

**Department of Economic and Social Affairs**  
Office for ECOSOC Support and Coordination

**ECOSOC Ad Hoc Advisory Groups on  
African Countries Emerging from  
Conflict: The Silent Avant-Garde**



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## NOTE

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The Department of Economic and Social Affairs of the United Nations Secretariat is a vital interface between global policies in the economic, social and environmental spheres and national action. The Department works in three main interlinked areas: (i) it compiles, generates and analyses a wide range of economic, social and environmental data and information on which Members States of the United Nations draw to review common problems and to take stock of policy options; (ii) it facilitates the negotiations of Member States in many intergovernmental bodies on joint courses of action to address ongoing or emerging global challenges; and (iii) it advises interested Governments on the ways and means of translating policy frameworks developed in United Nations conferences and summits into programmes at the country level and, through technical assistance, helps build national capabilities.

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## Glossary

ADB	African Development Bank
AHAG	Ad Hoc Advisory Group
AHWG	Ad Hoc Working Group
AIDS	Acquired Immunodeficiency Syndrome
AU	African Union
BWI	Bretton Woods Institutions
CPLP	Community of Portuguese-Speaking Countries
DDRR	Demobilization, Disarmament, Rehabilitation, and Reintegration
DESA	Department of Economic and Social Affairs
DPA	Department of Political Affairs
DPKO	Department of Peacekeeping Operations
ECHA	Executive Committee for Humanitarian Affairs
ECOSOC	Economic and Social Council
ECOWAS	Economic Community of West African States
EEMF	Economic Emergency Management Fund
EU	European Union
FAO	Food and Agriculture Organization
G-8	Group of Eight
G77	Group of 77
HIV	Human Immunodeficiency Virus
IFAD	International Fund for Agricultural Development
IFIs	International Financial Institutions
ICG	International Crisis Group
IMF	International Monetary Fund
LDC	Least Developed Country
LDCT	Least Developed Country Tariff
Nepad	New Partnership for Africa's Development
NGO	Non-governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organization for Economic Cooperation and Development
ONUB	United Nations Operations in Burundi
ONUC	United Nations Operation in the Congo
PRSP	Poverty Reduction Strategy Paper

UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEF	United Nations Emergency Force
UNICEF	United Nations Children's Fund
UNOGBIS	United Nations Peacebuilding Support Office in Guinea-Bissau
WFP	World Food Programme
WTO	World Trade Organization





## **Foreword**

The establishment and functioning of the Ad Hoc Advisory Group on African countries emerging from conflict could be considered as one of the key innovations in the work of the Council since its inception. The Council, through the creation of these adaptable and country-specific Ad Hoc Advisory Groups for Guinea-Bissau and Burundi, sought to put into practice the comprehensive approach to peacebuilding that had been advocated most notably by the Secretary General in his 1998 report on the Causes of Conflict and the Promotion of Durable Peace and Sustainable Development in Africa as well as by the Council itself in its Ministerial Declaration on Africa in 2001.

Working through existing mechanisms, the Council was able to bring its unique coordination role to bear on peacebuilding and economic and social reconstruction. In this endeavour, the Groups had strong support at the working level from the Department of Political Affairs in its capacity as the United Nations focal point for post-conflict peace-building, the UNDP and the country teams in Burundi and Guinea-Bissau as well as the Bretton Woods Institutions.

Both the short-lived Ad Hoc Advisory Group on Haiti of 1999 and the Ad Hoc Advisory Groups on African countries emerging from conflict came on the agenda of the Council through recommendations from the Security Council and the General Assembly respectively. It therefore demonstrates that ECOSOC is seen as an important contributor in addressing the longer-term economic and social aspects of peacebuilding. While there were some limitations in its work, including the evolution of the political situation in the countries themselves and the limited ability of these groups to mobilize resources, the Council's strong advocacy for these two countries helped to keep them on the radar screen of the international community.

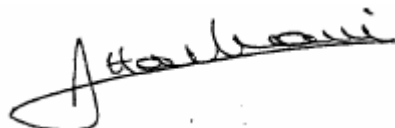
Among the achievements of the Groups, the enhanced working relationships between the Economic and Social Council and the Security Council deserve specific mention. The two missions of the Group to Guinea-Bissau, jointly with the Security Council, testify to the high level of coherence reached by the two bodies in the consideration of the situation in this country. This experience should remain a reference for ongoing efforts to increase the coherence and impact of the work of United Nations bodies and entities.

The Groups could not have achieved these results without the dedication of all their members who have accepted to work differently compared to 'traditional' international support arrangements, and without the excellent support of the

ECOSOC Ad Hoc Advisory Groups on African Countries Emerging from Conflict

Office for ECOSOC Support and Coordination of the Department of Economic and Social Affairs.

The spirit in which the ECOSOC Ad Hoc Advisory Groups has been working should continue to inspire United Nations bodies. We hope that the Peacebuilding Commission will benefit from the experience of the Council's initial efforts in supporting countries emerging from conflict and the lessons learned distilled in this publication. We are proud to have been part of this "silent avant-garde".

A handwritten signature in black ink, appearing to read 'Ali Hachani', with a large, stylized initial 'A'.

Ali Hachani

President, Economic and Social Council

Ambassador and Permanent Representative of Tunisia to the United Nations

## **Preface**

Beginning in the late 1990s, debate in the General Assembly, the Security Council and the Economic and Social Council began to advance the concept of a comprehensive approach to peace-building and the need for coordinated support for countries emerging from conflict. With the decision taken by the Heads of State and Government at the 2005 World Summit to establish a Peacebuilding Commission, a major institutional breakthrough was accomplished in efforts of the United Nations to support countries emerging from conflict in order to ensure that they do not relapse into violence.

The Economic and Social Council (ECOSOC) has served as a pioneer in these endeavors, through the work of its Ad-Hoc Advisory Groups on African Countries Emerging from Conflicts. Although an experience limited in scale, as it concerns two countries, Guinea-Bissau and Burundi, the Groups set up by ECOSOC in 2002 and 2003 respectively, embodied for the first time, at the intergovernmental level, the joint consideration of humanitarian, economic and social challenges on the one hand and political and security issues on the other, giving shape to the comprehensive approach to peace and development that the United Nations had been calling for.

At the Secretariat level, the Department of Economic and Social Affairs has served these two Groups and worked in a very constructive manner with the Chairman of the two groups, Ambassador Dumisani Kumalo of South Africa and the delegations of Guinea-Bissau and Burundi. In so doing, the Department relied on the excellent support of other Departments of the Secretariat, such as the Department of Political Affairs and the Department of Peace-keeping Operations, the United Nations Development Programme and the other Funds, Programmes and Agencies, strengthening the collaboration between the development side and the political side of the United Nations system. The uniformly close working relationship with the staff of both the International Monetary Fund and the World Bank is also a testament to the positive impact on coordination generated by this new mechanism.

Recognizing that peacebuilding is a long-term process which cannot succeed without long-term international assistance, the members of the two Groups have played an exemplary role in advocating for strong and targeted support to the two countries. Supported by the successive Presidents and Bureaux of the Council, the Groups have also been the first bridge between ECOSOC and the Security Council, an effort that still needs to be deepened and may find an opportunity to do so in the new Peacebuilding Commission.

This paper, prepared by Dr. Jochen Prantl, Research Fellow in International Relations, Nuffield College, University of Oxford, aims at providing an expert perspective on the work of the Groups and to draw some conclusions that will be helpful to future efforts of the United Nations in the field of post-conflict recovery and peace-building.

A handwritten signature in black ink, appearing to read 'José Antonio Ocampo', written over a horizontal line.

José Antonio Ocampo  
Under-Secretary-General for Economic and Social Affairs

*Rien n'est possible sans les hommes, rien n'est durable sans les institutions.*

*Jean Monnet*

## **Introduction**

The question of how to respond effectively to conflict in Africa re-emerged on the international agenda at a time when the UN withdrawal from Somalia and the collective failure of 'the international community' to halt genocide in Rwanda had generated a crisis of confidence, fostering not only retrenchment but also reassessment of UN engagement on the African continent.

UN peacekeeping in Sub-Saharan Africa began in the early 1960s with a four year operation in the Republic of Congo.<sup>1</sup> The effects of that conflict and the vicissitudes of the Cold War prevented subsequent engagement in peacekeeping in the region until 1988 when the Security Council decided to verify the withdrawal of Cuban troops from Angola. As the Cold War was winding up, the Council re-engaged in the management of regional conflict in Africa with successful missions in Namibia and Mozambique and with difficulties in Liberia, Angola, Somalia, and Rwanda. By the end of the 1990s, the Horn of Africa, West Africa, and Central Africa were beset by a series of profoundly complex and seemingly intractable internal wars. Sierra Leone, Liberia, and Angola displayed a disturbing tendency to revert to open conflict after the initiation of Security-Council supported peace operations. In this context, and given the past propensity of some disputes to revert to active conflict after UN engagement, the question has arisen as to how to consolidate peace, and how to prevent the recurrence of conflict.<sup>2</sup>

Especially since 1997, the Security Council has been repeatedly discussing ways of enhancing efforts to promote peace and sustainable development in Africa. Meeting at the level of foreign ministers in September 1997, the Council members concluded "that the challenges in Africa demand a more comprehensive response."<sup>3</sup> The Council also requested the Secretary-General to submit a report on the sources of conflict in Africa, asking for concrete recommendations on ways to address and to prevent those conflicts. The report was also submitted to the General Assembly. Both the Council and the Assembly subsequently created mechanisms to follow-up and encourage the implementation of the Secretary General's recommendation.<sup>4</sup>

The proposal for an advisory group of the Economic and Social Council on African countries emerging from conflict emerged from the Open-ended Ad Hoc

Working Group of the General Assembly on the Causes of Conflict and the Promotion of Durable Peace and Sustainable Development in Africa, and was endorsed by the Assembly in its resolution 55/217 of 21 December 2000. That resolution included a request that the Council consider the creation of an ad hoc advisory group on African countries emerging from conflict with a view to assessing humanitarian and economic needs and elaborating a long-term programme of support for implementation beginning with the integration of relief into development. In its high-level deliberations of July 2001 and the related ministerial declaration adopted on the role of the United Nations in support of the efforts of African countries to achieve sustainable development, the Council emphasized the importance of efforts for integrating peace and development. Regarding the advisory group, the Council requested the Secretary-General to seek the views of member States and to submit for its consideration a report with proposals on its mandate, composition and modalities of work.<sup>5</sup> On 15 July 2002, the Economic and Social Council decided to create a framework for the Ad Hoc Advisory Group on African Countries Emerging from Conflict.

This brief monograph provides an analysis of the role and performance of the ECOSOC ad hoc advisory groups (AHAG) for African countries emerging from conflict. AHAGs are set up at the request of the countries concerned seeking to facilitate the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability.<sup>6</sup> ECOSOC has established two advisory groups thus far, that is, on Guinea-Bissau (2002)<sup>7</sup> and on Burundi (2003).<sup>8</sup> The first part places the AHAGs into the wider context of the changing character of conflicts and the growing UN engagement in complex conflict settings. This is followed by a closer look at the rationale of the ad hoc mechanisms addressing the question of why and how the groups have emerged. The third section assesses the practice of the ad-hoc advisory groups, focusing on four aspects: firstly, the composition of the groups, their meeting structure, and institutional back-up; secondly, functions advisory groups accumulated over time; thirdly, linkages with other formal and informal institutions; and fourthly, shortcomings in the implementation of the advisory groups' mandate. The final section concludes with some lessons learned, which can be useful for the work of the recently established Peacebuilding Commission (PBC).

