

Justice

Post-Conflict Reconstruction Task Framework



Governance



Security

POST-CONFLICT RECONSTRUCTION

*A joint project of the Center for Strategic and International Studies (CSIS) and
the Association of the United States Army (AUSA)*

Task Framework

May 2002

Post-Conflict Reconstruction Task Framework

Contents

Introduction	2
Security	4
Control of Belligerents	
Territorial Security	
Protection of Populace	
Protection of Key Individuals, Infrastructure, and Institutions	
Reform of Local Security Institutions	
Regional Security	
Justice & Reconciliation	8
Transitional Justice	
Law Enforcement	
Judicial System	
Laws	
Human Rights	
Corrections	
International Courts and Tribunals	
Truth Commissions	
Community Rebuilding	
Individual Healing and Empowerment	
Social & Economic Well-Being	12
Refugees and Internally Displaced Persons	
Food Security	
Public Health	
Shelter	
Educational System	
Social Safety Net	
Economic Strategy and Assistance	
Physical Infrastructure	
Employment Generation	
Markets	
Legal and Regulatory Reform	
International Trade	
Investment	
Banking and Finance	
Governance & Participation	17
National Constituting Processes	
Transitional Governance	
Executive Authority	
Legislative Strengthening	
Local Governance	
Transparency and Anti-Corruption	
Elections	
Political Parties	
Civil Society	
Media	

PURPOSE

Countries emerge from conflict under differing and unique conditions. Therefore, the priority, precedence, timing, appropriateness, and execution of tasks will vary from case to case. The attached framework presents the range of tasks often encountered when rebuilding a country in the wake of violent conflict. It is designed to help indigenous and international practitioners conceptualize, organize, and prioritize policy responses. By laying out the universe of options, the framework is intended to help identify shortfalls and gaps in reconstruction process and capabilities. It is also geared to assist planning and coordination efforts. The framework is not a political-military plan; nor is it a checklist of mandatory activities for all cases or a strategy for success. Rather, it provides a starting point for considering *what* needs to be done in most cases. It does not suggest *how* it should be done, or *who* should do it.

The specific answers to what, how, and who will be different in every case. In some cases they will be largely determined by a peace agreement, while in others they will be worked out by multiple actors on the ground. In some cases there will be significant human, financial and institutional capacity in the society in question to draw upon, while in others there may be minimal capacity. In some cases there will be great international interest, while in others little or none. Because of differing histories, baselines and interested parties, each case must be addressed on its own merits. In all cases, however, it is important to create a strategic planning process that establishes priorities and an appropriate division of labor among the many local and international actors involved. In general, indigenous actors should have the primary responsibility and should play central roles throughout the reconstruction process, since it is indeed their own future that hangs in the balance. To the extent that international actors are required to fill key gaps during certain stages of the process, building capacity among indigenous actors and institutions then facilitating hand-offs to them are crucial to long-term success.

USING THE FRAMEWORK

While it is generally understood that reconstruction often takes place at various times during and after conflict, the framework places tasks between the cessation of *violent conflict* and the return to *normalization*. For the purposes of this framework, normalization is reached when: 1) extraordinary outside intervention is no longer needed; 2) the processes of governance and economic activity largely function on a self-determined and self-sustaining basis; and 3) internal and external relations are conducted according to generally accepted norms of behavior.

The framework is organized into three conceptual phases, defined as *initial response*, *transformation*, and *fostering sustainability*. While primary responsibility for reconstruction must lie with indigenous actors, international intervention is often critical during the early stages of post-conflict transition. Not surprisingly, initial response is often characterized by military intervention for basic security, stability, and emergency services. The second phase, transformation, focuses on developing legitimate and sustainable indigenous capacity, often with special attention to restarting the economy, establishing mechanisms for governance and participation, and securing a foundation of justice and reconciliation. The final phase, fostering sustainability, consolidates long-term recovery efforts, often leading to the withdrawal of all or most of the international military involvement. It is this phase that also lays the foundation for the prevention of conflict and the reemergence of violence. These phases occur over a time span that varies according to local conditions and by each individual task. As such, this framework should be read horizontally as transitions are task specific. Comparing different tasks vertically is misleading because not all of the tasks that appear in a given phase will occur at the same time. The framework also assumes that some phases, such as the initial response, which entails humanitarian aid, may well overlap into the period of transformation. Likewise, fostering sustainability, the path toward normalization, may also emerge during the transformation time frame.

THE FOUR PILLARS OF RECONSTRUCTION

The framework tasks are organized around four distinct issue areas, or “pillars”: *security; justice/reconciliation; social/economic well-being; and governance/participation.*

- *Security* addresses all aspects of public safety, in particular establishment of a safe and secure environment and development of legitimate and stable security institutions. Security encompasses the provision of collective and individual security, and is the precondition for achieving successful outcomes in the other pillars. In the most pressing sense, it concerns securing the lives of civilians from immediate and large-scale violence and the restoration of territorial integrity.
- *Justice and Reconciliation* addresses the need for an impartial and accountable legal system and for dealing with past abuses; in particular, creation of effective law enforcement, an open judicial system, fair laws, humane corrections systems, and formal and informal mechanisms for resolving grievances arising from conflict. These tasks encompass the provision of mechanisms to redress grievances, exact appropriate penalties for previous acts, and build capacity to promulgate and enforce the rule of law. Incorporating the concept of restorative justice, they include extraordinary and traditional efforts to reconcile ex-combatants, victims, and perpetrators.
- *Social and Economic Well-Being* addresses fundamental social and economic needs; in particular provision of emergency relief, restoration of essential services to the population, laying the foundation for a viable economy, and initiation of an inclusive, sustainable development program. Often accompanying the establishment of security, well-being entails protecting the population from starvation, disease, and the elements. As the situation stabilizes, attention shifts from humanitarian relief to long-term social and economic development.
- *Governance and Participation* addresses the need for legitimate, effective political and administrative institutions and participatory processes; in particular, establishing a representative constitutional structure, strengthening public sector management and administration, and ensuring active and open participation of civil society in the formulation of government and its policies. Governance involves setting rules and procedures for political decision-making, and delivering public services in an efficient and transparent manner. Participation encompasses the process for giving voice to the population through the development of civil society that includes the generation and exchange of ideas through advocacy groups, civic associations, and the media.

