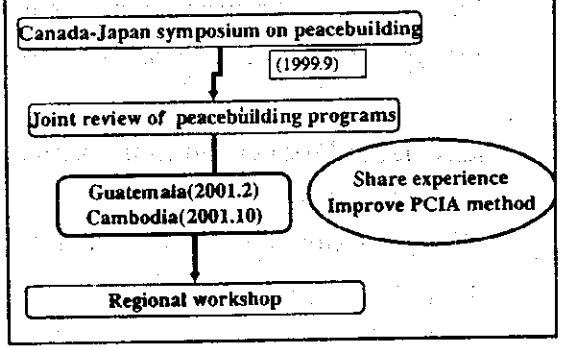
Major progress in Japan

- Japanese Government Policies for Peacebuilding
- Japan-Canada Peacebuilding Joint Learning Project
- Joint Programs with UNHCR
- Concept of Japan Platform
- JICA Research Committee on Peacebuilding

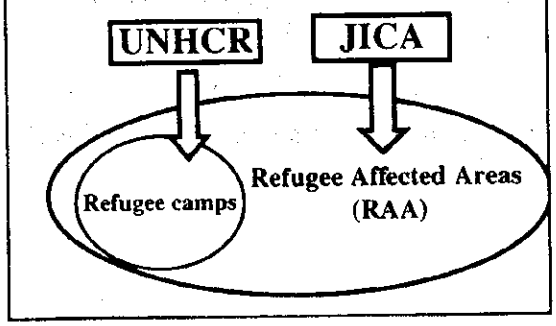
Japanese Government Policies for Peacebuilding

- ODA Mid-term Policies(Aug. 1999)
- G8 Miyazaki Initiatives for Conflict Prevention (July 2000)
- Action from Japan (July 2000)

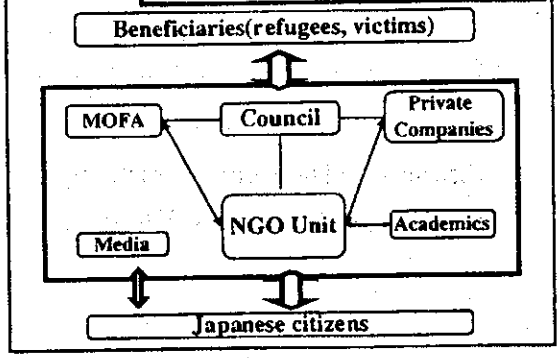
Canada-Japan joint review of peacebuilding programs



Joint Project with UNHCR



Concept of Japan Platform



Major questions related to Peacebuilding

- What is "peacebuilding"?
- Peacebuilding is addressed by PKO. Does JICA has anything to do with peacebuilding?
- What can development cooperation do for peacebuilding?
- Does JICA need to be engaged in peacebuilding?

Research Committee on Peacebuilding in JICA

1. Main Report	2. JICAGuidelines
1: Basic framework 2: Issues related to peacebuilding 3: Conclusions and recommendations	1: JICA s basic policies 2: Conflict Prevention Lens 3: Conflict Prevention 4: Humanitarian emergency relief 5: Post-conflict Reconstruction 6: Common issues

JICA's Basic Policies for Peacebuilding

Strengthen cooperation in conflict prevention, emergency relief, and post-conflict reconstruction

Integrate conflict prevention lenses in order to avoid negative impacts of development projects

Issues to be focussed for peacebuilding

- (a) enhancement of understanding for peacebuilding
- (b) incorporation of the concept 'peacebuilding' in the Annual Country Planning process and project cycle
- (c) assisting programs that either directly or indirectly support conflict prevention
- (d) incorporating peacebuilding perspectives in ordinary assistance.

Areas to be strengthened

- ¥Security Sector Reform
- ¥DDR
- ¥Regulation of Small Arms
- ¥Regulation of Child Soldiers
- ¥Peace Education, etc.

Priority Areas in Post-conflict Reconstruction

- Assistance for Refugees and IDPs
- Security Control
- Rehabilitation of Social Infrastructure
- Promotion of Democratization
- Institution-building of Government
- Economic Recovery

FASID-IDRI Research Group on Conflict and Development

A research group on conflict and development was organized towards the end of 1998 at FASID-IDRI against the background of two immediate concerns. One was an abortive attempt at creating an international research consortium on this subject for which some preparatory meetings had been convened. FASID-IDRI being the only Asian participant to this effort, a strong need was felt in Japan that a study group might be started on this subject at FASID-IDRI. The second concern was related to the DAC activities in this area which were to resume after the completion of the first phase in 1997. While Japan was concerned with the subject, there had not been any substantive preparation for it. A strong wish was expressed by the government that FASID-IDRI might try and look into the relevant issues.

Starting with a meeting in December 1998, the Study Group (chaired by Prof. Mushakoji), consisting of academic experts, NGOs, representatives from the Ministry of Foreign Affairs and JICA, examined a wide range of issues in the field of conflict and development, and reviewed the relevant works of DAC. A first volume, "A World in Turbulence: Conflict and Development" was published in Japanese from FASID in March 2000, based on the works at this study group.

The second phase of the work starting in April 2000 was concentrated on prevention of recurrence of conflict. A second volume to put together the studies during this phase is being edited now.

An international forum is being organized by this study group. It will be held on July 12 this year in Tokyo with the title "Evolving Concept of Peacebuilding: Natural Resource Management and Conflict Prevention".

Along the above lines, relevant issues will be reported.

Small Arms/Light Weapons Control

JICA's Cooperation for Small Arms Reductions. JICA

EU Summary. Small Arms and Light Weapons. EU

JICA's Cooperation for Small Arms Reductions

1. Research Committee on Peacebuilding

JICA has implemented development cooperation in peacebuilding in the areas of conflict prevention, humanitarian emergency relief, and post-conflict reconstruction and development in developing countries and regions around the world. However, because JICA does not yet have a systematic and strategic cooperation scheme for peacebuilding, formulation of basic policies in this area is currently an urgent topic within the agency.

A research committee on peacebuilding was therefore started in October 1999 in order to formulate JICA guidelines for peacebuilding (chairman: Director of the Global Issues Division). Over the course of one year, the committee has been studying JICA's aid strategies for various issues related to peacebuilding, including small arms reduction. A final report was published in June 2001(English summary will be published in August 2001).

2. JICA's Basic Policies for Small Arms Reductions

Small arms reduction should be tackled together with security sector reforms, and disarmament, demobilization and reintegration (DDR) of former combatants, including child soldiers. Although it is difficult for JICA to directly support collection and disposal of small arms, JICA can play important roles in such areas as security sector reforms and DDR, as well as in capacity building of the developing countries for small arms reduction and in implementation of the "weapons for development" programs. Therefore, JICA should strengthen its support in these areas in order to contribute to small arms reduction in developing countries.

3. Possible Interventions for Small Arms Reductions

It is important to combine four major areas (Table 1) in order to address the issues of small arms reduction. Among them, the following are examples of cooperation implemented by JICA:

- Strengthening of police capacity:
  JICA implements such group training courses as crime prevention, international investigation, and senior police management. JICA also provides cooperation to introduce the "Koban", neighborhood police booth system.
- Strengthening of customs and border capacity to control illicit transfers:
  JICA implements group training courses on customs administration and other topics.
- Implementation of "weapons for development" programs:
  JICA can support projects in agricultural development, education, etc., that are implemented in exchange for weapons. The following box illustrates an example of such a project.

Box : Mithawan Water Shed Management Project in Pakistan

Using the Japan Fund (total cost: US$ 1.25 million), FAO provided support to "Mithawan Water Shed Management" from 1995 to 1999, in the Mithawan region of Pakistan, where most villagers were armed with small arms. Japan provided facilities and equipment through capital grant aid in 1997 (approx. US$ 4 million) to support the FAO project. The project was successful in developing cash crops, which had contributed to an increase of income in project areas. Other villagers, knowing the successful results of the project, visited the project without arms and requested help in implementing the project in their villages. This was a good example of "weapons for development" in that the increase of income motivated villagers to voluntarily abandon their arms and to engage in production activities.

Table 1: Four major areas for small arms reduction by development aid

Priority Areas	Possible Interventions
Improvement of the security situation	- Promote security sector reform - Introduce "Koban" system (police box) - Promotion of confidence building and reconciliation - Provide support to rehabilitation and trauma counseling of victims of the conflicts - Strengthen civil-military relations - Develop culture of peace and non-violence (community education on the danger of small arms, conflict resolution skills, culture of peace and non-violence, peace education) - DDR(disarmament, demobilization and reintegration of ex-combatants)
Support of Good Governance	- Develop legal system to control small arms - Establish registration system and data-base of legitimate small arms - Increase transparency of legitimate arms sales and transfers - Strengthen police, customs and border capacity to control illicit transfers - Develop capacity building for controlling corruption - Develop civil society to control illicit transfers
Weapons collection and disposal programs	- Collect and dispose small arms - Improve weapons stockpile management - Record and publicize weapons destruction - Promote "Weapons for Development" Programs - Promote rural community development - Create employment and income generation opportunities
Advocacy and awareness raising	- Develop data bases on illicit arms transfers - Strengthen research on supply sources and impact of small arms - Promote public awareness of the small arms problems through media and campaign

4. JICA's Cooperation for Small Arms Reductions in Cambodia

(1) Seminars for the "Koban" system

JICA dispatched two Japanese Police Agency staff members as JICA experts to Cambodia to conduct a seminar that introduced the Japanese "Koban" system in January 2001.

(2) Project formulation study in DDR

JICA dispatched two short-term experts to support registration process of demobilized soldiers in August 1999. JICA also dispatched a project formulation adviser from January 2001 for a period of six months to study the possibility of JICA's cooperation to CVAP(Cambodian Veterans Assistance Program).

Summary of the presentation on

Small arms and light weapons

In recent years the EU has taken a number of important initiatives which aim on the one hand to reinforce and harmonise export controls on legal arms transfers and on the other to combat illicit trafficking in weapons.

The Programme for preventing and combating the illicit trafficking of conventional arms in 1997 was the first step forward. Agreement on this measure marked the initial commitment of the European Community and its member states to assist other countries.

The following year the Union took a major step forward by adopting a Code of Conduct on arms exports. The Code established eight common criteria on arms exports to guide member states' export policies in the future.

These cover areas such as the internal situation in the country of final destination, its respect of human rights, its attitude to terrorism, preservation of regional peace, security and stability, risk that the equipment is diverted within or outside the buyer country etc. Furthermore the Code demands that member states inform each other when they deny export licenses due to concerns involving these criteria and sets up a system of consultations when a member state wishes to take up a contract which another has denied. The relative youth of the Code makes it difficult to attempt a thorough assessment of its impact on the arms trade to date. Yet it is hard to dispute that it has introduced a new way of thinking, a fresh wind of accountability and transparency in an area which had been hitherto protected from any form of public scrutiny. Furthermore one must keep in mind that the Code is an agreement which is very much alive and evolving. As time goes by and lessons are learned its operation will improve and its coverage will extend to more countries. Already the candidate countries, Canada and others have

pledged to abide by the Code's principles even if they are not yet part of the notification and consultation process.