## **1. Context**

At the beginning of the 21<sup>st</sup> Century, most wars occur on an intra-state rather than an inter-state level. Conflict scenarios may include the collapse of state authority, with an absence of governance, accompanied by the breakdown of law and order. Civil wars involve a whole range of actors such as regular armies, militias or armed civilians. At the same time, there may be considerable regional spill-over effects, as internal violence often spreads to neighbouring countries. It may also affect regional economies, with economic growth rates shrinking and infectious disease such as Malaria and HIV/AIDS spreading. For example, following the 1994 genocide in Rwanda, HIV incidents in the rural areas rose from 1% prewar to 11% in 1997. South-Sudan, heavily affected by civil strife, is another case in point: while the average countrywide HIV incidence among the adult population is 2.6%, in the South, the rate rose to 21% in 2004.<sup>9</sup> As these two examples illustrate, the consequences for civilian populations reach well beyond the period of actual warfare.<sup>10</sup>

Negotiated settlements of civil war tend to have a low half-life. Most disturbingly, the majority of countries will see a recurrence of violent conflict within five years after the conclusion of a peace agreement. Peace and development issues have become closely interconnected, since countries in economic decline, with a high dependency on primary commodity exports, a low per capita income, and unequal distribution of wealth stay prone to relapse into civil strife.<sup>11</sup> The resolution of conflict is therefore an extremely complex task that requires different kinds of international interventions such as peace enforcement with aid and reform. The flexible mix of policies and the proper sequencing of measures become key ingredients for the consolidation of peace. Negotiated settlements that end conflicts are usually not only military arrangements to cease armed violence; they also include a variety of other tasks. These address both military and civilian issues, such as the supervision of cease-fires, (regional) disarmament, demobilization of armed forces, integration of former combatants into civilian life, post-conflict recovery and development, humanitarian relief, establishment and training of police forces, reform of institutions, and the organization and supervision of elections. At the same time, addressing the development needs of middle-income and low-income countries may significantly lower the risk of civil war. While the risk of civil war in middle-income countries is four times as high as in OECD societies, this factor increases to fifteen for low-income countries.<sup>12</sup>

At the level of UN member states, the traumatic experience of UN engagement in Somalia and Rwanda fostered a deep reluctance to deal with crisis situations in

Africa. In order to overcome such reluctance and boost concerted international efforts to promote peace and security in the region, the UN Secretary-General encouraged the formation of ad hoc mechanisms (that is, groups of friends or contact groups) as a way of mobilizing international support for peace efforts.<sup>13</sup> This included catalyzing related efforts such as disarmament, demobilization of forces and reintegration of former combatants. Recent examples of those informal arrangements include the contact groups on Sierra Leone (1998) and Liberia (2002) or the groups of friends of Guinea-Bissau (1999) and the Great Lakes region (2003).<sup>14</sup> The formation of these groups helps to identify countries with a pre-existing level of commitment to become deeper engaged in conflict resolution. Coordinating and bundling activities vis-à-vis crisis settings and parties to a conflict constitutes another key function. This is of particular relevance in the area of peacebuilding where the number of actors tends to proliferate.

Yet, while those ad hoc arrangements can take on a variety of complementary functions, many of these groupings tend to be self-selected, with an exclusive participation and virtually no accountability. Consequently, self-selected ad hoc arrangements often face opposition on the UN membership side, facing the challenge of striking a balance between inclusiveness, efficiency, informality, transparency and accountability. This is particularly evident when analyzing the dynamics between informal groups of states and the Security Council.<sup>15</sup>

In contrast, ad hoc mechanisms like the advisory groups have the comparative advantage that they have an explicit mandate by ECOSOC, which specifies their rights and responsibilities and holds them accountable. This significantly enhances the degree of procedural legitimacy, while, at the same time, the advisory groups benefit from a high degree of informality and less bureaucratic structures. Besides advocating for informal mechanisms, the UN Secretary-General urged member states “to take a hard look at the existing ‘architecture’ of international institutions and to ask themselves whether it is adequate for the tasks we have before us.”<sup>16</sup> This call reflected the understanding that managerial and ad hoc changes alone cannot display their full effect if they are not matched by adequate formal mechanisms of coordination at the intergovernmental level. Those considerations informed the recent decision by UN member states to establish a Peacebuilding Commission<sup>17</sup>, which will be further discussed in the final section. As the Ad Hoc Advisory Groups have inspired the establishment of this new and promising body, while working often informally on two countries which lacked broad international support, they deserve the expression of the “silent avant-garde” that is the subtitle of this report.



## **2. Rationale**

The under-institutionalization of relationships between security and development agencies in the consolidation of peace fostered the establishment of ad hoc arrangements to bundle the disparate capacities of actors involved in this process. For some member states, upgrading the role of ECOSOC has been of particular concern, firstly, as a strategic forum to coordinate activities of the UN system with those of the IFIs, and secondly, to close the operational gaps in the transformation of conflicts. The enhanced cooperation of ECOSOC and the Security Council is considered to be very important by most member states in the implementation of multi-dimensional and long-term approaches to conflict prevention. Indeed, the Security Council, in its Presidential Statement on the situation in Africa of 24 September 1998, stressed the importance of greater interaction with ECOSOC in order to enhance the transformation of conflicts.<sup>18</sup> It was felt that closer coordination between the two bodies would facilitate greater attention to and generate sharper focus on the needs of countries emerging from conflict by mobilizing high-level political support. The Council also emphasized that economic rehabilitation and reconstruction constitute important elements in the long-term development of post-conflict countries and the consolidation of peace.<sup>19</sup>

Prior to the establishment of the Peacebuilding Commission on 22 December 2005, there was no formal institutional mechanism that allowed for sustained focus on the implementation of commitments by parties to peace settlement and to assess whether resources promised by the international community in support of peace settlements are actually delivered. Preventing the reversion into conflict requires the means to follow post-conflict developments closely and systematically. The experience of the 1990s, which saw the reversion to armed conflict in Rwanda, Sierra Leone, Somalia, Sri Lanka, and twice in Angola, strongly suggests the need for greater attention to the implementation of negotiated peace agreements and sustained improvement in the living conditions of the population. The multidimensional nature of conflict resolution has a number of implications that are worth singling out:

Whereas peace and security are profoundly linked to development, responsibilities for these are divided between the UN Security Council and ECOSOC. At the same time, it is the international financial institutions that have the greatest (financial) clout in multilateral development.

Ancillary to the last point, complex conflict settings require a somewhat softer approach in handling the sensitive issue of institutional prerogatives and

mandates. The achievement of crosscutting policy goals in interconnected areas such as conflict management and peacebuilding is problematic.

The transition between relief, rehabilitation, reconstruction, and long-term development is not necessarily a sequential process as they often proceed simultaneously.<sup>20</sup> The consolidation of peace requires therefore a comprehensive approach, guided by a peacebuilding strategy that reflects a common vision, a shared sense of responsibility, and commitment to partnership.

The proposal for an ECOSOC AHAG on countries emerging from conflict was built on ECOSOC's earlier establishment of a similar mechanism to assist in identifying the needs and in drafting a long-term programme of support for Haiti.<sup>21</sup> Since 1998, the Security Council has been spending an increasing amount of time on African conflict. Of a current total of fifteen UN peacekeeping operations, eight are on the African continent.<sup>22</sup> Hence, the demand for better performance in the way in which the United Nations deals with conflicts in Africa has been particularly strong. Very high on the list of demands ranks the "need ... for greater coordination of priorities, programmes and related financial and technical support for broad-based recovery and reconstruction and to prevent the re-emergence of conflicts."<sup>23</sup>

Both Guinea-Bissau and Burundi were natural candidates for an AHAG. In the case of Guinea-Bissau, the potential for social unrest was very high following the civil war fought between the Government and a military faction for a period of 11 months between 1998 and 1999. The country had also been categorized as a Least Developed Country since 1981 and suffered from a high incidence of poverty. When the Group was established in 2002, Guinea-Bissau ranked 167 out of 173 countries on the UNDUP Human Development Index, 60 per cent of the country's working force was unemployed, and 88% of the population lived on less than US\$1 per day. In 2005, it ranked 172 (out of 177).<sup>24</sup> The same year in Burundi, roughly 90% of the population lived on less than US\$2 per day and more than half on less than US\$1 per day. The country, which is also an LDC, ranked 171 (out of 175) on the Human Development Index in 2003, while in 2005 it ranked 169 (out of 177)<sup>25</sup>.

Clearly, AHAGs emerged out of the circumstance that there was no effective institutional framework to steer the transition from peacemaking to peacebuilding. For example, in the case of Burundi, the International Crisis Group identified a large set of missing pieces on the donor, government, UN, and NGO sides in the coordination and strategic framework to address the conflict setting.<sup>26</sup> Shortcomings included the lack of a comprehensive transitional

strategy, the absence of joint planning, as well as poor linkages between existing donor reconstruction programmes (see Table 1).

Table 1: Institutional shortcomings in the transition from war to peace – the case of Burundi (as of February 2003):\*

<b>The donor community:</b>
Lack of strategy;
No effective coordination meetings;
No coordination unit and secretariat;
No unified approach toward government, UN or NGOs;
Insufficient staff capacity.
<b>The government:</b>
Lack of comprehensive transitional strategy;
No effective coordination meetings or mechanisms;
Weak inter-ministerial unit;
Insufficient information on population’s needs and existing programmes being implemented;
Insufficient staff capacity;
Insufficient financial resources.
<b>The UN and NGO community:</b>
No joint and comprehensive strategy: poor linkages between various strategies and plans;
No joint planning: sector-driven approach rather than focus on the transition process as a whole;
Insufficient linkages with the inter-ministerial unit;
Poor linkages with donor reconstruction programs.

\* Information adapted from International Crisis Group, *A Framework for Responsible Aid to Burundi*, ICG Africa Report No. 57, 21 February 2003.

The mandate of the groups was “to examine the humanitarian and economic needs of the country concerned; review relevant programmes of support and prepare recommendations for a long-term programme of support, based on its development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability; and provide advice on how to ensure that the assistance of the international community in supporting the country concerned is adequate, coherent, well-coordinated and effective and promotes synergy.”<sup>27</sup>

There are seven key features in the design of the AHAGs that need to be highlighted:

*Advocacy:* especially those post-conflict countries that are not in the forefront of international assistance need an advocate.

*Versatility:* the institutional design of the ad hoc groupings is characterized by a very small membership, flexible and non-bureaucratic structures that can be easily adapted according to different needs.

*Sustainability:* the mechanism facilitates sustained attention to the conflict and helps to avoid (funding) gaps. In this context, AHAGs are not designed to coordinate the work of disparate departments, programmes, and specialized agencies in the transition of conflicts. They are most useful as facilitator and convener.

*Ownership:* the groups employ a country-specific focus that recognizes the leading role of the concerned country itself and allows for a constant dialogue with government representatives and their participation in devising a long-term strategy. Ownership of the process by the national authorities is paramount for the successful implementation of any peace agreement.

*Leadership:* the commitment developed by individual members of the advisory group, including the leadership role played by the Chair are essential features that define a great deal whether or not a group is successful in achieving its mandate.

*Communication:* there is a strong demand for effective and sustained channels of communication and cooperation between the field and the Headquarters levels. At the same time, advisory groups provide a forum for the sharing of information, perspectives, and strategies. The current framework of formal institutions does not adequately supply such demand.

*Linkage:* advisory groups are requested to work through and to make maximum use of existing structures, linking and bundling parallel activities of formal and

informal mechanisms. These include principal UN organs such as ECOSOC and Security Council, UN inter-departmental and inter-agency mechanisms, the UN Security Council Ad Hoc Working Group on Conflict Prevention and Resolution in Africa,<sup>28</sup> groups of friends and contact groups, bilateral and multilateral donors, and regional and sub-regional organizations and others.

### **3. Practice<sup>29</sup>**

This section assesses the role and performance of AHAGs in fulfilling their mandate. At the request of the respective governments of the countries concerned, ECOSOC has established two AHAGs thus far: one group on Guinea-Bissau in 2002 and another one on Burundi in 2003. In both cases, the further modalities for establishing the groups had been set out by the President of ECOSOC in consultation with member states.<sup>30</sup>

#### **3.1 Composition, meeting structure, and institutional back-up**

While the AHAG on Guinea Bissau comprised Brazil, Netherlands, Portugal, and South Africa (Chair), the Advisory Group on Burundi included Belgium, Ethiopia, France, Japan, and South Africa (Chair).<sup>31</sup> Both groups usually met at the ambassadorial level at UN Headquarters, with the permanent representatives of Guinea-Bissau and Burundi participating in the respective gathering. Furthermore, as per relevant ECOSOC resolutions, the advisory groups invited the Chair of the Security Council Ad Hoc Working Group on Conflict Prevention and Resolution in Africa, and the President of ECOSOC, and in the case of Guinea-Bissau, the Chair of the Group of Friends, to participate in their work.