CROSS-CUTTING TASKS

There are several cross-cutting tasks inherent in post-conflict reconstruction that do not appear in the framework. Policy-makers need to gather and analyze information to make *assessments* about the requirements of reconstruction. *Planning and coordination* must establish objectives, develop strategy, determine appropriate divisions of labor, mobilize the necessary resources and manage competing demands of multiple actors working together. *Training* is essential both for the development and maintenance of sustainable efforts. Finally, appropriate *funding* mechanisms and levels are integral to short-term and long-term reconstruction.

The project has developed a practitioners’ database of lessons learned to accompany this framework. The database draws from the vast experience and literature in post-conflict operations.

POST-CONFLICT RECONSTRUCTION FRAMEWORK

VIOLENT CONFLICT

SECURITY			
	→ →	→ →	→ →
	INITIAL RESPONSE	TRANSFORMATION	FOSTERING SUSTAINABILITY
	Goal: Establish a safe and secure environment	Goal: Develop legitimate and stable security institutions	Goal: Consolidate indigenous capacity
Control of Belligerents			
<i>Ceasefire</i>	Enforce ceasefire; Supervise disengagement and withdrawal of belligerent forces (including foreign); Identify and neutralize potential spoilers; Establish and maintain secure conditions for relief workers; Negotiate terms for exchange of prisoners of war (POWs)	Supervise truces and ceasefires; Separate civilian population from soldiers and militias; Establish and control buffers, including demilitarized zones; Monitor exchange of POWs	Transfer monitor requirements to indigenous security institutions
<i>Enforcement of Peace Agreement</i>	Provide security for peace monitors and observers; Provide security for negotiations among belligerents; Develop confidence-building measures with and amongst belligerents; Employ information operations and other needed operational measures; Conduct counterinsurgency operations	Investigate complaints and alleged breaches of agreements; Provide military support to civil authorities; Support and enforce political, military, and economic terms of peace plan; Support confidence-building measures amongst belligerents; Support and enforce territorial adjustments directed in peace plan	Transfer enforcement requirements to indigenous authorities; Support and sustain confidence-building measures
<i>Disarmament</i>	Establish and enforce weapons control regimes, including collection and destruction; Identify international arms merchants and their activities; Identify indigenous arms control capacity; Provide reassurances and incentives for disarmed faction	Disarm belligerents; Reduce availability of unauthorized weapons; Collaborate with neighboring countries on weapons flows, including apprehension of illegal arms dealers; Cooperate with legal authorities to prosecute arms dealers	Secure, store, and dispose of weapons; Develop indigenous arms control capacity
<i>Demobilization</i>	Establish demobilization camps; Ensure adequate health, food provisions, and security for belligerents	Identify, gather and disband structural elements of belligerent groups; Monitor and verify demobilization; Ensure safety of quartered personnel and families	Decommission camps

NORMALIZATION

<i>Reintegration</i>	Design reintegration strategy, including assessment of absorptive capacity of economic and social sectors	Provide job training, health screening, education, and employment assistance for demobilized forces; Provide stipends and material support for demobilized forces	Reintegrate ex-combatants into society; Provide follow-up services for reintegration
Territorial Security			
<i>Border and Boundary Control</i>	Establish border/boundary monitoring mechanism; Prevent arms smuggling; Interdict contraband (i.e. drugs and natural resources); Prevent trafficking of persons; Regulate immigration and emigration	Develop indigenous capacity to control border/boundary; Develop capacity to interdict contraband and arms smuggling; Develop capacity to manage immigration and emigration	Begin transfer of border/boundary control functions to indigenous actors
<i>Movement</i>	Establish and disseminate rules relevant to movement; Ensure freedom of movement for security forces and humanitarian assistance; Establish freedom of movement for civilian population and international observers/monitors; Dismantle roadblocks and establish checkpoints; Regulate air and overland movement	Disseminate and enforce rules pertaining to movement	Provide full freedom of movement; Transfer responsibility to indigenous actors
<i>Points of Entry</i>	Establish control over major points of entry (e.g. airports, airspace, overland and maritime navigation)	Protect air and shipping operations; Regulate movement of commercial air and naval operations; Enforce controls with the assistance of indigenous authorities	Ensure air and naval freedom of movement; Establish indigenous port and airport authority
Protection of the Populace			
<i>Non-Combatants</i>	Protect vulnerable elements of population (refugees, IDP, women, children); Ensure humanitarian aid and security force access to endangered populations and refugee camps; Designate protection zones	Establish and maintain order in refugee camps and population centers; Disarm and remove belligerents from camps and population centers; Provide interim security programs for at-risk populations	

