

Thematic Guidelines on Peacebuilding

February 2011

Japan International Cooperation Agency

Introduction

This document on the Thematic Guidelines on Peacebuilding is a revision of the previous Guidelines which was developed and published in November 2003. Upon revision, the direction of peacebuilding assistance of the new JICA was reviewed in line with the new Medium-Term ODA Policy 2005. Moreover, assistance approaches and consideration points were reviewed again based on the trends of development assistance in the international community and on JICA's experience and lessons learned from the provision of increasingly demanded peacebuilding assistance to Africa and other conflict affected countries and areas. We hope that the Guidelines will serve as a foundation for the new JICA's peacebuilding assistance, and serve as a guide in providing peacebuilding assistance through effective utilization of its three assistance schemes; loan assistance, grant aid, and technical cooperation.

The Thematic Guidelines on Peacebuilding provide a summary of the background, trends of assistance, and the concepts of peacebuilding, based on which the document aims to present the direction of JICA's cooperation programs as well as the points to consider. We expect the guidelines to encourage the interested parties to share the basic information and concepts related to peacebuilding, and to be used as a reference for the planning, screening or implementation process of JICA's programs.

We also hope that by making this guideline document accessible on JICA Knowledge Site, it will contribute to raising the general public's awareness on the basic concept of peacebuilding.

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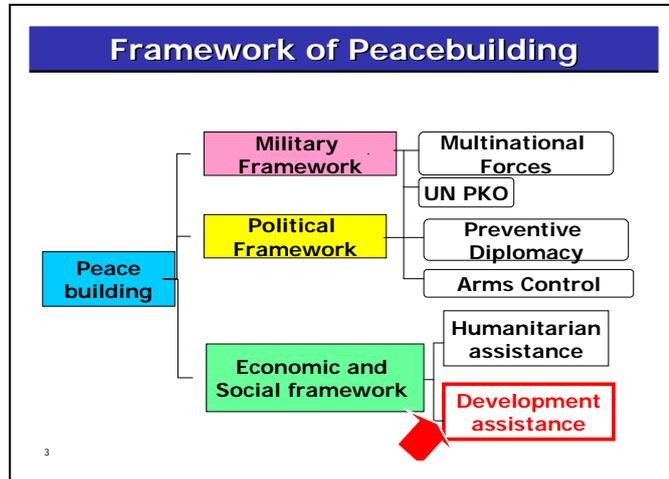
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Executive Summary

1. Basic Orientation for peacebuilding

- Conflict affected countries/areas contain destabilizing factors, which may bring about various implications and operational constraints for JICA, depending on sectors or areas of JICA's intervention. Development assistance has a great potential to contribute to peacebuilding. On the other



hand, it also has a potential to aggravate conflict factors unintentionally.

- With the background above, two perspectives described below are deemed necessary when formulating programs/projects. :

- 1) consideration not to foster conflict factors¹ (avoiding negative impact by the project)
- 2) assistance to actively remove conflict factors (promoting positive impact by the project)

- In practice, through undertaking Peacebuilding Needs and Impact Assessment (PNA)² at the stages of designing, implementation, monitoring and evaluation, conflict prevention lens should be built in both at country level and project level.
 - Analyze political, governance, security, economic and social sectors of the target country, as well as background of the conflict, root causes of conflict and potential factors for recurrence of the conflict. Based on the above analysis, incorporate conflict prevention lens into the country strategy and country assistance plan.
 - Formulate and implement respective project with consideration not to aggravate conflict factors and/or to avoid enlargement of confrontation or discrimination

¹ sources or potential sources of conflict and destabilization

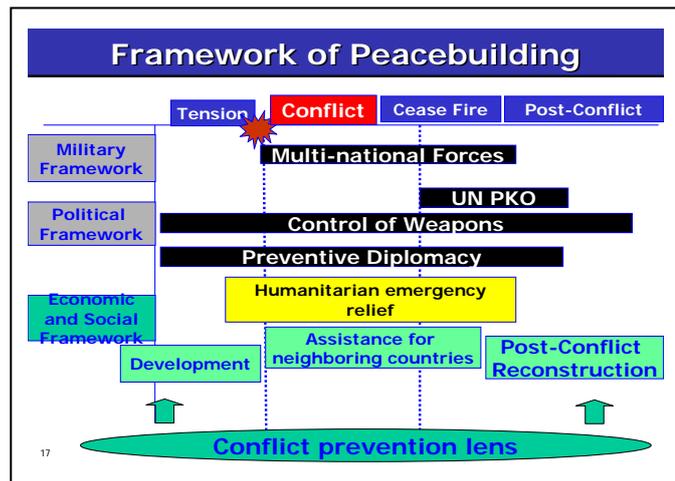
² Methodology and process in order to integrate conflict prevention lens into JICA's program/project cycle.

between different (e.g. ethnic, religious and political etc) groups.

- Apply the approach taking into account reconciliation and co-existence and/or incorporate actively the element which removes conflict factors, if situation allows.

2. **JICA's peacebuilding Activities**

- Assistance for peacebuilding shares the same objective with conventional development assistance, which is to contribute to development. Thus sectors of assistance for peacebuilding are almost common with other development assistance, such as infrastructure, education, health, agriculture etc.



- However, there are some particular issues and needs for conflict affected countries, which non-conflict affected countries do not hold, such as reconstruction of state system and functions, landmines, UXO and small arms proliferation, reintegration of ex-combatants and returnees, reconciliation and co-existence etc.
- Moreover, needs in the conflict affected countries are quite varied by the volume and duration of each of the conflict, general situation of the country and region around. Also, these needs change from hour to hour.
- With the above points in mind, select priority projects from four pillars of peacebuilding assistance mentioned below, after needs and conflict factors of the target country are examined.

Pillar 1: Reconstructing of social capital: reconstruction of social/physical capital and human resources lost by the conflict

- ① development of basic infrastructure,
- ② development of transport, electricity and communication infrastructure,
- ③ enhancement of function of health facilities,
- ④ enhancement of function of education systems, and
- ⑤ food security

Pillar 2: Economic recovery: recovery of economic activities at the early stage of reconstruction towards development

- ① development of economic environment and
- ② increase of employment

opportunities and income generation

Pillar 3: Rebuilding the governing functions: rebuilding of government functions and construction of democratic institutions

- ① support of elections, ② support for media, ③ legal and judicial development, ④ development of democratic administrative institutions and ⑤ development of financial institutions

Pillar 4: Security enhancement: promotion of security stability, as a precondition of development

- ① development of security sectors, ② demobilization and reintegration of ex-combatants, ③ small arms control and ④ control of landmine and UXO problems

In addition to aforementioned four pillars, two cross-cutting perspectives such as 1) promotion of reconciliation and co-existence and 2) consideration for the socially vulnerable are necessary.

1) Promotion of reconciliation and co-existence

Even if the peace process moves on and conflict brings to an end on surface, there are cases whereby distrust exists between particular groups or ethnicities. It is important to take an approach considering reconciliation and co-existence by incorporating components to promote interchange and/or joint activities among confronting groups, as much as possible.

2) Consideration for the socially vulnerable

Socially marginalized groups such as people with disabilities by conflict or landmines, orphans, widows, child soldiers, IDPs are sometimes prone to receive less peace dividends from post-conflict reconstruction, while these groups can make active contribution to the process of reconciliation in the post-conflict as well as building fair and impartial societies. The framework should be constructed, whereby people affected by conflict and/or the socially vulnerable participate and benefit.

3. Issues to be Considered

(1) Ensure rapid and seamless support

To enable the seamless transition from emergency to post-conflict assistance, rapid

and strategic response is essential by a) carrying out regular situation analysis and update, b) strengthening operational support system, including security management as well as streamlining internal procedures. Coordinated actions along with other donor agencies and utilizing or partnering with local human resources are also effective.

(2) Provide support to the government along with communities and people

Conflict-affected countries often face challenges in terms of government administrative capacity. Therefore support must be given to human resource development and institutional building of central and local government, and at the same time capacity building of community to tackle the urgent issues faced by the conflict affected communities.

(3) Give due considerations to political and social background of stakeholders concerned

Political and social background of stakeholders in the related organizations or target areas must be considered, as the stakes and relationships are often complicated in the conflict affected situations. It must be recognized that assistance to the certain groups of individuals or areas may aggravate existing or potential conflicts. On the other hand, considerations need to be given to specific needs of socially vulnerable and conflict-affected people.

(4) Incorporate regional perspective

Among the neighboring states to the conflict-affected countries, there may be those countries which support or have significant influence over certain forces or groups in the conflict countries. Moreover, their political, social and economical situations may have substantial influence on the peace and conflict dynamics in the conflict-affected countries. Adversely, conflict countries often pose various impacts on the neighboring countries, such as refugee influx or illegal arms flows.

(5) Adopt comprehensive approach

In order to respond to the enormous needs of the conflict affected countries both effectively and strategically, programs need to make use of different schemes. For instance, it can be effective to support the preparation of reconstruction plans or capacity development of related institutions using technical cooperation scheme, followed by facility renovation/reconstruction, using financial support scheme.

(6) Ensure security and risk management

In situation whereas security situation is evolving rapidly, security risk factors need

to be understood and analyzed properly. Furthermore, risk mitigation measures and contingency plans for staffs need to be put in place.

(7) Establish appropriate implementation structure

In order to implement plans, operational support system must be established at early stage at both headquarters and field levels. Efforts need to be made to secure and assign personnel with expertise on logistics for setting up operational basis in the field at the early stage of reconstruction support (county offices, field offices, project offices).

Development Objectives Chart for peacebuilding

Priority interventions	Areas of assistance
1. Reconstruction of social capital	1-1 Development of basic infrastructure
	1-2 Development of transport, electricity, and communication infrastructure
	1-3 Enhancement of function of health facilities
	1-4 Enhancement of function of education system
	1-5 Food security
2. Economic recovery	2-1 Development of economic environment
	2-2 Increase of employment opportunities and income generation
3. Rebuilding of the governing functions	3-1 Support of elections
	3-2 Support for media
	3-3 Legal and judicial development
	3-4 Development of democratic administrative institutions
	3-5 Development of financial institutions
4. Security enhancement	4-1 Development of security sectors
	4-2 Demobilization and reintegration of ex-combatants
	4-3 Small arms control
	4-4 Control of landmines and UXO problems
Cross-cutting issues	
1. Promotion of reconciliation and co-existence	
2. Consideration for the socially vulnerable	

Chapter I Overview of Peacebuilding Assistance

1-1 Current peacebuilding environment

In order to understand the environment that surrounds JICA's peacebuilding assistance, the following section summarizes the post-Cold War conflict situation and the efforts by the international community.

1-1-1 Post-Cold War conflict situation

Conflicts³ in the post-Cold War era have the following characteristic tendencies: more frequent occurrence of internal conflicts in developing countries, rising number of civilian victims, and increasingly diverse and complex causes of conflicts. It has been reported that out of 122 conflicts that have occurred in the seventeen-year period between 1989 and 2006, 115 had been internal conflicts.⁴ Many of these conflicts have erupted in some of the poorest developing countries and areas, and it has also been reported that the lower the human development index (HDI), the more likely it is for a country to experience conflicts.⁵ As for the number of civilian victims, while only about 5% of the overall toll consisted of civilians in the First World War, the proportion rose to about 50% in the Second World War. Furthermore, for the conflicts that have occurred in 1990s, it is said that the civilians accounted for 80% to 90% of the total number of casualties.⁶ Clear boundaries between military personnel and civilians no longer exist, and there are more cases where civilians have become the central actors of the dispute. Furthermore, the World Bank has pointed out that 44% of the post-conflict countries relapse into conflict situation within 5 years after the peace agreement.⁷

Regarding the reasons for the increase in domestic conflicts in developing countries, numerous

³ In this context, the term "conflict" refers to armed conflicts or conflicts involving violence.

⁴ Lotta Harbom & Peter Wallensteen (2009). Armed Conflicts, 1946-2008, *Journal of Peace Research*, vol.46, no.4, pp.577-587, Lotta Harbom, Erik Melander & Peter Wallensteen (2008). Dyadic Dimensions of Armed Conflict 1946-2007, *Journal of Peace Research*, vol.45, no.5, 697-710.

Number of active conflicts (different from the number of outbreaks of conflicts) in the period between 1989 and 2008 are indicated in the table below.

1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
44	50	52	52	46	46	39	42	40	39	41
2000	2001	2002	2003	2004	2005	2006	2007	2008		
37	36	32	29	32	32	33	35	36		

⁵ From *Armed Conflict Report 2008*, published by Project Ploughshares.

⁶ Institute for Democracy and Electoral Assistance (1998). *Democracy and Deep-rooted Conflict: Options for Negotiators*, p.11.

⁷ The World Bank (2003). *Breaking the Conflict Trap: Civil war and Development Policy*, pp.83-84.

researches have been conducted on the political, economical, and historical aspects. However, the phenomenon is complex and it is difficult to draw a generalized conclusion by looking at a single aspect. Discussions on the causes of conflicts are being exchanged on various occasions such as the DAC Network on Conflict, Peace and Development Co-operation (DAC/CPDC)⁸, an informal network established under the Organization for Economic Co-operation and Development/ Development Assistance Committee (OECD/DAC). OECD/DAC and EC have categorized the causes by different factors, such as structural factors which are rooted in the social structure, triggering factors which are substantial events or actions that trigger the escalation of disputes into violent conflict, and perpetuating factors which result in prolonged conflict. Examples of structural factors include uneven distribution of wealth, opportunities, and power. Triggering factors include collapse of internal state cohesion and sudden economic decline, and ethnic animosity is given as an example of perpetuating factors.⁹

1-1-2 International peacebuilding efforts

In 1992, Boutros Boutros-Ghali, the former UN Secretary General announced “An Agenda for Peace” in which the United Nations presented a comprehensive framework for conflict resolution, entailing pre-conflict and post conflict phases. The framework did not merely cover the peace-keeping activities that are by definition initiated only after the ceasefire agreement, but also included preventive diplomacy in the pre-conflict phase, peacemaking operations during the conflict, and post-conflict peacebuilding.¹⁰ Although at this point, the term “peacebuilding” was defined in a narrower post-conflict context, the proposition of “preventive development” complementing “preventive diplomacy” established the concept that would determine the future roles of development agencies.

In response to these movements, the Canadian Government, which had always been active in the peace-keeping operations (PKO) of the United Nations and in the provision of peacebuilding support, launched the Canadian peacebuilding Initiative with a departure from the traditional concept of post-conflict peacebuilding. The Initiative defined peacebuilding as the efforts made before, during or after conflicts, which aim to enhance the possibility of achieving peace and to reduce the possibility of eruption of armed conflicts within a State¹¹, and at the same time explained peacebuilding processes by dividing them into three phases: conflict prevention, conflict resolution, and post-conflict reconstruction.