Since its establishment in October 2002, the AHAG on Guinea Bissau liaised closely with the UNDP Resident Coordinator, the UN country team, the Representative of the UN Secretary-General, the Assistant Secretary-General in the Department of Political Affairs, officials at the international financial institutions, permanent representatives of neighboring countries, the Group of Friends of Guinea-Bissau and the Community of Portuguese-Speaking Countries (CPLP). Shortly after it was established in August 2003, the AHAG on Burundi gathered with major UN and international interlocutors. The institutional set-up and meeting structure of the AHAG secured not only ownership of the process by the national authorities but also allowed for a constant flow of information and exchange of knowledge between the field and Headquarters levels, which impacted on the agenda setting of the actors involved. The periodicity of the meetings of both groups has been contingent to the political situation on the ground. The Office for ECOSOC Support and Coordination of the UN's

Department of Economic and Social Affairs (DESA) provided substantive secretarial support of the AHAGs. In addition, DESA and the Department of Political Affairs (DPA) covered some of the operating costs, including travel to Guinea-Bissau and Burundi.

### **3.2 Functions**

The AHAGs' most important function has been their role as advocates for countries that are not at the forefront of foreign assistance. In effect, both Burundi and Guinea-Bissau were elevated on the radar screen of international donors and like-minded states. Hence, those advocacy mechanisms are particularly relevant to so-called "forgotten conflicts" where international engagement tends to be low. In this specific sense, advisory groups give voice to the weak. For example, a least developed country such as Guinea-Bissau is not considered to be of high geopolitical significance and tends to remain well below the radar of international attention.<sup>32</sup> Both advisory groups were expected to play a key role in "mobilizing donor support while encouraging the national authorities to establish a conducive environment for increased assistance."<sup>33</sup> In doing so, the AHAGs deliberately sought to focus on pragmatic action and on ways to assist the countries concerned.

Although the AHAG on Guinea-Bissau's original mandate was to prepare recommendations for a long-term programme of support, the needs assessment mission in November 2002 concluded that "addressing the short term needs of Guinea-Bissau would have an impact on the long-term development plans for that country."<sup>34</sup> The co-existing Group of Friends of Guinea-Bissau, established in 1999, had not mobilized international support for the development of the country thus far.<sup>35</sup> Working through the ECOSOC AHAG constituted therefore a promising alternative. The advisory group advocated a partnership approach between the national authorities and "the international community." Whilst the government would actively promote policy goals such as the implementation of the rule of law and political stability, international donors would provide the funding for emergency support and technical assistance in a wide range of fields. This approach became particularly visible with the establishment of the Economic Emergency Management Fund (EEMF), an idea that UNDP originally developed and the AHAG heavily promoted.<sup>36</sup> The EEMF would be modeled on the UNDP Trust Fund earlier established in Afghanistan. Based on IMF estimations, the advisory group called for contributions by the donor community in the range of US\$ 12-15 million, which would be the minimum required to maintain the functioning of state services until the next inflow of revenues. This

included, for example, payment of the salaries of some 11,000 civil servants in the first quarter of 2004.

In general, the EEMF channeled financial contributions from the donor community and allocated funds according to the most pressing needs such as the maintenance of social services and public administration in order “to contain potentially volatile social tensions during the transition process.”<sup>37</sup> The EEMF did not address long-term needs of the country but aimed at providing transitional relief, which contributes to the maintenance of stability during the transition process. The advisory group was instrumental in keeping the momentum for the building of peace, issuing calls on donors at critical moments of the country’s transition from war to peace such as the coup d’état in September 2003 or legislative elections in March 2004.<sup>38</sup> Table 2 shows the financial contributions by UN member states to the EEMF.

In order to avoid funding gaps and to stabilize the still fragile political and economic situation in the country, the EEMF has been extended for an interim period until the end of 2006. In addition, in December 2005, the AHAG sent out a letter of appeal to potential donors asking for further contributions to the EEMF so that the Government of Guinea-Bissau would be able to meet its most basic obligations.

Table 2: EEMF financing (as of May 2005):

<b>Donor</b>	<b>Amount received (in US\$)</b>
Netherlands	2,137,767.22
Sweden	938,644.23
Portugal through the Community of Portuguese-Speaking Countries (CPLP)	1,801,585.08
France	1,270,398.77
Brazil through the CPLP	49,258.12
Italy	663,129.97
<b>Total</b>	<b>6,860,783.39</b>

Source: Report of the Ad Hoc Advisory Group on Guinea-Bissau E/2005/70, 2 June 2005.

At the time of writing, the transition process in Guinea-Bissau and the return to constitutional order is completed, with the focus of international assistance now concentrating on critical areas such as security sector reform.<sup>39</sup> Following recommendations of the AHAG, a mechanism similar to the EEMF was established to support the planning and implementation of such reform.<sup>40</sup> The creation of the mechanism has to be seen to a large extent as a response to the enduring crisis within the armed forces. The statutes of the EEMF precluded the payment of any military expenses, including the salaries of military personnel.

The situation in Burundi significantly differed from Guinea-Bissau, as state institutions had continued to function, even after a decade of conflict. The Arusha Agreement on Peace and Reconciliation, signed in August 2000, subsequently followed by a Global Ceasefire Agreement between the Transitional Government and the main rebel group, had generated a political environment that was conducive to international engagement. With basic administrative structures still in place, Burundi had some capacity to absorb increased international assistance. The provision of humanitarian and emergency support was therefore not a primary concern for the AHAG.

This should however not obscure the fact that the country had been in urgent need of early and massive international assistance. Especially the return of refugees and internally displaced persons as well as the ongoing food crisis constituted a grave matter of concern. In 2003, more than 17% of the Burundian population was either displaced or living as refugees. The World Food Program provided assistance for more than 1.2 million people. According to World Bank estimates, between 1998 and 2003, the Burundian economy contracted by 25%. The implosion of basic social services such as health and education had led to a significant decline in development. In this situation, the country had been particularly vulnerable to instability, with a high probability of re-entering into conflict if the situation did not improve rapidly.

Against this background, the AHAG on Burundi has been acting much more as an interlocutor and as an advocate vis-à-vis the donor community. For example, at the Forum of Development Partners on Burundi, meeting in Brussels from 13-14 January 2004, the Chairman of the Group presented the views of the AHAG on the situation in Burundi and called for strong budgetary support as well as for support to the balance of payments in order to grant the Transitional Government some room to manoeuvre.<sup>41</sup> It was the first time that the chairperson of an ECOSOC subsidiary body took part in a donor meeting with a message to international community. The recommendations of the AHAG contained in its report to the Council (E/2004/11) derived from the conclusion that the country



faces interlinked challenges which needed to be confronted together to ensure durable peace and sustainable development. They focused in particular on four targets: (1) to maintain momentum in consolidating the peace process; (2) to promote stability; (3) to engage in poverty alleviation and sustainable development; and (4) to reinforce international partnerships. In December 2005, the Burundian government officially requested the advisory group to assist in the preparation of a donor conference of development partners in Bujumbura, scheduled for September 2006. The central issue at stake is now how to avoid funding gaps between emergency efforts, recovery and development.<sup>42</sup>

In conclusion, the workings of both advisory groups underline “that the traditional division between ‘security’ or ‘political’ issues on the one hand and ‘economic’ and ‘development’ issues on the other is both intellectually and empirically unsustainable.”<sup>43</sup> The setting of the conflicts rather suggests that there is a strong need for an overarching political framework under which the development partners can engage in long-term projects to consolidate peace on the ground. AHAGs may help to establish such framework by accumulating the following functions at the intergovernmental level: (1) they mobilize international support for countries emerging from conflict, (2) foster international partnerships, and (3) further the integration of relief, rehabilitation, reconstruction, and development.

### **3.3 Institutional linkages**

This section sheds light on the formal and informal linkages of the AHAGs. At least three aspects need to be highlighted. Firstly, at the intergovernmental level, the advisory groups enhanced cooperation between and created synergies in the workings of ECOSOC and Security Council. At the time of the groups’ establishment, the conflict settings in Burundi and Guinea-Bissau were under consideration in the Security Council, which facilitated addressing the socio-economic and politico-security dimensions of the conflict in a comprehensive way. In 1999, the Council had established a Peace-building Support Office in Guinea Bissau (UNOGBIS), a special political mission supervised and supported by the Department of Political Affairs. As for Burundi, in 2004, Council members authorized the deployment 5,650 military personnel in order to support the consolidation of peace and national reconciliation in accordance with the Arusha Peace and Reconciliation Agreement, signed on 28 August 2000.

Collaboration was facilitated by the composition of the groups, which included the Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa and the President of ECOSOC. The close interaction between the principal organs became most visible in the case of

Guinea-Bissau when ECOSOC and Security Council undertook two joint missions in 2003 and 2004 to assess the situation on the ground. In addition, Brazil's non-permanent membership on the Security Council during the period 2004-5 served as an important bridge and helped to make the case of Guinea-Bissau heard in the Council's chambers. In the case of Burundi, interaction between ECOSOC and Security Council has been less close; there was no joint mission to the country. On surface, empirical evidence seems to suggest that cooperation is more difficult to achieve in those cases where the Security Council has deployed a peacekeeping mission on the ground.

Secondly, the AHAGs maintained fairly close working relationships within the UN entities such as DESA and DPA, the Office of the Special Adviser on Africa, UNDP (both at headquarters and field levels) and the UN political offices on the ground, that is, the UN Peacebuilding Support Office in Guinea-Bissau (UNOGBIS), the UN Office in Burundi (UNOB) and, once established, the UN Operation in Burundi (ONUB). In the case of Burundi, the group also interacted with the Office for the Coordination of Humanitarian Affairs (OCHA). The advisory groups held regular and wide-ranging consultations with other stakeholders such as officials at the IMF, World Bank, and specialized agencies of the UN system. For example, in view of the importance of land issues in Burundi, the Group held a specific meeting with the Food and Agriculture Organization (FAO), the World Food Programme (WFP), and the International Fund for Agricultural Development (IFAD).

Thirdly, fostering closer collaboration between UN system and international financial institutions vis-à-vis the two post-conflict countries has been a significant achievement of the groups. In the case of Guinea-Bissau, the IMF established a monitoring and reporting system for the UNDP-managed Emergency Economic Management Fund. In this context, the AHAG provided a platform to engage with other stakeholders on a political level. In the case of Burundi, the AHAG facilitated meetings of the Minister of Foreign Affairs with donors and the BWIs in order to rebuild their confidence. The flow and the speed of information on macro-economic and financial developments significantly increased. This is of particular importance for countries emerging from conflict where stability tends to remain fragile and domestic crises often require immediate and urgent response from bilateral and multilateral donors.

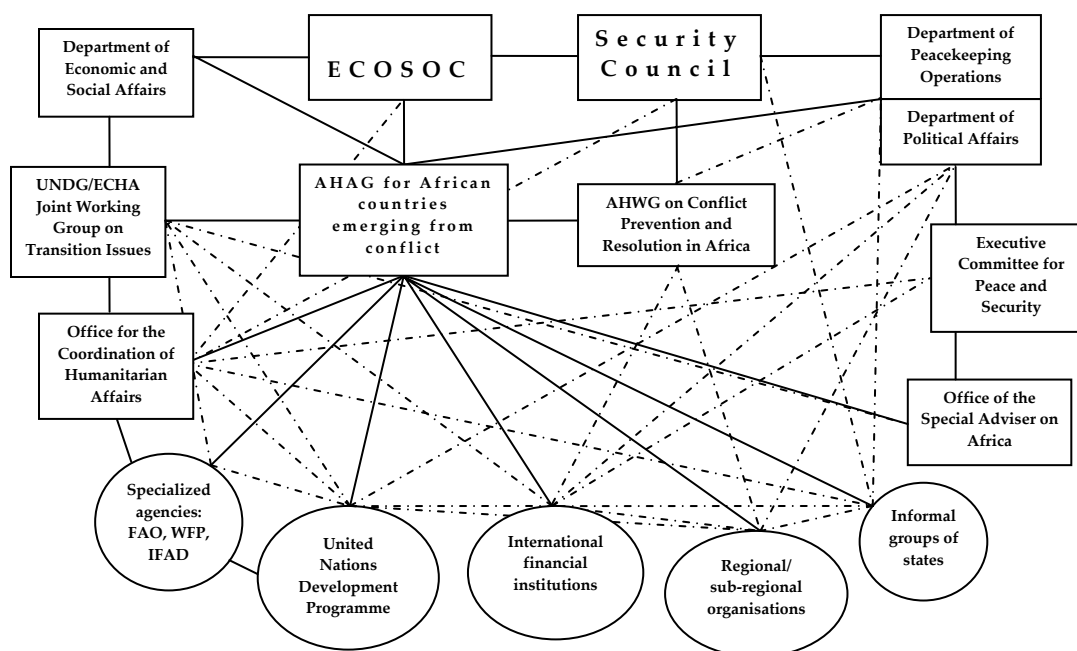
At the same time, the Group shared with the national authorities the concerns raised by donors, including the International Financial Institutions, which helped to build confidence and trust in the programmes. In essence, the AHAG built a bridge between the "technical" Bretton Woods Institutions and the political level.