<i>Public Order</i>	Provide public order including international police or constabulary operations	Enforce public order; Maintain positive relations between international military and police forces and indigenous population; Prevent reprisals; Design and implement civic education programs for law and order and public security	Transfer public security responsibilities to indigenous police force
<i>Clearance of Unexploded Ordnance (UXO)</i>	Conduct emergency de-mining and UXO removal; Conduct mapping and survey exercises of mined areas; Mark mine fields; Identify and coordinate emergency requirements; Establish priorities and conduct de-mining operations	Initiate large-scale de-mining and UXO removal operations: Promote mine awareness; Train and equip indigenous de-mining elements	Transfer de-mining and UXO removal operations to indigenous actors
Protection of Key Individuals, Infrastructure, and Institutions			
<i>Private Institutions and Individuals</i>	Protect political and religious leaders, judges; Protect and secure places of religious worship and cultural sites; Protect private property and factories	Create indigenous capacity to protect private institutions and individuals	
<i>Critical Infrastructure</i>	Protect and secure critical infrastructure (e.g. airports, roads, bridges, hospitals, telecommunications, banks, electricity plants, dams, water reservoirs, pipelines)	Create indigenous capacity to protect critical infrastructure	
<i>Military Infrastructure</i>	Identify, secure and protect stockpiles of nuclear and chemical materials; Secure military equipment and means of communication	Create indigenous capacity to protect military infrastructure	Identify modernization needs and means to achieve them
<i>Public Institutions</i>	Protect and secure strategically important institutions (e.g. government buildings, courthouses, etc.)	Create indigenous capacity to protect public institutions	

Reconstitution of Indigenous Security Institutions			
<i>National Armed Forces</i>	Identify roles, missions, and structure of indigenous national security institutions; Vet individuals for past abuses	Assist in and monitor the rebuilding and reorganization of official national security institutions; Promote civilian control of military; Professionalize and enhance the capabilities of indigenous military forces; Support use of force policies based on rule of law; Establish transparent entry, promotion, and retirement systems	Provide conventional military assistance programs; Establish military to military programs with the host country's forces
<i>Non-Military Security Forces</i>	Plan for the reorganization and transformation of police force and/or paramilitary; Develop recruitment practices that promote more representative security forces; Vet individuals for past abuses; Develop training programs for police forces	Professionalize and provide assistance to indigenous non-military security forces; Establish transparent entry, promotion, and retirement systems; Create a non-military intelligence capacity	Establish community requirements for indigenous public safety
Regional Security			
<i>Regional Security Arrangements</i>	Negotiate or modify regional security arrangements with all interested parties	Establish mechanisms for implementing regional security arrangements	Monitor compliance with and reinforce arrangements

POST-CONFLICT RECONSTRUCTION FRAMEWORK

JUSTICE & RECONCILIATION

→ → → → → →

	INITIAL RESPONSE	TRANSFORMATION	FOSTERING SUSTAINABILITY
	Goal: Develop mechanisms for addressing past and ongoing grievances	Goal: Build legal system and process for reconciliation	Goal: Functioning legal system based on international norms
<i>Justice</i>			
Transitional Justice	Deploy transitional justice package, including: international police, police monitors, judges, prosecutors, defense attorneys, corrections capacity, court administrators, codes and procedures	Dispense justice in central or sensitive jurisdictions	Transfer responsibilities to permanent justice institutions
Law Enforcement			
<i>International Police</i>	Establish international civilian police authority; Disseminate rules, purpose, and objectives of the international force	Conduct co-patrols with indigenous police; Provide police monitors	Phase-out international police and reduce monitoring presence; Retain minimal international oversight of policing
<i>Indigenous Police</i>	Vet and reconfigure existing police forces; Recruit law enforcement and administrative personnel; Establish police academies; Train, educate, and equip/resource existing indigenous police in international policing standards; deploy police monitors	Develop investigative capability and institutionalize procedures for national police; Secure funding to maintain police academies and administrative support to law enforcement; Establish transparent entry, promotion, and retirement systems for national police	Provide ongoing technical support and training; Encourage relationships with relevant national and international law enforcement associations
<i>Accountability/Oversight</i>		Establish office of Inspector General to investigate police corruption and abuse; Establish ombudsman's office to address citizens' complaints and criticisms of law enforcement	Institutionalize offices of Inspector General and ombudsman by securing line-item budgetary funding
Judicial System			
<i>Reorganization</i>	Review existing court system	Pass laws and statutes to foster judicial independence; Review role of prosecutor and promote role of defense lawyer	Institutionalize new structures and responsibilities

VIOLENT CONFLICT

NORMALIZATION

<i>Training/Recruitment</i>	Inventory indigenous legal professionals; Select individuals for judicial positions; Establish professional code of conduct for judicial system	Vet and train judges, prosecutors, defense attorneys, and court personnel; Ensure diversity of selection of court personnel; Establish law schools and recruit professors to educate next generation of legal professionals	Provide additional training for judicial specializations; Develop pay structure for legal professionals to counteract "brain drain"
<i>Infrastructure</i>	Inventory courts, law schools, legal libraries, and bar associations	Rehabilitate or construct necessary facilities	
<i>Citizen Access</i>	Establish liaison mechanism between civilians and transitional authorities (or international forces) on legal matters	Educate indigenous population on accessing the judicial system	Extend legal representation to underprivileged community through a public defender system and legal services organizations; Institute formal alternative dispute resolution mechanisms, e.g. arbitration and mediation
Laws			
<i>Code and Statutory Reform</i>	Review existing laws	Promulgate revised legal code and statutes (civil and criminal) consistent with protection of basic human rights	Implement legal code through legislation
<i>Participation</i>	Create and strengthen legal aid and NGO groups; Channel citizen input into law-drafting process	Initiate public dialogue with all sectors of civil society on legal reform	Provide oversight and monitoring of code implementation
Human Rights			
<i>Capacity Building</i>	Assess capacity of indigenous human rights groups	Establish government mechanisms to protect human rights; Support citizen advocacy organizations	Create mechanisms for organizing human rights NGOs; Design processes for government/NGO interaction on human rights
<i>Monitoring</i>	Establish international monitoring presence; Develop indigenous human rights monitoring capacity	Conduct joint human rights monitoring missions with indigenous monitors	Create sustainable indigenous human rights monitoring mechanism
<i>Security Force Reform</i>	Vet security forces for human rights abuses	Purge violators and train reconstituted forces in humanitarian law and practices; Revise military code and doctrine to comply with laws of war and domestic criminal law	Institutionalize human rights education into training programs; Ensure legal system prosecutes violators