At the end of 1998 the European Union agreed on a Joint Action, a legally binding document specifically targeted on small arms and light weapons. In this document the Union pledges to promote a series of important principles.

First and foremost small arms are to be supplied to legitimate governments only. Second all countries should make a clear commitment to import and hold small arm at a level commensurate with their legitimate self defence and security requirements. Furthermore the Union will provide financial and technical assistance to programmes and projects which contribute to the realisation of those principles.

Substantial amounts of Community funds are earmarked for this purpose and a number of projects around the world have been initiated or supported. The execution of these projects is carried out by the European Commission.

The most comprehensive so far is the EU programme in Cambodia which involves assistance across a broad range of activities in the field of disarmament, ranging from drafting small arms legislation to improving storage facilities to specific arms collection and destruction projects (a short evaluation of this project will be given).

In terms of future priorities for our assistance, we want to pay particular attention to the improvement of border controls, storage and stockpile facilities and better management practices. Training of local officials will be a priority. On the whole, co-operation between donors will have to be upgraded and aimed towards more practical, on-the-ground collaboration.

Finally the EU attaches great importance to the upcoming UN conference on the illicit trade of small arms and light weapons in all its aspects. We will continue to consult closely with our partners during the preparatory process and work together towards the adoption of politically or legally binding instruments as well as comprehensive international Programme of Action for the small arms problem.

Business & Conflict: Private Sector Issues

Business Corporations' Contribution to Reducing Decent Work Deficits in Post-Conflict Contexts. ILO.

Business and Conflict. Powerpoint Presentation. DFID

International Labour Organization

Business and conflict: Business Corporations' contribution to Reducing Decent Work Deficits in Post-Conflict contexts

- by
Eugenia Date-Bah, Director ,
Crisis Response and Reconstruction InFocus Programme,
ILO, Geneva

23 June 2001

Business and conflict: Business Corporations' contribution to Reducing Decent Work Deficits in Post-conflict contexts

- by
Eugenia Date-Bah, ILO, Geneva

Introduction

A unique characteristic of the International Labour Office is its tripartite constituency. Employers (business communities), workers' associations and governments have an equal voice in shaping ILO policies and programmes. ILO also encourages tripartism in member states by promoting social dialogue - a core component of its mandate - to ensure the active involvement and contribution of the private sector and workers' associations/ trade unions with governments in formulating and implementing national policies and action and in preventing, resolving and tackling the adverse effects of crisis. It is thus only natural that the ILO is concerned about the potential positive role of business in conflict and other crisis situations.

The above is reflected in the current decent work agenda of the ILO. By decent work, the ILO means "work that meets people's basic aspirations, not only for income but also for security for themselves and their families, without discrimination and or harassment and providing equal treatment for men and women". Promoting decent work opportunities is a crisis preventive measure since it contributes to improve people's material welfare, poverty, other vulnerabilities, tensions, social exclusion and disintegration. It can also facilitate a culture of tolerance and dialogue. Decent work deficits expand dramatically during and after conflicts. Tackling this major challenge is perceived by the ILO as a critical facet of the comprehensive approach for pursuing reintegration of conflict-affected groups, rehabilitation and economic recovery of their communities, social healing, confidence building (people generally prefer the dignity of working to the passivity of welfare) and sustainable peace. Indeed corporate social responsibility in relation to conflict-affected countries should include corporations contribution to reducing decent work deficits.

The ILO is currently an active member of the Global Compact , promoted by the UN Secretary-General, to ensure that business corporations contribute to the goals of the UN system. The emphasis in the Global Compact Policy Dialogue this year is business corporations' role in conflict situations, looking to encourage business corporations' positive role in stability (see for example J. Bennett 2001, A. Mack 2001) instead of the current negative perception emerging from the business corporations' role in diamonds and natural resources control which fuel conflicts in several countries.

What is presented below is a brief presentation on a research programme which the ILO's InFocus Programme on Crisis Response and Reconstruction is launching, with other relevant ILO technical departments, on the role of businesses - large and small - in tackling the decent work deficits of different crisis contexts. Decent work deficits are "expressed in the absence

of sufficient employment opportunities, inadequate social protection, the denial of rights at work and shortcomings in social dialogue" (ILO, 2001).

The Research

It is planned as a global research consisting of country case studies in selected regions, subregional and regional analyses and investigations of work of international and other employers organizations. It will include analysis of secondary information and existing relevant reports as well as collection and analysis of primary data. The draft results will initially be presented to a group of businesses and conflict actors at a seminar for review before finalization for dissemination in different languages.

Expected outputs will include:

- an analytical and policy document identifying the key and critical issues, good practices, identification of areas for major capacity building and other recommendations for action; and
- training and advocacy materials on the issue;

Envisaged use of the research results:

- inform and mobilize employers and private business generally towards an effective involvement in responding to the different types of crisis;
- undertake capacity building training (workshops and other activities) of the private sector to develop their crisis preparedness and response in terms of their active involvement in crisis early warning, prevention, resolution and tackling the adverse consequences;
- facilitate mainstreaming of issues concerning the business corporations within the crisis contexts in policies and programmes by the ILO and other international and development actors in their crisis response work;
- enable relevant actors to develop partnerships with the business sector in tackling some of the problems of the crisis contexts;
- undertake advocacy at the different levels on the roles of businesses in relation to pursuit of decent work in conflict and other crisis contexts.

Observations collected so far

The various secondary data examined by the ILO's IFP/CRISIS already point to the following:

- as part of the serious adverse employment repercussions of conflicts and other crises including loss of work opportunities and productive assets, deterioration of working conditions and erosion of income, some employers' organizations and entrepreneurs have also reported "looting of private enterprises" and the fact that insecurity of the context tends to drive away local and external investors. Vital infrastructure like roads, bridges, telephone lines and electricity supplies are destroyed and there is a flight of trained human resources which create an unfavourable business environment and for the business sector to make a meaningful contribution to employment absorption;

- the International Employers Association (IOE) notes that the Association des Employeurs du Burundi (AEB) (see F. Muia, 2000) is playing a role in the resolution of the conflict. The AEB is respected as a neutral organization as it has membership from the 2 fighting ethnic groups and is thus non-partisan. Even though their member organizations are facing serious economic difficulties, the AEB has been pleading with its members to "shelve redundancies and to promote social dialogue within the enterprises to reduce ethnic and other tensions";

- solidarity is sometimes shown by business community outside the conflict context in terms of providing essential food items, medicine, telephones and equipment to the affected people as can be verified in several UN peace opearations;

- some enterprises unscathed by the conflict formulate and implement plans (such as in Eritrea) to support the reconstruction of their colleagues' enterprises affected by the conflict. In the case of Eritrea, this was coordinated by the Eritrean Employers Federation which also called for community support (See EFE);

- some employers contribute to the reintegration of demobilized soldiers by making special effort to absorb some of them into their work force;

- some enterprises adopt affected villages and contribute in kind and cash to their recovery process;

- associations of the business sector can monitor their members' compliance with the key labour standards and rights as such rights are often violated in the exigencies of conflict,

- some private sector enterprises provide retraining to promote the employability of some of the unemployed people;

- as part of their solidarity, some of the employers from other countries support the

institutional capacity building of weakened employers' associations in the conflict-affected countries;

- international solidarity between entrepreneurs to support their counterparts in the conflict-affected countries, to provide relief and assistance in the recovery efforts; and

- as governments in post-conflict situations tend to be weak and unable to cope with the scale of problems to be addressed, the private sector and other civil society groups have a significant role to play.

Conclusion

This presentation is simply to invite you to provide comments on this new research effort by the ILO. It is also to permit you to indicate whether you would be interested to collaborate with us in this endeavour and to specify the nature of the collaboration. You may also wish to draw attention to other relevant research activities which this ILO research needs to take into account.

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Business and Conflict

Context of DFID work on Business and Conflict

- May 1997 White Paper I on Eliminating World Poverty
- Focus in DFID on developing Business Partnerships
- May 2000 London Conference on Business and Peace
- November 2000 White Paper II on Making Globalisation work for the Poor

Why should the private sector join us in the business of development?

- Conflict complex and challenging task - governments cannot tackle it in isolation
- Economic and social development, good governance, human rights and human security all fundamental to solving conflict - and for a good business environment
- Businesses need to respond to pressure from shareholders and customers etc..

Why should the private sector join us in the business of development?

Also more practical considerations:

- businesses need infrastructure and communications
- skilled and educated workforce
- stable operating environment
- market growth

Why should the private sector join us in the business of development?

- Ultimately, operating in a country where conflict is latent or violent will expose business to risks
- These risks require a complex process of managing relationships and resources and establishing values
- But, corporate involvement in conflict reduction activities needs to be determined case-by-case

How can Business contribute specifically to conflict reduction?

- Important first step is getting business to sign up to and adhere to policies and operating principles
- Need strategic commitment on getting internal management systems to reflect conflict sensitivities and risks
- Questions over the quality and accuracy of business conflict assessments - depends on ability to monitor and adapt to complex conflict environment

How can Business contribute specifically to conflict reduction?

- Businesses should systematize monitoring and reporting of conflict related risks and impacts
- Sharing vital information and early warning systems

How can business actively contribute to conflict reduction?

- Stimulate a healthy economic environment
- Support efforts to strengthen and re-establish the framework of governance
- Specifically: repair of important infrastructure; support local livelihood opportunities; rebuild and maintain social infrastructure; assist war affected communities

DFID's current business and conflict work

- We are working with other donors and multilateral agencies
- We are working with trade bodies (e.g., CBI and ICC)
- We shall shortly produce an Issues Paper on the role of Business in Conflict Reduction
- We are working with the UN Global Compact (Colombia) and with INGOS (Azerbaijan)

DFID's current business and conflict work

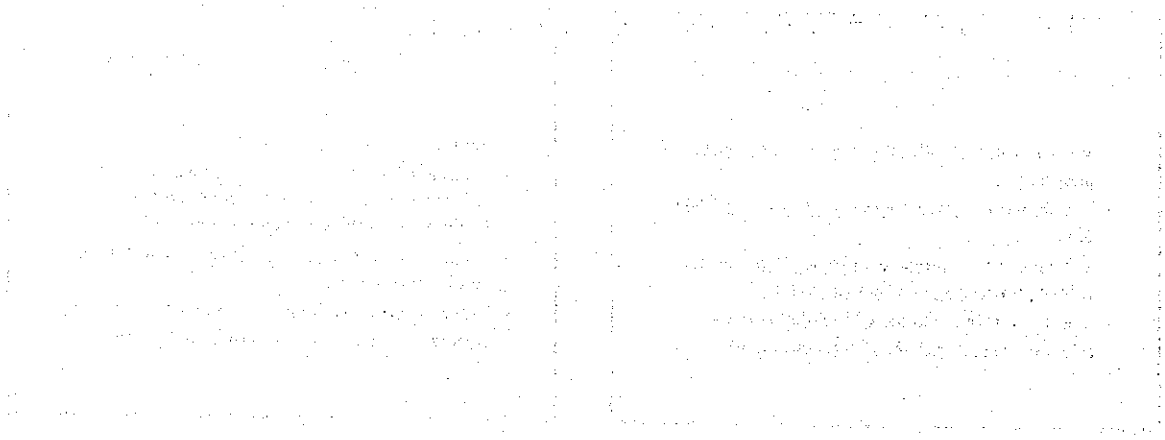
Colombia

- Conducted a scoping mission to take stock of existing initiatives, research and the role of business in conflict prevention and resolution
- Want to organise a roundtable to include MNCs and local businesses
- Want to partner with Global Compact - discussing with UNDP its role in brokering next phase

DFID's current business and conflict work

Azerbaijan

- Working with International Alert on a Business and Conflict Programme focused on oil industry
- Established local Enterprise Development Committee to build capacity
- Promoting greater understanding locally of oil industry
- Exploring partnerships to address social issues



Role of Media in Conflict & Peacebuilding

Role of Media in Conflict Prevention and Peacebuilding. UNDP Tokyo

Press in Cote d'Ivoire. Ryukoku University.