More specifically, the group helped the national authorities to achieve a more flexible application of criteria by the IMF.<sup>44</sup> For example, in January 2003, the AHAG organized a meeting with government officials of Guinea-Bissau (that is, the Ministers of Foreign Affairs as well as Economy and Finance), donors, and Bretton Woods institutions focusing on the establishment of a partnership approach between the government and the donor community. In Burundi, the advisory group closely monitored the post-conflict emergency assistance, encouraged the national authorities to draft a poverty reduction strategy paper (PRSP), while, at the same time, urging donors to contribute to the World Bank's multi-year debt trust fund. Important areas of convergence between the AHAG and the IMF and the World Bank clearly appeared. Both have considered the collaboration with the AHAG rather positive.<sup>45</sup>

Figure 1 provides a simplified model of the multiple formal and informal institutional linkages of the advisory groups at Headquarters level. It illustrates the rather horizontal architecture and decentralized nature of the UN system that requires coordination by persuasion rather than authoritative control.<sup>46</sup> While the AHAGs engaged with a wide range of units of the UN's security and development arms in order to close institutional gaps, the figure also highlights very clearly how those activities are embedded in the ongoing activities of other organizations, departments, agencies, and programmes inside and outside the UN System. For example, the Advisory Group on Guinea-Bissau received signals very early on in its consultations that it should not interfere in existing mandates of organizations and field offices active on the ground. Only a non-intrusive pattern of the Advisory Group would secure the cooperation of those actors. There is a striking existence of parallel structures to connect the various units operating in the peace and development fields, highlighted by the dotted lines.<sup>47</sup>

In conclusion, in the security and development realm, ad hoc mechanisms can only be successful if they are able to complement existing mechanisms and to prevent competing efforts.<sup>48</sup> Yet, comparative advantage rather than institutional prerogatives should serve as overall guidance in developing a comprehensive approach in the building of peace.

**Figure 1: Simplified model of formal and informal institutional linkages at headquarters level**



### 3.4 Shortcomings in the implementation of mandates

Despite substantial inter-agency support, the AHAGs encountered difficulties in funding their activities. Securing appropriate financial resources occurred on an ad hoc basis and remained a challenge. Consequently, the lack of funding somewhat limited the operational capabilities of the advisory groups and restrained their room for maneuver. Furthermore, although the AHAGs actively promoted the integration of relief, rehabilitation, reconstruction, and development through the establishment of various formal and informal linkages, their contribution could have been further enhanced by addressing more specifically practical issues related to the transition from humanitarian assistance to development support. Those issues include, for example, the demobilization, disarmament, rehabilitation, and reintegration (DDRR) of armed forces. At the same time, some interviewees raised the caveat that the close engagement with actors on the ground may create expectations on which the advisory groups will not be able to deliver.<sup>49</sup> Yet, UN member states need to provide the advisory groups with reasonably clear and achievable mandates that take into account the ad hoc nature of these mechanisms and their limited ability to follow up on the implementation of the groups' recommendations. This view was expressed by

some member states at the ECOSOC meeting to assess the work of the AHAGs in May 2004.<sup>50</sup>

At the Headquarters level, there is room for developing greater synergies with existing mechanism such as the UNDG/ECHA Working Group on Transition Issues, formed in November 2002<sup>51</sup>, which the Burundi Group met once. The Working Group addresses crosscutting problems related to the transformation of conflicts in order to secure a continuum from relief to development and to avoid funding gaps.<sup>52</sup> This is of particular importance, as one can observe a consistent pattern that donors contribute more funds for emergency relief than for post-conflict recovery situations. Reducing the dependency on voluntary contributions for assistance is therefore essential.

At the regional level, many intra-state conflicts on the African continent carry the risk of spilling over from one country to another. Such regional dimension needs to be taken into account when addressing conflicts at the country level. Without consideration of the regional driving forces, conflict management is bound to remain piece-meal. It is here where groups of friends and advisory groups should engage in closer cooperation and task-sharing. This would require however a broader comparative assessment of the added value of informal mechanisms in the building of peace. In addition, although both advisory groups saw a clear need to collaborate closely with regional and sub-regional institutions such as the African Union, the African Development Bank, the Central Bank of West African States, and ECOWAS, those exchanges did not occur systematically "owing to time and travel limitations."<sup>53</sup>

While the creation of the EEMF has been in principle an innovative and efficient mechanism to meet emergency needs of the government of Guinea-Bissau, the instrument has never been fully funded. In 2004, the EEMF received only a quarter of the funds that would have been required to cover key administrative functions of the government.<sup>54</sup> Also, financial contributions by international donors to fund the June/July 2005 Presidential elections have been modest.

Ancillary to the last point, there is a very general, though nevertheless important observation, which applies to both cases of Guinea-Bissau and Burundi: the discrepancies between donor pledges and actual disbursements are a constant matter of concern and point to a commitment gap on the donor side. For example, although participants in the Forum of Development Partners in Burundi, held in Brussels in January 2004, had pledged well over US\$ 1 billion of country assistance, the actual realization of pledges remained slow and below the original commitments.<sup>55</sup> While some of the reluctance can be explained with low absorption capacities of post-conflict countries and the high-level of

uncertainty vis-à-vis the transition from war to peace, the issue of “good donorship” needs to be addressed. The leverage of the advisory groups over UN member states to change this pattern is quite modest; yet, nevertheless, the naming (and shaming) of “bad donors” may help.

#### **4. Lessons learned**

In August 2005, the UN Secretary-General concluded that the activities of the AHAGs “have led to demand for the creation of similar mechanisms for other African countries emerging from conflict.”<sup>56</sup> However, such perceived demand seemed to be short-lived, as recent proposals by the UN Secretary-General to establish an Ad Hoc Advisory Group on Somalia was not followed-up by member states. At the moment, there are therefore no plans afoot to establish further AHAGs. The following section highlights some broader lessons that can be drawn from the experience of the advisory groups.

Empirical evidence strongly suggests that advisory groups are useful advocates for those post-conflict countries that have remained below the radar of international attention and that are not in the forefront of donor assistance.

The informal and advisory nature of the AHAGs is conducive to developing a pragmatic approach that focuses on providing good offices and assisting the country in the transition from war to peace.

The institutional set-up of the AHAGs allows for greater partnership and offers a platform for co-operation between countries emerging from conflict and development partners without applying criteria of hard conditionality. The groups facilitate communication and enhance the flow of information between key actors, which fosters mutual understanding of the problems at stake. The composition of the AHAGs, comprising a small number of like-minded countries, allows for flexible and non-bureaucratic procedures, which promotes reaching informal agreement between members of the group while avoiding the more cumbersome task of building formal consensus.

The clear identification of group leadership has been most crucial for setting the AHAGs’ agendas and defining their priorities. In this context, the Chair assumed the responsibility of being the *primus inter pares*, with the strong support of the groups’ members. The selection of the right Chair is a key factor that will much decide whether the group can make a difference or not. In the cases of Guinea-Bissau and Burundi, both AHAGs benefited from the very substantial political leverage of the Chair.

The workings of the groups have highlighted the need for a permanent body that fills funding gaps immediately after recovery before development starts. In this very crucial and fragile phase, it is critical that aid be responsive to the situation on the ground. Strict conditionalities are often counter-productive as the emphasis would need to be on gaining the trust of population through peace-friendly investment in social services, safety nets, youth employment. In this context, ways would have to be found to simply complex bureaucratic procedures that hold up the disbursement of funds. There is a strong case for granting countries emerging from conflict preferential treatment similar to the treatment of Least Developed countries. This potential avenue for action in support of economic and social reconstruction of countries emerging from conflict could be considered by the Economic and Social Council.

At the same time, empirical evidence points to certain limits of the AHAGs:

The groups have not been able to address the long-term issues of the countries concerned. Yet, those shortcomings need to be seen in perspective. Dealing with long-term needs constituted an extremely difficult task as the groups run danger to become drawn into or to interfere with the politics and mandates of the various organizations, agencies, and programmes involved.

The ability of the AHAGs to influence the political situation of the countries concerned and to create a conducive environment for international engagement is limited. They are not able to break political logjams on the ground. As this did not constitute part of their mandate, members of the groups showed great reluctance to become too closely engaged in domestic politics.

The capacity of the UN Secretariat to provide administrative support to the AHAGs has been sub-optimal. In order to enhance the operational capabilities of the groups, full time support by dedicated staff members of the Secretariat would be essential.

The substantial discrepancies between donor pledges and actual disbursements seem to suggest a commitment gap on the donor side. Despite the usually low absorption capacities of post-conflict countries and the high-level of uncertainty that accompanies the transition from war to peace, it is hard to ignore the issue of “good donorship.”

The systematic involvement of stakeholders, including the engagement of regional and sub-regional mechanisms has now become institutionalized through the establishment of the Peacebuilding Commission. The main purpose of the PBC is to close an institutional gap in the United Nations system by establishing “a dedicated institutional mechanism to address the special need of

countries emerging from conflict towards recovery, reintegration and reconstruction and to assist them in laying the foundation for sustainable development.”<sup>57</sup> The Commission will be composed of a 31-Member Organizational Committee: seven from the Security Council, including the P-5, seven from the ECOSOC, the top five financial contributors to the UN budgets, the top five providers of military personnel and civilian police to UN missions, as well as seven additional members with post-conflict experience, to be elected by the General Assembly.<sup>58</sup> Table 4 provides an overview of the mandate and organization of the Peacebuilding Commission.

**Table 4: 2005 World Summit Outcome – the Peacebuilding Commission\***

*Peacebuilding*

...
<p><b>98.</b> The main purpose of the Peacebuilding Commission is to bring together all relevant actors to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery. The Commission should focus attention on the reconstruction and institution-building efforts necessary for recovery from conflict and support the development of integrated strategies in order to lay the foundation for sustainable development. In addition, it should provide recommendations and information to improve the coordination of all relevant actors within and outside the United Nations, develop best practices, help to ensure predictable financing for early recovery activities and extend the period of attention by the international community to post-conflict recovery. The Commission should act in all matters on the basis of consensus of its members.</p>
...
<p><b>100.</b> The Peacebuilding Commission should meet in various configurations. Country-specific meetings of the Commission, upon invitation of the Organizational Committee referred to in paragraph 101 below, should include as members, in addition to members of the Organizational Committee, representatives from:</p>
<p>(a) The country under consideration;</p>
<p>(b) Countries in the region engaged in the post-conflict process and other countries that are involved in relief efforts and/or political dialogue, as well as relevant regional and subregional organizations;</p>
<p>(c) The major financial, troop and civilian police contributors involved in the recovery effort;</p>



(d)	The senior United Nations representative in the field and other relevant United Nations representatives;
(e)	Such regional and international financial institutions as may be relevant.
<b>101.</b>	The Peacebuilding Commission should have a standing Organizational Committee, responsible for developing its procedures and organizational matters, comprising:
(a)	Members of the Security Council, including permanent members;
(b)	Members of the Economic and Social Council, elected from regional groups, giving due consideration to those countries that have experienced post-conflict recovery;
(c)	Top providers of assessed contributions to the United Nations budgets and voluntary contributions to the United Nations funds, programmes and agencies, including the standing Peacebuilding Fund, that are not among those selected in (a) or (b) above.
(d)	Top providers of military personnel and civilian police to United Nations missions that are not among those selected in (a), (b) or (c) above.
<b>102.</b>	Representatives from the World Bank, the International Monetary Fund and other institutional donors should be invited to participate in all meetings of the Peacebuilding Commission in a manner suitable to their governing arrangements, in addition to a representative of the Secretary-General.
<b>103.</b>	We request the Secretary-General to establish a multi-year standing Peacebuilding Fund for post-conflict peacebuilding, funded by voluntary contributions and taking due account of existing instruments. The objectives of the Peacebuilding Fund will include ensuring the immediate release of resources needed to launch peacebuilding activities and the availability of appropriate financing for recovery.
<b>104.</b>	We also request the Secretary-General to establish, within the Secretariat and from within existing resources, a small peacebuilding support office staffed by qualified experts to assist and support the Peacebuilding Commission. The office should draw on the best expertise available.
<b>105.</b>	The Peacebuilding Commission should begin its work no later than 31 December 2005.

\* Source: General Assembly resolution 60/1 of 16 September 2005, paras 97-105.