Corrections			
<i>Incarceration and Parole</i>	Determine status of prisoners held (political prisoners and war prisoners)	Evaluate release on case-by-case basis; Reconfigure probations and parole system	Transfer penal authority to indigenous authorities; Monitor compliance with internationally accepted corrections standards
<i>Infrastructure</i>	Refurbish prison facilities at key sites; Provide emergency lock-up facilities	Rebuild correctional institutions, including administrative and rehabilitative capacities	Ensure continued funding of correctional facilities
<i>Training</i>		Vet existing and recruit new corrections officers; Train officers according to internationally accepted standards	Establish indigenous sustainable corrections training programs
International Courts and Tribunals			
<i>Establishment of Courts and Tribunals</i>	Establish jurisdiction and mandate of international courts and tribunals; Ensure compatibility of international court with national and international legal mechanisms	Recruit court staff; Identify secure facilities; Provide logistical and technical support to international courts and tribunals; Develop intelligence-sharing agreements; Second expert personnel (prosecutors, forensics)	Bring cases to trial
<i>Investigation and Arrest</i>	Document and preserve evidence of mass atrocities; Coordinate efforts with UN and NGO investigations	Assist in investigation, arrest, and transfer of suspected war criminals to international courts	Assist indigenous forces efforts to arrest and transfer human rights violators and war criminals
<i>Citizen Outreach</i>	Publicize progress and work; Publish indictments and statements	Broadcast court proceedings; Support media access	Translate and disseminate court records and decisions
Reconciliation			
Truth Commissions			
<i>Organization</i>	Solicit voluntary contributions from international donors; Hire indigenous and international staff to set up commission; Create indigenous dialogue on structure and mandate of commission; Involve diverse groups in establishment of court, including teachers, unions, ex-combatants, women's groups, and police	Determine mandate, mission, size, duration, and enforcement powers; Train international and indigenous staff; Provide infrastructure and technical assistance; Ensure indigenous involvement and ownership in the process; Ensure compatibility and coordination of commission with national and international mechanisms	Support commission's work and final recommendations; Deploy investigators; Hold hearings; Collect testimony; Prepare report and recommendations, Provide restitution, reparations, and compensation

<i>Citizen Education</i>	Identify misperceptions stemming from miscommunication; Establish broad public information programs to promote efforts for reconciliation	Dispel myths through educational curricula; Support programs that publicize and raise awareness of truth and reconciliation activities	Evaluate reconciliation mechanisms; Widely disseminate proceedings and documents produced by commission
<i>Reparations</i>	Determine appropriate means and levels of reparations	Identify classes of eligibility	Implement reparation measures
Community Rebuilding			
<i>Confidence Building</i>	Provide neutral meeting places for discussions and activities; Identify and use third-party advisors and mediators to build trust and cooperation; Enhance participation through public outreach	Provide reconciliation training and resources; Bring adversaries together where possible; Incorporate a wide range of stakeholders; Establish mutually beneficial resource-sharing arrangements; Organize recreational and educational activities	Foster informal, indigenous mechanisms for dispute resolution; Provide resources for community projects; Publicize successful confidence building programs
<i>Religion and Traditional Practices</i>	Identify religious institutions and leaders on local and national levels; Provide interim meeting locations for religious groups to congregate; Design community programs to support reconciliation based on religious and traditional practices	Ensure participation of diverse religious elements; Rebuild places of worship and sacred sites; Implement traditional reconciliation mechanisms, such as purification rituals and reburial ceremonies	Create and implement faith-based initiatives to rebuild communities
<i>Women</i>	Assess traditional role of women in society and their potential to contribute to reconciliation process	Support initiatives devised by women's groups	Ensure women's rights and influence
Individual Healing and Empowerment			
<i>Closure</i>	Provide localized counseling to victims and perpetrators of the conflict; Establish missing persons initiatives; Solicit funds and technical experts for identifying bodies and running missing persons programs	Implement counseling programs focusing on victim's redress and post-violence trauma; Create citizen's councils to establish memorials, scholarship funds, performances, and other commemoration activities	Routinize memory through public activity and historical records (e.g. museums, archives, and oral histories)
<i>Individual Empowerment</i>	Identify individual needs	Develop activities promoting sense of self-worth through employment, education, and recreational opportunities; Provide counseling and training to enhance contributions to society	Ensure sufficient employment opportunities and avenues to participate in civil society