⁸ Until recently, the topics of conflict and state fragility had been discussed under separate frameworks of CPDC. However, these frameworks have been integrated since December 2008 meeting, and International Network on Conflict and Fragility (INCAF) was newly established to discuss conflict and fragility-related matters within DAC.

⁹ Refer to Appendix 3 for details.

¹⁰ Boutros-Ghali (1995), *An Agenda for Peace* (2nd edition). UN Publications.

¹¹ Michael Small (1999). Peace-building interventions in the international community. *Report of Canada-Japan Symposium on Peace-building for Development*. Page 8 of the Japanese translated text. Japan International

Furthermore, OECD/DAC issued the DAC Guidelines on Conflict, Peace and Development Co-operation in 1997, which pointed out that helping strengthen the capacity of a society to manage conflict without violence must be seen as a foundation for sustainable development and that development co-operation must also play its role in conflict prevention and peacebuilding alongside diplomatic, military, and economic measures. The guideline summarized the roles of development assistance in different phases of conflict and clearly defined the key actions to be taken by the development assistance agencies.

In August 2000, the Report on the Panel on United Nations Peace Operations (the so-called Brahimi Report) was completed, which stressed the importance of integrating the concept of peacebuilding into the conventional peace-keeping operations. On July 2001, the United Nations Security Council adopted the Report of the Secretary-General on the Prevention of Armed Conflict, and advised all UN Agencies to incorporate the concept of conflict prevention into their activities and also stated that development assistance has a certain role to play in the construction of peaceful, equitable and just society. In response to such trend, the United Nations Plan of Action on peacebuilding was adopted in October 2001, and various recommendations on peacebuilding responses were enlisted.

Furthermore, in the same year, OECD/DAC published the DAC Guidelines: Helping Prevent Violent Conflict, which emphasized several important approaches, such as applying a “conflict prevention lens” in all the developmental or reconstruction activities of bilateral agencies and international agencies who implement development assistance, building a “culture of conflict prevention”, as well as the fact that conflict prevention is an essential step in the pursuit of poverty reduction. However, few empirical researches have been conducted on how development or development assistance can contribute concretely to prevent the onset or recurrence of conflicts and the international community has not yet reached a common understanding at this point.

Parallel to the above-mentioned developments, the relation between conflicts and the notion of “Human Security”, introduced in the Human Development Report (1994) of the United Nations Development Programme (UNDP), was also receiving attention. The Commission on Human Security¹², established in January 2001, reported that conflicts were becoming major threats to the human security.

In October 2000, the United Nations Security Council Resolution 1325 was passed, reaffirming the importance of addressing the special needs of women and girls during post-conflict repatriation, resettlement and reintegration of refugees and internally displaced persons. It also confirmed the agreement of the member states to support women’s initiatives in the resolution of conflicts.

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¹² The Commission on Human Security was established with the proactive initiative of the Government of Japan. It is co-chaired by Sadako Ogata, former UN High Commissioner for Refugees, and Amartya Sen, former Master of Trinity College, University of Cambridge. It has as Commissioners, twelve experts from around the world. (For details, refer to <http://www.humansecurity-chs.org/>)

Amidst these developments, the Report of the Secretary-General's High-Level Panel "A more secure world: Our shared responsibility" was issued in December 2004, which proposed the establishment of a Peacebuilding Commission (PBC) as a subsidiary organization of the United Nations. With the United Nations General Assembly and the Security Council adopting the resolution in December 2005, an official decision was made on the establishment of the United Nations Peacebuilding Commission.¹³ The PBC Organizational Committee is mandated to provide advice and proposals on peacebuilding strategies and is comprised of 31 member states, which are (1) seven member states including the five permanent members of the Security Council, (2) seven states from the Economic and Social Council, (3) five top providers of assessed contributions to the United Nations budgets, (4) five top providers of military personnel and civilian police to the United Nations missions, and (5) seven members states elected from each regional groups. The peacebuilding Support Office and the Peacebuilding Fund were also established at the same time, to support the activities of the PBC. At present, Country Specific Meetings for Burundi, Sierra Leone, Guinea-Bissau, and the Central African Republic are being held and Integrated peacebuilding Strategies (IPBS) are being prepared.

1-2 Definition of peacebuilding

Many organizations have presented their own definition and concept of peacebuilding, but these definitions have not yet been unified to make a universal definition in the international community.

In the above-mentioned Report of the Secretary-General on the Prevention of Armed Conflict, peacebuilding was defined as the activities implemented despite the conflict, with aims to establish the foundation for peace and to provide the means to rebuild the foundation that extends beyond absence of war.

With the changing nature of conflicts in the post-Cold War era, development assistance has an increasingly important role to play in peacebuilding assistance, alongside the conventional political framework, such as military activities, preventive diplomacy, and peacemaking.¹⁴ Figure 1-1 summarizes the overall framework of peacebuilding assistance and shows where development assistance stands.

¹³ For the detailed information of the United Nations Peacebuilding Commission, refer to <http://www.un.org/peace/peacebuilding/>. Japan completed its term as the second Chair of the Peacebuilding Commission, which had started in June 2007, and the succeeding chair country, Chile, assumed the post starting from January 2009.

¹⁴ In *the Human Development Report 2005* (UNDP), it is stated that "For violent conflict, as in public health, the first rule of success is this: prevention is better than cure. And development is the most effective strategy for prevention." (page 168), and that "International aid is critically important in the reconstruction period. The objective of post-conflict reconstruction is to avoid returning to pre-crisis conditions and to build the foundations for lasting peace. If the threat of reversion to conflict in fragile states is to be averted, then aid is an investment in creating the conditions for sustained peace." (page 170)

Figure 1-1 Framework of peacebuilding assistance¹⁵

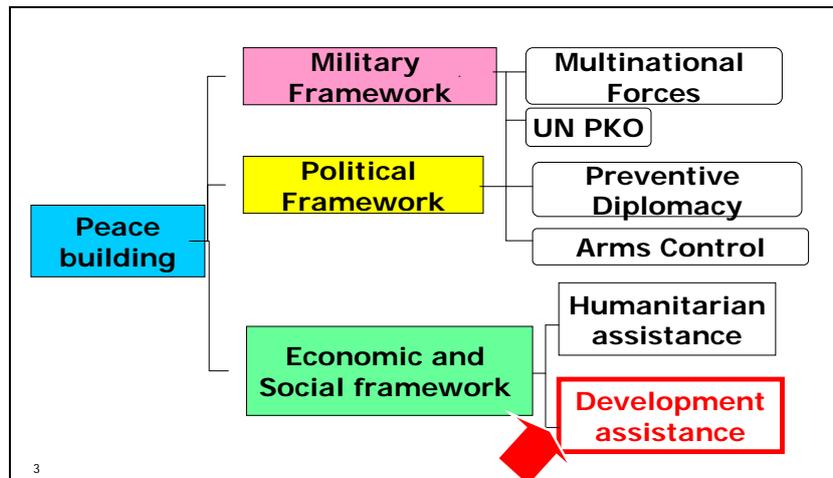
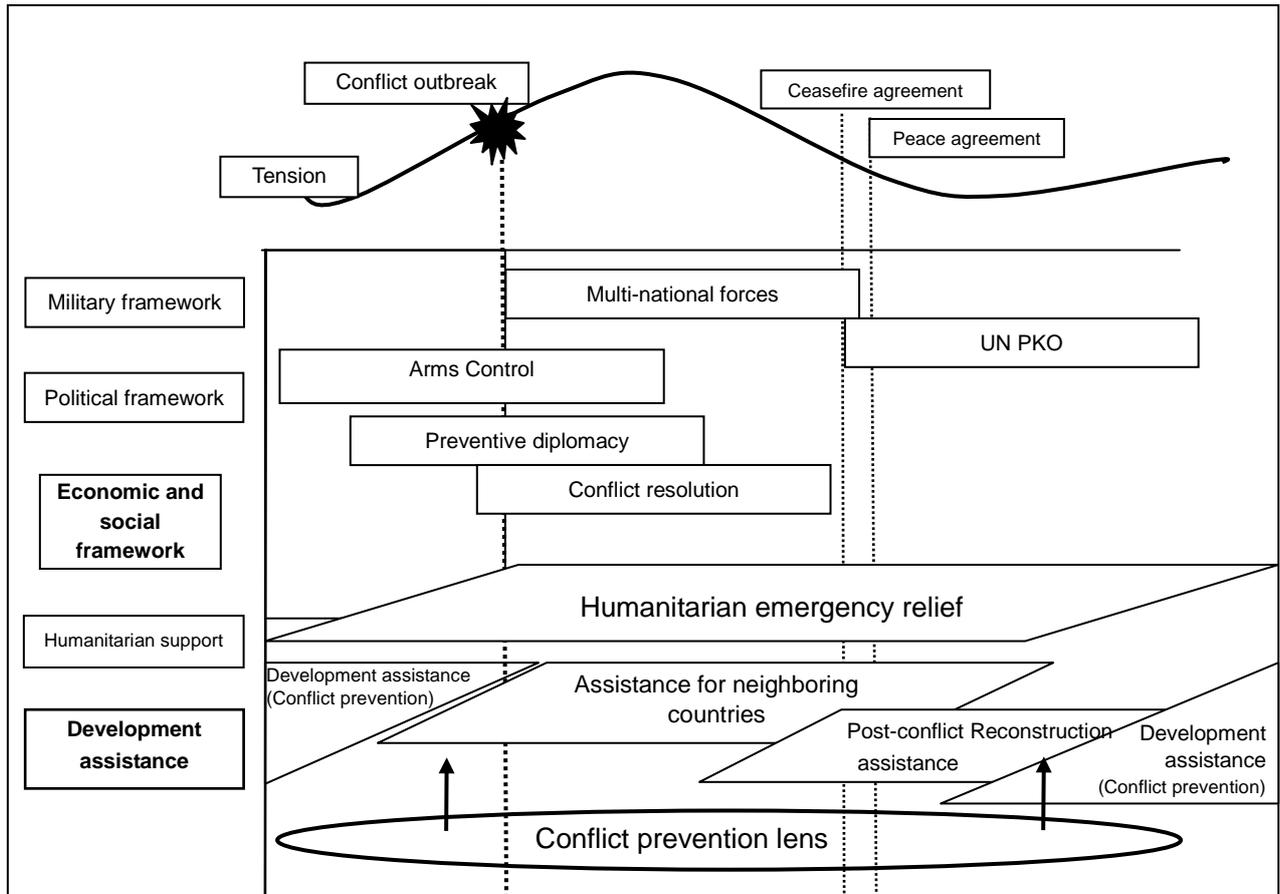


Figure 1-2 summarizes the activities of the framework indicated in Figure 1-1, in chronological order.

However, as pointed out in the section “1-1 Current peacebuilding environment”, the trend of the post-Cold War era is increasing probability of conflict relapse, therefore, it is difficult in reality to make clear separation of conflict phases into before, during and after conflict. There are some cases where the situation is constantly under conflict condition, or in a state of high tension.

¹⁵ Source: *Research Study on Peacebuilding : Executive Summary*, JICA, 2002. Figure 1, page 7, with partial modification.

Figure 1-2 Chronological development of peacebuilding assistance¹⁶



In Japan's Medium-Term Policy on Official Development Assistance (hereafter referred to as the Medium-Term ODA Policy) issued by the Ministry of Foreign Affairs in February 2005, the Government of Japan defined that the purpose of peacebuilding is to prevent the occurrence and recurrence of conflicts, alleviate the various difficulties that people face during and immediately after conflicts, and subsequently achieve long-term stable development.

In the present Thematic Guideline, the definition of peacebuilding assistance will be based on the ODA Mid-Term Policy, and shall refer to assistance with the purpose to prevent the occurrence and recurrence of conflicts, alleviate the various difficulties that people face during and immediately after conflicts, and subsequently achieve long-term stable development.

¹⁶ Source: *Research Study on Peacebuilding: Executive Summary*, JICA, 2002. Figure 2, page 8, with partial modification. It should be noted that the diagram is only a generalized presentation, and the actual peace-building process would differ in each country.

1-3 Trend of international assistance

The United Nations and the Government of Canada are not the only active actors. The World Bank, UNDP, European Union (EU), Canadian International Development Agency (CIDA), US Agency for International Development (USAID), Department of International Development (DFID) and many other aid agencies are already actively engaged in peacebuilding through development assistance, and have established specialized department to address peacebuilding or post-conflict reconstruction.¹⁷ Moreover, international agencies and bilateral donors have been exchanging opinions about the issues of peacebuilding assistance, at OECD/DAC meetings and other opportunities.

In the field of reconstruction and development assistance, one became aware that different mandates of the aid agencies were resulting in temporal and quantitative gaps between emergency humanitarian relief and medium- to long-term development assistance. The first meeting of Brookings Round-table in 1999 was the starter of many discussions that followed on devising concrete measures to respond to these gaps. Joint Assessment Mission (JAM) and Consolidated Appeals Process (CAP) are some of the examples of the efforts to prevent these gaps.¹⁸ In these processes, attempts are being made to make appeals for financial or other assistance to donor governments after internal adjustments have been made between all the interested parties including the recipient country and the providers of assistance, such as the international agencies, bilateral aid agencies, and non-governmental organizations (NGO). Moreover, aid coordination is being strengthened through various means, including the creation of trust funds for reconstruction assistance (often led by UN and the World Bank) and early formulation of national development plans.

Recognizing the importance of conflict analysis for the implementation of development assistance with considerations to conflict prevention, bilateral and multilateral aid agencies have individually developed conflict analysis methods. Until today, these methodologies have been developed by many agencies and organizations and have been put to practical use in the field.¹⁹

1-4 Trend of Japanese assistance

The Government of Japan announced the Official Development Assistance Charter in 1992 and stated in the basic policy that Japan, a country with commitment to peace, has an important mission

¹⁷ Refer to Appendix 5 for the outline of assistances provided by each aid agency. For example, the term “peace-building” is not used in the name of the specialized department of the World Bank, the Conflict Prevention and Reconciliation Unit. This is considered by some, to be the result of constraints from the World Bank Group’s basic charter. (Inada, 2004. Page 101)

¹⁸ JAM: A joint assessment mission of donors, led by the World Bank and other international development banks, whose objective is to assess the reconstruction and development needs.

CAP: A consolidated appeal of the United Nations summarizing the needs of emergency assistance.