The AHAGs clearly have had some avant-garde functions in defining the mandate of the PBC. Furthermore, the experience of the groups in assisting countries emerging from conflict may be beneficial for the workings of the PBC, as the UN Secretary General's explanatory note of April 2005 indicates:

"The ad hoc post-conflict groups under the Economic and Social Council, formed over the past few years, constituted helpful efforts to perform this function [of providing sustained attention, J.P.]. It is important that we learn from these, which could inform the workings of the Peacebuilding Commission and ECOSOC. I do believe however that a standing body that draws at different stages on the authority of the Security Council and ECOSOC will be able to provide a more powerful and consistent system of support."<sup>59</sup>

Looked at from this perspective, ECOSOC AHAGs have taken on the role of a catalyst for formal institutional change. Ad hoc mechanisms are in high demand especially at times when the UN system has to respond to a wide range of rather complex conflict settings while having only limited and disparate problem-solving capacities at its disposal to deal with them. Yet, this is hardly an entirely new development. It is worth recalling the catalytic role of Secretary-General Dag Hammarskjöld's Advisory Committee in establishing the first UN peacekeeping operation in 1956, that is, the United Nations Emergency Force in Suez (UNEF).<sup>60</sup> Firstly, the UNEF Advisory Committee constituted a reasonably small and flexible mechanism that provided an alternative platform for cooperation, as the Security Council was blocked by the veto of two of its permanent members. Secondly, the Advisory Committee served as a sounding board, assisting the Secretary-General in his efforts to innovate peacekeeping as the new "Chapter VI and a half"-instrument of the United Nations.

The proliferation of ad hoc mechanisms in the post-Cold War era, acting inside and outside the UN framework, is therefore not entirely surprising. It should be understood as part of a larger pattern that is inherent in the wider process of institutional adaptation. However, this begs the difficult question of whether the formalization of informal, ad hoc processes is likely to produce better policy outcomes. Seasoned UN scholars like Jacques Fomerand have argued that the complexity of the UN system strictly limits its capacity for major reform:

"[I]t should be recognized that change in complex organizational settings like the United Nations is bound to remain incremental, as would be the case in any similar, organizationally complex setting. This process, in which incremental innovations trigger (in fact compel) further incremental changes, offers perhaps a more encouraging view of the capacity of the United Nations to reform itself."<sup>61</sup>

The enlightened use of ad hoc mechanisms will remain important for identifying countries with a pre-existing level of commitment to become engaged in peace-building activities. They will also remain important for the development of more effective channels for regular interaction, facilitating cooperation, and, most crucially, the exercise of political leadership.

## NOTES

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- <sup>1</sup> See Jane Boulden, S Neil MacFarlane, Jochen Prantl, and David Williams, *The Consolidation of Peace in Africa* (Oxford: Centre for International Studies, 2005), 4-6.
- <sup>2</sup> Ibid.
- <sup>3</sup> SC Presidential Statement S/PRST/1997/46, 25 September 1997.
- <sup>4</sup> Both the General Assembly and the Security Council established Open-Ended Ad Hoc Working Groups on the Causes of Conflict and the Promotion of Durable Peace and Sustainable Development. The objective of the establishment of the Security Council Ad Hoc Group was to prepare a framework for the implementation of the recommendations and to submit specific proposals for concrete action to be considered by the Council by September 1998. In the case of the General Assembly, it was to make further recommendations on how to accelerate the implementation of the Secretary General's recommendations.
- <sup>5</sup> See Report of the UN Secretary General, Establishment of an ad hoc advisory group on African countries emerging from conflict, E/2002/12, 2 April 2002.
- <sup>6</sup> See ECOSOC Resolution E/2002/1, 15 July 2002.
- <sup>7</sup> See ECOSOC Resolution E/2002/304, 25 October 2002. The resolution set out the terms of the mandate, the composition of the group, and the reporting requirements.
- <sup>8</sup> See ECOSOC Resolution E/2003/16, 22 July 2003.
- <sup>9</sup> See Human Security Centre, *Human Security Report 2005: War and Peace in the 21<sup>st</sup> Century* (Oxford: Oxford University Press, 2005), 135.
- <sup>10</sup> See Hazem Adam Ghobarah, Paul Huth, and Bruce Russett, "Civil Wars Kill and Maim People-Long After the Shooting Stops," *American Political Science Review*, 97:2 (2003), 189-202.
- <sup>11</sup> See Paul Collier, V. L. Elliott, Håvard Hegre, Anke Hoeffler, Marta Reynal-Querol, and Nicholas Sambanis, *Breaking the Conflict Trap: Civil War and Development Policy* (Oxford: Oxford University Press, 2003), 11-50.
- <sup>12</sup> Ibid., 93-118.
- <sup>13</sup> See the reports of the UN Secretary-General A/52/871-S/1998/318, 13 April 1998, para 24, S/1999/1008, 25 September 1999, paras 9-11, and A/56/371, 18 September 2001, para 9.
- <sup>14</sup> The Contact Group on Sierra Leone comprises Belgium, Canada, China, Egypt, France, Germany, Italy, Japan, the Netherlands, New Zealand, Nigeria, Norway, Sierra Leone, Sweden, United Kingdom, United States, the Commonwealth Secretariat, Economic Community of West African States (ECOWAS), European Commission, United Nations, World Bank; the Contact Group on Liberia is composed of France, Morocco, Nigeria, Senegal, United Kingdom, United States; ECOWAS (coordinator), African Union, European Union; and various UN representatives; the Friends of Guinea-Bissau include Brazil, Canada, France, Germany, Guinea, Italy, the Netherlands, Nigeria, Portugal, Senegal, Sweden, Togo, United States; the Friends of the Great Lakes is co-chaired by Canada and the Netherlands and comprises various

- UN representatives of the United Nations and of specialized agencies, African Union, European Union, international financial institutions, and 28 further countries.
- <sup>15</sup> See Jochen Prantl, "Informal Groups of States and the UN Security Council," *International Organization* 59:3 (2005), 559-592.
- <sup>16</sup> See the report of the UN Secretary-General on the implementation of the UN Millennium Declaration, A/58/323, 2 September 2003, para 91.
- <sup>17</sup> See the report of the UN Secretary-General, entitled *In larger freedom: towards development, security and human rights for all*, A/59/2005, 21 March 2005, paras 114-119; see also GA Resolutions A/60/L.1, 20 September 2005, paras 97-105, A/60/L.40, 14 December 2005, and SC Resolution S/RES/1645, 20 December 2005.
- <sup>18</sup> See SC Presidential Statement S/PRST/2002/2, 31 January 2002.
- <sup>19</sup> Ibid.
- <sup>20</sup> See ECOSOC Agreed Conclusions E/1998/1, 17 July 1998, para 3.
- <sup>21</sup> See ECOSOC Resolution E/1999/4, 7 May 1999.
- <sup>22</sup> See UN Department of Peacekeeping Operations, Background Note: 31 January 2006, available at <http://www.un.org/Depts/dpko/dpko/bnote010101.pdf>, accessed 15 February 2006.
- <sup>23</sup> Report of the Secretary-General on the establishment of an ad hoc advisory group on African countries emerging from conflict E/2002/12, 2 April 2002, para 2.
- <sup>24</sup> See UNDP, *Human Development Report 2005: international cooperation at a crossroads: aid, trade and security in an unequal world* (United Nations Development Programme: New York, 2005), 222.
- <sup>25</sup> Ibid.
- <sup>26</sup> See International Crisis Group, *A Framework for Responsible Aid to Burundi*, ICG Africa Report No. 57, 21 February 2003.
- <sup>27</sup> ECOSOC Resolution E/2002/1, 15 July 2002, para 3.
- <sup>28</sup> The UN Security Council established the Ad Hoc Working Group on Conflict Prevention and Resolution in Africa in 2002 to strengthen inter alia cooperation with ECOSOC, the African Union, and sub-regional organizations. See SC/7406, 22 May 2002.
- <sup>29</sup> For a timeline of key activities of the ECOSOC AHAG for countries emerging from conflict, see Annex.
- <sup>30</sup> See ECOSOC Resolutions E/2002/302, 4 October 2002; and E/2003/16, 22 July 2003.
- <sup>31</sup> South Africa's Chairmanship of the advisory groups coincided with its Chairmanship of the African Union in 2002. This circumstance provided the country with additional leverage.
- <sup>32</sup> Adekeye Adebajo, *Building Peace in West Africa: Liberia, Sierra Leone, and Guinea-Bissau* (London: Lynne Rienner, 2002), 111.
- <sup>33</sup> Assessment of the ad hoc advisory groups of the Economic and Social Council on African countries emerging from conflict E/2004/86, 25 June 2004, 1.
- <sup>34</sup> Report of the Ad Hoc Advisory Group on Guinea-Bissau, E/2003/8, 10 January 2003, 1.
- <sup>35</sup> See Teresa Whitfield, "Groups of Friends," in *The UN Security Council: From the Cold War to the 21<sup>st</sup> Century*, edited by David Malone (Boulder: London, 2004), 314.

- <sup>36</sup> Author interviews.
- <sup>37</sup> Assessment of the ad hoc advisory groups of the Economic and Social Council on African countries emerging from conflict E/2004/86, 25 June 2004, para 18.
- <sup>38</sup> More details can be found in the Annex that contains a chronology of the AHAGs' activities.
- <sup>39</sup> See Report of the Secretary-General on developments in Guinea-Bissau and on the activities of the United Nations Peacebuilding Support Office in Guinea-Bissau S/2005/752, 2 December 2005. The report underlines the instrumental role of the advisory group in bringing the transition process to a successful conclusion.
- <sup>40</sup> See SC Resolution S/RES/1580, 22 December 2004.
- <sup>41</sup> See Statement by Ambassador Dumisani S. Kumalo, Permanent Representative of South Africa and Chairman, ECOSOC AHAG (on file with author).
- <sup>42</sup> See Meeting of the ECOSOC AHAG on Burundi and other countries, New York, 29 November 2005, summary of the discussions (on file with author); see also Letter from Madame Antoinette Batumubwira, Minister of Foreign Affairs and International Cooperation of Burundi, to Ambassador Dumisani Kumalo, Permanent Representative of South Africa to the United Nations, 13 December 2005 (on file with author).
- <sup>43</sup> Assessment of the ad hoc advisory groups of the Economic and Social Council on African countries emerging from conflict E/2004/86, 25 June 2004, para 25.
- <sup>44</sup> See Report of the ad hoc advisory group on Guinea-Bissau E/2005/70, 2 June 2005, para 9.
- <sup>45</sup> See Assessment of the ad hoc advisory groups of the Economic and Social Council on African countries emerging from conflict E/2004/86, 25 June 2004, paras 31-34.
- <sup>46</sup> See Inis Claude, *Swords into Plowshares: The Problems and Progress of International Organization*, 4<sup>th</sup> edn. (New York: Mc Graw Hill, 1984), 68.
- <sup>47</sup> The report of the Secretary-General on the establishment of an advisory group on African countries emerging from conflict stressed the need to avoid duplication with existing mechanisms, a concern that was clearly raised by UN member states during informal consultations on the matter. See E/2002/12, 2 April 2002, especially para 19.
- <sup>48</sup> See Consultations by the AHAG on Guinea-Bissau, Note of Meeting, New York, 8 November 2002 (on file with author).
- <sup>49</sup> Author interviews.
- <sup>50</sup> The limited ability of the advisory groups for long-term follow-up is also explicitly acknowledged by the Chair. Author interview.
- <sup>51</sup> This occurred in response to ECOSOC Resolution E/2002/32, 26 July 2002.
- <sup>52</sup> See Report of the Secretary-General on the implementation of the recommendations contained in the report of the Secretary-General on the causes of conflict and the promotion of durable peace and sustainable development in Africa A/58/352, 5 September 2003, para 25.
- <sup>53</sup> Assessment of the ad hoc advisory groups of the Economic and Social Council on African countries emerging from conflict E/2004/86, 25 June 2004, para 39.