8th CPR, 28 June, 15:45-17:15
Thematic Workshop "Role of the Media in Conflict and Peacebuilding"
Sukehiro Hasegawa, Director, UNDP Tokyo Office
sukehiro.hasegawa@undp.org

"Role of the Media in Conflict Prevention and Peacebuilding"

A. Role of the Media

The role of the media in conflict prevention and peacebuilding signify the power of media to reduce the chances for renewed violent conflict and to increase the prospects for peace and weakening the chances of renewed violence. However, there is a limit to what one can do from the outside in order to achieve this objective. The goal of peacebuilding is to enhance the capacity of a society to manage its own conflicts without violence.

Almost all conflict prevention and peacebuilding efforts take place in a highly charged and unstable media environment, one in which information is scarce and often suspect. So there is a case for a critically important role for the media to play in conflict prevention and peacebuilding. If the media on the ground continues spreading half-truths and propaganda, as experienced in Rwanda in 1994, it will overwhelm all other attempts at conflict prevention and peacebuilding. Based on the assumption that conflict sells and cooperation, or the process of resolving conflict, does not, the media tend to dramatise conflict by focusing on irreconciliable differences between parties, extreme positions and inflammatory statements, violent or threatening acts and win-or-lose outcomes[1]. But if the media itself can be transformed into an instrument of peace and tolerance, its influence will be pervasive and positive.

B. Substance of Media Activities

In contemplating the role that the media can play in conflict prevention and peacebuilding, it is important not to limit the definition of media to the formal institutions of professional journalism, such as newspapers or television and radio programmes. The media should be understood more broadly, as encompassing various forms of media instruments, such as magazines, journals, and even comic

[1] European Centre for Conflict Prevention, *People Building Peace: 35 Inspiring Stories from around the World*, (1999), available at http://www.oneworld.org/euconflict/pbp/5/2_intro.htm, Introduction.

books, as well as movies, video and entertainment programmes[2].

It should indeed embrace other cultural forms such as drama, and reaching audiences through the entertainment aspect of the media has proved to be highly effective[3]. Thus, programmes such as soap operas, dramas, and discussion programmes can also play a significant role in conflict prevention and peacebuilding. As soap operas or dramas on radio or television often command huge popular followings, stories that promote reinforce prejudices and hatred of other ethnic and racial groups can be highly destructive, while they can also promote reconciliation or conflict resolution themes if managed effectively. Discussion programmes not only highlight important issues but also create an atmosphere of free opinion which can encourage others to take part. Sometimes, whole stations (usually on radio) can be established to counter hate propaganda and get out important information, about elections for instance[4].

Such role of the media has been referred to by some as "Messenger for Peace" interventions. This approach involves 'beaming in' direct messages from the outside, as well as using local or externally developed media in innovative ways to address the sources of conflict (cultural attitudes, belief systems). In such interventions, a wide range of media is used, and cultural and dramatic components of the media (e.g. soap opera) have received high attention[5].

1. Great Lakes Region

In Rwanda, the officially recognized media played a large role in inciting the conflict and genocide by spreading propaganda and hate. The examples are:

- Kanguka and Kangura
- Radio Mille Collines:
  During the height of the civil war in 1994, anti-Tutsi hatred was spewed by this radio station.

Several conflict prevention and peacebuilding efforts in the region have responded to this situation with a view to building its capacity and independence.

- UNESCO's Initiatives
  UNESCO's strategy in Rwanda and Burundi is threefold:
  - Develop new corps of journalists;
  - Facilitate contact and the exchange of information between non-partisan journalists and media in the region;

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[2] Robin Hay, *The Media and Peacebuilding: A Discussion Paper*, (1999), available at http://www.impacs.bc.ca/pdfs/media.pdf, pp.1-3.

[3] IMPACS, *The Media and Peacebuilding: A Roundtable Consultation*, (1999), available at http://www.impacs.bc.ca/pdfs/roundtable.pdf, p.2.

[4] Robin Hay, *supra*.n.2, p.1.

[5] IMPACS, *supra*.n.3, p.1.

✧ Provide material assistance in order to assure the survival of existing independent media, as well as creating new outlets to promote pluralism, thus countering propaganda. Support the establishment of the conditions necessary to maintain freedom of the press.

UNESCO implemented projects with the aim of establishing the conditions necessary to give the public access to non-partisan information in the Great Lakes region, and the promotion of a new corps of journalists to make up for the tragic losses within the community of Rwandan and Burundian journalists. The following projects are among activities carried out by UNESCO in the region:

✧ Humanitarian Radio for Emergency Relief in Camps

In August 1994, UNESCO helped the NGO 'Reporters sans frontieres' set up 'Agatashya', a humanitarian radio station in Rwanda.

✧ Strengthening Peace

UNESCO assists the independent media and assists governments concerned in ensuring the existence and the independence of the media. It intervenes whenever it appears that freedom of the press is threatened. UNESCO's main objective is to support initiatives for the extension of independent media in the Great Lakes region. Thus the Organization continues the implementation of its major projects: promoting radio in rural areas, consolidation of the media in order to advance the cause of peace and democracy[6].

➢ Radio Agatashya

Set up in 1994 by the Hirondelle Foundation, Radio Agatashya provided impartial information programming for the victims of the conflict in Rwanda and other Great Lakes countries. Radio Agatashya established transmitters in Goma, Uvira and Bukavu and broadcast in five languages for eight-hours a day to more than four million potential listeners, of whom a million were refugees or displaced persons. It helped civilian victims of the conflict by providing impartial journalism and on –the-spot reporting as a counterweight to propaganda of all kinds. The station also broadcast survival information on drinking water, food and sanitation to more than 1.5 million refugees. In addition, Radio Agatashya broadcast lists of unaccompanied children to help in family reunification.

A survey financed by the UNHCR found that while it was broadcasting, Radio Agatashya was the most widely listened to radio station in its broadcast area and the one preferred by listeners. It also worked with Search for Common Ground

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6 http://www.unesco.org/webworld/com_media/communication_democracy/rwanda.htm

to provide coverage of the trials held by the International Criminal Tribunal for Rwanda. It was widely believed that its coverage not only contributed to the prestige and reputation of the Tribunal, but to the advancement of justice and peace in the region.

➢ Radio Ijambo ("wise word" in Kirundi)

Radio Ijambo was established in 1995 by Common Ground Productions (TV and radio production division of "Search for Common Ground") as Burundi's first independent radio studio, in order to counter propaganda and diatribes that were fomenting conflict and promoting ethnic violence. The objective of the studio is to foster ethnic reconciliation through unbiased presentations including biweekly cultural and social affairs magazines broadcast in different languages. In 1997, it launched a popular soap opera, *Our Neighbours, Ourselves*, that dramatizes the lives of Hutu and Tutsi neighbours in an effort to explore the complex relationship between ethnic groups. Tolerance reconciliation messages are scattered throughout the dialogue. In 1998, other programmes that promote the sharing of ideas and dialogue among youth and that address issues of human rights, peace and tolerance were produced[7].

2. Former Yugoslavia

The war in the former Yugoslavia divided the news media along ethnic and nationalist lines. The lack of an independent press is generally regarded as one of the main reasons that the nationalists had continued to hold power. Much of the international efforts, therefore, has been aimed at providing alternative independent news media. The following examples are among the initiatives taken.

➢ UNESCO's Initiatives

UNESCO also provides assistance to the independent media in Bosnia. Its programme in the former Yugoslavia is aimed at:

- ✧ Providing technical and material assistance enabling the survival of existing independent media, as well as the creation of new outlets to promote media pluralism;
- ✧ Easing contact and information exchange between non-partisan media in the region, and with the rest of the world;
- ✧ Supporting the establishment of the conditions necessary for press

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[7] Robin Hay, *supra* n.2, p.12. See also http://www.sfcg.org/locdetail.cfm?locus=Burundi&name=programs&programid=63; European Centre for Conflict Prevention, "Radio Ijambo Bridges the Ethnic Divide in Burundi" in *supra* n.1, pp.260-266.

freedom.

The UNESCO programme responds to a situation in which independent journalists in the former Yugoslavia had come under heavy political pressure, with independent news media fighting for their survival. The public's access to unbiased information became increasingly difficult. This situation was what promoted UNESCO to launch a pilot programme in December 1993 aimed at assisting independent news media in the region. After the Dayton Accords, this support continued. UNESCO has provided several tons of equipment to electronic media, newsprint to independent print media, office equipment to independent news agencies, and training for journalists throughout the former Yugoslavia. The underlying aim of the programme is to counter warmongering propaganda by providing non-partisan information that is aimed at defending the values of peaceful coexistence and mutual understanding[8].

➢ Free Elections Radio Network (FERN)

Run by OSCE, it uses local journalists to run programmes produced by the international community, programmes such as Resolutions Radio.

➢ Open Broadcast Network (OBN)

This independent television station was established to help inform the public of election issues. The OBN, which has stations throughout the region, has also sought to enhance the capacity of existing independent stations and link them in a national network.

➢ Internews

This station runs programmes aimed at countering nationalistic influences on the media by supporting independent news media, building confidence, promoting reconciliation, and preventing conflict. In Serbia and Montenegro it works with more than 30 local television stations trying to redress the balance in favour of government-influenced media by creating viable alternative television. Its programme includes training for broadcast journalism and management, co-productions with local producers, and the donation of equipment and engineering and technical support. In Bosnia-Herzegovina, it is helping the electronic media become a more responsible, professional and ethnically tolerant source of information. It works with broadcasters and independent producers in a multi-level programme of media assistance. In other regions of the country it is establishing broadcasters' associations that embrace stations from all ethnic

[8] Robin Hay, *supra*.n.2, pp.11-12.

backgrounds. It is supporting the development of independent production companies through grants and co-productions. Internews also provides coverage of the War Crimes Tribunal in the former Yugoslavia[9].