¹⁹ For the details of Peacebuilding Needs and Impact Assessment (PNA) method developed by JICA, refer to *Peacebuilding Needs and Impact Assessment (PNA) Manual*. (Japanese only)

to make contributions appropriate to the national strength to maintain global peace and to ensure prosperity of the international community. In a previous ODA Medium-Term ODA Policy announced in 1999, “Conflict, natural disasters and development” was enlisted as one of the priority areas and it was stated that conflict prevention, resolution and post-conflict peacebuilding are important challenges for the international community, also from the viewpoint of development.²⁰

Furthermore, the G8 Miyazaki Initiatives for Conflict Prevention²¹, adopted at the G8 Kyushu-Okinawa Summit of July 2000, stressed the need to nurture a “Culture of Conflict Prevention” and the importance of a comprehensive approach with consistent efforts for conflict prevention made at every stage from pre-conflict to post-conflict. “Conflict and Development” was positioned as one of the initiatives, stating that “the G8 should take initiatives particularly in three areas; (a) promoting due consideration for conflict prevention in development assistance strategies, (b) focusing assistance to ensure quick response to prevent conflicts, and (c) ensuring a smooth transition from emergency humanitarian assistance to development assistance in the post-conflict stage.” In response to the Miyazaki Initiatives, the Government of Japan announced in the same year the “Action from Japan on “Conflict and Development”²². In this statement, the Japanese Government sets forth its approaches in development assistance for the reinforcement of conflict prevention. It states that contribution in conflict prevention should be made by focusing to strengthen the foundations for democracy, promote coordinated efforts with NGOs, international agencies and the private sector, and to provide reconstruction and development aid that prevents the recurrence of conflict.

Furthermore, “Japan Platform” was established in August 2000, as an international humanitarian system that allows rapid and effective international emergency assistance, reconstruction assistance and response against natural disasters. It will also encourage NGOs, business community and the governments to work in coordination and cooperation, under equal partnership, and by making full use of their own characteristics and resources.²³

In May 2002, then Prime Minister Junichiro Koizumi pronounced in Sidney, Australia, that the Government of Japan will strengthen its international cooperation focusing on “consolidation of peace and nation building” and subsequently established an “Advisory Group on International Cooperation for Peace” consisting of experts. The Advisory Group proposed substantial recommendations in terms of enhancement of the use of ODA in international peace cooperation, development of structural framework and laws that enable rapid dispatch of PKO missions, active

²⁰ Refer to

http://www.mofa.go.jp/mofaj/gaiko/oda/shiryo/hakusyo/05_hakusho/ODA2005/html/honbun/hp203030000.html

²¹ Refer to http://www.mofa.go.jp/mofaj/gaiko/summit/ko_2000/documents/initiative.html

(For English translation, refer to <http://www.mofa.go.jp/policy/economy/summit/2000/documents/initiative.html>)

²² Refer to http://www.mofa.go.jp/mofaj/gaiko/prev/action_fj.html

(For English translation, refer to

http://www.mofa.go.jp/mofaj/gaiko/oda/bunya/conflict/pdf/action_from_japan.pdf)

²³ Refer to <http://www.japanplatform.org/>

dispatch of civilian experts and police, human resource development, security measures on compensation system, provision of support to NGOs, public awareness-raising and promotion of public participation.²⁴

In the Official Development Assistance Charter endorsed by the Cabinet in August 2003 (hereafter referred to as the new ODA Charter), the purpose of ODA is described as making contribution to the peace and development of the international community, and “peacebuilding” is enlisted as one of the priority issues, together with “poverty reduction”, “sustainable growth”, and “addressing global issues”. It is also stated that further efforts will be made to reduce poverty and disparities, in order to prevent the onset of conflicts in developing areas.

In line with such policies of the Government of Japan, JICA has also actively implemented reconstruction assistance in Cambodia, Bosnia and Herzegovina, East Timor, Afghanistan, Sri Lanka, Sudan, Palestine, and Mindanao (Philippines). Moreover, when JICA was transformed into an independent administrative institution in October 2003, “reconstruction” was added in the Law concerning the Independent Administrative Institution Japan International Cooperation Agency (enacted in December 2002) as one of the objectives of the new JICA.

The new Medium-Term ODA Policy revised in February 2005 stipulates that Japan should focus its activities in the above-mentioned four areas, including peacebuilding, based on the concept of human security. The Policy also describes substantial approaches and activities toward peacebuilding.²⁵

In his policy speech²⁶ delivered in January 2008, then Prime Minister Yasuo Fukuda pronounced five guiding principles, one of which was “to make Japan a peace fostering nation”. He voiced the commitment to realize this through measures such as consideration of the so-called general law for the implementation of international peace cooperation by the Self Defense Force, and by making Japan the hub of human resource development as well as for research and intellectual contribution to promote international peace cooperation. In response, then Minister of Foreign Affairs Masahiko Koumura stated in his speech “Japan: A builder of peace”²⁷ that Japan should demonstrate its manpower to the world, making reference to participation to UN Missions, adoption of general law regarding international peace cooperation, and training programs such as the Pilot Program for Human Resource Development for peacebuilding.²⁸

²⁴ Refer to http://www.kantei.go.jp/jp/singi/kokusai/kettei/021218houkoku_s.html (Japanese only)

²⁵ Refer to http://www.mofa.go.jp/mofaj/gaiko/oda/seisaku/chuuki/pdfs/seisaku_050204.pdf
(For English translation, refer to <http://www.mofa.go.jp/policy/oda/mid-term/policy.pdf>)

²⁶ Refer to <http://www.kantei.go.jp/jp/hukudaspeech/2008/01/18housin.html>
(For English translation, refer to http://www.kantei.go.jp/foreign/hukudaspeech/2008/01/18housin_e.html)

²⁷ Refer to http://www.mofa.go.jp/mofaj/press/enzetsu/20/ekmr_0124.html
(For English version, refer to <http://www.mofa.go.jp/policy/un/pko/speech0801.html>)

²⁸ Refer to http://www.mofa.go.jp/mofaj/press/enzetsu/20/eito_0825.html
(For English translation, refer to <http://www.mofa.go.jp/policy/un/pko/address0808.html>)

Chapter II Direction of JICA's cooperation

2-1 Objective of JICA's peacebuilding assistance

In line with the Medium-Term ODA Policy formulated in 2005, JICA implements its peacebuilding assistance to “prevent the occurrence and recurrence of conflicts, alleviate the various difficulties that people face during and immediately after conflicts, and subsequently achieve long-term stable development”.

2-2 Priority issues for JICA and points of consideration

JICA implements its peacebuilding assistance in line with the aforementioned ODA Charter and Medium-Term ODA Policy. It does not imply, however, that JICA covers the whole range of “peacebuilding” efforts enlisted in them. Implementation of JICA's programs is constrained by certain restrictions from legal and political frameworks surrounding JICA and the need to ensure the security of the aid personnel. With that in mind, JICA should aim to implement its peacebuilding assistance effectively and efficiently through coordination with the political and military frameworks or with other aid agencies, in areas where it can capitalize on its own strength.

With respect to the objective to contribute to the development of developing countries, peacebuilding assistance is no different from conventional development assistance. The areas of assistance include infrastructure building, education, healthcare and agriculture; hence most of them share the similarities as development assistance. However, conflict affected countries have diverse uncertain and unstable factors. When providing assistance to such countries, the significance and the complexity of JICA's assistance will differ according to the field of assistance or geographical areas of activity. There is also a possibility that development assistance unintentionally foster conflicts. There may also be needs that are particular to conflict affected countries, such as reconstruction of state system and functions, measures against landmines, unexploded ordnance (UXO), and small arms and light weapons, reintegration of ex-combatants and returnees, reconciliation and co-existence, as well as issues that are not expected in ordinary development assistance. Furthermore, the challenges of conflict affected countries not only differ greatly depending on the scale and length of conflict, and on the conditions in which those countries or regions are found, but also vary rapidly.

With these in mind, the next section will describe JICA's peacebuilding assistance by (1) preconditions and frameworks, (2) basic approaches, (3) priority interventions, (4) characteristics of different types of assistance, and points to consider during implementation.

2-2-1 Preconditions and frameworks of JICA's peacebuilding assistance

In implementation of peacebuilding assistance, the following three prerequisites must in principle be satisfied, upon which overall decisions would be made taking individual country situation into

consideration.

- (1) Ceasefire agreement or peace agreement between the parties in conflict is concluded
- (2) Commitment of the Japanese Government is secured
- (3) Security of aid personnel is ensured

However, even if the above three conditions are unmet, there may be some cases where peacebuilding assistance is provided in neighboring states and regions of conflict affected countries. In some cases, the content of assistance may be adjusted in phases with the peace process or through collaboration with various measures implemented through political framework of the Japanese Government; for example, during the early stage of reconstruction, assistance may be limited to interventions that contribute to the fulfillment of basic needs.

In Japan, there are two laws that apply in emergency response period in the aftermath of disaster: the Law Concerning the Dispatch of Japan Disaster Relief Teams (JDR Law) and the Law Concerning the United Nations Peacekeeping Operations and Other Operations (PKO Law). In response to Diet questions that arose during the process of PKO law enactment, the two laws were differentiated so that the PKO law addresses conflict-induced disasters and JDR law addresses natural and human-induced disasters.²⁹ Therefore, JICA does not implement the United Nations Peacekeeping Operations, electoral monitoring activities, or humanitarian international relief activities, and JDR law is not applied to conflict-related emergency humanitarian relief.

Furthermore, JICA implements programs which meet the agency's purpose. The Article 3 of the Law Concerning the Independent Administrative Institution Japan International Cooperation Agency stipulates that JICA aims to contribute to the economic and social growth, or reconstruction and economic stability of the region (in development). It will not provide assistance for the sake of any military-related actions, which will be violation to the ODA Charter.

Based on the Article 13 of the Law, JICA provides technical assistance after ratification of convention or other international agreements; therefore, peacebuilding assistance becomes difficult in the absence of the counterpart government or the substituting legal subject of this international agreement.³⁰

²⁹ When PKO law was under Diet deliberation, the Government responded that "large-scale disasters" mentioned in Article 1 of the JDR law did not include direct damages caused by the use of force in areas of battle, such as war and civil commotion. In response, the two laws were differentiated such that the PKO law addresses conflict-induced disasters and The JDR law addresses natural disasters and human-induced disasters such as collapse of buildings and gas explosions. The PKO law was enacted in June 1992. Prior to this, the JDR law had been applied for conflict-induced indirect damages which were positioned as a new disaster, on conditions that the assistance did not mean being involved with one party of the conflict, the damages had no direct connection with military forces in terms of time and space, and that the security of the relief team could be ensured.

³⁰ In Iraq, East Timor and the autonomous province of Kosovo (before it gained independence from the Republic of Serbia), JICA programs have been implemented with international agreements with UN agencies, until the

2-2-2 Basic approach of JICA's peacebuilding assistance

For peacebuilding assistance, the following two perceptions are important.

- (1) Consideration not to foster conflict factors (avoiding negative impact by the project)
- (2) Assistance to actively remove conflict factors (promoting positive impact by the project)

More specifically, as the context of peacebuilding differ in each conflict situation, assistance to conflict affected countries and areas will require analyses of present political, administrative, security, economic, and social environment that affect the whole country, as well as the background of the conflict, causes of occurrence and recurrence of the conflict. Moreover, required considerations should be identified and reflected as conflict prevention lens in country assistance plans and other assistance strategies of the target country. At project level, conflict analysis and stakeholder analysis should be carried out to ensure that each project will not foster conflicts, and programs should be developed and implemented in ways that will help to avoid discrimination or hostile tendency between different or conflicting parties, such as ethnic, religious, or political groups. It is also preferable to take the approaches with sensitivity to co-existence and reconciliation issues: introducing into the project some elements that will actively eliminate the causes of the conflict, or exploring the framework or implementation methods which will promote dialogue and reconciliation between the opposing groups, for example.

By conducting the peacebuilding Needs and Impact Assessment³¹ at each stage of planning, implementation, monitoring and evaluation, JICA ensures the application of conflict prevention lens at both country level and project level. As the situation in conflict affected countries changes rapidly, it is important to conduct the assessment routinely, analyze the factors contributing to the recurrence of conflicts, assess the cause-effect relationship with individual projects and make adjustments of the projects as needs arise.

2-2-3 Priority interventions

Among all the peacebuilding assistances described in the Medium-Term ODA Policy, the following four interventions have been identified as the priority areas of assistance, based on the afore-mentioned preconditions, assistance frameworks, and JICA's past experiences and achievements.

Governments could resume their functions.

³¹ PNA is the process and concept involving analyses of current situation in the political, administrative, social, economic, and security environment, as well as the causes of conflicts, in order to select essential considerations for conflict prevention and peace promotion and to reflect the findings into the whole process of operational management of the program, from the planning to evaluation. Refer to the PNA Manual for details. For the examples of conflict-sensitive survey items, refer to Appendix 4.

- | |
|--|
| <ol style="list-style-type: none">(1) Reconstruction of social capital(2) Economic recovery(3) Rebuilding the governing functions(4) Security enhancement |
|--|

(1) Reconstruction of social capital

In the aftermath of conflicts, countries are often found in situations where social services under the responsibility of the administration are at partial or almost complete halt, if not poorly-functioning, because of destructions caused by the conflict, flawed policies due to deterioration of government functions, extremely underfinanced administrative organizations responsible for the maintenance of various facilities, and the loss of specialists.

Assistance for infrastructure rebuilding should respond to the urgent needs, appeal to the public with visible outcome, and should be provided with future plan that takes maintenance sustainability into consideration. Moreover, the legal system surrounding land ownership is often underdeveloped or dysfunctional after conflict. Land ownership or land-use rights may become the source of tension and the development of public facilities itself may be utilized by the local power figures as the tool for political maneuvering. Providers of assistance must be aware that assistance for infrastructure rebuilding bears a potential risk of aggravating the causes of occurrence (or recurrence) of conflicts.

For the restoration of social capital, JICA will provide assistance in the following areas: (i) development of basic infrastructure, (ii) development of transport, electricity and communication infrastructure, (iii) enhancement of function of health facilities, (iv) enhancement of function of education system, and (v) food security. Examples of concrete strategies are summarized in Table 2-1.

(i) Development of basic infrastructure

Post-conflict countries and areas often suffer from disruption of water, sewage or electricity services, destruction of buildings, damaged village wells, and deterioration of transportation lines. In addition to such enormous damages on basic infrastructures that are directly linked to people's lives, the return of refugees and internally displaced people pushes up the size of population, putting pressure on the supply of water and other essential life resources. Therefore, in order to realize smooth transition to future development, it becomes vital to respond to these needs from early on.

Particularly in the early stage, reconstruction assistance tends to focus in the capital city because of the constraints such as the security measures. It is preferable, however, to promptly extend the programs and projects in other areas as well, in order to increase the population who can feel the benefits of peace dividends and to decelerate mass-migration to the capital or other urban areas.