- <sup>54</sup> See Report of the Ad Hoc Advisory Group on Guinea-Bissau E/2005/70, 2 June 2005, para 30.
- <sup>55</sup> See Report of the Economic and Social Council Ad Hoc Advisory Group on Burundi E/2005/82, 27 June 2005, para 11.
- <sup>56</sup> Progress report of the Secretary-General on the implementation of the recommendations contained in the report of the Secretary-General on the causes of conflict and promotion of durable peace and sustainable development in Africa A/60/182, 1 August 2005, para 42.
- <sup>57</sup> GA Resolution 60/1, 16 September 2005, para 97.
- <sup>58</sup> See GA Resolution 60/180, 30 December 2005, op 4 and SC Resolution 1645 (2005), 20 December 2005, op 4.
- <sup>59</sup> Explanatory Note of the Secretary-General: Peacebuilding Commission, 17 April 2005; available at [www.globalpolicy.org/reform/initiatives/annan/2005/0417peacebuilding.htm](http://www.globalpolicy.org/reform/initiatives/annan/2005/0417peacebuilding.htm), accessed 4 March 2006.
- <sup>60</sup> See Brian Urquhart, *Hammarskjold* (New York: W W Norton, 1972), 158-194; also Jochen Prantl, *The UN Security Council and Informal Groups of States: Complementing or Competing for Governance?* (Oxford: Oxford University Press, 2006), 45-59.
- <sup>61</sup> Fomerand, *Mirror, tool, or linchpin for change*, 30.

## **ADDITIONAL INFORMATION**



## I. CHRONOLOGY<sup>1</sup>

### a. Ad Hoc Advisory Group on Guinea-Bissau, 2002-5

25 October 2002            ECOSOC Resolution E/2002/304 sets out the terms of the AHAG's mandate. The group comprises Brazil, Netherlands, Portugal, and South Africa (Chair).

9-16 November 2002    Following a series of consultations with national stakeholders and development partners of Guinea-Bissau in New York and Washington, the AHAG visited the country from 9-16 November 2002. Besides meeting with a wide range of actors on the ground, the advisory group participated in consultations between the government of Guinea-Bissau and representatives of the UN system as well as the donor community. The meeting addressed problems arising from the suspension of the IMF's Poverty Reduction and Growth Facility and the related decrease in donor assistance.

10 January 2003        The AHAG presented its first report to the Council (E/2003/8). The report recommended a partnership approach between the authorities of Guinea-Bissau and the international community, under which the authorities would work on the promotion of the rule of law and political stability, while international development partners would provide emergency financial support and technical assistance in various fields. The AHAG recommended the establishment of an Emergency Economic Management Fund, to be managed by the United Nations Development Programme (UNDP), to channel international assistance. The report recommended that international financial institutions should consider de-linking peace-building activities from macroeconomic programmes and explore other ways of addressing urgent needs. It also made

	<p>recommendations for the long-term development of the country.</p>
28 January 2003	<p>The AHAG organized a meeting between the Minister for Foreign Affairs and the Minister of Economy and Finance with donors and the Bretton Woods Institutions which focused on the establishment of the “partnership approach” between the Government and the donors. This approach was endorsed by the Economic and Social Council (ECOSOC resolution 2003/1 of 30 January 2003) and subsequently advocated by the Group.</p>
26-28 June 2003	<p>The AHAG undertook a mission to Guinea-Bissau, jointly with the Security Council. The objectives of the AHAG were to promote dialogue with the authorities of Guinea-Bissau, to appeal to the Government to take measures to prepare for the forthcoming elections, to promote better understanding between the authorities and donors and to address the humanitarian situation in the country. A second joint mission took place in June 2004.</p>
4 August 2003	<p>Through the AHAG and the AHWG on Conflict Prevention and Resolution in Africa, the working relationships between the Economic and Social Council and the Security Council have increased. On 4 August, the President of the Security Council issued a press statement which commended the AHAG for its role in the follow-up provided to the situation in Guinea-Bissau.</p>
September 2003	<p>President Kumba Yala resigned from office and a broad political agreement was signed for a transition process. Immediately after these events, the AHAG issued a statement in which it called on donors to consider extending emergency assistance to Guinea-Bissau to</p>

	enable it to return to democratic rule and to address the deteriorating socio-economic situation.
17 November 2003	The Group hosted an informal dialogue between the Guinea-Bissau's Transitional President, the Minister for Foreign Affairs, United Nations entities, the Bretton Woods Institutions and major donors, in order to discuss ways of providing emergency support to the transitional Government.
18 November 2003	The President of ECOSOC and the Chairman of the AHAG were invited to address the Security Council at a private meeting on the situation in Guinea-Bissau and to present the work carried out by those bodies on development support to the country.
19 December 2003	The Security Council commended the AHAG for its role in the follow-up provided to the situation in Guinea-Bissau.
6 February 2004	The report of the Group to ECOSOC (E/2004/10) describes in further details recent developments and provides an account of international donor support to Guinea-Bissau. The report includes information on the UNDP-managed Emergency Economic Management Fund, the establishment of which was recommended in the AHAG's initial report. This Fund now channels important financial assistance from donors. The report also stresses that the Emergency Economic Management Plan and the budget for 2004 elaborated by the Government with support by the BWIs, the ADB and UNDP, have been elaborated with explicit reference to the partnership approach proposed by the Group.
6 April 2004	The Group issued a statement in which it congratulated

	<p>the people of Guinea-Bissau on the successful legislative elections held on 28 March and called for broad donor support to Guinea-Bissau, including through contributions to the Emergency Economic Management Fund (EEMF) managed by UNDP, in order to answer to the pressing needs of the population.</p>
11 October 2004	<p>Responding to a major crisis in October 2004 when fractions of the army mutinied over salary arrears, the AHAG issued a statement that called on international donors to continue the support for Guinea-Bissau despite the uprising, especially with emerging budgetary support and the restructuring of the armed forces.</p>
April 2005	<p>On the advice of the Advisory Group, the President of ECOSOC urged member states to provide support for the Presidential elections in June/July, and for the EEMF.</p>
2 June 2005	<p>The AHAG's report to ECOSOC points to the continuing instability in the country and the need for sustained international support after the presidential elections. It concludes that Guinea-Bissau could be one of the main beneficiaries of the establishment of the Peacebuilding Commission.</p>
20 September 2005	<p>The Ad Hoc Advisory Group on Guinea in collaboration with the Chair Friends of Guinea-Bissau organizes a meeting on the margins of the 2005 World Summit with a delegation from Guinea-Bissau led by the Prime Minister, Mr. Carlos Gomes Junior. The meeting discussed the situation in Guinea-Bissau and how to mobilize the support of international community.</p>
7 December 2005	<p>The AHAG sent a letter of appeal to international donors</p>

to consider making a contribution to the EEMF to cover wages and other expenses until April/May 2006 when the cashew season will begin.

17 May 2006

The AHAG sent a letter to Member States urging to contribute to the \$3.64 million Flash Appeal launched by the United Nations Office of Humanitarian Affairs on behalf of the UN Country Team in Bissau for assistance to approximately 20,000 people made vulnerable by more than two months of armed confrontations between the Guinea-Bissau Army and a faction of the Senegalese separatist group, the MFDC (*Mouvement des forces démocratiques de la Casamance*).

**b. Ad Hoc Advisory Group on Burundi, 2003-5**

22 July 2003	The AHAG was established by ECOSOC Resolution E/2003/16.
September 2003	Since its establishment, the Group held a series of briefing sessions and meetings in New York with major United Nations and international interlocutors, including the Bretton Woods Institutions, to discuss development support to Burundi. The Group also met H. E. Mr. Domitien Ndayizeye, the President of Burundi, in September 2003.
19-26 November 2003	The Group undertook a mission to Burundi, during which the Group met the government authorities, major socio-economic actors, United Nations entities active on the ground, the diplomatic community and other development partners.
4 December 2003	The President of ECOSOC was invited to address the Security Council at a meeting on the situation in Burundi held on 4 December 2003. The Security Council welcomed the work of the Group in a presidential statement of 22 December 2003 (S/PRST/2003/30).
13-14 January 2004	The Group was represented at the Forum of Development Partners of Burundi, held in Brussels on 13 and 14 January 2004. Participants at the Forum pledged 1.032 billion of assistance to Burundi.
11 February 2004	The AHAG on Burundi presented its report to the Council (see E/2004/11). In this report, the Group underlines the various and interlinked challenges that the country is confronted with, in order to embark on the road from relief to development. It expresses its

	<p>encouragement towards the efforts made by Burundi to cope with these challenges and stresses the fact that in view of the considerable humanitarian, economic and social needs of the country, a strong partnership with the international community is required for these efforts to provide results. The Group makes recommendations for consideration by the Council on the following themes: 1) maintaining the momentum and consolidating the peace process, 2) promoting stability, 3) engaging in poverty alleviation and sustainable development, and 4) reinforcing international partnership.</p>
3 May 2004	<p>ECOSOC adopted draft resolution E/2004/L.6, in which it took note with appreciation of the report of the Group and welcomed its recommendations.</p>
21 July 2004	<p>The Chairman of the Group presented an oral report to ECOSOC, in which he urged donors to disburse the promised funds pledged during the Forum of Development Partners, held in Brussels in January 2004.</p>
September 2004	<p>The Group met with the President of Burundi at the margins of the General Debate of the 59<sup>th</sup> session of the UN General Assembly. Discussions focussed on problems related to the disbursement of aid as well as on the possibility of a follow-up mission to Burundi by the Advisory Group.</p>
10 December 2004	<p>The Advisory Group met with the UNDG/ECHA Working Group on Transition Issues. Members of the Working Group presented their main findings related to Burundi.</p>
4 February 2005	<p>The Chairman of the Group presented an oral report to ECOSOC, underlining that despite some progress in</p>

	international assistance, more support was needed from development partners in order to consolidate the peace process and to support the transition from relief to development.
24 June 2005	The AHAG's report to ECOSOC emphasized the need for additional assistance by the international community to answer short and medium term needs for the transition from relief to development.
29 November 2005 and 26 January 2006	The AHAG held meetings with the H.E. Mrs. Antoinette Batumubwira, Minister of External Relations and International Cooperation of Burundi, who presented the development plans of the Government and underlined the need for strong donor support. The meetings were also attended by other countries that have a direct or potential interest in supporting Burundi.
13 December 2005	The Burundian government officially requested the AHAG to assist in the preparation of a donor conference of development partners in Bujumbura, scheduled for mid-March 2006.

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<sup>1</sup> This chronology is adapted from the Assessment of the ad hoc advisory groups of the Economic and Social Council on African countries emerging from conflict E/2004/86, 25 June 2004, Annex A and B.



## II. REPORTS

# **Establishment of an Ad Hoc Advisory Group on African countries emerging from conflict**

## **Report of the Secretary-General (E/2002/12)**

### **Summary**

The proposal for an advisory group of the Economic and Social Council on African countries emerging from conflict emerged from the Open-ended Ad Hoc Working Group of the General Assembly on the Causes of Conflict and the Promotion of Durable Peace and Sustainable Development in Africa, and was endorsed by the Assembly in its resolution 55/217 of 21 December 2000. That resolution included a request that the Council consider the creation of an ad hoc advisory group on African countries emerging from conflict with a view to assessing humanitarian and economic needs and elaborating a long-term programme of support for implementation beginning with the integration of relief into development. In its high-level deliberations of July 2001 and the related ministerial declaration adopted on the role of the United Nations in support of the efforts of African countries to achieve sustainable development, the Council emphasized the importance of efforts for integrating peace and development. Regarding the advisory group, the Council requested the Secretary-General to seek the views of member States and to submit for its consideration a report with proposals on its mandate, composition and modalities of work. The present report responds to that request. Also relevant is the January 2002 public meeting of the Security Council on the situation in Africa and the resulting presidential statement (S/PRST/2002/2), in which the Security Council reaffirmed the importance of greater interaction with the Economic and Social Council.

### **I. Introduction**

1. Deliberations and resolutions adopted by the General Assembly, the Security Council and the Economic and Social Council over the past several years have advanced the concept of a comprehensive approach to peace-building and have augmented international attention on the need for coordinated support for countries emerging from conflict. In order to translate such expressions of support by member States into the full range of required actions, it is becoming well-recognized that timely, country-specific responses are needed from the entire United Nations system — and from the broader donor community — that take into account the overall political context and its relationship to the peace-

building effort and that integrate the various efforts to restore peace and support immediate and transitional assistance, reconstruction and longer-term development.

2. Strong engagement by the United Nations is needed to encourage, guide and support national and international efforts for peace-building. A clear need exists for greater coordination of priorities, programmes and related financial and technical support for broad-based recovery and reconstruction and to prevent the re-emergence of conflicts. Such engagement is especially needed in relation to the situation in a number of African countries.