➢ *Mimo Vas*

In 1998, Common Ground Productions and F.I.S.T., an award winning Sarajevo film and television company, came together to announce a new and unique television series. *Mimo Vas* (a play on words meaning "life passing by") presents an intimate look at the peoples of Bosnia. The F.I.S.T. production team travels throughout Bosnia & Herzegovina to interview taxi drivers and mayors, politician's wives, café workers and police officers – people who, in unparalleled ways, have rebuilt lives and proven that the human spirit can overcome conflict and strife. The programme highlights the commonalities that everyone shares in Bosnia & Herzegovina. Reaction to the pilot programme was overwhelmingly positive[10].

➢ *Nashe Maalo*

Nashe Maalo ("Our Neighborhood"), produced in Macedonia, is the first children's television programme made to promote intercultural understanding, to encourage conflict prevention in a multicultural society, and to impart specific conflict-resolution skills that children can use in their everyday lives. This unique series, co-produced by Common Ground Productions (CGP) and Search for Common Ground in Macedonia (SCGM), presents a timely opportunity to influence an entire generation of children in Macedonia in the direction of mutual tolerance and respect. The show stars Karmen, an animated building with a voice, whose mission is to harbor peace within her dilapidated walls. Karmen selects six children from Macedonian, Roma, Turkish, and Albanian backgrounds, and creates an opportunity for them to meet. The children become friends and together discover the secrets of the building. By leading them on journeys through magical doorways, she provides them with the opportunity to see and learn about the world from each other's perspectives. Through this, the kids develop a deeper sense of mutual understanding and respect for one another[11].

➢ Radio Television Kosova (R.T.K.)

R.T.K.'s mission is to provide an independent public broadcasting service in the European Tradition produced by Kosovars for all the people of Kosovo. It has the responsibility to give truthfully balanced news and public information for

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9 *Ibid.*, pp.11-12.

10 http://www.sfcg.org/actdetail.cfm?locus=CGP&name=programs&programid=93

11 http://www.sfcg.org/lg-actdetail.cfm?locus=CGP&name=programs&programid=64

all the ethnic groups of Kosovo. Currently RTK is broadcasting in Albanian, Serbian, Bosnian and Turkish language with a half hour weekly English language show for language learning.

RTK provides fair and accurate news coverage from all over Kosovo, including the communities of minority ethnic groups. It also provides news programmings for minority populations in Kosovo in their languages (Serbian and Turkish) in addition to Albanian language news programmings. In order to keep the international community informed of the latest information in Kosovo, it provides local news materials to international news agencies. RTK also covers major cultural and sporting events in Kosova, which have had a healing effect among people after the war[12].

C. Usefulness

The following points have been identified as the value of a free media to the conflict prevention and peacebuilding process:

① The presence of divergent opinions assures both the local citizens and the international community that the society is moving towards a healthy openness in dealing with its affairs.

② A free media acts as a watchdog on politicians and civil servants, holding them accountable for their actions.

③ A free media can monitor and report on human rights violations.

④ A free media can provide warning of potential renewals of violent conflict, early enough so that these can be defused / diffused or, at the very least, prepared for.

⑤ A free and trusted media can give the citizens the information it needs to make decisions: information about the economy, about the electoral process, about changes in government policy[13].

D. Lessons to be Learned from Previous Attempts at Enhancing Conflict Prevention and Peacebuilding through the Media

Among the most important lessons learned for the international community is to support the local journalists and other media personnel to defend and preserve their independence. Organizations such as Amnesty International, Human Rights Watch, Committee to Protect Journalists, and International PEN have taken up cases of detained journalists and editors[14].

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12 Excerpts from RTK's development report (2000)

13 Robin Hay, *supra*.n.2, p.1.

14 Peter M. Lewis, Pearl T. Robinson, Barnett R. Rubin, *Stabilizing Nigeria: Sanctions, Incentives, and Support for Civil Society*, (New York, The Century Foundation Press, 1998), p.105.

The following lessons to be learned from previous attempts at media and peacebuilding have been identified by an author:

- Before going in, do a thorough evaluation of existing conditions to assess how much needs to be done.
- Multi-disciplinary assessment teams – a media expert, a country or regional expert, an evaluation expert, and a peacebuilding expert – should do the evaluation.
- Content analysis of existing press and media coverage (high) and peace coverage (low). The challenge is to turn this around.
- As much as possible, local media should be involved.
- Don't impose Western standards and models; they might not always be appropriate in these situations.
- Be constantly aware of the social norms and cultural sensitivities of the community. Participation of local media can help here enormously[15].

In developing a radio presence in areas of conflict, Common Ground Productions relies on the following four implementation principles each intended to help support reconciliation and democratization techniques:

- Studio versus Station

  Due to factional and ethnic tension in countries hosting their projects, the appearance of impartiality of a foreign media operation is crucial. In order to establish this perception of impartiality, CGP opens radio studios instead of radio stations. They do not broadcast the programmes produced at these studios themselves but make the tapes available to government and private stations in Burundi. By having non-partisan, they play a critical role in complementing existing media activities and helping to develop the media capacity of local organizations. They are also perceived as partners to broadcasters in the countries, rather than competitors.

- Collaboration with Local Stations and International NGOs

  CGP studios have established close links with all the major governmental and non-governmental organizations, as well as private businesses working on media activities.

- Political and Ethnic Balance

  CGP emphasises the importance of building a factionally and ethnically balanced, highly competent staff. A politically balanced working environment allows the staff to gain perspectives on various sides of the conflict, which should, in turn, help overcome stereotyping and ethnic divisions.

- Interviewing and Reporting Techniques

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[15] Robin Hay, *supra* n.2, p.2.

All CGP journalists are trained in impartial, "non-conflictual" interviewing techniques. The main focus of CGP's trainings has been for journalists to learn how to define a problem and generate concrete proposals for solutions by utilizing methods that promote reconciliation. In reporting on events, CGP journalists are also trained to use techniques that represent the perspectives of all sides involved in conflicts. In this way, CGP journalists work to ensure that their programmes are not seen as a means for advancing any particular agenda or political perspective[16].

E. Planning Points

A country trying to determine whether a media intervention is useful as part of a peacebuilding strategy needs to develop certain planning points. The planning points might include:

① Establishing clear goals
② Avoiding duplication (especially in media training)
③ Solid financial resources and logistical support
④ Building on local capacities and being aware of cultural sensitivities
⑤ Government cooperation, good communication, contingency plans
⑥ Effective assessment
⑦ An exit strategy[17]

16
http://www.sfcg.org/actdetail.cfm?name=programs&title=Common%20Ground%20Productions%20Methodologies&programid=97&locus=CGP

17 Robin Hay, *supra*.n.2, p.2. See also IMPACS, *supra*.n.3, p.3.

"Role of the Media in Conflict Prevention and Peacebuilding"

Eighth CPR Meeting
Conflict Prevention and Post-Conflict Reconstruction Network

Sukehiro Hasegawa
Director, UNDP Tokyo Office

Great Lakes Region

1. Kanguka, Kangura and Amnesty International
2. Radio Mille Collines

Media Strategies in Rwanda and Burundi

1. Develop new corps of journalists;
2. Support Independence of media:
3. Facilitate contact and the exchange of information between non-partisan journalists and media in the region;
4. Promotion of radio in rural areas;
5. Provide material assistance in order to assure the survival of existing independent media, as well as creating new outlets to promote pluralism;
6. Accurate on-site reporting

(UNESCO, Search for Common Ground, Hirondelle Foundation, etc.)

Examples of Initiatives

1. Radio Agatashya
2. Common Ground Productions e.g. Radio Ijambo

Media Strategies in the Former Yugoslavia

- To provide technical and material assistance;
- To ease contact and information exchange between media in the region and the rest of the world;
- To support free, independent and pluralistic media.

(UNESCO, Search for Common Ground, UNMIK, Japan, USAID, OSCE, etc.)

Examples of Initiatives

1. Free Elections Radio Network (FERN)
2. Open Broadcast Network (OBN)
3. Internews
4. *Nashe Maalo*
5. Radio Television Kosova (RTK)

New Proposal for Japanese Initiatives

- Roving *Kamishibai*
  Video TV Station Wagon
- Weekly or Periodic Visits to Villages
- Dramas and Soap Operas

Press in Cote d'Ivoire

June 28, 2001

Minoru OBAYASHI

Tableau 1 : le mode d'apparition des journaux.

Nature des titres de journaux	fréquence en pourcentage
Titres quotidiens	31.3
Titres hebdomadaires	53.1
Titres mensuels	15.6
Total	100

Tableau 2. structure du personnel.

Catégorie socioprofessionnelle	Effectif moyen
Cadres subalternes	5
Cadres supérieurs	13
Agents stagiaires	2
Agents temporaires	4
Agents permanents	10

Tableau3 : structure des charges

Variable	moyenne	minimum	maximum
bénéfice unitaire	94,22	50	200
charges d'impôt	2.047.843	0	11.040.000
Charges variables	8.151.943	20.000	36.000.000
Charges fixes	27.668.012	350.000	149.150.170
Coût d'impression	43.020.828	215.000	304.343.000

Tableau 4 : mode d'apparition du journal et difficultés économiques.

	Absence de moyens financiers	équipements inadéquats de travail	combinaison d'absence de moyens financiers et d'équipements inadéquats	coût excessif d'impression	total
Quotidiens	4%	0	24%	0%	28%
Hebdomadaires	12%	12%	24%	4%	52%
Mensuels	8%	8%	4%	0%	20%
Total	24%	20%	52%	4%	100%

Source : données de l'enquête, septembre 1999.

Demobilization and Reintegration

Demobilization and Reintegration. IOM

Implementation of DDR in Cambodia. Powerpoint Presentation. JICA

IOM International Organization for Migration

Demobilization and Reintegration

1. Introduction

IOM is committed to the principle that humane and orderly migration benefits migrants and society. It acts with its partners in the international community to assist in meeting the operational challenges of migration to encourage social and economic development through migration, to advance understanding of migration issues and to work towards respect of the human dignity and well-being of migrants. In the context of its Constitution, individuals of concern to IOM include economic migrants, displaced persons, refugees, nationals returning to their home country and other people in need of international migration assistance. Demobilized or decommissioned soldiers / combatants and their dependents are considered by IOM as persons whose conditions are comparable to those of the IDPs and this needing international attention as well.

Demobilized or decommissioned soldiers / combatants and their dependents need special assistance unique to their predicament to return to civilian society in a smooth, timely and effective manner. Some of the characteristics of former soldiers / combatants, most especially those in the rank and file, may include low education level, lack of alternative livelihood skills, very young or already in advanced age, handicapped and possibly also large number of dependents. They often have to start from scratch. Live in a new community where they do not have the necessary skills or tools to survive. They have to compete in the utilization of often limited local resources and opportunities. Without clear and effective options for survival and sustaining themselves and their families, they may pose a potential threat to peace and stability locally, nationally or even regionally. They are a special type of vulnerable displaced persons who also carry potent risk of becoming part of renewed armed violence if their unique needs are not directly addressed in a timely and effective manner.