(ii) Development of transport, electricity, and communication infrastructure

Rebuilding and developing arterial roads which link the capital and major cities, together with other major roads connected to these roadways, is a prerequisite for restoration and reconstruction activities, including resumption of the distribution of food and daily goods. Therefore it is essential to start at an early stage. It is also important to improve the citizens' daily lives and promote restoration and reconstruction by renovating and developing various infrastructures, such as the airports, ports, and railway stations which are the hub of distribution, market and shipment systems, public transportation network for commuting, electricity supply for daily living and economic activities, as well as the telephone and other communication networks. In doing so, it will be vital not only to consider infrastructure rebuilding alone, but also to develop the systems, capacity and human resources for management and maintenance.

(iii) Enhancement of function of health facilities

The people living in post-conflict countries often face deterioration of nutrition and health status; hence, it will be necessary to address the priority public health concerns and assist in the formulation of health policies. Problems such as the need for the reestablishment of primary health care (PHC) services, decline in the number or skills of specialists, and consequent decline in service quality of hospitals are serious and widespread.

Moreover, as internal conflicts increased after the end of the Cold War, civilians became the direct victims or perpetrators in conflicts, neighbors became the enemies and relatives and friends the victims, causing the majority of members of society to experience some form of violence or losses induced by conflicts. For a society bearing such unhappy memories, it is a challenge to break away from the influences even after the end of the conflict. It is as if the whole society is suffering from PTSD (feelings of despair, helplessness, loss of trust etc), and healing of trauma is one of the essential elements in reconstruction assistance.

(iv) Enhancement of function of education systems

Reconstruction may be hindered by various problems resulting from conflicts, including destruction of schools and other educational facilities, decline of literacy rate, decline of school enrollment or completion rate at all stages of education (from primary school to high school) occurs, and lack of local personnel with knowledge and skills needed for the restoration and reconstruction process. Furthermore, there may be a population segment of people who have reached adulthood without undergoing the formal school education program and in some cases special programs targeting such segment may be required. Carefully designed assistances are also required to respond to a diversity of special needs, such as employment assistance programs for people with disabilities, vocational trainings for ex-combatants (demobilized soldiers), and vocational training and employment assistance for female-headed households.

Even after the achievement of ceasefire or peace agreement, confrontation or animosity may

persist among ethnic groups or other opposing groups, often resulting in separation of residential areas, disruption of human relationship, and widespread violence in the society. Under such circumstances, peace education³² will be important in cultivating the knowledge, skills, behaviors and concept of values necessary to bring about a change of behavior for the prevention of conflicts and violence, peaceful resolution of conflicts, and creation of peace.

(v) Food security

Immediately after the conflict, when the food production system including agriculture is still impaired, food assistance (rationing) is provided first by humanitarian aid agencies. However, even at this stage of humanitarian relief, it will be necessary to formulate plans which will allow, in the future, the residents to secure stable food supply and become independent from food assistance. It will also be important to supply agricultural machines and fertilizers, provide support for the repair of irrigation facilities, and to carry out small-scale agricultural assistance which will give immediate effect direct benefits to the community residents while taking a community-based approach to support self-sufficiency in food production.

³² Susan Fountain (1999). *Peace Education in UNICEF*, Working Paper Series. Program Division. Education Section, New York. UNICEF.

Table 2-1: Assistance for reconstruction of social capital (examples)

Refer to Appendix 2 for the case examples which include (i) to (v) listed below.

<p><u>(i) Development of basic infrastructure</u></p> <p>Assistance for the formulation of urban reconstruction plan; rehabilitation/development of roads; rehabilitation/development of water, electricity and sanitation facilities; introduction of small-scale electric power facility; assistance for the establishment of facility maintenance system; assistance for the development of cadastre, development of public facilities for general public to accommodate community activities (community hall, small-scale marketplace, educational/child care facilities, etc.); and development of community organization structure.</p>
<p><u>(ii) Development of transport, electricity, and communication infrastructure</u></p> <p>Reconstruction of urban road network, bridges, port facilities and airports; development/recovery of public transportation network; supply of generators and renovation of power stations; reestablishment of telephone lines; formulation of various maintenance plans, capacity building of technicians, etc.</p>
<p><u>(iii) Enhancement of function of health facilities</u></p> <p>Renovation and strengthening the functions of hospitals, health posts and other health-related bases; establishment of PHC system; promotion of maternal and child health services; assistance for health education and awareness-raising activities; assistance for the development of health statistics: control of tuberculosis, HIV/AIDS, malaria and other infectious diseases; assistance for plastic surgery and rehabilitation etc; psycho-social support (sharing emotional pains with friends through group activities such as painting and handcraft, community outreach activities of specialist physicians), etc.</p>
<p><u>(iv) Enhancement of function of education systems</u></p> <p>Pre-school education, primary and secondary education; non-formal education; renovation or construction of educational facilities for vocational training; assistance for teacher training; assistance for the development of school text books, education materials, and curricula; labor market surveys; peace education at schools (education policy, advice for curricular reform, teacher training, promotion of mutual understanding through sports and recreational activities); peace education and awareness-raising activities targeting the general public etc</p>
<p><u>(v) Food security</u></p> <p>Assistance for restarting agriculture to achieve food self-sufficiency (supply of seeds of cereal, vegetables etc); restoration/renovation of agricultural facilities etc</p>

(2) Economic recovery

Recovery of economic activities in the post-conflict period is crucial for the stability of people's lives and also from the view point of national and regional stability. In post-conflict countries and areas, people often face deterioration of roads and marketplaces for daily commodities, increased

unemployment, and more apparent poverty-related problems. Furthermore, it is not uncommon to find concentration of power and wealth in the hands of a few persons with vested interests, as well as particularly developed underground economy that absorbs illegal transactions. Such circumstances may cause social instability or become destabilizing factors which could contribute to the recurrence of conflict.

For the recovery of economic activities in this situation, it will be necessary to respond to the basic economic needs in immediate aftermath of conflicts, and subsequently to stabilize economic activities through continuous improvement of economic environment, industrial promotion and job creation.

At the outset of reconstruction, booming economy may bring about sharp rise in commodity prices and salaries, but in many cases the economy slips back to the previous state when a shift to developmental stage occurs. One must be conscious of the fragility of economic condition during the reconstruction stage. As mentioned earlier, it will also be necessary to consider the potential risks surrounding land ownership and entitlements.

In terms of recovery of economic activities, JICA will provide assistance in the following areas: (i) development of economic environment, and (ii) increase of employment opportunities and income generation. Examples of concrete strategies are summarized in Table 2-2.

(i) Development of economic environment

Fragile economic environment impedes reconstruction and national/regional stability. In many conflict affected countries or regions, fragility of the economic, industrial and financial structure, together with rampant corruption, is often apparent even before the eruption of conflicts; however, economic embargo and prolonged conflict have put them in chronic economic stagnation. In order to tackle these issues, interventions must be implemented by responding to the emergency and basic economic needs immediately after the end of the conflict, in full combination with interventions that help to develop the economic environment for the reestablishment of economic foundation, and with assistance for medium to long-term economic development.

(ii) Increase of employment opportunities and income generation

In post-conflict countries increase in unemployment is particularly prominent among youths and this could become a cause of social instability. In this regard, improvement of livelihood and employment opportunities often becomes a priority issue in the immediate aftermath of conflicts. As a development aid agency, JICA will provide support in the following areas: livelihood improvement, temporary job creation and technical guidance linked to infrastructure rebuilding assistance; and livelihood improvement through micro-financing, targeting those who do not have the access to financial services. Conflict affected countries and areas rarely have the necessary data so market research and labor market survey must be conducted at an early stage, in order to determine highly potential areas for the provision of assistance in the reconstruction stage.

It is preferable that assistance for the improvement of livelihood and employment opportunities is not only implemented in the capital and major cities but also in the rural areas, so that more citizens will be able to appreciate the benefits of peace dividends.

Table 2-2: Assistance for the economic recovery (examples)

<p><u>(i) Development of the economic environment</u></p> <p>Local market development, improvement of accessibility; assistance in macro-economy such as market/public sector survey; condition and market needs analysis for each sector; revitalization of potential industries for reconstruction; improvement of agricultural productivity; support for micro-finance; promotion of trades and investments; development of substitution industries, etc.</p>
<p><u>(ii) Increase of employment opportunities and income generation</u></p> <p>Assistance in agricultural, animal husbandry, and fishery industries; assistance in vocational training; promotion of temporary employment (temporary employment is realized through labor-intensive projects such as infrastructure building); labor market survey; formulation of labor policies etc</p>

(3) Rebuilding the governing functions

Reconstruction of public institutions and recovery of the government function are also priority issues. In situations where the legitimacy of the national government is undermined because of its inability to ensure accountability toward its citizens and to fulfill the basic function such as providing public services, this could cause social instability or even conflict relapse. Therefore, such situation calls for early assistance in governance with a medium to long-term view. In countries and regions where the governance capacities have been weakened by conflicts, it demands a comprehensive approach including formulation of legislation, consolidation of administrative bodies, and human resource development. Furthermore, where statebuilding is in process, it will be necessary to encourage the whole population to participate in the political and economic activities, including the groups of people who are prone to marginalization, thus promoting equitable society.

While governance assistance is one of the basic assistance in nation-building one must also be aware that it bears a risk. Depending on the local situation or the causes of conflict, rapid democratization could mean that the population cannot adapt to the system that is imposed and this, in turn, can lead to instability and resurgence of conflicts. Therefore, the causes of conflicts, the situation of post-conflict governance, and the administrative systems should be thoroughly analyzed before the content of assistance is decided.

For the reestablishment of state governance capacities, JICA will provide support in the following areas: (i) support election, (ii) support for media, (iii) legal and judicial development, (iv)

development of democratic administrative institutions, and (v) development of financial institution. Examples of the concrete strategies are summarized in Table 2-3.

(i) Support of elections

Election assistance is provided to realize democratic election in countries undergoing the first democratic election after conflict or the collapse of the authoritarian political regime, and in countries lacking experience with democratic election. For the constitution-making election in countries where political rights are undermined, assistance may also be provided to promote political participation of the general public. Election assistance also contributes to medium to long-term prevention of conflict occurrence/recurrence, in that it provides a peaceful mechanism for reconciliation of interests between political powers.

Election assistance is a sensitive matter as it means stepping into the area of domestic affairs; therefore, it will be important to respect the independence of the country and to maintain political neutrality. Moreover, rushed election has a risk of causing instability of situation. Thorough analyses of conflict factors, political situation and the impact of assistance will be critical in planning and designing the aid program.

In Japan, election monitoring is generally implemented based on the PKO law or the Ministry of Foreign Affairs Establishment Law; hence the executing bodies are the Cabinet Office and the Ministry of Foreign Affairs, respectively. Therefore, JICA provides assistance mainly in the areas of capacity-building of the election administration commission, and voter's education.

(ii) Support for media

Media assistant contributes to national reconciliation and promotion of democratization process, through development of systems that ensure free and independent media or through development of public broadcasting organizations. Assistance for public media broadcasting that are aimed to promote national unity and reconciliation, development/formulation of broadcasting policies, technical assistance for broadcasting program making, and the improvement of broadcasting facilities would make a certain impact, depending on the content and the timing of assistance.

Meanwhile, in countries under tension or in conflict affected countries, media is often used politically or is one of the conflict-fostering elements. Existing media can still be under the influence of the parties in conflict even in the post-conflict period, and media assistance may be confronted with the resistance of the local powers. Although a comprehensive approach, such as coordination with other donors, is required to ensure smooth implementation of the assistance, there is also a risk that donor-assisted media is regarded to be "biased toward donors". It is an area of assistance where significant cautiousness is demanded.

(iii) Legal and judicial development

Assistance for legal and judicial development is provided to support the various initiatives by the

government for legal development and puts focus on the reinforcement of the “rule of law”, such as the preparation and enactment of bills, development of law enforcement and application systems, and training of the legal profession who will be engaged in these fields. Formulation of a constitution and enactment of laws are crucial in the establishment of a reconstruction framework and subsequent statebuilding process. Therefore, they must be undertaken early on if the development of legal system is to be supported within the framework of reconstruction assistance.

It is essential, however, that the supporting country does not impose its own legal system but to draw out the initiatives of the target country and, by assisting to formulate bills which commensurate with the political and socio-economical situation of the country, create the legal system that respects the values of its people. It is also important that the assistance for legal development is provided with considerations to the rights of women, ethnic minorities and other vulnerable population.

(iv) Development of democratic administrative institutions

Assistance for public administration deals with a wide range of issues including public administrative reform (organizational restructuring), management of public expenditure, decentralization and local governance, and corruption prevention. It will be essential to reflect the conflict-prevention lens into the assistance by encouraging as much public participation as possible in the policy formulation, decision-making and planning processes, and at the same time focusing on the delivery of efficient and effective administrative services which will prevent disparities related to ethnicity, gender, age, social class, place of origin, or philosophy.

Furthermore, it is important that the establishment of the public administrative system and subsequent consolidation of financial foundation stimulate resource mobilization, ensure transparency, promote fair distribution of benefits to the public, and consequently nurture public confidence toward the public administration. When fairness in distribution is not achieved because of corruption of administrative officers, unsatisfied citizens may resort to violence; therefore, assistance for corruption prevention will be essential in order to put reconstruction process on track and to prevent recurrence of conflicts.

Dysfunctional public administration may have allowed perpetuation of conflicts over interests and rights related to resources, such as oil and minerals at country level or land and water at community-level, and these may still exist as potential causes of instability in the post-conflict period. In these countries and regions, providing assistance to realize fairness in resource management can also be effective in the maintenance of peace and stability.

(v) Development of financial institutions

Fragile financial foundation and system are widely recognized as obstacles which hamper restoration and reconstruction. Many post-conflict countries have been facing chronic fiscal deficit and serious poverty problems since the pre-conflict period because of weak financial management capacity, underdeveloped taxation system, enormous military expenditures, and widespread

corruption. As a result, the majority of the funds required in the delivery of basic public services and the restoration and reconstruction processes are dependent on domestic and international debts. This impedes self-reliant restoration and reconstruction, stimulates chronic inflation and increases external debt, causing economic crisis and social anxiety. Building the national financial management capacity is required from the early stage of reconstruction.