<i>Agricultural Development</i>	Re-establish domestic food production; Supply tools and seeds to farmers in affected regions; Reopen markets and sell food to prevent food shortages and accompanying price explosions	Rehabilitate agricultural system; Restore rural irrigation systems; Designate authority to provide low-interest loans to farmers; Develop land reform plan	Implement land reform measures; Promote diversification of agriculture
Public Health			
<i>Water and Waste Management</i>	Ensure proper sanitization, purification and distribution of drinking water; Provide interim sanitation and waste disposal services	Evaluate water sources to protect against contamination; Support indigenous waste management capacity; Develop geographic plan of action for waste management	Build indigenous capacity to deliver clean drinking water; Expand regular waste management activities to rural areas
<i>Medical Capacity</i>	Stockpile and distribute emergency medical supplies and drugs; Set up or re-open accessible clinics to deal with emergency health problems (disease, infection, wounds); Recruit doctors, nurses, and staff	Ensure sufficient stockpile of medical supplies and drugs; Review status of medical resources; Establish ambulance service; Provide sufficient external medical support while integrating indigenous expertise; Train health care providers	Modernize medical equipment and solidify public health sector; Expand hospitals to provide specialized care for greater numbers; Build capacity for local administration of clinics; Transfer administration of clinics to indigenous actors
<i>Prevention of Epidemics</i>	Prevent epidemics through immediate vaccinations	Establish vaccination and screening programs to deal with potential epidemics (especially in refugee camps) through local clinics	Institutionalize country-wide vaccination programs to prevent infectious diseases
<i>Health Education</i>	Educate population about crisis-induced health risks	Develop community-based programs geared to identify, prevent, and reduce health risks	Implement long-term health care education programs, including family planning and HIV/AIDS education
Shelter			
<i>Construction</i>	Provide emergency shelter for immediate needs; Develop housing development strategy to address refugees/IDP as well as reintegration of ex-combatants	Repair existing housing stock; Establish standards for housing construction and development; Clear devastated housing and assess damage	Construct affordable housing
<i>Adjudication of Property Disputes</i>	Develop roster of contested property; Establish criteria and mechanisms for property dispute resolution	Conduct investigations and hearings	Administer remuneration and compensation system
Educational System			
<i>Human Resources</i>	Identify and recruit teachers and administrators; Register school-aged population; Create equal opportunity education policy	Train teachers and administrators	Strengthen continued education for teachers and administrators

<i>Infrastructure</i>	Evaluate need for new schools; Build and repair schools and universities; Obtain educational materials	Open schools and universities	Maintain and enlarge new or restored schools and universities
<i>Curriculum</i>	Develop curriculum that respects diversity	Distribute curriculum and supporting teaching materials	
<i>Literacy Campaign</i>	Survey literacy levels and linguistic groups; Develop literacy campaign	Conduct literacy campaign	Institutionalize opportunities for adult education to sustain efforts of literacy campaign
Social Safety Net			
<i>Pension System</i>	Evaluate existing pension systems for government and parastatal employees	Design or reconfigure pension system based on agreed criteria and ability of new government to support	Secure funding stream and institutionalize pension system
<i>Social Security</i>	Evaluate existing social security system	Design or reconfigure social security system based on agreed criteria and ability of new government to support	Secure funding stream and institutionalize system
Economic Well-Being			
Economic Strategy and Assistance			
<i>Strategy</i>	Survey macroeconomic situation	Develop plan to facilitate economic revival	Institutionalize strategic planning capability
<i>International Financial Assistance</i>	Define indigenous representation at donor conferences; Develop mechanism for donor and in-country coordination; Recruit donors	Hold donor conferences to mobilize resources; Negotiate agreement between indigenous authorities and donors concerning terms of aid conditionality	Reschedule or forgive debts; Secure grants and loans; Monitor status of contributions and implementation
<i>Absorption</i>	Identify capacity of key institutions and individuals	Enhance government ability to absorb and administer donor funds; Enhance NGO ability to absorb and administer funds	Develop funding capacity for long-term institution-building
Physical Infrastructure			
<i>Power</i>	Restore power (electricity and fuels) to critical institutions	Expand power to private and public consumers in densely populated areas; Design and implement system for administering energy resources	Integrate power demands and generation capabilities with overall economic strategy
<i>Transportation</i>	Ensure access to airports, roads, rail-lines and ports for humanitarian and crucial economic functions; Regularize urban transportation	Reconstruct major arteries and bridges; Upgrade capacity for more intensive commercial usage	Develop and diversify transportation networks

<i>Telecommunication & IT</i>	Restore critical telecommunications & IT capacities	Design and implement telecommunication & IT networks, beginning with major population centers	Expand telecommunications & IT capability to rural regions
Employment Generation			
<i>Public Works</i>	Design initiatives to provide immediate employment, soliciting projects ideas from local communities	Implement public works projects	Rationalize public works projects with long-term development program
<i>Micro-Enterprise</i>	Create micro-enterprise mechanisms; Solicit proposals at local level	Identify funding sources and implement priority projects	
Markets			
<i>Market Reconstitution</i>	Create basis for legal markets	Supplant black market activities with legal alternatives; Facilitate transformation of informal markets	Expand reach of national markets
Legal and Regulatory Reform			
<i>Property Rights</i>	Draft laws and codes to establish or strengthen property rights	Adopt laws and codes	Ensure equitable implementation of laws and codes
<i>Business</i>	Design laws and regulations to provide incentives for economic growth and development	Implement laws and regulations, including provisions to protect intellectual property rights	Promote business growth through regulatory streamlining and tax incentives
<i>Labor</i>	Design laws and regulations to protect labor rights, including workplace safety, minimum wage, child labor and union rights provisions	Implement and enforce labor laws and regulations	Promote management-labor dispute mechanisms
International Trade			
<i>Enabling Environment</i>	Evaluate tariffs, tax structures and barriers to trade	Reduce tariffs, taxes, and barriers to trade	Foster economic integration through local, regional, and global organizations
<i>Trade Facilitation</i>	Set trade priorities and explore new trade opportunities; Initiate dialogue between country economic team and international actors responsible for granting preferential trading status	Provide technical assistance to firms and trade groups to develop non-traditional export capacities; Take steps to qualify for preferential market access under GSP and regional trade arrangements	Increase export diversification to enhance economic stability; Seek accession into regional or global trade organizations