In most cases, the former soldiers / combatants and their dependents settle or reintegrate into a community with scarce resources and few opportunities. This creates tension between the settling and the receiving communities. And if unchecked, competing access to limited resources could itself explode into a second complex humanitarian emergency which may then lead to further, larger population displacement. To avoid or mitigate such possibility, the absorption capacity of the receiving communities need to be enhanced and strengthened ideally through community-led socio-economic developmental projects. The settling and the receiving communities need to see in concrete the dividend of peace. The process of demobilization and reintegration of former soldiers / combatants into civilian society often occurs in a context where other vulnerable groups (i.e. IDPs, returnees, refugees) are also targeted for reintegration assistance. In these circumstances, it is important to ensure that assistance programming are developed in a coherent and complementary fashion so as to avoid gaps and overlaps.

IOM recognizes instability as one of the main root causes of irregular and forced migration and thus assumes the responsibility of helping countries or countries-in-transition deal with the key underlying features of unwanted migration. A wide range of population stabilization activities are undertaken by IOM to address the short and medium term needs of the former soldiers / combatants and their dependants in their efforts to sink new roots in the civilian society. An increasingly important area for IOM's post-conflict humanitarian intervention can be found during the most critical transition period immediately following significant conflict where persons are no longer in a life-threatening environment but where basic human services and social norms have not yet been fully re-established.

During the last decade, IOM has implemented various demobilization and reintegration programmes under the overall framework of coordinated interagency post-conflict humanitarian assistance in several countries and regions such as Haiti, Mozambique, Guinea Bissau, Congo

Brazzaville, the Philippines, Mali, Guatemala, Cambodia, Angola, Kosovo, East Timor and Tajikistan. Activities, in one way or another, included:

- establishment and management of quartering or assembly areas for the cantonment of demobilized soldiers / combatants
- provision of transport and logistics support for those in need of such assistance and internal settlement options with particular attention to the needs of the vulnerable cases and which would also include pre-embarkation medical assessment, escorting and post-arrival health monitoring and referral
- procurement and distribution of reintegration kits (e.g. domestic, agriculture implements, carpentry tools), civilian clothing and / or government subsidies as appropriate
- design and administration of comprehensive databases for former soldiers / combatants and their dependents registration, documentation and socio-economic profiling for further targeted reintegration programming
- special assistance programme for vulnerable cases such as the child soldiers, female combatants, the elderly and the handicapped
- design and administration of vocational training during and after the cantonment period as well as job referrals and out-placement
- establishment of information, counseling and referral services designed to facilitate the flow and exchange of timely, unbiased and reliable information during the critical transition period from conflict to sustainable peace, and guide former soldiers / combatants to socio-economic opportunities
- establishment of small-scale, flexible and quick funding mechanism to support community-led projects which not only facilitates the smooth reintegration of former soldiers / combatants and their dependents into the civilian society but also enhances and strengthens the absorption capacity of the receiving communities
- support for the local and national authorities to enhance their capacities to manage their resources to meet humanitarian demands / needs they are facing

2. Demobilization

In a post-crisis scenario where humanitarian needs often overwhelm local resources, giving special attention to the demobilized or decommissioned soldiers / combatants is not so easy task and may even raise concern in some sensitive quarters of the society. However, the shaky peace and security could very well be threatened if assistance to these special groups and their smooth reintegration into civilian life is not directly addressed in a timely and effective fashion. The demobilized soldiers / combatants constitute a vulnerable group themselves but who at the same time are a potent threat to peace. It must be understood that the peace agreement and cessation of hostilities, despite all their positive aspects, do not translate immediately into peace and stability. They usher in new social and political realities that may have traumatic impact on all those for which the war had become a way of life.

For the demobilized soldiers / combatants, peace signifies giving up their arms, uniforms, identity and their previous survival strategies. They are often poorly prepared for a return to civilian life and do not have immediate marketable skills to survive in a highly competitive civilian society. They will face a challenging future not only of themselves but also of their dependents. A weak and often non-existent private sector and a shrinking civil service usually have little capacity to absorb additional manpower. Yet another barrier to their employability is their previous "negative image." Civilian employers are often concerned that hiring demobilized soldiers / combatants will create problems.

During the challenging times immediately after the signing of peace agreements or the cessation of hostilities, IOM has been able to deliver swift hands-on services. While IOM is not engaged in disarmament itself, it does participate in the demobilization and reintegration activities. By actively supporting the reintegration of former soldiers / combatants, IOM contributes to the peace building process in post-conflict societies. IOM also contributes to the prevention of new conflict and new population movements by stabilizing and strengthening societies still vulnerable from the previous armed conflict.

In the demobilization process, IOM's contribution falls generally under the following three categories:

- Set-up, logistics and management of assembly / quartering areas. While IOM may not be directly responsible for the selection and location of the assembly areas where demobilized soldiers / combatants are to be quartered, it has been involved many times in the past in the construction, set-up, logistics and management of basic amenities and services in assembly areas throughout the period of quartering and demobilization.

- Registration and data management. Includes the database development, registration and profiling (socio-demographic data) of demobilized soldiers / combatants at the time of quartering, along with their dependents, as a means to securing bona-fide caseload, as well as fine-tune programme design and budgets. These activities work in tandem with the registration of communities at final destination. This will help ensure the required establishment of reintegration support mechanisms that will deplete competition for scarce resources that may lead to a heightening of social tension and instability within the regions of resettlement.

- Transport and logistics. Includes those to assembly areas as well as to areas of final destination. In most cases, for conflicts of long duration, demobilized soldiers / combatants are comparable to IDPs as they too have been displaced by the need to go and fight. They are normally far from their original home village and neither possess the financial means to return home nor do they have any idea on the condition of their areas of desired final destination. They have many belongings or even more than one immediate family. Their decommissioning and safe return home is crucial precondition to overall security and economic regeneration.

3. Reintegration

In view of the compelling reasons to assist demobilized soldiers / combatants through effective reintegration strategies delivered under extreme time pressure, IOM has developed over the past decade reintegration activities which complement each other and which work best when implemented in convergence. These activities are designed not only to support the smooth and peaceful reintegration of former soldiers / combatants into the civilian society but also to enhance the absorption capacity of the receiving communities. They contribute to a successful culmination of the peace process and help reduce the likelihood of further large scale forced migration.

- Information, counseling and referral services. Given the inherent lack of trust that is normal in the early stage of post-conflict situations, accurate information is easy prey to rumours which can be exaggeration, completely inaccurate and even malicious. This could lead to confusion and frustration among the directly affected population and only serves to undermine the peace process by increasing the tension between the settling and host communities and delaying the effective delivery of humanitarian assistance. IOM has therefore established grass root based information management systems designed to facilitate timely, accurate and unbiased information on available reintegration opportunities. They build confidence during the critical transition period from military to traditional civilian control following the cessation of hostilities. They work through five stages or activities: a) identification of reintegration needs; b) identification of opportunities; c) inputting these data and info in a sharable database; d) matching the needs with opportunities; and e) counseling and referral. Together with the government or government-in-transition, these services assist the demobilized soldiers / combatants and their communities through effective information management. The strategy includes a strong emphasis on outreach and continuous field monitoring so that assistance programmes from various service providers are regularly checked and adapted to the developments of the reintegration process as a whole. The outreach creates a close knit local network that facilitates other assistance efforts and allows rapid identification of problems that may arise and their corresponding solutions.

- Reintegration fund. It is designed to complement the information, counseling and referral services. It is a small-scale, flexible and quick funding mechanism to support community-led projects at the grass roots level which not only specifically target the smooth reintegration of former soldiers / combatants and their dependents into the civilian society, but also enhances and strengthens the absorption capacity of the receiving communities. It is also intended to infuse important financial and technical resources into the local economy and thus stimulates

productivity. It builds on local coping mechanism and reinforces rural grass-roots communal structures under civilian control, rather than the former militaristic structure. The reintegration fund will principally target those former soldiers / combatants who have not chosen a specific reintegration programme or who are otherwise experiencing particularly difficult reintegration problems.. Not all the demobilized soldiers / combatants therefore will receive assistance through the reintegration fund. The fund does not constitute entitlement but it offers opportunities when specific criteria are met. The fund is also used as a quick reaction mechanism to help defuse social tension directly related to the reintegration process. It works with private, public and non-profit organizations across the range of the development sector.

- Capacity building. The information, counseling and referral services and the reintegration fund neither work independently nor in isolation. All of its activities contribute to and support the overall national strategy and efforts to conclude a successful demobilization process through reintegration assistance of former soldiers / combatants. IOM works with key areas of national institutions to identify weak points in local capabilities so as to follow through the process over the long-term. Applicable promising local practices and resources are identified and promoted with key governmental and non-governmental partners to enhance local capabilities and ensure sustainable service systems. Local partners are involved and engaged from the beginning until such time that handover of the project administration and management is due. Assistance programmes have more chances of success if local partners and beneficiaries have a certain feeling of ownership of the entire endeavour. Capacity building fills a vacuum of inequality and marginalization that many former soldiers / combatants may feel after they are demobilized. Capacity building supports their social as well as economic transformation, building on their self-esteem and returning them to civilian life as useful, productive and valued members of the community.

4. Conclusion

The successful disarmament, demobilization and reintegration of former soldiers / combatants after violent conflict can represent the crucial moment for any peace-building process. When combatants are asked to give up their arms, they face a "point of no return." They and their leaders must have faith in a future where the advantages of peace outweigh those of war. Without a vision of that future, the demobilized soldiers / combatants will not make the choice for peace and if they remain a threat, security will be at risk. A country or a region without peace and security, risks falling into a vicious circle of instability and poverty since neither its inhabitants nor its neighbours are likely to risk an investment in its development.

If the international community wants to restore hope in a country or region emerging from violent conflict by supporting and nurturing a peaceful resolution, it will have to pay special attention to the long-term (or at least, medium-term) prospects of the militaries, militias and warlords who are about to lose their livelihoods. Supporting a demobilization process is not just a technical military issue. It is a complex operation that has political, security, humanitarian and development dimensions as well. If one aspect is neglected, its impact may be felt in the entire fragile peace process. If support to the demobilization process is not matched by resources and efforts required to facilitate the entire peace process, failure is likely. IOM's comprehensive intervention proved successful so far.

June 2001
Geneva

Implementation of DDR in Cambodia

8th CPR meeting

Eri Komukai
JICA Cambodia Office

Why DDR 9 years after Peace Accord?

1992: UNTAC launched DDR for integrated armed forces.