Table 2-3: Assistance for rebuilding the governing functions (examples)

<p><u>(i) Support of elections</u></p> <p>Assistance for the establishment of the election system; assistance for the election administration commission; provision of election equipment; development of public relations activities and information and communication technology; assistance for installation and management of computers; voters education, etc.</p>
<p><u>(ii) Support for media</u></p> <p>Development studies on the broadcasting sector; support for the formulation of policies regarding the broadcasting and program production; dispatch of experts and acceptance of trainees related to technologies that support visual and audio media; provision and upgrading of broadcasting equipment, etc.</p>
<p><u>(iii) Legal and judicial development</u></p> <p><u>Assistance in the enactment of bills</u>: Assistance for legal and judicial development focusing on the drafting and enactment of bill; Constitution-making process in the assistance for the formulation of the Constitution; transfer of knowledge and technologies on specific laws; development of relevant laws, technology transfer for legislation; assistance to the bill-screening organizations, etc.</p> <p><u>Support for organizational development</u>: Establishment and upgrading of judiciary committees; establishment and improvement of judicial administration, (government agencies and authorities that handle civil/criminal cases and judicial proceedings); help upgrade relevant institutions and abilities for reinforcing the functions and roles of legislative bodies; assist the institutions that are designed to facilitate public participation in politics (seminars on democratization, trainings for elected assembly members and assembly office staff, support for the upgrading of information and communication technology, implementation of civic education)</p> <p><u>Support for human resource development</u>: Training and fostering judicial officers including judges, prosecutors, and attorneys; development of legal research and training institutions and state law examinations; assistance for the development of educational materials; support for university faculties of law and graduated schools of law; support for the acceptance of trainees, etc.</p>
<p><u>(iv) Development of democratic administrative institutions</u></p> <p>Assistance for the restructuring and reform of the central government and local administrative organization; promotion of partnership between the citizens and the public administration; assistance for decentralization; support for functional enhancement of regional governments; capacity-building</p>

for human resource management; development of public servant system and taxation/financial system; capacity-building of officers engaged in administrative issues, organizational development, and structural improvement; guidance and assistance for administrative management methodology; resource management, etc.

(v) Development of financial institutions

Development of taxation system and tax collection system; technical assistance for the revision of the national/local revenue structure; technical assistance for the revision of budget-making process; improvement (development) of the monitoring system for budget implementation; introduction of account auditing methods; assistance for statistical and data management operations, etc.

(4) Security enhancement

In unstable post-conflict condition, it is a challenge for the people to lead stable lives or to restart economic activities that are needed for reconstruction. Furthermore, if the armed forces are powerful and continue to maintain political and economic influence by holding important posts in the government or controlling land allocation, or if the capacity of civilian police is low, these underlying problems will undermine the function of the public institutions responsible for the security of the population. Consequently, in such situations where many civilians possess small arms, there will still be a high risk of disputes leading to armed clash even in the post-conflict period. Hence, restoration of people's lives, repatriation and resettlement of displaced persons and refugees, political and social stability, and reconstruction and development procedures are contingent on the improvement of the security environment.

At the outset of the reconstruction process, UN peacekeeping forces (PKF) and multinational forces may take charge of security enforcement. However, there have been cases in the past where conflict affected countries had been slow at developing the security system and a security vacuum had been created after the withdrawal of UNPKF and multinational forces. Therefore, it is vital to improve the security environment, which is the precondition to the implementation of development aid.

In order to improve the security environment, JICA will implement assistance in the following areas: (i) development of security sectors, (ii) demobilization and reintegration of ex-combatants, (iii) small arms control, and (iv) control of landmine and UXO problems. Examples of concrete strategies are summarized in Table 2-4.

(i) Development of security sectors

Improvement of the security sector and security sector/system reform are interventions aimed at strengthening the capacities of organizations responsible for public security, and are intended to improve the systems, functions, and behavioral patterns of those organizations. When dealing within the framework of development aid, interventions on the security sector may sometimes be positioned as governance reform measures. Here, the concept is to implement reform by enabling the

administration (judiciary, financial, etc.) responsible for public security, legislation and judiciary systems, and the state institutions (police, immigration control, customs, etc.) to function based on the principles of democracy, transparency, accountability, and anti-corruption.

(ii) Demobilization and reintegration of ex-combatants

Disarmament, demobilization and reintegration (DDR) signify a sequence of processes involving disarmament of combatants in the army or other armed forces that had expanded as a result of conflicts, their demobilization, and reintegration into society. Since disarmament is lead mainly by the military (the national forces of the counterpart country, multinational forces and UNPKF, etc.), assistance through development aid is limited in this field. The possible areas of assistance for development aid initiatives would be formulation of the overall plan, technical assistance for demobilization (medical diagnoses of health or disabilities, registration operations etc), and reintegration of ex-combatants (demobilized soldiers).

The key to successful DDR is the smooth and rapid transition from disarmament and demobilization to reintegration. DDR operations are considered to be completed when reintegration of ex-combatants (demobilized soldiers) is successfully achieved; however, if this is not achieved, instability may be harbored in the society and may lead to the recurrence of conflict.

(iii) Small arms control

In order to address the post-conflict arms control, disarmament of combatants is insufficient. It will also be necessary to reduce the number of small arms and light weapons which are widely circulating among civilians. This process should not only focus on the supply-side, such as weapons regulation and collection, but also address demand-side, such as wealth disparity, youth's unemployment or dissatisfaction with the society, dysfunction of the government responsible for public security, anxiety toward recurrence of conflict, and other factors which promote civilians' possession of small arms.

Since the issue of small arms and light weapons control had been raised in the international community, the Government of Japan has been playing a leading role within the UN-led framework and has put forward the following three basic principles; (i) to promote UN initiatives, (ii) to raise awareness in the international community, and (iii) to develop a global framework for the regulation of weapon trade.

For most of development aid operations, assistance is not provided for the collection and destruction of small arms and light weapons. However, as part of the coordinated efforts with other organizations, it is possible to support the development of storage/management system of the collected weapons, address both supply and demand sides of the problem, or support the collection activities of small arms and light weapons conducted by the UN and NGOs. The prime importance in the improvement of small arms and light weapons control is to develop a system which allows police-led initiatives. Since small arms and light weapons control is closely linked to issues such as

public security, governance, delay in rural development, and unemployment, it is preferable to have a cross-sectoral perspective and make the necessary efforts as part of the security sector/system reform, governance reform, and agricultural development, among others.

(iv) Control of landmine and UXO problems

Antipersonnel landmines are buried near the areas frequented by people (residences, schools, hospitals, water places, agricultural fields, orchards, factories etc). Slow progress in post-conflict landmine clearance not only continues to produce casualties after the conflict, but also becomes a major impediment to infrastructure building, resumption of agricultural activities, resettlement of refugees and internally displaced persons, and other restoration and reconstruction activities in various fields. Since metals from UXO are salable as scrap iron, children collect them and fall victim to explosion. Furthermore, it has been pointed out that ordnance containing depleted uranium cause health hazards to citizens in an extensive area (e.g. an epidemic of childhood cancer). Therefore, in conflict affected regions, landmines and UXO control should also be looked at when providing assistance for infrastructure rebuilding, returnees, and agricultural activities.

Although the removal of landmines/UXO is crucial for the provision of restoration/reconstruction assistance, careful consideration is needed on the selection of clearance site and utilization of the cleared land. In order to ensure that the selection of priority clearance sites is not influenced by the interests of a handful of politicians or wealthy class, and that the poorest segment who had been farming on the selected land are not pushed out and deprived of the means of production, it will be necessary to develop fair land laws and to ensure transparency in clearance site selection criteria and procedures.

Table 2-4: Assistance for security enhancement (examples)

<p><u>(i) Development of security sectors</u></p> <p>Assistance for civilian police and customs (enhancement of their capacities to control illegal trade of arms and drugs and to investigate crimes, trainings on the respect for human rights protection and of international laws, enhancing sound financial management to ensure transparency, act against corruption and prevent organized crimes); introduction of police station system; construction/restoration of police and customs facilities; development of policy and lawmaking procedures related to public security and security enforcement; tightening of control over spending of government security services including the police; support for the development of legal systems and human resource concerning the roles and responsibilities of the organizations responsible for public safety; development of court of justice and other related facilities, etc.</p>
<p><u>(ii) Demobilization and reintegration of ex-combatants</u> * For a conceptual diagram, refer to <u>Appendix 1</u>.</p> <p><u>Support for formulation of the overall plan and demobilization</u>: Assistance for the formulation of</p>

overall plan of action concerning demobilization and reintegration; assistance for the formulation of reintegration plan (in sectors, such as skills training, rural development, education, etc.); providing registration equipment of ex-combatants (demobilized soldiers); technical assistance for physical examination and HIV/AIDS counseling conducted upon discharge of soldiers.

Support for technical training, vocational training, and income generation for reintegration of ex-combatants: Labor market survey, support for capacity-building of relevant ministries and agencies; needs assessment of ex-combatants; survey to determine the potential technical training institutions; technical assistance and provision of materials and equipment; establishment of employment services; assistance for the development of micro- and small-scale businesses, etc.

Guidance on agricultural technology for returnees in rural areas/ rural development: Agricultural training; assistance for improving agricultural settings; development of social infrastructure such as healthcare, water supply and education facilities, etc.

(iii) Small arms control * For a conceptual diagram, refer to Appendix 1.

Regulation of illicit small arms transfers; Strengthening police, customs and border capacity to control illicit transfers; implementation of Weapons for Development projects; strengthening of small arms registration and management; assistance to confidence building between the police and civilians, etc.

(iv) Control landmine and UXO problems *For a conceptual diagram, refer to Appendix 1.

Landmine clearance: Provision of materials and equipment necessary for the clearance of landmines and UXO (bush cutters, mine detectors, vehicles etc); assistance for the formulation of clearance plan; assistance in database development including landmine mapping; assistance for the planning of appropriate landmine and UXO disposal; assistance in land development planning concerning the land cleared of landmines; assistance for the formulation of related legal system.

Landmine awareness education: Awareness-raising and mine risk education targeting the general public.

Victim assistance: Development of emergency aid system; assistance for the physical rehabilitation of people with disabilities, including landmine victims (production of artificial limbs, prostheses, etc.)

Social rehabilitation of landmine victims: Vocational training and employment promotion for landmine victims, etc.

In addition to the above four priority areas, it will be necessary to address the following cross-cutting issues; (i) promotion of reconciliation and co-existence and (ii) consideration for the socially vulnerable.

(i) Promotion of reconciliation and co-existence

Even if political peace process brings about termination of conflict, if it is not possible to rebuild

the eroded human relationship or to foster mutual trust that enables non-violent resolution of disputes, the society will continue to be under tension and further disputes may lead to the recurrence of conflict. In order for people or organizations to reconcile and build a trusting relationship, it will be necessary to take time in deepening mutual understanding through shared experiences or goals. If distrust exists between specific groups, it will be important, if possible, to adopt approaches that take reconciliation and co-existence into consideration, for example, incorporating interventions which will promote exchange of activities or joint activities between the opposing groups.

In relation to reconciliation process, one must be aware that conflict affected countries are generally faced with problems regarding the management of atrocities committed during the conflict, such as war crimes and human rights violation.

Case example of reconciliation and co-existence (Bosnia and Herzegovina), from 2006 onwards

In a high school in Mostar, where two ethnic groups (Muslim and Croatian population) were studying in separate classrooms under different curricula, JICA provided support to build an environment where the two ethnic groups could study together through IT education program, and provided assistance in computer installation and text book development. Based on the request of the local government, this assistance program was finally extended to three ethnic groups (Muslim, Serbian and Croatian population), and the use of the text book was extended to the whole area of Bosnia, thus enhancing the opportunity for educational unification. Moreover, in Srebrenica, where genocide had occurred, agricultural assistance beneficial to both Muslims and Serbians is being provided. At the same time, the program adopts an approach that is sensitive to reconciliation and coexistence, and offers opportunities for both ethnic groups to work in collaboration in agricultural activities.

Case example of reconciliation and co-existence (South Africa), November 2007, September 2008

International Center for Transitional Justice (ICTJ), an international NGO, and JICA co-hosted a conference “Transitional Justice and Development in Africa” targeting the leaders of conflict-affected countries. The South Africa’s Truth and Reconciliation Commission presented its experience and other participants who had been engaged in ethnic reconciliation processes also shared their knowledge and experiences. Participating countries included; Serbia and Montenegro, Rwanda, Sierra Leone, Liberia, Democratic Republic of the Congo, Sudan, Sri Lanka, Peru, etc.

(ii) Consideration for the socially vulnerable

Despite the fact that certain groups of people such as those who were physically disabled by the conflict or landmines, orphans, woman-headed households, ex-combatants including child soldiers,

internally displaced persons and the socially vulnerable are susceptible to the effects of conflicts, responses to their needs are often delayed in the post-conflict reconstruction assistance and it becomes difficult for them to enjoy the dividends of peace and reconstruction.

Regarding refugees and internally displaced persons (IDPs³³), their repatriation or resettlement are mainly taken care of by UNHCR and other humanitarian relief organizations. However, development aid agencies are expected to take the initiative in supporting reintegration processes including reestablishment of livelihood in the areas of return/resettlement and medium to long-term reintegration. JICA implements community development initiatives and preparations to receive the returnees in the areas of return/resettlement. These include restoration of facilities for public water supply, health care and basic education, resumption of their services, and other activities such as vocational training/technical training to encourage employment, as well as livelihood improvement and job creation.

In order to contribute to co-existence of the returnees and the local residents, interventions will be designed to encourage dialogues and mutual understanding between the opposing groups through implementation of the above-mentioned activities. This is particularly crucial when the returnees and the local residents are comprised of different ethnic groups among which opposition exists. In addition, it is important to involve a wide range of groups and reflect their opinions in the whole process, from planning to implementation.

Assistance targeting socially vulnerable people must be implemented soon after the end of the conflict. If not, even when a certain level of reconstruction is achieved, the socially marginalized will not be integrated as members of the society, which may burden the medium to long-term socio-economic development process, resulting in irreversible socio-economic disparities.

On the other hand, assistance focusing only on the socially marginalized people has the risk of generating resentment from the general public. Furthermore, socially vulnerable people can be more than passive recipients of assistance and in some cases they can make proactive contribution in post-conflict reconciliation and in ensuring good governance for the establishment of an equitable society. Their involvement is important not only in projects targeting specific groups, but also in assistance activities related to education, public health and medical care, basic infrastructure building, governance, repatriation and reintegration, economic reconstruction and other areas; the frameworks of activities listed above should be incorporated so that these people will be benefitted through participation.

<p><u>Promotion of repatriation and reintegration of refugees and internally displaced persons (IDPs)³⁴/Assistance for refugee receiving areas * For conceptual diagram, refer to Appendix 1.</u></p>
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³³ Internally Displaced Persons

³⁴ Permanent solutions to refugee problem fall roughly into three categories: (1) voluntary repatriation, (2) resettlement in a third country, and (3) resettlement in the refugee hosting countries. However, since few hosting countries accept resettlement of refugees, there are only limited examples for the third case. Solutions to IDPs issues

<Main patterns of collaboration between UNHCR's emergency humanitarian relief and JICA>

The following four main patterns can be envisaged; however, from peacebuilding and conflict prevention perspectives the area of assistance with high priority for JICA is the promotion of repatriation and reintegration of refugees and IDPs.