Investment			
<i>Private</i>	Establish business environment conducive to economic growth	Assist businesses with start-up grants and loans; Encourage investment by international actors, including diaspora communities; Provide all investors with legal protections and incentives	Offer risk protection to facilitate sustained investment
<i>Public</i>	Consider top public investment needs	Invest in critical projects neglected by the private sector (i.e. large-scale investment in education, health care, mining, oil, and public transportation)	Continue to use government resources to promote public needs; Consider private-public investment partnerships
<i>Subsidies</i>	Evaluate subsidized sectors, industries, and firms	Rationalize subsidies with regard to cost to government and impact on employment levels	
<i>Natural Resources and Environment</i>	Secure and account for valuable natural resources; Safeguard/eliminate most dangerous health hazards; Draft and adopt specific environmental standards for industry and agriculture	Promote development of natural resources to attract potential investors; Establish environmental protection and regulatory mechanisms	Rationalize national resource policies with long-term economic development strategies; Enforce environmental protection provisions; Contain or reverse environmental damage
Banking and Finance			
<i>Central Banking Authority</i>	Gain agreement on recognized interim currencies; Create central banking authority	Introduce national currency and develop monetary policy	
<i>Banking Regulations and Oversight</i>	Develop regulatory system to govern financial transactions by banks as well as private and public entities	Recruit and train regulators; Emphasize transparency in banking system to prevent corruption and enhance economic stability	Enforce banking regulations; Monitor banking transactions; Enforce violations of banking regulations
<i>Capital Markets</i>			Create conditions conducive to formation of capital markets

POST-CONFLICT RECONSTRUCTION FRAMEWORK

GOVERNANCE & PARTICIPATION

→ → → → → →

	INITIAL RESPONSE	TRANSFORMATION	FOSTERING SUSTAINABILITY
	Goal: Determine governance structure and establish foundation for citizen participation	Goal: Promote legitimate political institutions and participatory processes	Goal: Consolidate political institutions and participatory processes
<i>Governance</i>			
National Constituting Processes			
<i>National Dialogue</i>	Establish process at national, regional, and/or local levels to represent views of citizenry	Commence dialogue at national level to define national identity (citizenship criteria, languages, etc)	Implement conclusions of national dialogue and support constitutional process
<i>Constitution</i>	Establish constitutional commission and determine method of adoption; Provide legal advisors	Draft or reform constitution; Ensure fair, inclusive process for drafting or reform of constitution; Launch public information campaign to promulgate new/revised constitution	Adopt constitution; create outlet for popular discussion of new constitution
Transitional Governance			
<i>International Transitional Administration</i>	Consult with indigenous and international actors to establish interim government; Restore transitional political authority	Design structure of future governance system; Establish interim civil administration; Include indigenous actors in decision-making process	Phase out and transfer authority through elections or other means
<i>National Transitional Administration</i>	Establish rules and timetable for interim national government	Determine power-sharing arrangements and recruit individuals to serve on and advise the national transitional government; Determine process of choosing permanent national government	Phase out transitional government in favor of permanent national government through previously decided means
Executive Authority			
<i>Public Sector</i>	Identify unmet institutional needs for structuring major government functions	Establish ministries and independent agencies, including specifying organization and lines of authority	Provide ongoing technical support for institutional development of the public sector
<i>Civil Service</i>	Determine structure and affordable size of civil service to meet ongoing and future needs	Select and train indigenous civil servants; Establish transparent entry, promotion, and retirement systems	Implement civil service reforms; Appoint and empower civil servants at national and regional levels

VIOLENT CONFLICT

NORMALIZATION

<i>Revenue Generation</i>	Identify sources and design a workable, efficient system that is able to generate revenue for government services	Implement plans for revenue generation, banking, customs, taxation, and financial services; Create capacities to manage budget and personnel issues	
<i>Recruitment and Training</i>	Identify key individuals in executive authority to receive training; Educate executive leaders and staff about principles of responsible governance; Encourage diaspora with leadership skills to return to country	Provide management and technical assistance training to selected civil servants; Develop ethical standards and code of conduct	
<i>Infrastructure</i>		Improve physical infrastructure of executive branch (i.e. buildings, libraries, information systems, and office equipment)	Establish line-items in budget to sustain physical infrastructure of executive branch
Legislative Strengthening			
<i>Mandate</i>	Establish role and mandate of legislative branch in national and indigenous decision-making processes	Develop guidelines concerning passage of laws and regulations through legislature; Increase legislative influence on national policy and budgets	Determine mechanisms to resolve disputes between various branches of government; Ensure enforcement of laws passed by legislature
<i>Citizen Access</i>	Identify obstacles and potential means to facilitate citizen access	Facilitate avenues for advocacy and interest group activities; Enable communication between legislators and their constituents	Guarantee public's right to attend meetings, hearings, and examine records; Establish means to provide indigenous constituent services
<i>Technical Assistance</i>	Identify infrastructure and training needs	Provide legislators and staff with training and support; Develop ethical standards and code of conduct; Improve physical infrastructure (i.e. buildings, libraries, information systems, and office equipment)	Conduct parliamentary exchanges to strengthen democratic principles and encourage legislative independence
Local Governance			
<i>Legal Basis</i>	Establish legal foundation for indigenous governing structures; Determine method of indigenous representation and participation	Implement new structures for indigenous control that ensures compatibility with national laws and community traditions	Allow for indigenous decision-making and budgetary control
<i>Decentralization</i>	Conduct review of political organizational structure; Determine scale and form of decentralization	Conduct decentralization in administrative, financial, and political areas; Ensure civilian authority	Establish liaison process between national and local governing institutions
<i>Institution-Building</i>	Identify indigenous capacity and needs for institutional development	Provide technical and financial assistance to indigenous governmental structures	Monitor indigenous governance performance