- Suspended by KR's rejection

1995- Preparation of CVAP (Cambodia Veterans Assistance Program)

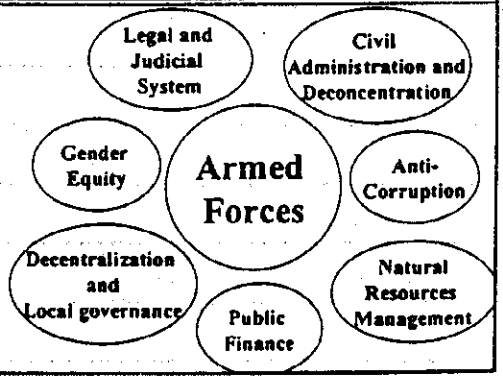
- Suspended by political friction
- Revision of CVAP

1999: Presentation of CVAP at CG (To

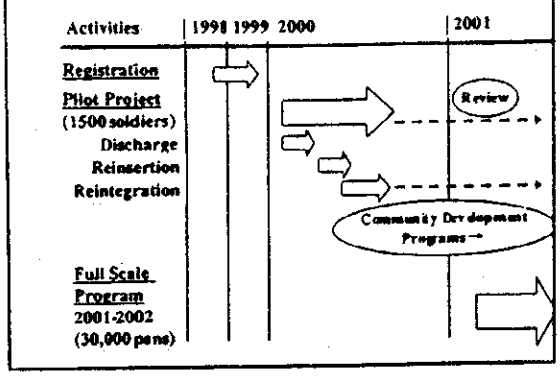
- Few amendments

2000: Implementation of pilot project

Governance Reform in Cambodia



Schedule of the Program



Result of Registration Exercise

Unidentified Soldiers	15,551
Dependants annulled	163,346
Soldiers in RCAF	140,693
Widows of deceased soldiers	9,433
Soldiers to be demobilized	31,500
Expected number of Soldiers By the end of 2002	99,643

Category 2 (elder, disabled and chronically ill) 11.04%

Who are "Soldiers" in Cambodia?

- around 70% are farmers and access to cultivation lands, though sizes are not sufficient
- majority wish to be farmers after demobilized
- few live in barracks, other have houses in villages, which in most of cases need renovation
- most prefer to keep staying where they are now rather than transferred to other region
- average size of family is around 5
- better educated than ordinary population
- majority feel need of money, cattle and land

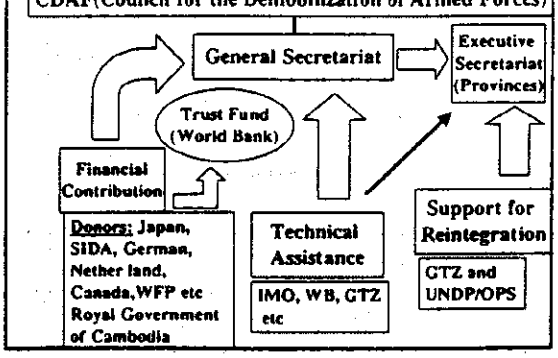
Category 2 soldier:
Amputated by landmine during fighting. depending on wife's income. 6 children

Woman soldier (category 2): Chronically ill. making life with small business, illiterate.

Category 2 soldier (man): Chronically ill. wife earns money for family driving motorcycle taxi

Category 2 soldier:
Amputated by landmine during fighting. making life with repair bicycles

Overall Structure of the Pilot Project



Activities in the Pilot Project

Disarmament	Prior to the project undertaken by RCAF
Discharge	Verification of Identity, Orientation, Health screening, Delivery of discharge documents
Reinsertion	Provision of allowance, foods, and household kits Transport to the destination
Reintegration	Shelter assistance, Provision of Packages of either agricultural or vocational assistance

Lessons learned from the Pilot Project

- fund should be placed prior to commencing the project and disbursed in timely manner
- their entitlement should be informed clearly to demobilized soldiers in early stage
  - the spouses should be involved in decision making actively
  - needs assessment should be conducted by professional agencies
- GS's capacity on procurement and finance should be enhanced
- existing community development projects should be utilized to reintegrate soldiers

Full Scale for Demobilization Program

Pending Issues

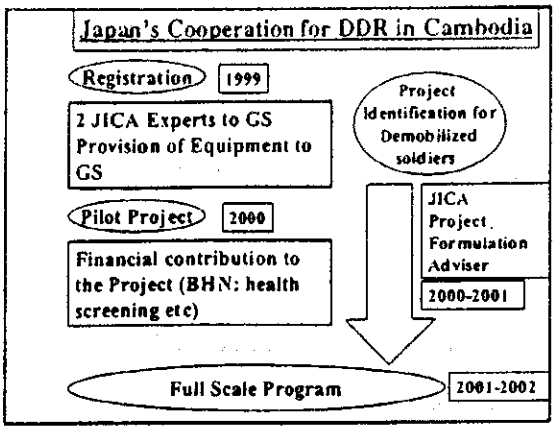
- Funding Gap
- Completion of PIM and PIP by RGC
- Appraisal of World Bank

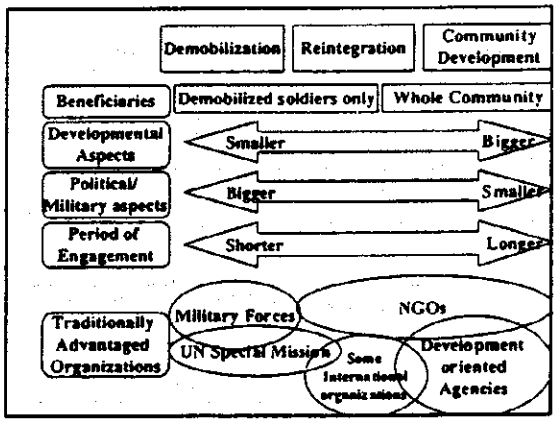
↓

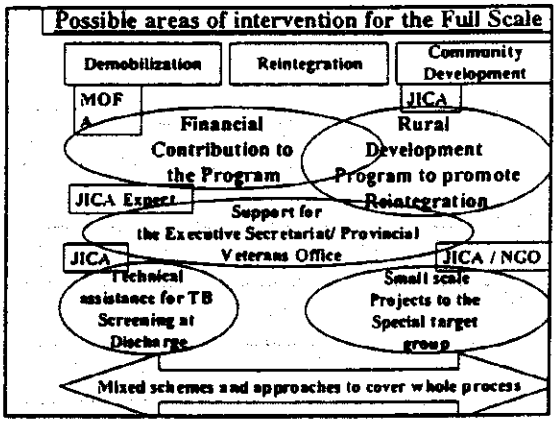
Detailed Planning and arrangement of implementation

↓

Implementation of Full Scale Program
2001-2002, 30,000 soldiers


Japan's Cooperation for DDR in Cambodia
Registration
1999
2 JICA Experts to GS
Provision of Equipment to GS
Project Identification for Demobilized soldiers
JICA Project Formulation Adviser
2000-2001
Pilot Project
2000
Financial contribution to the Project (BHN: health screening etc)
Full Scale Program
2001-2002


Demobilization
Reintegration
Community Development
Beneficiaries
Demobilized soldiers only
Whole Community
Developmental Aspects
Smaller
Bigger
Political/ Military aspects
Bigger
Smaller
Period of Engagement
Shorter
Longer
Traditionally Advantaged Organizations
Military Forces
UN Special Missions
Some International organizations
NGOs
Development oriented Agencies


Possible areas of intervention for the Full Scale
Demobilization
Reintegration
Community Development
MOF
JICA
Financial Contribution to the Program
Rural Development Program to promote Reintegration
JICA Expert
Support for the Executive Secretariat/ Provincial Veterans Office
JICA
JICA / NGO
Technical assistance for TB Screening at Discharge
Small scale Projects to the Special target group
Mixed schemes and approaches to cover whole process

Important issues (1)

Program issues

- Program is influenced by political and military aspects to a large extent. Donors should have different criteria for DDR program from classic projects acknowledging this nature.
- It needs consolidated efforts from various agencies for successful execution from D to R.

Reintegration issues

- Labor market should be surveyed if vocational training is thought to be the first step of reintegration.

Important issues (2)

- Assistance should be extended also to the absorbing communities not only soldiers.
- Existing mechanisms and projects should be well utilized for the reintegration.

Ownership and Sustainability

- Administrative and operational capacities of government (central/ local) should be enhanced in due course of process to enable to provide long term care to demobilized soldiers.
- Program should be defined as a part of long term strategy of national military plan.

Important issues (3)

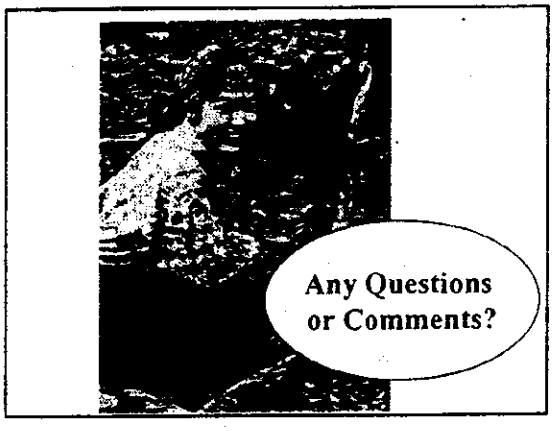
- The issue of pension should be clarified.

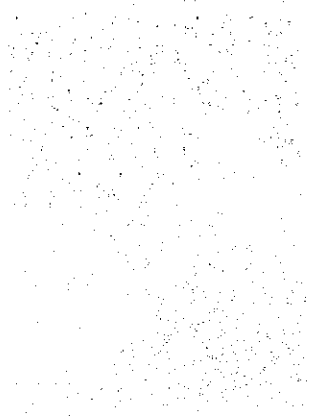
Individual Demobilized Soldiers

- Needs of each soldier are varied. Optional packages can be considered.
- There are some soldiers who have extreme difficulties to be reintegrated to the society with physical, political or social reasons. Those special target group should be paid attention and followed up as needed.
- The spouses and families of demobilized soldiers are key actors of the DDR program.

JICA's Assistance for Security Sector Reform in Cambodia

Military Reform	Police Reform
Cooperation for Demobilization Program, Support for the Demobilized Soldiers	Narcotic crime control, Crime identification, Introduction of Koban (police box) system
Drafting civil code and procedure, Human resource development of the sector	Assistance for the Election through dispatch of Experts
Legal and Judicial Reform	Democratization





Country Risk Assessments; Peace & Coflict Impact Assessments

Conflict Assessment. Powerpoint Presentation. DFID

PCIA. An Overview. Powerpoint Presentation. IDRC/FEWER

8TH CPRN MEETING KYOTO, JAPAN
27-29th JUNE 2001

CONFLICT ASSESSMENT

DFID
CONFLICT AND HUMANITARIAN AFFAIRS DEPT

WHY DO CONFLICT ASSESSMENTS?

- CHANGING CONTEXTS
- NEED TO SENSITISE PROGRAMMES
- NO STANDARD METHODOLOGY

WHAT HAVE WE DONE?