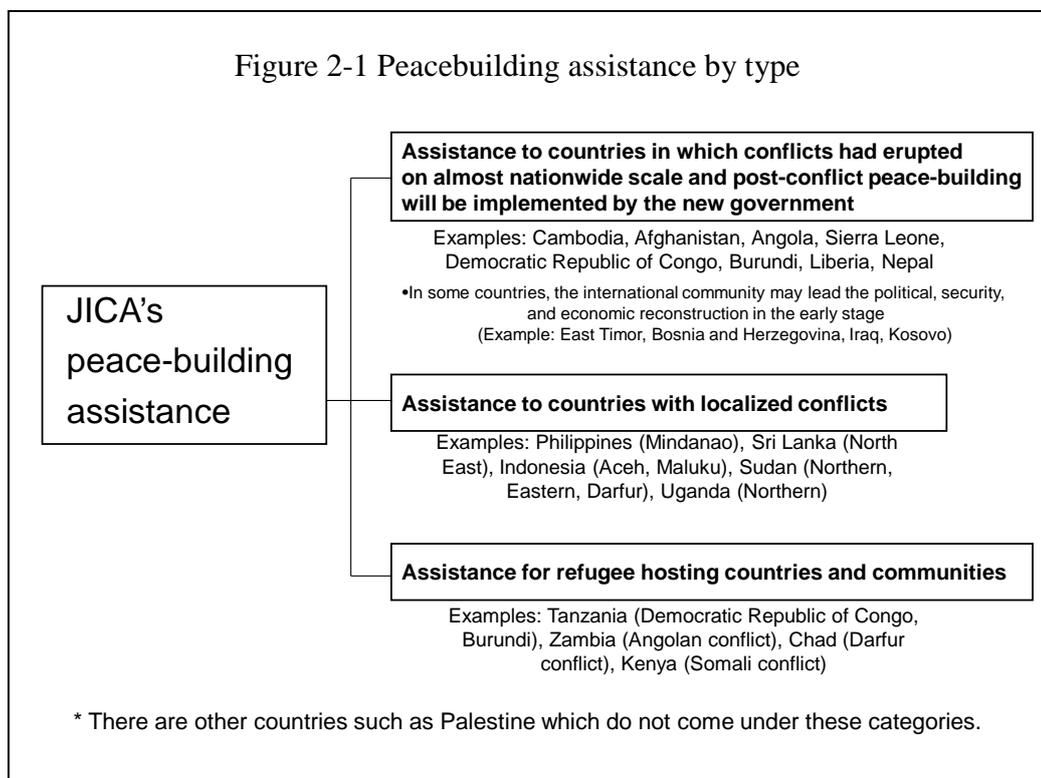
- Assistance for the repatriation and reintegration of refugees and IDPs: For smooth repatriation of refugees and IDPs, emergency humanitarian relief will support their repatriation and development assistance will support their settlement in the communities to which they have returned. Assistance will include preparations in the areas of return, such as; improvement of public water supply system, electricity and transportation lines, and other basic daily life infrastructure, administrative capacity building, improvement of health care, education and livelihood.
- Development of refugee receiving areas: While emergency humanitarian relief supports the refugees, development assistance will provide assistance to the refugee receiving areas in order to alleviate the burden an overwhelming influx of refugees may impose on the receiving country.
- Assistance for the IDPs: In countries experiencing longstanding conflicts, emergency humanitarian relief will respond to the daily needs of the IDPs and development assistance will support the relevant countries to build their capacities to address the protracted IDP situations. Moreover, in situations where the problem of IDPs is prolonged, it may be possible to include IDPs as one of the beneficiary groups in community development and other assistances, even if the return or settlement of IDPs is not the main objective.
- Assistance for local integration of refugees: For countries promoting local integration of refugees, humanitarian relief and development assistance will support the countries' local integration programs (vocational training, agricultural development, etc.), as part of the efforts to address protracted refugee problems.

include (1) return to their home town, or (2) resettlement in another place. Regarding refugee issues, there is UNHCR which is mandated to ensure international protection of refugees and provide permanent solution to refugee issues. Meanwhile, although assistance is occasionally provided by UNHCR, UNOCHA, IOM and other organizations, IDPs are faced with difficulties: (1) the problem of IDPs is basically recognized as an internal matter (particularly when the government is one of the actors of the conflict), so in some cases assistance may be considered as interference with domestic affairs. (2) IDPs are difficult to certify. (3) In relation to (1), IDPs' access to basic social services may be restricted, especially during conflict.

2-2-4 Characteristics of peacebuilding assistance by type

JICA's peacebuilding assistance can roughly be divided into three types described below. The local situations and regime at the start of a program are different according to each type. In addition to this classification, there are other examples like Palestine or interstate conflicts such as Ethiopia and Eritrea. There are also some cases where peacebuilding assistance may be provided before conflict becomes evident. The characteristics by type are described below.

- Assistance to countries in which conflicts had erupted on almost nationwide scale and post-conflict peacebuilding will be implemented by the new government:
Possible conflict types are over claims on independence, or state power. In some countries, the international community may lead the political, security, and economic reconstruction in the early stage of reconstruction.
- Assistance to countries with localized conflicts:
Possible conflict types include resistance of the minority groups (of ethnic, religious, philosophical groups, etc.) against the central government, or conflict over the local political, economic power/interests.
- Assistance for refugee hosting countries and communities:
In this case, JICA assists countries and areas which are receiving refugees from the neighboring countries in conflict.



(1) Assistance to countries in which conflicts had erupted on almost nationwide scale and post-conflict peacebuilding will be implemented by the new government

In countries where new statebuilding is underway, both the central and local governments are often found to have extremely low capacities in the early stage of reconstruction, in terms of the system, organization and human resources. Therefore, for project formulation and the establishment of the implementation structure, more careful coordination will be required in various fields compared to aid for countries in ordinary condition.

Moreover, in countries experiencing nationwide conflicts, it is often necessary to establish new program implementation structures and security management systems because JICA offices are inexistent or have been closed for a long period.

(2) Assistance to countries with localized conflicts

Responses to localized conflicts may be initiated based on the diplomatic relationship with the existing government of the relevant country. Prompt and efficient program implementation will also be possible through the established base in the capital, where conflict has not taken place, and by making use of existing programs in the country.

Meanwhile, in countries where peace agreement or political resolution have not been reached, the government is the party to the conflict and the likelihood of the central government's requests having socio-political orientation on is high in comparison to normal post-conflict countries.

After the end of the conflict, if the local government organization is to be newly established in the conflict affected area, it is often found that responsibilities are not clearly defined for the local and central government or between the government offices and considerable coordination is often required from the request application procedure to the establishment of program implementation system.

(3) Assistance for refugee hosting countries and areas

Refugee hosting areas are often found in areas close to the border, and although they are not conflict areas, the security situation in these areas are often influenced by the political instability of the neighboring country (for example, illegal trade of weapons, opposition forces of the neighboring conflict country crossing the border or establishing their base etc).

Furthermore, the host communities or IDPs may experience further depletion of the already limited resources (water, wood for fuel, grassland for livestock pasturing, etc.) as the result of the influx of refugees, and exacerbation of poverty can be observed. Assistance targeting only to the refugees often harbors a sense of unfairness among the host communities and in many cases cause increase of tensions between the refugees and local residents.

Another characteristic is the fluctuating population of the target area, because of possible repatriation of the refugees.

2-2-5 Issues to be considered

The peacebuilding approaches and concrete endeavors described in the Medium-Term ODA Policy are the provision of medium to long-term development assistance, coherent assistance, rapid and effective assistance, combination of assistance to governments and to local communities, and assistance with considerations to surrounding countries. Besides, as a development aid agency engaging in peacebuilding assistance, JICA should pay particular attention to the following points, while respecting the new JICA's vision³⁵.

- (1) Ensure rapid and flexible response
- (2) Support to the governments and the community
- (3) Give due considerations to political and social background of stakeholders concerned
- (4) Incorporate regional perspective
- (5) Comprehensive approach
- (6) Ensure security and risk management
- (7) Establish operational basis

(1) Ensure rapid and flexible response

The key to ensuring seamless transition from emergency relief to reconstruction development assistance is to implement rapid and strategic assistance through (1) carrying out regular situation analysis and update, and (2) strengthening operational support system, including security management as well as streamlining internal procedures. In order to do so, cooperation with other development aid organizations and utilization of local human resources will be effective. In particular, reconstruction assistance, which is required to respond to urgent, extensive and changing needs based on limited information, cannot be managed by a single organization and close information exchange between international organizations and other donors will be crucial. For project formulation and implementation, PDM formulation or contract-related matters will need to be addressed with more flexibility compared to ordinary programs, according to the changing information and needs.

In post-conflict countries and areas, it will be important to realize the distribution of peace dividends³⁶ in order to allow the citizens to lead normal lives and enjoy the blessings of peace, which will in turn expand their trust and support for the newly established government and contribute to the stabilization of the situation. Furthermore, assistance addressing people's basic

³⁵ "Inclusive and Dynamic Development" was announced as the Vision of New JICA's, in October 2008, in which JICA pronounced the following missions: (1) addressing the global agenda, (2) reducing poverty through equitable growth, (3) improving governance, and (4) achieving human security. It also described the following strategies: (1) integrated assistance, (2) seamless assistance, (3) promoting development partnerships, and (4) enhancing research and knowledge sharing.

³⁶ That is, promotion of development and investment in post-conflict country so that the residents and other parties

needs in the immediate aftermath of conflicts should link to a sequence of processes concerned in the restoration/reconstruction of conflict-induced damages followed by medium/long-term development. For effective and efficient program implementation, it will be important to formulate in the early stage of cooperation a reconstruction assistance plan that covers the whole program activities from a bird's eye view, so that the related parties can implement the program based on a common understanding.

In order to expedite assistance swiftly, JICA introduced a Fast-Track System in July 2005 in which a quicker implementation procedures will be applied particularly for programs of great urgency, and continues to make efforts to establish a system that will ensure promptness.

In addition, one must be aware that implementation of emergency humanitarian assistance often overwhelms the absorbing power and the capacity of the receiving communities, and it is highly possible that their receiving capacity may already be jeopardized when transition from humanitarian relief to reconstruction assistance is made.

(2) Support to the government and the community

While it is important to provide assistance that aims to build the relevant government's capacity in implementing peacebuilding activities, the government functions are often weak in the early post-conflict situation. In many cases, failure to fulfill the basic functions such as the provision of public services poses difficulty for the government to achieve political legitimacy. Therefore, in order to achieve an enduring and stable development, assistance will be provided for human resource and institutional development, which will enable the recovery of central/local government functions. In parallel, assistances will be provided to the local community and individuals to empower them to become self-reliant in mitigating the post-conflict problems confronting the citizens. One must take into consideration that providing direct assistance to NGOs without the involvement of the government, when the government is fragile, may lead to further weakening of the government.

Moreover, in conflict affected countries and areas, it may be difficult to ensure sustainability because brain-drain of the officials of government-affiliated agencies can be common.

(3) Give due considerations to political and social background of stakeholders concerned

In conflict affected countries and areas, there is often a complex interest relationship among the relevant parties; therefore, it will be necessary to understand socio-political attribution of the counterpart organizations or the relevant parties of the target areas.

When peace agreement has not been reached, or depending on the post-conflict regime, the position, policies and requests of the counterpart government can be socio-politically inclined. Project formulation and implementation should take such background into consideration, and efforts should be made to demonstrate JICA's neutrality.

including disputing groups can actually enjoy the benefit of development.

Depending on the local situation or the causes of conflicts, assistance targeting specific areas or communities may adversely cause recurrence of conflicts. On the other hand, in some countries and areas, it will be necessary to provide focused assistance to the communities that had been discriminated and left behind from development or to those bearing high risk of conflict relapse.

In addition, the needs specific to conflict-afflicted areas, displaced persons, returnees, ex-combatants and other victims of conflicts should also be addressed. Regarding IDPs and returnees, their mobility should also be taken into consideration.

(4) Incorporate regional perspective

Neighbors of the countries in conflict may include those who support a particular influential group of the conflict affected countries, or in some cases, the power relationship of the neighboring countries may be reflected on the rivalry of the opposing groups in countries in conflict. Furthermore, the political, social, or economic trends of the neighboring countries may affect the peace and stability of the conflict affected countries. Therefore, situation analysis must be carried out by taking into consideration the relationship with the neighboring countries.

Bearing in mind the transborder movement of people (outgoing or incoming refugees), illegal trades of small weapons or drugs, or traffic of anti-government forces, assistance programs should be developed and implemented taking regional stability and development into consideration.

(5) Comprehensive approach

In order to effectively and strategically respond to the extensive needs of the post-conflict countries and areas, it is necessary to implement the program by combining several schemes and by ensuring collaboration between thematic areas. For example, reconstruction plan will be developed through technical cooperation in the form of development study, followed by implementation of the plan through financial aid (Loan assistance or grant aids including Non-Project Grant Aid, General Grant Aid, and peacebuilding Grant Aid). In another instance, institutional development or capacity building of the relevant organizations would be supported by technical assistance, and financial aid will link these through facility construction. In this way, collaboration between different schemes can produce effective assistance. When cooperation is expanded through financial aid, one should incorporate conflict prevention lens and particularly be aware of the internal rivalry and avoid providing biased assistance. Similarly, collaboration with other donors/organizations programs and funds should also be taken into consideration. In many cases, vulnerability of the countries in early post-conflict period prevents those countries from receiving financial assistance from Japan, but it may be possible for the Government of Japan to support them in collaboration with the assistance it provides through UN agencies (for example, Human security Fund and Emergency Grant Aid, etc.).

Collaboration with financial assistance: Afghanistan*Inter-Communal Rural Development Project (IRDP)*

JICA was engaged in participatory program development/implementation aimed at livelihood improvement and poverty reduction of the target community (7 districts) in each of Kandahar, Balkh, and Bamyan provinces. In order to formulate a more effective community development plan, a “clustering” method was introduced which grouped several communities together and contributed in community development that covered not only small communities but the whole area. Aiming to utilize the World Bank’s Japan Social Development Fund (JSDF) to spread this success in other areas, discussions were held between the Embassy of Japan, Ministry of Finance, World Bank, and JICA Afghanistan Office, and the proposal was officially approved in June 2008. (Approved amount was approximately 1 billion yen). Projects supported by JSDF aim to implement community capacity building and participatory development in Balkh, Bamyan and Nangarhar provinces, by utilizing the lessons learned from IRDP and by adopting the clustering method.