<i>Traditional Representation</i>	Identify traditional community structures	Utilize traditional structures to help govern and ensure participation	Reconcile traditional structures with formal government structures
Transparency and Anti-Corruption			
<i>Anti-Corruption</i>	Develop laws promoting anti-corruption, accountability and transparency within government and private sector; Create mechanisms to curtail corruption, including special prosecutors, witness and judge protection; Design and implement anti-corruption campaign, including education	Enforce anti-corruption laws, including removal of corrupt officials; Dismantle organized crime networks; Empower legal and civil society mechanisms to monitor governmental behavior; Foster transparent governing practices in public and private sectors	Prosecute violators and enforce standards; Seek international cooperation to combat corruption
<i>Watchdogs</i>	Encourage formation of watchdog organizations in public and private sectors to monitor international and national institutions	Establish legislative protections for indigenous watchdog groups; Ensure adequate resources and standing for oversight mechanisms	Promote indigenous transparency monitoring presence in public and private sectors
Participation			
Elections			
<i>Planning and Execution</i>	Set timetable and goals for elections; Determine mode of representation; Conduct census; Establish independent national electoral commission; Establish and verify voter registry	Develop appropriate procedures and rules for election, including security of candidates and ballot box; Promulgate rules of election; Ensure secure and fair election campaign	Provide logistical support for elections (ballot boxes, voting stations, etc.); Assist in planning and execution of election; Promote sustainable election methods and mechanisms
<i>Monitoring</i>	Secure agreements for international and domestic monitoring presence	Recruit and organize indigenous and international election monitoring teams	Deploy monitoring team
<i>Citizen Outreach</i>	Advertise election timetable and encourage citizen participation	Disseminate information about electoral process; Undertake voter education campaign	Make election results widely available to avoid fraud and misperception
Political Parties			
<i>Formation</i>	Define political party system; Ensure clear legal status, protections, and regulations of political parties	Encourage creation of multiple competitive parties in multi-tiered system through transparent and legal funding mechanisms; Register political parties in accordance with election laws	Support political activities by backing democracy promotion objectives; Link parties to legitimate international counterparts

<i>Training</i>	Identify potential political party leaders	Sponsor workshops to develop political parties (i.e. advertisement, issue analysis, media relations, fundraising, voter mobilization, campaign strategy)	Facilitate democracy, management, and negotiation skills education for party leaders; Encourage women candidates in leadership roles
Civil Society			
<i>Development</i>	Promote participation in society through establishment of unions, professional associations, religious groups, and civic associations,	Provide funding, technical assistance, and training to civil society groups	Develop indigenous capacity to advise, fund, and train new indigenous groups
<i>Enabling Environment</i>	Review existing regulations on NGOs and civil society actors; Conduct survey of existing NGOs	Draft or alter statutes establishing rights and restrictions of NGOs (including taxation status, etc.)	Create and strengthen an umbrella organization of NGOs to represent civil society views to the government; Encourage inter-group partnerships and community building functions at the town and village levels
Media			
<i>Public Information</i>	Establish international news media outlet; Utilize media as public information tool to provide factual information and control rumors	Widely disseminate news; Lobby for fair free speech and free press rules and regulations; Provide regular updates on the peace process and other critical developments	Foster indigenous media presence and promote establishment of open broadcast networks; Continue to use media as facilitator of dialogue and information
<i>Training</i>	Recruit and train media personnel; Encourage media professionals to return	Establish journalism schools	Turn over media programming to indigenous actors; Provide incentives for the creation of new, independent newspapers and TV/radio stations
<i>Professionalism/Ethics</i>	Develop media code of conduct	Educate reporters and media executives about best practices and role of media; Establish indigenous journalist association	Foster continued journalistic independence

THE COMMISSION ON POST-CONFLICT RECONSTRUCTION

J. Brian Atwood

*Former Administrator, USAID
President, Citizens International*

Peter Bell

President and CEO, CARE USA

Doug Bereuter

United States House of Representatives

Paul Brest

President, The William and Flora Hewlett Foundation

Susan Collins

United States Senate

Chester Crocker

*Former Assistant Secretary of State for African Affairs
Schlesinger Chair, Georgetown University*

Jolm Edwards

United States Senate

Sam Farr

United States House of Representatives

George Folsom

*President, International Republican Institute
Former Deputy Assistant Secretary of Treasury*

John Hamre

*President and CEO, CSIS
Former Deputy Secretary of Defense*

Richard Holbrooke

*Former U.S. Ambassador to the U.N.
Vice Chairman, Perseus LLC*

George Joulwan (USA, Ret.)

Former SACEUR and CINC, EUCOM

Geoffrey Kemp

*Former Special Assistant to the President for National
Security Affairs
Director of Strategic Programs, Nixon Center*

Jeane J. Kirkpatrick

*Director of Foreign and Defense Policy Studies
American Enterprise Institute*

Nancy Lindborg

Executive Vice President, Mercy Corps

T. Joseph Lopez (USN, Ret.)

*Former CINC, Southern Forces Europe
Senior Vice President, Halliburton KBR*

C. Payne Lucas

President, Africare

Jan Piercy

Former World Bank U.S. Executive Director

Jack Reed

United States Senate

Pat Roberts

United States Senate

Walter B. Slocombe

*Former Undersecretary of Defense for Policy
Member, Caplin & Drysdale*

Gordon R. Sullivan (USA, Ret.)

*President, AUSA
Former Chief of Staff, U.S. Army*

Julia Taft

*Assistant Administrator, U.N. Development Programme
Former President and CEO, InterAction*

Larry D. Welch (USAF, Ret.)

*Former Chief of Staff, U.S. Air Force
President and CEO, Institute for Defense Analyses*

Charles Wilhelm (USMC, Ret.)