- DEVELOPED A METHODOLOGY
- TESTED IN EIGHT COUNTRIES
- SYNTHESIS REPORT OF KEY FINDINGS
- DRAFT GUIDELINES

STAGES IN CONFLICT ASSESSMENT METHODOLOGY

- CONFLICT ANALYSIS
- POLICY ANALYSIS
- STRATEGIES/OPTIONS

CONFLICT ANALYSIS

- ACTORS
- STRUCTURAL DIMENSIONS
- DYNAMICS
- TRENDS/SCENARIOS

STRUCTURAL DIMENSIONS

- POLITICAL
- ECONOMIC
- SECURITY
- SOCIAL

CASE STUDY NEPAL

KEY FEATURES

- SIMMERING CONFLICT
- ESCALATING SINCE 1998
- LARGELY LOW TECH
- ALMOST ALL DISTRICTS AFFECTED
- 1300 DEATHS, 5500 ARRESTS
- NO GO AREAS

STRUCTURAL DIMENSIONS OF CONFLICT IN NEPAL

POLITICAL DIMENSIONS	ECONOMIC DIMENSIONS	SECURITY DIMENSIONS	SOCIAL DIMENSIONS
REGIONAL GEO-POLITICAL INTERESTS	REGIONAL IMBALANCES	*POTENTIAL ROLE OF MILITARY*	GROWING SENSE OF GRIEVANCE
FRAGMENTED POLITICAL PARTIES	LABOUR MIGRATION JOBS	HR VIOLATIONS BY POLICE	CASTE TENSIONS
GOV DELIVERY CAPACITY IMPAIRED	LOW GROWTH	*ARMS SUPPLIES FROM INDIA MAOISTS*	*INTER-GEN TENSIONS*

TRENDS AND SCENARIOS OF CONFLICT IN NEPAL

CONFLICT SCENARIO	FEATURES	INDICATORS
PROLONGED AND INTENSIFYING	INSECURITY GROWING AND SPREADING	ARMY INVOLVED RURAL/URBAN SPILT CAPITAL ATTACKS
LOW INTENSITY	INCIDENTS LOW	SPORADIC ATTACKS
CONCILIATORY MOVES	PEACE STATEMENTS FROM BOTH SIDES PREPARE	SOME GESTURES LEADERS SANCTION TALKS
NEGOTIATION	CONTACTS UNDERWAY	CONCERNS ADDRESSED
TRANSITION TO PEACE	IMPLEMENTATION OF PEACE PROCESS	DEMOBILISATION RETURN SERVICES RESTART

POLICY ANALYSIS

- POLICY OBJECTIVES AND INSTRUMENTS OF THE INTERNATIONAL COMMUNITY
- DONOR POLICIES AND PROGRAMMES
- IMPACTS ON CONFLICT AND PEACE

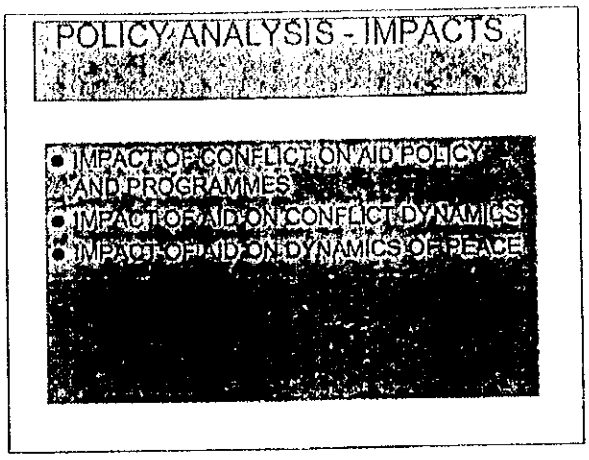
DONOR APPROACHES TO CONFLICT

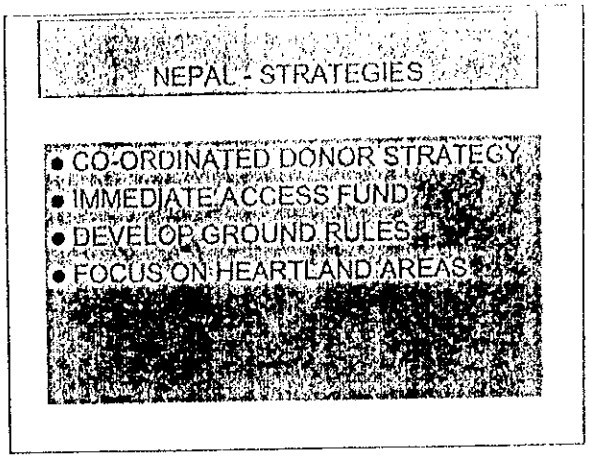
- WORKING AROUND
- WORKING IN
- WORKING ON

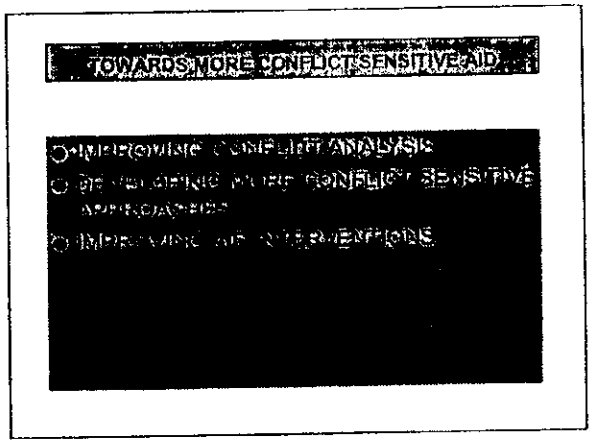
CONFLICT ASSESSMENT NEPAL CASE STUDY

We're acting as if there's no civil conflict going on

High risk areas are avoided, but this deprives large areas of the kind of assistance needed to counter the appeal of the Maoists


POLICY ANALYSIS - IMPACTS
• IMPACT OF CONFLICT ON AID POLICY AND PROGRAMMES
• IMPACT OF AID ON CONFLICT DYNAMICS
• IMPACT OF AID ON DYNAMICS OF PEACE


NEPAL - STRATEGIES
• CO-ORDINATED DONOR STRATEGY
• IMMEDIATE ACCESS FUND
• DEVELOP GROUND RULES
• FOCUS ON HEARTLAND AREAS


TOWARDS MORE CONFLICT SENSITIVE AID

PCIA: An Overview

"PCIA aims to improve the design, conduct and evaluation of development work in conflict areas and provide the means for evaluating the potential for peace-building." (IDRC, 1998)

Structure

- **Overview**
- **Conceptual and operational challenges**
- **Ways forward**

Overview of efforts

- **Strengths**
  - policy frameworks
  - analytical and planning tools
  - discourse
- **Weaknesses**
  - implementation of policy
  - use of tools
  - methodological gaps

Conceptual and institutional challenges

- **Conceptual approaches/challenges**
  - analytical ingredients and perspectives
  - planning ingredients
  - peace building and house construction
    - environment, building material, builders, architecture and owners

Institutional obstacles

- **coherence among instruments**
  - vertical institutions, horizontal issues
- **dynamic and complex environments**
  - slow and linear institutional processes
- **PCIA and programmatic goals**
  - politics versus saving lives
- **implementation capacity**
  - time scarcity, tool fatigue, and training needs

Institutional obstacles

- **co-ordination and co-operation**
  - turf battles and funding regime
- **limited culture of evidence-based policy**
  - policy is driven by politics and need

Ways forward

- **move towards good practice**
  - capitalise and build upon existing work
  - engage in field-based testing, and needs-based application
  - synthesise lessons learned
  - assessment of policy implications

Ways forward

- **build donor and NGO capacity**
  - generate user-friendly tools and processes for PCIA
  - links to gender, environmental and other assessment tools
  - provide training and engage in awareness-raising

East Timor Country Workshop

Lessons Learned from East Timor, Solomons & Bougainville. Coflict in Asia-Pacific Region. AusAID.

For Sustainable National-Building in East Timor. JICA

Lessons Learned from East Timor, Solomons & Bougainville - Conflict in Asia-Pacific Region. AusAID Paper for Plenary Session.

For much of the early nineties, the tumultuous post-Cold War upheavals, which afflicted parts of Africa, former Yugoslavia and the former Soviet republics did not appear to taint the Asia-Pacific region. However, by the end of the decade, the tide of civil unrest and conflict had well and truly reached the shores of this part of the globe. It took the economic collapse of the so-called "tiger economies" combined with the devastating impact of El Nino-related drought in late 1997, to begin to change this image. Subsequent events across the Indonesian archipelago provide the most obvious examples of the onset of the chronic malaise that had hitherto affected other parts of the world. But, if there is one region where such events might not have been expected, it is the South Pacific. Bougainville aside, the popular image of this part of the world has been one of harmony, tropical paradise and melancholia. Recent events in the Solomon Islands and Fiji have shown, however, that even this region is not immune to global trends, which have torn communities apart across the world. It is appropriate therefore that the opportunity is taken, on the occasion of the first-ever CPR Network meeting in the Asia-Pacific region, to brief members on crises in the South Pacific, as well as some observations arising from the recent East Timor Donors Conference in Canberra.

South Pacific

The Australian aid program aims to contribute to stability and self-reliance in Pacific Island countries (PICs) through a focus on the unique needs of geographically dispersed island States. In 2000, following coups in Fiji and Solomon Islands, concerns about threats posed to the region from poor governance and political instability led to an extensive review of our bilateral relationships and our role in the region. The review, which was focused primarily on Melanesia, recommended continued support for economic reform and strengthening governance, through a focus on service delivery, rural and provincial development, democratic institutions, and law and justice activities. Through this rubric of activities we hope to contribute to stability in the region by an enhanced focus on the root causes of under-development and violent conflict.

Economic growth in most PICs continues to be elusive and they face significant obstacles in obtaining a share of the potential benefits of globalisation. Many PICs have undertaken economic, structural and administrative reforms in recent years, with assistance from multilateral agencies and bilateral donors. These reforms have led to credible and positive gains, including improved governance mechanisms and better fiscal management. Despite the successes, however, reform has not generally led to broad-based improvements in welfare and consistently higher economic growth (Samoa is the exception to this general experience). Moreover, over the past year, reform programs have stalled as a result of the political instability and changes of government in Fiji, Solomon Islands and Vanuatu. Fiji and Solomon Islands experienced sharply negative growth in 2000, and they are likely to take some years to recover from this setback.

Endemic poverty is, of course, frequently cited as an underlying source of communal tensions. Like other donors, AusAID's mandate is underpinned by a core objective of poverty reduction and our approach is guided by a framework based on (i) promoting

inclusive economic growth; (ii) enabling the poor to increase their productivity; (iii) encouraging accountability of governments and institutions; and (iv) reducing vulnerability.

However, traditional analyses of poverty have been unconvincing in establishing clear directions for effective aid delivery in the Pacific. Analysing and addressing poverty in approximately 500 inhabited islands spread over 30 million square kilometres, and involving about 250 language groups, presents significant difficulties. Most PICs simply do not suffer the grinding poverty of resources experienced in many other developing countries. Nevertheless, like several other conflict-prone countries in other parts of the world (e.g. Sierra Leone, Angola and the DRC) distribution of these resources is inequitable, corruption has been rife and they become sources of violent tension. As well, the geographic dispersion and small populations of PICs leads to a particular vulnerability to external economic shocks and natural disasters that further destabilise and marginalise vulnerable populations. The Solomon Islands, for example, is comprised of nearly one thousand islands and atolls (only a third of which are inhabited) spread over 1.35 million square kilometres of sea. The population of around 400,000 is dispersed over about one-third (or approximately 350) of these islands. The remoteness, and consequent limited access to markets, is a defining variable of poverty in the Pacific.