Collaboration with financial aid: Sudan*Project for Strengthening Basic Skills and Vocational Training in Southern Sudan (SAVOT)*

In response to the peace agreement of 2005, JICA has been providing training assistance to the providers of skills and vocational training since 2006, mainly in Juba city of Southern Sudan. After temporary suspension during the conflict, the assistance was then resumed with the aim to reopen the Multi-Service Training Center (MTC) in Juba and to improve basic training and management capacities. Three years after the start of cooperation, application was made to Multi-Donor Trust Fund (MDTF) for the purpose of expanding the facility. (Funding: Joint funding by the Government of Southern Sudan and donors. Management of funds: World bank. Japan is not contributing funding to MDTF). With the agreement of the Government of Southern Sudan, the proposal was approved in December 2008. The fund is currently being utilized to expand the training workshops, renovate student accommodation, and to provide tools used in training.

In the same period, a proposal was developed from a medium to long-term perspective, incorporating training management, extension of training buildings and provision of equipment, and the application for peacebuilding grant aid was officially approved. (E/N was signed in June 2009, for 1.125 billion yen).

(6) Ensure security and risk management

Under the circumstances where the security situation is changing from moment to moment, or has the possibility of changing, it will be vital to identify/analyze the security risk factors accurately in order to devise measures to avoid or mitigate the possible threats. Moreover, it will be critical to prepare the strategies to deal with sudden deterioration of security, and at the same time comprehensively analyze/determine the priorities of the program based on the most up-to-date

security situation, formulate or revise the action plan and the program implementation plan, and apply them to practice accurately and rapidly. It will be useful to collect the most up-to-date information with the cooperation of the UN agencies.

At the start of the program (entry), security surveys will be conducted at the same time as the needs assessment, and if necessary, security management specialists will be assigned to the project site.

JICA has introduced training courses to maximize on-site security precautions and crisis management and has been making efforts to improve organizational and individual crisis response/management capacities. It will also be important to strengthen these trainings. In addition, it has also concluded the contracts with crisis management consultants and emergency evacuation flights.

Additionally, for the consultants who are engaged in operations in special environment with high security risks, new measures are being adopted such as providing security-related expenses (employment of security guards, purchase of communication equipment, war risk insurance and other insurance policies) as direct expenses.³⁷

(7) Establish operational basis

In order to ensure rapidity and efficiency of project formulation and program implementation, it will be essential for the headquarters, local office and other interested parties to work in close collaboration. Furthermore, the need for quick establishment of the local bases of activities (including local offices and project offices) calls for intensive dispatch of specialists with experience in logistics, in the initial stage of operation. For the preparation of activity bases, collaboration with UN agencies may also be considered when needed. In conditions where the entry or long-term stay of JICA personnel is difficult, utilization of local resources will also be considered.

In the target countries for peacebuilding assistance, booming economy in the reconstruction period often brings about sharp rise in commodity prices and salaries, and in addition to the necessary costs for the establishment of the implementation system, security-related costs such as the purchase of bullet-proof vehicles and posting of security guards also push up the expenses. On top of that, with dysfunctional administration, customs-related problems often occur for the transportation of materials and equipment, the counterparts are unable to fulfill their obligations, and it is therefore not uncommon for a delay to occur in the schedule of the whole project or the construction works. Therefore, one must bear in mind that programs in post-conflict areas require a larger amount of implementation cost and management cost compared to ordinary programs.

³⁷ http://www.jica.go.jp/announce/general_info/info20090306_01.html

2-3 Future challenges

2-3-1 Securing and utilizing the human resources

JICA will continue to train and recruit the people who will be engaged in peacebuilding assistance. Moreover, local recruitment of people already possessing the necessary expertise will be promoted, through collaboration with international and local NGOs, UN agencies and utilization of local manpower. Particularly, in addition to the areas of expertise indicated in the table below, persons who can provide assistance with conflict prevention lens will be essential. High communication skills will be required when implementing a program in a fluctuating condition. Furthermore, when working in a project team, it will be important that the whole team members share a perspective of conflict prevention.

Table 2-5 Human resources required in peacebuilding assistance

Particularly important areas of expertise	
Expertise related to the country/area	Determination of political, economical, and social situation of the target country/area
	Collection of local information (familiarity with the local area/local language)
Formulation of assistance plan, implementation management	Formulation of the cooperation plan based on PNA methodology; knowledge of JICA programs
Program implementation	Expertise in individual sector
Logistics	Management (development of implementation system); preparation for the establishment of the temporary office; operational management; development of IT environment; procurement, accounting
Security management	Information collection/analysis; decision-making regarding the geographical areas of project sites; security precautions for the local bases of activity; crisis management; security measures

2-3-2 Discussions on evaluation approaches

In terms of projects implemented in conflict affected countries and areas, where many uncertainties exist, there are certain aspects which cannot be addressed within the existing evaluation framework of development assistance projects, and the existing evaluation method is not adequately reflecting peacebuilding perspectives. When a project design matrix (PDM) for ordinary development assistance project is applied, there is a tendency to result in low evaluation result. Even if, for example, the scope of the project had been based on the precondition that the ceasefire

agreement will be implemented and peace process sees progress, in many cases these preconditions are not met in reality.

In such situation, the project may be forced to downscale and make adjustments of the scope. Questions are being built in the field on how to evaluate the intermediate processes when it becomes impossible to achieve the initial objectives. Apart from the project objectives, it is also necessary to conduct evaluation in relation to the political process, conflict/instability factors, and from the viewpoint of peacebuilding, for elements such as the time of initiating the assistance, content of cooperation, selection of the target area and population, relevance of the implementation structure, and the impact. For example, there was a case where participation in the project had reinforced the sense of solidarity among the opposing residents and had a positive effect on the improvement of their relationship. It may also be possible to evaluate the process of how the project responded to the changes of situation.

Discussions on the evaluation of peacebuilding interventions are on-going within the DAC Network on Conflict, Peace and Development Co-operation (CPDC)³⁸ of OECD/DAC.³⁹ However, in the absence of sufficient accumulation of researches and experiences which enable logical explanation of the real achievements, the question on how to approach evaluation of peacebuilding interventions, including the selection of evaluation indicators and items, remains as an international challenge.

³⁸ Until recently, the topics of conflict and state fragility had been discussed under separate frameworks of CPDC. However, these frameworks have been integrated since December 2008 meeting, and International Network on Conflict and Fragility (INCAF) was newly established to discuss conflict and fragility-related matters within DAC.

³⁹ Currently it is being discussed to include “coherence”, “linkages”, “coverage”, and “consistency with values” as new indicators to evaluate peace-building assistance.

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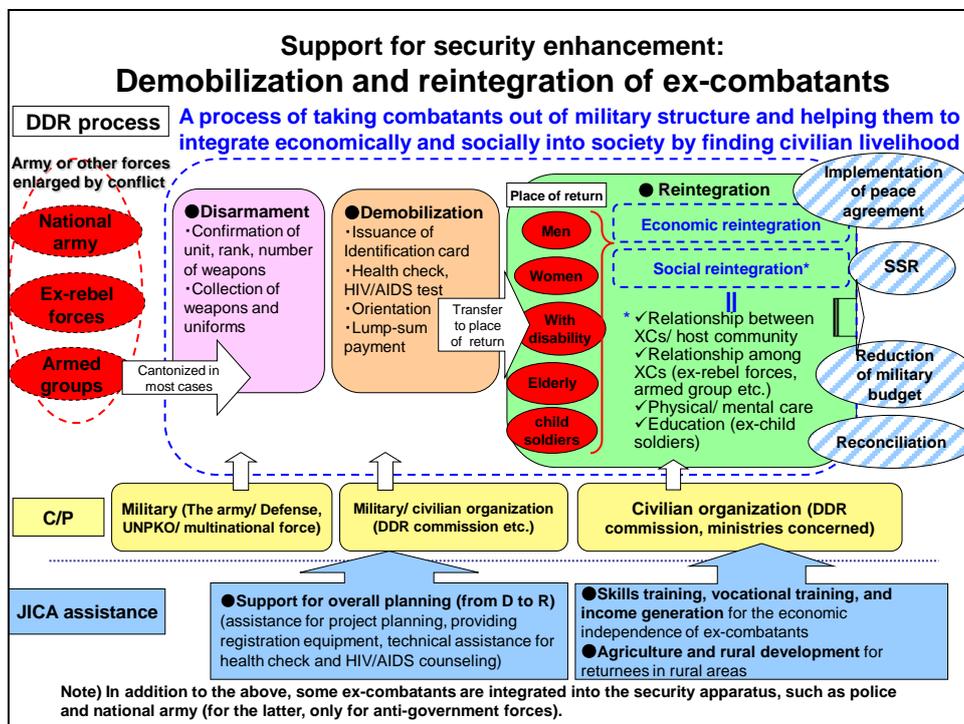
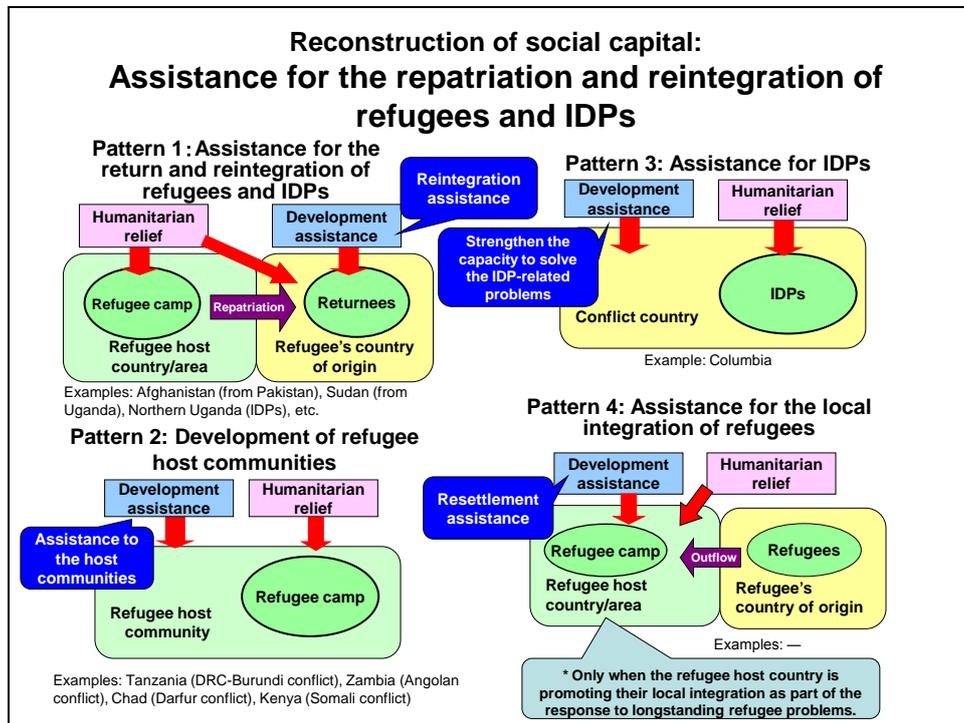
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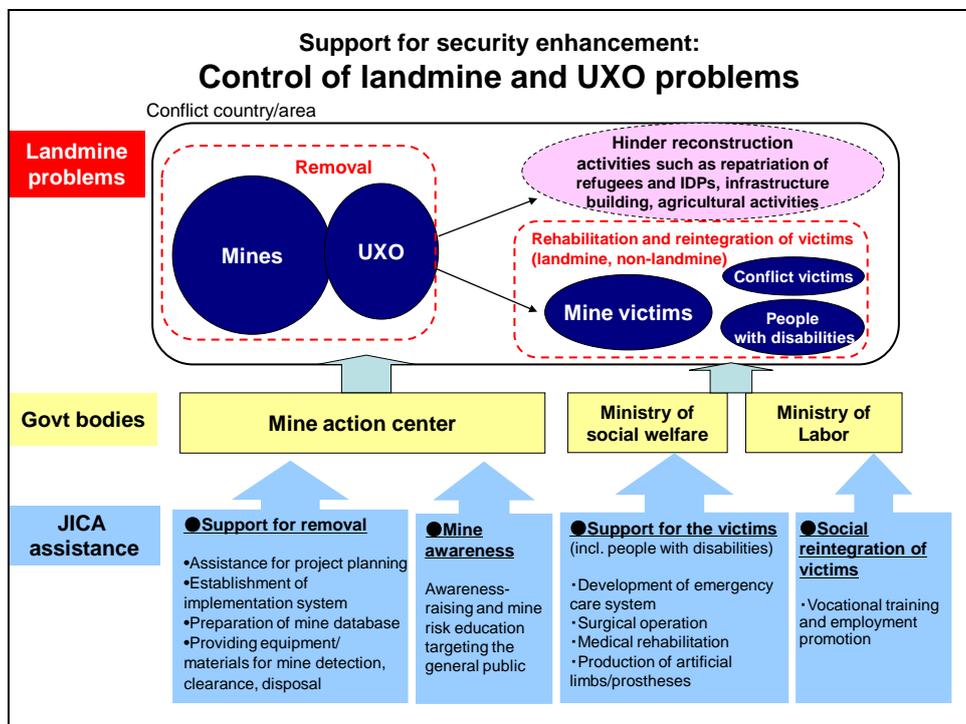
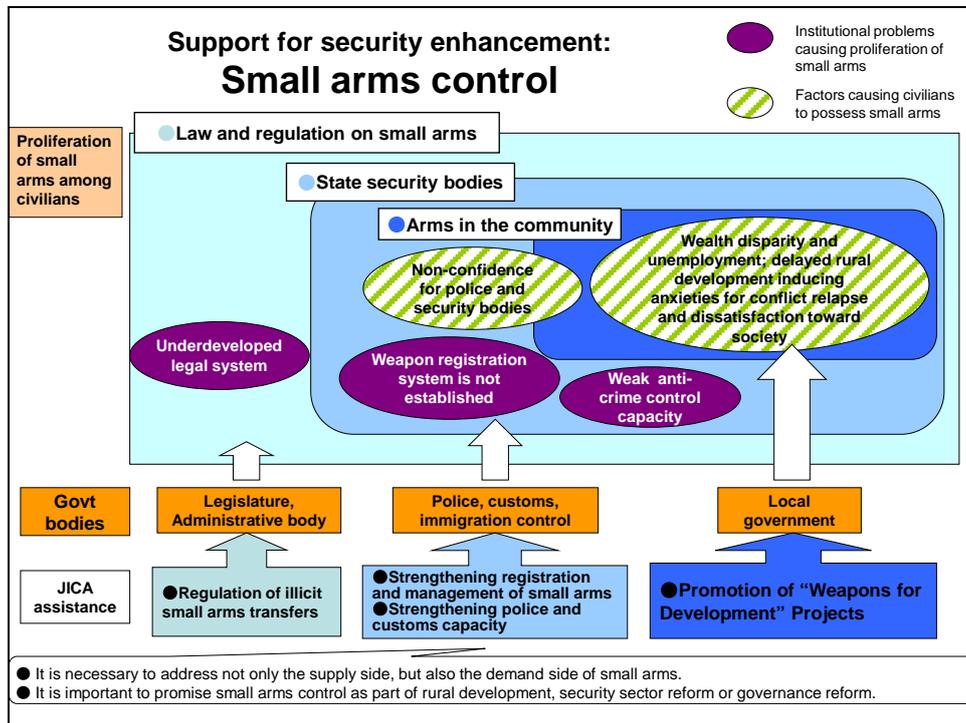
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Appendix