*Former CINC, SOUTHCOM
Member of the Board, MIC Industries*

Timothy E. Wirth

President, United Nations Foundation

Frank Wolf

United States House of Representatives

POST-CONFLICT RECONSTRUCTION PROJECT STAFF

PROJECT CO-CHAIRS

Dr. John Hamre
President
Center for Strategic and International Studies

General Gordon R. Sullivan, USA, Ret
President
Association of the U.S. Army

PROJECT CO-DIRECTORS

Scott Feil
Executive Director
Role of American Military Power, AUSA

Michèle Flournoy
Senior Advisor
International Security Program
Center for Strategic and International Studies

Johanna Mendelson Forman
Senior Fellow
Role of American Military Power, AUSA

Robert Orr
Senior Fellow
Center for Strategic and International Studies

PROJECT STAFF

Sasha Kishinchand
Research Director

Michael Pan
Project Coordinator

Elizabeth Latham
Research Associate

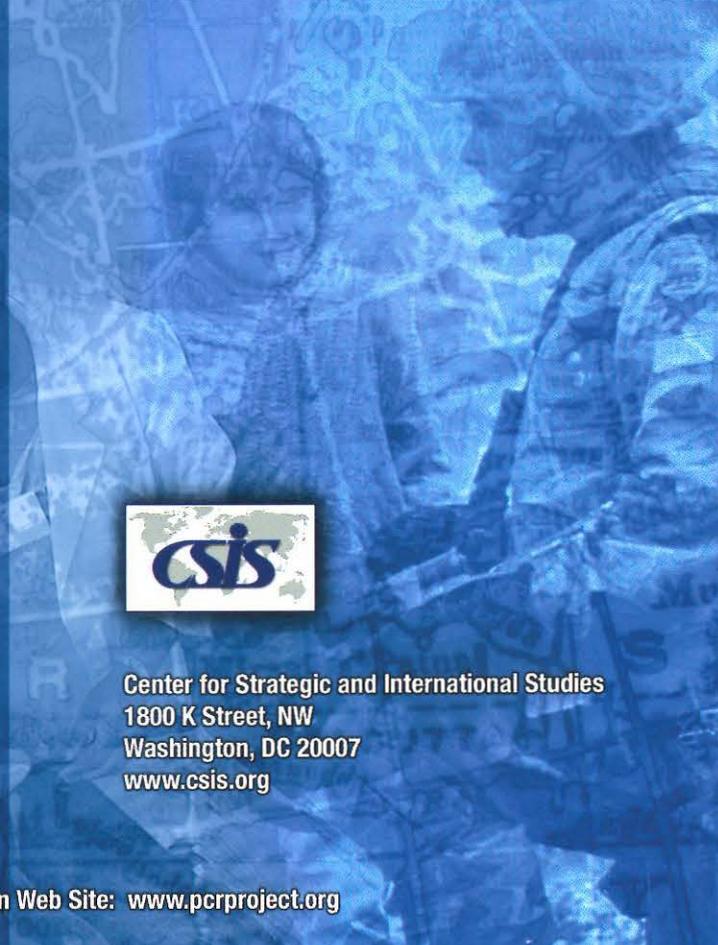
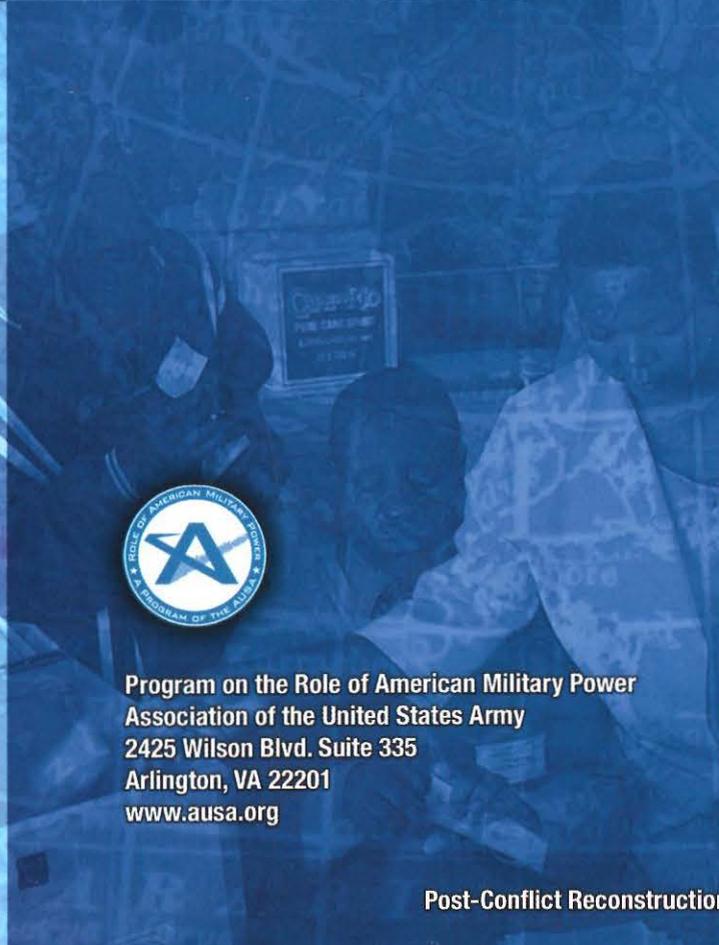
Alex Daskalakis
Events Coordinator

Sami Fournier
Information Systems

David Fuhr
Research Assistant

PROJECT SUPPORT

This project is funded in part by grants from the Better World Fund and the William and Flora Hewlett Foundation. Additional support has been provided by the Woodrow Wilson International Center for Scholars and the Stanley Foundation. The Post-Conflict Reconstruction project leadership appreciates the interest, commitment, and support from these institutions.



**Program on the Role of American Military Power
Association of the United States Army
2425 Wilson Blvd. Suite 335
Arlington, VA 22201
www.ausa.org**



**Center for Strategic and International Studies
1800 K Street, NW
Washington, DC 20007
www.csis.org**

Post-Conflict Reconstruction Web Site: www.pcrproject.org

**PRESIDENTIAL
ATION**