The small size of PICs also creates problems for public administration by creating a small human resource base from which to draw experienced and effective administrators. Relatively weak administrative capacity and consequent poor governance track record within the financial sector, leaves many institutions vulnerable to corruption, fraud, commercial crime, drug trafficking and political interference. Other significant variables include high population growth, rural-urban drift and deficiencies in physical infrastructure. Furthermore, the small size of PICs often leads to intense competition between land use options as well as pressure on the limited quantity of potable water during dry spells.

Though the toll from the conflict in the **Solomon Islands** is relatively small by comparison to other complex emergencies (up to 100 people are thought to have died), it should be recalled that the total population is only just over 400,000. And although the level of population displacement seems relatively modest (between 30,000 and 40,000 Solomon Islanders are believed to have been displaced by the conflict), this represents between eight and ten per cent of the population. The conflict contains many of the features of contemporary intra-statal conflicts – failed State (the first example in the Pacific region), ethnically-based violence, proliferation of small arms, irregular forces (militias) etc – underpinned by a legacy of corruption and inequitable distribution of resources. Simmering tensions between Malaitan groups should, however, dispel any myths that the Solomons conflict is solely the product of an ethnic dichotomy between Gwales and Malaitans. These broad factors are overlain by local factors, including complex kinship relationships (the "wontok" system), difficult colonial/missionary history, incompatibility between customary and registered land tenure systems, unresolved inheritance issues in the case of inter-marriages and clashes between "the traditional" and "the contemporary" etc. This situation, in turn, has thrown up many familiar challenges – disregard for fundamental humanitarian principles (including denial of access), population displacement, human rights abuses and culture of impunity – as well as very Melanesian dilemmas, principally concerned with the

issue of compensation. At the same time, the limited capacity of civil society to articulate agendas for social change, leaving donors with a dilemma when seeking partners outside of Governments to promote peace and reconciliation.

The toll during the decade-long war in **Bougainville** is even more striking - estimated at 20,000 or about one-eighth of the population. The catalyst for the conflict, the Panguna Mine, has stood idle since the beginning of the conflict; re-opening the mine may be an unviable proposition. However, beginning with the *Lincoln Agreement on Peace, Security and Development in Bougainville* in January 1999, which renounced armed violence, a process of disengagement was begun. Successive agreements and an International Peace Monitoring Group (IPMG) have not yet delivered a final solution to the conflict but recent developments give rise for cautious optimism that the island of Bougainville may be approaching an important landmark in its history. The *Kokopo Agreement* in January this year appears to deliver many of the demands of the Bougainville Revolutionary Army (BRA) – notably autonomy and a referendum between ten to fifteen years after the election of an autonomous Bougainville Government, including an option for full independence.

While the subsequent Townsville talks in February did not deliver a concrete plan of action, they laid the groundwork for subsequent consultations by achieving broad agreement on the surrender of weapons by both BRA and the Bougainville Resistance Forces. On 9 May, broad agreement was reached on a timeframe for disarmament and decisions regarding the ultimate fate of surrendered weapons. There are encouraging signs that the current round of talks in Port Moresby may be edging closer to a comprehensive agreement on the future of Bougainville. But the Me'ekamui group remains aloof from the process. If settlement on a comprehensive agreement is reached it would, however, need to be confirmed by Cabinet and subsequently be endorsed by two-thirds majority of the PNG Parliament (twice!!) before an autonomous Bougainville Government could come into existence. With general elections on the horizon in PNG and distant rumblings from other provinces on similar autonomy packages, there is a need to temper optimism with a sense of realism about the road ahead. It would be folly to assume that this will be a smooth passage!

These conflicts in the SW Pacific have been fuelled by ready access to small arms – factory made weapons, home-made firearms and ex-World War II caches. The impact of these weapons has been no less devastating than in other parts of the world, being associated with human rights violations, general lawlessness etc. Managing their removal will require a broad-based approach to establishment of the rule of law. The recent workshop for Pacific Island Forum countries in Brisbane perhaps set the groundwork for this objective by reaching agreement on a draft model legislation to establish a common approach to weapons control. Nevertheless, the successful removal of these weapons from circulation in the short-term remains a significant hurdle to restoration of normalcy. In both the Solomons and Bougainville, the lack of employment opportunities is, however, likely to act as the single greatest impediment to the goal of social reintegration and as a recent IRIN report noted *"real security lies in development, in the sustained improvement of peoples lives"*. Employment-generation is therefore critical but, critically, this must be based on a realistic assessment of labour market opportunities. This is the linkage to our broader program of assistance in the SW Pacific, which I described earlier.

In brief, as elsewhere, political conflict has left a legacy of social and ethnic division in the Pacific. Therefore, although lesser in scale than the complex emergencies in Africa and eastern Europe, the Pacific conflicts have exacted a devastating toll on Melanesian societies. Separatist aspirations in Irian Jaya are not de-linked to this instability; while general lawlessness in parts of Papua New Guinea further accentuates the turmoil across Melanesia. In the interest of sharing our collective concerns regarding potential flashpoints, CPR Network members should also be alert to simmering tensions in Vanuatu, which contain similar ingredients to those that have afflicted its northern neighbour – the Solomon Islands.

For many, violent conflict in the Asia-Pacific region is characterised by the dreadful events of 1999 in **East Timor**. There is no doubt that these events have left their mark on AusAID, the Australian Government and the broader Australian community. For the first time Australian troops did not merely participate in a United Nations-mandated peacekeeping operation; they commanded and led INTERFET. The evacuation of East Timorese refugees to Australia (creating for a brief period the confronting spectre of refugee encampments on Australian soil) and the use of Darwin in the Northern Territory as a logistical base for international relief efforts, awoke an outpouring of concern around the country that has barely begun to subside. The impact of these events cannot be under-stated and the challenge for AusAID will be in harnessing and translating this interest into meaningful support for the East Timorese people as well as sustaining the level of public concern about international humanitarian issues. One can imagine that in the months ahead, the momentum within the Australian community to engage with the new nation will gather pace again.

A major challenge to the future of East Timor will be an understanding with Indonesia that will provide the framework for peaceful coexistence with its much larger neighbour. The impasse over the camps in West Timor remains a significant impediment to achievement of this objective. The remaining refugees (variously reported to number between 80,000 and 150,000) must have the opportunity to determine their future without intimidation or fear of retribution. If this condition can be satisfied, then resources are likely to be unlocked not only to repatriate refugees but also to settle who wish to remain in Indonesia.

The recent East Timor Donors Conference in Canberra represented the final meeting of the group of 29 donors, IFIs, UN agencies, NGOs and ETTA before Constituent Assembly elections scheduled for 30th August. There are two important observations emanating from this conference that CPR members may wish to ponder. Firstly, with the countdown towards the Constituent Assembly elections well advanced, it is apparent that the process of civic and voter education has been left pitifully late. For most East Timorese, the notion of being able to exercise informed choice at the ballot box is a relatively uncharted concept (the terror unleashed by the UN ballot in August 1999 doubtless also acting as a cautionary note). It is probable therefore that voting will proceed along the lines of long-term allegiances rather than any understanding of policy issues. The difficulty is, of course, that the resultant constitutional framework, which will be the primary work of the Assembly during the latter months of 2001, will be largely determined by those groups with the largest blocs. Uninformed choice now, could therefore have unfortunate consequences for stability in the future.

The second observation concerns staffing of the UN transitional administration (UNTAET) and the persistent claims about the failure to build East Timorese administrative capacity. There are at present some eight hundred expatriates from all corners of the globe working within the UN administration. The UN is, however, not configured as a government and these civilian speicalists had to be mobilised at short notice. When mobilising such large numbers quickly, it is perhaps not surprising that the training credentials of candidates appear to have been given rather lesser priority in the recruitment process than their ability to deploy promptly to the field. As a result, it is expected that between 200-250 expatriates will be required within the new East Timorese administration for up to two years following its inauguration. This raises two important points:

(a) The requirement for a pool of pre-screened civilian administrators and technical experts, with suitable training capabilities, available to future transitional administrations. This was also one of the recommendations of the Brahimi Report. We, as donors, may wish to consider assisting the UN in this regard by developing national standby arrangements that might be made available to future administrations.

(b) The second issue relates to funding arrangements within the UN system. On dissolution of UNTAET the ongoing (200-250) positions will need to be funded through voluntary contributions, which are notoriously under-funded. The danger, of course, is that under-staffing in critical parts of the new administration would undermine achievements to date and pose a risk to the longer-term viability of the new administration. Perhaps it is time to examine again the rigidity in the UN system that prevents these positions being funded through assessed contributions?

Summary

Occurring as they have in Australia's backyard, these crises (as well as the civil unrest and violence, which has afflicted several parts of Indonesia) have caused considerable reflection throughout Australian Government departments. Within AusAID in particular, these events have stimulated significant introspection about our role and capacity to respond to these crises and the relationship between aid and violent conflict. This debate, of course, lies at the heart of the mandates of the CPR Network and DAC Task Force (Network) on Conflict, Peace and Development Cooperation. Much of this introspection will therefore be very familiar to CPR members but for AusAID, one outcome has been a significant shift in our thinking on conflict-peace issues. In recent months, a number of studies have been initiated, which are intended to reflect on past experiences as well as approaches of others to these issues. These studies are expected to lead to a broad policy statement in the near future and revised institutional arrangements for dealing with outbreaks of violent conflict. We have also recently borrowed DfID's framework for a country risk assessment in Fiji as part of a number of issues-based studies and papers commissioned for the post-coup strategy development process

At the same time, the *AusAID Humanitarian Program Strategy 2001-2003* has been launched. This document incorporates a broadened conceptualisation of humanitarian assistance embracing prevention, preparedness, mitigation, relief, recovery and peacebuilding. It is intended to achieve a closer integration between development and

humanitarian program and position the agency to engage with other government departments and partners amongst the multilateral and bilateral agencies on humanitarian concerns in the Asia-Pacific region. The strategy is, of course, closely linked to Australia's interests in promoting peace and stability, as well as addressing the symptoms of these crises, in our neighborhood. It also recognizes Australia's close historical relationship with these areas. However, we also believe that the focus on the Asia-Pacific region is the most effective contribution that Australia can make to the international humanitarian system.

The scale and particular characteristics of conflict-peace dynamics in the Asia-Pacific region mean that Australia cannot go it alone. Nor would it be acceptable to countries in the region if we attempted to do so. We are interested in exploring joint programming opportunities with other donors to address conflict prevention and post-conflict reconstruction needs in the Asia-Pacific region.

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