3. The idea of an ad hoc advisory group of the Economic and Social Council — adaptable, country-specific and working through existing interdepartmental and inter-agency mechanisms, and recognizing the leading role of the concerned country itself — could add real value to the work of the United Nations. As a central intergovernmental body for coordination in the United Nations system, as well as for undertaking studies and making recommendations to other entities, the Council could play an important role vis-à-vis countries emerging from conflict by bringing its unique coordination role and responsibility to bear on peace-building and economic and social reconstruction. Further, its oversight role in matters of development cooperation and humanitarian assistance could have particular value in promoting better integration between the relevant policy and operational dimensions, thereby complementing ongoing work that takes place in the General Assembly and the Security Council.

4. The proposal for the advisory group emerged from the Open-ended Ad Hoc Working Group of the General Assembly on the Causes of Conflict and the Promotion of Durable Peace and Sustainable Development in Africa,<sup>1</sup> which was established to monitor the implementation of the recommendations contained in the related 1998 report of the Secretary-General (A/52/871-S/1998/318). The recommendation of the Working Group was subsequently endorsed by the General Assembly in its resolution 55/217 of 21 December 2000, was debated at the high-level segment of the Economic and Social Council in July 2001 and became part of the resulting ministerial declaration on the role of the United Nations in support of the efforts of African countries to achieve sustainable development.<sup>2</sup>

5. In the ministerial declaration, the Council emphasized the importance of efforts for integrating peace and development, and called for a coordinated and comprehensive approach by all partners to support economic growth, reconstruction and recovery, peace-building, national efforts for promoting good

governance and strengthening the rule of law. The Council further recalled that the General Assembly, in its resolution 55/217, had requested it to consider the creation of an ad hoc advisory group on countries emerging from conflict, with a view to assessing their humanitarian and economic needs and elaborating a long-term programme of support for implementation that begins with the integration of relief into development. To advance that process, the Council requested the Secretary-General to seek the views of member States and to submit a report for its consideration, with proposals on the mandate, composition and modalities of work of such an advisory group.

6. Also relevant to the present effort is the recent public meeting of the Security Council on the situation in Africa and the resulting presidential statement of 31 January 2002 (S/PRST/2002/2). By that statement, the Security Council reaffirmed the importance of strengthening its cooperation, through greater interaction, with the Economic and Social Council in the area of the prevention of armed conflicts, including in addressing economic, social, cultural and humanitarian problems. The Security Council further underlined that economic rehabilitation and reconstruction constituted important elements in the long-term development of post-conflict societies and the maintenance of lasting peace, and called for greater international assistance in that regard. The Security Council recognized the need for adequate measures to prevent and resolve conflicts in Africa, including through setting up an ad hoc working group to monitor its recommendations and to enhance coordination with the Economic and Social Council.

7. The present report has been prepared after consultation with member States and relevant Secretariat departments, as well as United Nations funds and programmes and other organizations of the system. Section II sets out the context and rationale for this undertaking, section III outlines a set of possible elements of the proposed advisory group and its functions, and section IV contains concluding observations and recommendations for consideration by the Council.

## **II. Context and rationale**

8. There has been significant progress of late in incorporating peace-building into the tools and instruments used by the United Nations system, although it has not yet been fully translated into effective support at the country level and necessary range of external partners has not yet been fully brought on board. An ad hoc advisory group of representatives of member States, which would be set up at the request of the country concerned, could work with national authorities of the country and subregion and with other stakeholders

and partners: to foster a common approach that seeks and reflects the views of principal actors; to prepare assessments and recommend long-term programmes of support based on input from the United Nations system and others; and to help mobilize national and international support for peace and reconstruction.

9. The envisaged assessments and elaboration of programmes would draw together into a common perspective the work that is often done separately – through various mechanisms of the United Nations and the United Nations system; through bilateral and other multilateral initiatives; and through national programmes for reintegration, reconciliation, recovery and reconstruction.

10. The Economic and Social Council is in a position to draw upon the capacities of the entire United Nations system in this effort. This includes support from the Department of Political Affairs in its capacity as the United Nations focal point for post-conflict peace-building, the Executive Committee on Peace and Security, the United Nations Development Group (UNDG), the Executive Committee on Humanitarian Affairs, the Inter-Agency Standing Committee and the Executive Committee for Economic and Social Affairs. Also relevant are the regional and subregional support available from the Economic Commission for Africa (ECA); the first-hand knowledge and experience of the United Nations funds, programmes and agencies through the resident coordinator/humanitarian coordinator system; and information and support from the specialized agencies, including the Bretton Woods institutions, individually and through the United Nations System Chief Executives Board for Coordination.

11. The proposed modality also builds upon the Council's earlier creation of an advisory group to assist in devising a long-term strategy and programme of support for Haiti, which was set up by its resolutions 1999/4 of 7 May 1999 and 1999/11 of 27 July 1999. That group, composed of five ambassadors of Economic and Social Council member States, met with United Nations departments and agencies and the Bretton Woods institutions, together with representatives of the Government of Haiti. The group made good use of existing machinery for assessing needs and planning support (see E/1999/103 and E/2000/63). Lessons learned from that experience would be applied to the new initiative. The Council would also build upon experiences and lessons learned from the increased cohesion that is currently being developed in the system and with other major actors in support of relief, recovery and reconstruction in Afghanistan.

12. The Economic and Social Council will need to coordinate with the Security Council in addressing the challenges of peace-building and in mobilizing support for the needs of countries emerging from conflict. In its

recent presidential statement on the situation in Africa (S/PRST/2002/2), the Security Council welcomed the participation of the President of the Economic and Social Council in its debate, emphasized the critical importance of an early resumption of international cooperation and development assistance on behalf of countries where a peace process is being implemented, and stressed the related role of the donor community and the international financial institutions. Coordination between the two Councils in relation to Africa would give greater visibility and attention to countries emerging from conflict and help to mobilize further high-level political support. Establishment of and linkages between the ad hoc working group of the Security Council and an ad hoc advisory group of the Economic and Social Council would be a concrete demonstration of how the integrated and complementary approach described in the Secretary-General's report on conflict, peace and development in Africa (A/52/871-S/1998/318) could take effect.

13. Also, the advisory group would respond to the need for a continuum in United Nations consideration, at the intergovernmental level, of situations at the country level. The advisory group may accordingly help to avoid gaps at the end of a peacekeeping mission.

14. The advisory group would take into account related resolutions and presidential statements of the Security Council, including those on specific peacekeeping missions and their winding-down phase, and those on broader issues such as women, peace and security (resolution 1325 (2000)) or on the protection of civilians in armed conflict. It would similarly take into account related General Assembly resolutions, including those on the provision of special economic assistance to individual countries and regions. It would, moreover, take into account consultations of groups of "friends of the Secretary-General" in relation to the country concerned and the consultations and contributions of other bilateral and multilateral groups, including the Organization of African Unity (African Union), subregional organizations and others.

15. In the New Partnership for Africa's Development, African leaders have set goals for themselves in promoting long-term conditions for development. This is an important step forward, and details are currently being fleshed out. In September 2002, the Ad Hoc Committee of the Whole of the General Assembly will conduct the final review and appraisal of the United Nations New Agenda for the Development of Africa. It is expected that the review will include discussions on how to formulate a coordinated response by the United Nations and the international community to the New Partnership for Africa's Development. The Economic and Social Council could make an important

contribution to these processes by devising a means for enhancing the coordination of national and international actions in specific countries.

16. The approach taken in the advisory group would be responsive to the Partnership in its engagement with countries in Africa and the formulation of proposals for addressing the needs of such countries. It would, moreover, constitute an important contribution to the implementation of the commitments made in the Millennium Declaration (see General Assembly resolution 55/2), especially the section devoted to Africa.

### **III. Possible elements of a coordinated approach**

17. In view of the foregoing considerations, the elements recommended for the consideration of the Economic and Social Council are outlined below.

18. Following a careful review of the situations of the African countries emerging from conflict and of the existing arrangements and initiatives for meeting their humanitarian, reconstruction and development needs, and taking into account the gaps, as well as the added value that the Economic and Social Council could provide as an intergovernmental body, the Council would, at the request of the country concerned, decide on setting up an ad hoc advisory group to deal with a country or subregional situation where there is a gap and it is felt that there is a need.

19. Such an advisory group would be set up for a limited time, and not as a standing body. It would not superimpose, replace or parallel other coordination structures, nor would it become a regular body for dealing with all African countries.

#### **Mandate**

20. Specifically, the advisory group would:

(a) Engage in consultations with and obtain the necessary information from relevant authorities, representatives and officials of national and international bodies and other organizations;

(b) Assess humanitarian and economic needs in the concerned country or subregion and prepare a long-term programme of support that aims at the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability;

(c) Provide advice on how to ensure that the assistance of the international community in supporting the country or subregion concerned is adequate, coherent, well-coordinated and effective;

(d) Recommend its findings for adoption by the Economic and Social Council and for consideration in other appropriate settings. In doing so, the advisory group would take into account the unique character and needs of the country situations being considered.

## **Composition**

21. The advisory group would be small and representative yet effective, consisting of a limited number of ambassadors drawn from the membership of the Council and its observers, based on the outcome of consultations among the regional groups. It may include countries that can make a particular contribution to the specific country under consideration. It would include representation from the country concerned.

22. The composition of the advisory group should be cognizant of the particular circumstances and dynamics, as well as of the culture and customs involved in the country concerned and in the subregion.

## **Modalities of work**

23. The approach of the advisory group should be flexible, driven by the need to deliver positive results to the country concerned. It would need to be supported in the conduct of its work by the technical capabilities and instruments of the organizations and coordinating structures of the United Nations system, including consultations and cooperation with the Bretton Woods institutions. The advisory group would draw upon lessons learned from the previous similar effort in relation to Haiti and from ongoing interdepartmental and inter-agency collaboration and cooperation between the United Nations and international financial institutions in relation to international support for Afghanistan. Coordination would be established with the Security Council's ad hoc Working Group on Conflict Prevention and Resolution in Africa.

24. The guiding principles of humanitarian engagement for the United Nations, the guiding principles of the New Partnership for Africa's Development and similar overarching United Nations principles would provide part of the framework for the work of the advisory group. Its proceedings would be open and transparent, allowing for contributions by any member State.



## **Consultations**

25. The consultations would include the following:

(a) With national authorities of the country concerned: constant dialogue with official representatives and their involvement in all activities and meetings with political leaders and members of a broad spectrum of civil society;

(b) With officials of United Nations entities: briefings and support from the Department of Political Affairs as the United Nations focal point on peace-building and other Executive Committee on Peace and Security members, the United Nations Development Programme and other UNDG members, the Office for the Coordination of Humanitarian Affairs and other members of the Executive Committee on Humanitarian Affairs and the Inter-Agency Standing Committee, the Department of Economic and Social Affairs and other members of the Executive Committee for Economic and Social Affairs, the framework team for coordination, integrated mission task forces, ECA, the Executive Office of the Secretary-General and other United Nations entities and specialized agencies involved in the countries;

(c) With officials of the Bretton Woods institutions and other international financial institutions: briefings and support from the World Bank, the International Monetary Fund, the African Development Bank and others;

(d) With bilateral and multilateral actors and others: briefings and support from the Organization of African Unity (African Union), African subregional groups, donor countries and organizations, non-governmental organizations, private sector stakeholders, etc.

## **Working arrangements and instruments**

26. In formulating its recommendations to the Economic and Social Council, the advisory group would take into account, and seek to advance in a more comprehensive manner, the country, subregional and regional programmes of the organizations of the United Nations system and those of bilateral and multilateral partners, as well as those of national, subregional and regional African and other initiatives and structures.

27. A key aim of the advisory group would be to enhance efficiency and promote synergy. With technical support from the United Nations system and others, it would draw together into a common perspective and make maximum use of existing instruments and any related documentation. Within the United Nations system, including the Bretton Woods institutions, these would include the United Nations generic guidelines on the strategic framework approach, the

consolidated appeals process, the common country assessment, the United Nations Development Assistance Framework, poverty reduction strategy papers, consultative group and round table mechanisms and other vehicles for coordination, support and funding.

28. In particular, the advisory group would draw upon the leadership role of the Special Representative of the Secretary-General, where present, and the responsibilities of the United Nations resident coordinator/humanitarian coordinator, the country team and the United Nations system generally, including regular interaction with the World Bank and other organizations represented in the country.

29. In pursuing this approach, the Economic and Social Council would need to take into account relevant new initiatives, including, for example, the Inter-Agency Task Force on the West African Subregion, the United Nations Office for West Africa, the United Nations peace-building support offices, the World Bank's special programme of assistance for Africa, the special economic assistance to countries specified in relevant General Assembly resolutions, the groups of "friends of the Secretary-General" in relation to certain countries, and the ongoing efforts by development partners for various subregions.