Appendix 1: Conceptual Diagrams of Assistance



Appendix 1: Conceptual Diagrams of Assistance



Appendix 2 Major Activity Cases

(1) Support for reconstruction of social capital

(i) Development of basic infrastructure

Afghanistan	Study on the Urgent Rehabilitation Programme of Kabul City in the Islamic State of Afghanistan	2002-2003	Development study
Iraq	Water Supply Improvement Project in Kurdistan Region	2008-	Japanese ODA loan project
Democratic Republic of the Congo	The Study on Community Development Plan in Cataractes District, BAS-CONGO Province	2007-2009	Urgent development study
Sudan	Emergency Study on the Planning and Support for Basic Physical and Social Infrastructure in Juba Town and the Surrounding Areas	2005-2006	Urgent development study
Sri Lanka	Mannar District Rehabilitation and Reconstruction through Community Approach Project (MANRECAP)	2004-2007	Technical cooperation project
	Pro-Poor Eastern Infrastructure Development Project	2006-	Japanese ODA loan project
Palestine	Jericho Regional Development Study Project	2005-2007	Development study
Philippines	Autonomous Region in Muslim Mindanao Social Fund for Peace and Development Project	2003-	Japanese ODA loan project

(ii) Development of transport, electricity, and communication infrastructure

Uganda	Development Study on Rural Road Network Planning in Amuru District of Northern Uganda	2009-2011	Development study
Sudan	Juba Urban Transport Infrastructure and Capacity Development Study in the Southern Sudan	2008-2009	Development study
Sri Lanka	Vavuniya-Kilinochchi Transmission Line Project	2005-	Japanese ODA loan project
Burundi	Emergency Study on Urban Transportation in Bujumbura	2007	Development study

(iii) Enhancement of function of health facilities

Sudan	The Project on Human Resource Development for Health in Southern Sudan	2009-2012	Technical cooperation project
Palestine	Project for Improving Reproductive Health with a Special Focus on Maternal and Child Health in Palestine	2006-	Technical cooperation project
Philippines	Strengthening the Health Delivery System in the Autonomous Region in Muslim Mindanao (ARMM)	2004-2008	Technical cooperation project

(iv) Enhancement of function of education systems

Afghanistan	Strengthening of Non-formal Education Project	2006-	Technical cooperation project
Indonesia	Technical Support for Strengthening the Regional Based Education Management (Maluku)	2008-2011	Technical cooperation project
Sierra Leone	Children and Youth Development Project in Kanbia District, the Republic of Sierra Leone	2005-2008	Development study
Bosnia and Herzegovina	Building an educational network for peace in Bosnia and Herzegovina	2004-2006	Country focused training
	Informatics Curriculum Modernization at the Grammar School Mostar	2008-2010	Technical cooperation project

(v) Food security

Bosnia and Herzegovina	The Project for Confidence-Building in Srebrenica on Agricultural and Rural Enterprise Development (SACRED)	2008-2011	Technical cooperation project
Rwanda	Sustainable Rural and Agricultural Development in Bugesara District, Eastern Province of Rwanda	2006-2009	Development study

(2) Support for recovery of economic activities

(i) Development of economic environment

Iraq	Irrigation Sector Loan	2008-	Japanese ODA loan project
	Crude Oil Export Facility Reconstruction Project	2008-	Japanese ODA loan project
Palestine	Feasibility Study on Agro-Industrial Park Development in Jordan River Rift Valley in Palestine	2007-2009	Development study
Philippines	Malitubog – Maridagao Irrigation Project	2000-2006	Japanese ODA loan project
Philippines	Mindanao Sustainable Settlement Area Development Project	2001-	Japanese ODA loan project
	Central Mindanao Road Project	2003-	Japanese ODA loan project
	The Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao	2006-2009	Development study

(ii) Increase of employment opportunities and income generation

Sudan	Livelihood Development in and around Juba for Sustainable Peace and Development	2009-2012	Technical cooperation project
	Project on Improvement of Basic Skills and Vocational Training	2006-2009	Technical cooperation project

Sri Lanka	Technical cooperation project for Agriculture and Rural Development for Rehabilitation and Reconstruction through Community Approach in Trincomalee (TRINCAP)	2005-2009	Technical cooperation project
	Sri Lanka Tsunami Affected Area Recovery and Takeoff (STAART) Project	2005-	Japanese ODA loan project

(3) Support for rebuilding of state system and functions

(i) Support of elections

Afghanistan	Media assistance	2002	Study on Urgent Rehabilitation Support, Training in Japan
	Assistance in broadcasts of Emergency Loya Jirga (National Assembly)	2002	Study on Urgent Rehabilitation Support
Iraq	Election Management Training for Iraq	2004-2005	Training in Japan
	Training on broadcasting technique	2004-2005	Training in Japan
Democratic Republic of the	Seminar on voter registration	2005	Local project formulation study
	Election assistance project	2005	Technical cooperation project
Nepal	Seminar on Democracy and Election in Nepal (election system, election administration, voter registration, voter education, relation to media)	2008-2009	Country focused training
East Timor	Election assistance (Support and training of personnel in publication activities)	2001	Dispatch of expert

(ii) Support for

* Also implemented in Afghanistan, East Timor, Iraq, Nepal as part of electoral assistance listed above

Bhutan	Support to the Bhutan Broadcasting Service	2005-2007	Technical cooperation project
	Project on Capacity Development of Bhutan Broadcasting Service	2007-2010	Technical cooperation project

(iii) Legal and judicial development

Afghanistan	Dispatch of constitutional advisor	2003	Dispatch of short-term expert (twice)
Iraq	Constitution Establishment Assistance Seminar	2005	Training in Japan
	Legal and Judicial Development Project	2005	Third-country training (in Jordan)

Cambodia	The Legal and Judicial Development Project (Support for Drafting Civil Code of Cambodia)	1997-2003	Training in Japan, Small scale development partner program, Country focused training, Dispatch of expert, and other activities
	The Legal and Judicial Development Project (Support for Civil Procedure Code of Cambodia)	1997-	Dispatch of expert
	The Project for Improvement of Training on Civil Matters at the Royal School for Judges and Prosecutors	2006	Technical cooperation project
	Legal and Judicial Cooperation for the Bar Association	2006	Technical cooperation project
	The Legal and Judicial Development Project Phase 2	2006	Technical cooperation project
Palestine	Judicial training	2003-2007	Third-country training (in Jordan)

(iv) Development of democratic administrative institutions

Palestine	Financial and administrative training	2003-2006	Third-country training (in Jordan)
	Improvement in Local Governance Administration	2004-2007	Technical cooperation project
Palestine	Improvement in Local Governance System in Palestine	2005-2008	Equipment provision, Dispatch of short-term expert, Training in Japan
Philippines	ARMM Human Capacity Development Project	2006-2008 2008-2011	Technical cooperation project
	Local Governance and Rural Empowerment Project for Davao Region	2006	Technical cooperation project
Nepal	Seminar on Role of Media in Democratic State, Semnar on Journalist for Promoting Peace and Democratization, Seminar on Public Service Broadcasting, etc.	2009-2010	Country focused training, Seminar

(v) Development of financial institutions

Cambodia	System Development in Central Banking Business	2001	Training
	Dispatch of financial policy advisor	2003-2005	Dispatch of expert
	Capacity Building Project for Tax Department	2006	Technical cooperation project
	Technical cooperation project for Risk Management in Customs	2006	Technical cooperation project
Palestine	Seminar on Government Audit	2004-2005	Training in Japan

(4) Support for enhancement of security

(i) Development of security sectors

Cambodia	Police reform based on themes such as police administration, neighborhood police post, drug crime control, crime prevention, and criminal justice administration for prevention of corruption	1999-2010	Dispatch of expert, Training, Technical cooperation project
Democratic Republic of the	Seminar on police democratization	2004	Local project formulation study

* Assistance in judiciary system reform listed in (3)-(iii) can also be included in this category.

(ii) Demobilization and reintegration of ex-combatants

Afghanistan	Project on the Basic Vocational Training in Afghanistan (Formerly: Project on Basic Training for Reintegration of Ex-Combatants in Afghanistan)	2003-2005 2005-2007	Dispatch of expert (DDR policy-making and planning, operational coordination, basic training plan, road administration, assistance coordination, sheet metal processing, machine work, training and coaching techniques,
Angola	The Project for Social and Economic Reintegration and Communities Development in the republic of Angola	2006-2009	Development study
Eritrea	Basic Training for Reintegration of Demobilized Soldiers	2003-2005 2005-2007	Dispatch of expert (vocational training planning) Technical cooperation project
Cambodia	Program for discharged soldiers (Planning, monitoring and evaluation)	2003-2007	Dispatch of expert (short-term and long-term)
Colombia	Project for the support of Entrepreneurship and Employment for the Household of Demobilized Ex-Combatants and Recipient Communities	2009-2011	Technical cooperation project
Sudan	Additional training course for demobilized soldiers in the Project on Improvement of Basic Skills and	2009 (project period 2006-2009)	Technical cooperation project
Mozambique	The Study on the Development of the Resettlement Area for Demobilized Soldiers and Mine Labors from South Africa	2000-2002	Development study
Rwanda	The Skills Training for the Reintegration of Demobilized Soldiers with Disabilities	2005 2005-2008	Dispatch of short-term expert (1 person for formulating vocational rehabilitation plans for people with disabilities) Technical cooperation project

(iii) Small arms control

Cambodia	Weapons Collection and Rural Development Project	2004-2005	JICA Partnership Program (Partner type)
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(iv) Control of landmine and UXO problems

Cambodia	Support for anti-personnel mine activities Program for Strengthening of CMAC Function for Human Security Realization	1999-2003	Dispatch of expert (short-term and long-term) (information system, maintenance and transport techniques, social welfare administration)
Cambodia		2003-2004 2008-2010	Technical cooperation project
	The Project for Improvement of Equipment for Demining Activities, Phase 1-4	1999-2007	Grant aid
	Support for the rehabilitation of mine victims	2002	Dispatch of expert
	Training of Prosthetics and Orthotics for the Cambodian	2006-2007	Partnership Program (old)
	The Project for Improvement of Medical Equipment of the Siem Reap Hospital	2000-	Grant aid
	Social Affairs Administration Advisor	1999-2000	Dispatch of expert
Colombia	Strengthening the Integral Rehabilitation System for Persons with Disabilities, Especially for Victims of Landmines	2008-2012	Technical cooperation project
Sri Lanka	Support for Establishment of Humanitarian Landmine Action Center	2004	Dispatch of technical expert to NGO
Vietnam	The Project for Procurement of Bush Cutter and Related Equipment for Ho Chi Minh Highway Project	2001	Grant aid
Bosnia and Herzegovina	Project for Equipment Supply for Demining	2000	Grant aid
	Support Project for Landmine Victims	2003, 2004-2005	Dispatch of expert Technical cooperation project
	The Project for Improvement of Community Based Rehabilitation Centers	2002, 2007	Grant aid Technical cooperation project
	Support Project for Landmine Victims	2005-2007	Technical cooperation project
Laos	Wheelchair Production Project at the National Center for Medical Rehabilitation	2000-2003, 2004-2007	Technical cooperation project
	The Project for Support for Wheelchair Production	2004-	JICA Partnership Program (support type)
	Support for social welfare administration	2004-2006	Dispatch of expert

* Additionally, another project in Sri Lanka already listed in (1)-(ii) involves demining activities.

Reconciliation and coexistence

(* Projects which can be categorized in (1)-(4) above, at the same time regarded as an example of making consideration for reconciliation and coexistence)

Indonesia	Community Empowerment Program	2006-2007	CEP
	Technical Support for Strengthening the Regional Based Education Management (Maluku)	2008-2011	Technical cooperation project
Sri Lanka	Mannar District Rehabilitation and Reconstruction through Community Approach Project	2004-2007	Technical cooperation project
Nepal	Strengthening Community Mediation Capacity for Peaceful and Harmonious Society Project	2010-2013	Technical cooperation project
Bosnia and Herzegovina	The Project for Construction of Basic Schools	1998-2002	Grant aid
	Cooperation for the development of a common information studies curriculum	2006	Expert assistance
	The Project for Confidence-Building in Srebrenica on Agricultural and Rural Enterprise Development (SACRED)	2008-2011	Technical cooperation project
	The Project of Sustainable Regional Development through Eco-Tourism	2003-2006	Development study
Rwanda	The Skills Training for the Reintegration of Demobilized Soldiers with Disabilities	2005 2005-2008	Dispatch of short-term expert (1 person for formulating vocational rehabilitation plans for people with disabilities) Technical cooperation project

Consideration for conflict affected communities and the socially vulnerable people

(* Projects which can be categorized in (1)-(4) above, at the same time regarded as an example of making consideration for conflict affected communities, the socially vuln

<Support for the socially vulnerable people>

Colombia	Strengthening the Integral Rehabilitation System for Persons with Disabilities, Especially for Victims of Landmines	2008-2012	Technical cooperation project
Bosnia and Herzegovina	Community Approach Project to Rehabilitation and Integration	2005-2007	Technical cooperation project
Rwanda	The Skills Training for the Reintegration of Demobilized Soldiers with Disabilities	2005 2005-2008	Dispatch of short-term expert (1 person in formulating vocational rehabilitation plan for people with disabilities) Technical cooperation project

<Support for conflict-affected communities>

Afghanistan	JICA Support Programme for Reintegration and Community Development in Kandahar	2004-2006	Technical cooperation project
Uganda	The Development Study on Rural Road Network Planning in Amuru District	2009-2011	Development study
Cambodia	Refugee Resettlement and Rural Village Development Project (triangle cooperation)	1994-2004	Dispatch of expert and JOCV
Colombia	Improvement of the Nutritional Condition of the Vulnerable People Including Internal Displaced People through Urban Agriculture	2006-2009	Technical cooperation project
	Project for Strengthening Institutional Capacity of Local Governments to Support Displaced Persons in Colombia	2009-2012	Technical cooperation project
Democratic Republic of the Congo	The Study on Community Development Plan in Cataractes District, BAS-CONGO Province	2006	Urgent development study
Bosnia and Herzegovina	The Project for Human Security on Sustainable Return, Reintegration of Returnees and Development	2006	Dispatch of expert