### **Programme orientations and priorities**

30. Following the country's own identified priorities and keeping in mind all three pillars of sustainable development — economic development, social development and protection of the environment — the needs assessments and programme of support would be designed to promote smooth transition and a comprehensive approach, with particular attention to linkages and filling gaps. Bearing in mind the differing circumstances and priority concerns in each country, the programme would cover the broad themes of peace-building in relation to sectoral and cross-cutting needs for immediate and transitional assistance and longer-term efforts that require early attention in order to facilitate capacity-building, the provision of services and capital investment. Of central importance would be the expression of national priorities in documentation emanating from a peace agreement and subsequent short- and longer-term agendas, complemented by the mechanisms and analyses of the United Nations and other external partners. Cross-cutting issues, such as the mainstreaming of gender concerns, human rights, the return of refugees and the situation of internally displaced persons, would receive particular attention.

## **Reporting to the Economic and Social Council**

31. The advisory group would submit its report to the Economic and Social Council. The report would contain information and recommendations on the needs assessments and a comprehensive programme of support for long-term development for the country concerned. Following action by the Council, the documentation could be presented, as appropriate, to an international donors' conference for funding and to the participating organizations and Governments as the overall framework for future efforts.

## **IV. Concluding observations**

32. The present report sets out the background, context and elements of, as well as the rationale for, a flexible and practical approach as to how the Economic and Social Council could use the modality of an ad hoc advisory group to promote a well-coordinated and comprehensive response to the challenges of peace-building in African countries emerging from conflict. It is recommended that the Council endorse the proposals set out in section III above.

33. By pursuing such an approach, the Council would highlight the importance of post-conflict peace-building and would emphasize the role that it could play for high-level political visibility and coordination. Such an approach would promote strengthened collaboration among the organizations of the United Nations system, the principal intergovernmental bodies, bilateral and multilateral actors and national authorities. It would allow the Council to respond to specific situations and needs in a flexible and time-limited manner, taking into account the unique characteristics of each situation. Such an approach could be tested in a pilot phase in one or two countries, to draw appropriate lessons and build upon them. It must be noted, however, that ultimately the effectiveness of the results will be determined by the extent of commitment forthcoming from national authorities and international partners, and by the level and consistency of political and financial support provided for the implementation of such commitments.

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<sup>1</sup> *Official Records of the General Assembly, Fifty-fifth Session, Supplement No. 45 (A/55/45), para. 48.*

<sup>2</sup> *To be issued as Official Records of the General Assembly, Fifty-sixth Session, Supplement No. 3 (A/56/3), chap III.*

## **Report of the ECOSOC Ad Hoc Advisory Group on Guinea-Bissau (E/2003/8)**

### **Summary**

Guinea-Bissau is a country still emerging from conflict. Ironically, about three years ago, when the country first emerged from conflict and received post-conflict assistance from donors, including the Bretton Woods institutions, it was among the countries that benefited from the enhanced heavily-indebted poor countries (HIPC) initiative. Today, however, the economic, social and political situation in the country suggests that it may be slowly sliding back into conflict, despite the fact that all interlocutors interviewed by the Ad Hoc Advisory Group on Guinea-Bissau said that they were tired of violence and preferred peace.

The Ad Hoc Advisory Group on Guinea-Bissau mandated by the Economic and Social Council to prepare recommendations for a long-term programme of support for the country. During its visit, however, it became clear to the Group that the country was facing many short-term challenges that needed immediate consideration. The initial conclusion of the Group was that addressing the short-term needs of Guinea-Bissau would have an impact on the long-term development plans for that country. Furthermore, it became clear that the mandate of future ad hoc advisory groups would need to be crafted in such a way as to address the unique and particular needs of each country.

The composition of the Ad Hoc Advisory Group on Guinea-Bissau and its method of work proved to be extremely important. It was useful that the Group included representatives of diverse African countries, including countries which have a special and historical relationship with, and those that are among the traditional donors to, Guinea-Bissau. The Ad Hoc Advisory Group worked closely with the Chair of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa, an approach that allowed for the simultaneous evaluation of the social, economic and security issues and proved to be the most effective way of dealing comprehensively and coherently with the situation in the country. The close working relationship between the Economic and Social Council and the Security Council was crucial in bringing about this productive collaboration.

Among the preliminary conclusions reached by the Advisory Group was that the Economic and Social Council should consider engaging donor countries and the rest of the United Nations system, including the Bretton Woods institutions, in an attempt to urgently find creative and innovative ways to respond to the

situation in Guinea-Bissau in order to prevent it from relapsing into conflict. This may take the form of a compact whereby social and economic issues are addressed simultaneously with political and security issues.

Beyond the situation in Guinea-Bissau, there is a need for the international community to develop a predictable and coherent manner of responding to countries emerging from conflict. The challenge is to find ways to assist countries that no longer need peacekeeping support but are not yet ready to receive regular donor assistance, with all the requirements associated with such help.

## **I. Introduction**

1. On 15 July 2002, at its substantive session, the Economic and Social Council, adopted resolution 2002/1, by which it decided to create a framework for advisory group(s) on African countries emerging from conflict. The advisory group(s), which are expected to be small, flexible and geographically representative, are mandated to: examine the humanitarian and economic needs of countries concerned; review relevant programmes of support and prepare recommendations for long-term programmes of support, based on development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability; and provide advice on how to ensure that the assistance of the international community in supporting the countries concerned is adequate, coherent, well-coordinated and effective and promote synergy.

2. By its decision 2002/304 of 25 October 2002, the Economic and Social Council created an Ad Hoc Advisory Group on Guinea-Bissau. The Group was composed as follows: Ambassador Dumisani Kumalo (South Africa), Chairman of the Group, Ambassador Lužeria dos Santos Jaló, (Guinea-Bissau), Ambassador Gonçalo Aires de Santa Clara Gomes (Portugal), Ambassador Dirk van den Berg (the Netherlands), and Ambassador Gelson Fonseca Jr. (Brazil). The Group was also required to invite Ambassador Jagdish Koonjul (Mauritius), Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa, Ambassador Crispin Grey-Johnson (Gambia), Chairman of the Group of Friends of Guinea-Bissau, and Ambassador Ivan Šimonović (Croatia), President of the Economic and Social Council, to participate in the work of the Group, which they did. At some of the meetings of the Advisory Group, Ambassador van den Berg was represented by Arjan Hamburger, Minister Plenipotentiary, Permanent Mission of the Netherlands, and Ambassador Gelson Fonseca Jr. by Maria Luiza Ribeiro Viotti, Minister Plenipotentiary, Permanent Mission of Brazil.<sup>1</sup>

3. At the first meeting of the Group, on 29 October 2002, the decision was taken to visit Guinea-Bissau to consult with all stakeholders and actors on the way forward for Guinea-Bissau regarding the country's short-term crisis and long-term development. In order to take advantage of the presence of a number of important stakeholders who were expected to be present for the 11 November tripartite consultations organized by the United Nations, including representatives of the Bretton Woods institutions and the donor community, it was decided to schedule the visit to the country from 9 to 16 November 2002.

4. In preparation for the visit to Guinea-Bissau, the Advisory Group consulted with a number of key stakeholders to discuss the challenges facing the country and the ways in which bilateral donors and others could help. This group included officials from the Government of Guinea-Bissau, permanent representatives from the subregion, officials from the Department of Political Affairs, including the Representative of the Secretary-General to Guinea-Bissau via video-link, the United Nations Development Programme (UNDP), the International Monetary Fund (IMF) and the World Bank Liaison Office in New York, a number of nationals of Guinea-Bissau residing in New York, the "Group of Friends of Guinea-Bissau"<sup>2</sup> and representatives of some donor countries.<sup>3</sup> The Group also paid a courtesy call on the Secretary-General to brief him on the mandate and work of the Group prior to its mission to Guinea-Bissau.

5. The Advisory Group visited Guinea-Bissau from 9 to 16 November 2002. The Group was hosted by the United Nations Resident Coordinator and the Representative of the Secretary-General and Director of the United Nations Peace-building Support Office in Guinea-Bissau (UNOGBIS). The Group met and had frank and open discussions in line with its terms of reference with a wide range of actors in Guinea-Bissau, including: the President of the Republic, the Prime Minister, the Minister for Foreign Affairs, the Ministers of Economy and Finance and Public Administration and Works, the State Secretary for Social Solidarity and Employment, the President of the National Assembly, representatives of the main political parties, the Chief of the Armed Forces, representatives of religious groups, trade unions, human rights organizations, women's and youth associations, the media, the private sector, the diplomatic community in Guinea-Bissau, including that based in Dakar, the Bretton Woods institutions, UNOGBIS, including human rights, military and information officers, the United Nations country team, including the visiting mission from the Bureau for Crisis Prevention and Recovery of UNDP, and others (see annex I). The Group also visited Gabu, one of the main towns in the interior of the country, for a first-hand look at two integrated projects being implemented by the United Nations system.

6. One of the highlights of the Group's visit to Guinea-Bissau was its participation in the tripartite consultations between the Government of Guinea-Bissau, the United Nations system and the donor community (later known as the quadripartite consultations, with the inclusion of the Advisory Group) organized by the United Nations on 11 November 2002. The main objective of the meeting was to encourage dialogue among the Government and its key partners on the way forward for the country in the context of the suspension of the IMF's Poverty Reduction and Growth Facility and a significant reduction in donor assistance.

7. Subsequent to the quadripartite consultations, the Group was requested by President Kumba Yalá to come up with ideas on how to restore the confidence of the international community in Guinea-Bissau. In response to this request, and after consultations with some of his advisers, the Minister for Foreign Affairs and the Ministers of Economy and Finance, a discussion document was drafted and transmitted to the President. The document provided an outline of a possible compact between the Government of Guinea-Bissau and the donor community, pointing to the responsibilities of the Government and those of the international community, as well as a mechanism for coordination at the strategic and operational levels to ensure the transparent management of any resources that may result from such a compact (see annex II).

8. On return from Guinea-Bissau, the Advisory Group gave an account of its impressions and continued its consultations with key stakeholders. The Group met with Mr. Kieran Prendergast, Under-Secretary-General of the Department of Political Affairs, on 22 November 2002, and with Mr. Mark Malloch Brown, Administrator of UNDP, on 3 December 2002. Possible support for Parliamentary elections, which were called for after President Kumba Yalá dissolved Parliament on 15 November 2002, was discussed at both meetings. The Advisory Group visited Washington D.C. on 4 December 2002 to consult with the Bretton Woods institutions<sup>4</sup> on developments in Guinea-Bissau since their missions to the country and to ascertain the extent to which those institutions would use innovative and flexible approaches to assisting post-conflict countries, in particular Guinea-Bissau, as a test case for this group of countries. At the invitation of Ambassador Crispin Grey-Johnson, Chairman of the "Group of Friends of Guinea-Bissau", the Chairman of the Advisory Group, Ambassador Dumisani Kumalo, provided a briefing on the Group's visits to Guinea-Bissau and Washington D.C.

9. The Advisory Group wishes to express its deep gratitude for the support it received from the Government of Guinea-Bissau, the Representative of the

Secretary-General, UNOGBIS, the United Nations Resident Coordinator and the United Nations country team as well as from officials of the Department for Political Affairs, UNDP in New York, in particular the Regional Bureau for Africa and the Bureau for Crisis Prevention and Recovery, the World Bank and IMF. The Advisory Group also wishes to thank the Department for Economic and Social Affairs for its untiring support in facilitating its work.

## **II. Background**

10. Guinea-Bissau is a small country (36,135 square kilometres) in West Africa, with a population of around 1.2 million inhabitants. It is bordered by Senegal to the north, Guinea-Conakry to the south and east and the Atlantic Ocean to the west. The country fought a protracted war of liberation, which resulted in the dislocation of one fifth of its population and the destruction of an important part of its economic infrastructure. Its independence was officially recognized in September 1974; in 1981 Guinea-Bissau joined the ranks of the least developed countries. After a period of political and economic instability, an internal armed conflict broke out in 1998, which lasted for 11 months. The conflict resulted in further destruction of human, social, public and private capital and a deepening of the country's endemic poverty. According to the most recent poverty assessment, 88 per cent of the population lives on less than \$1 per day.<sup>5</sup>

11. According to the UNDP human development index for 2002, Guinea-Bissau ranks 167 out of 173 countries. With some exceptions, its socio-economic indicators are generally below those of sub-Saharan African countries, and of least developed countries as a whole. Life expectancy at birth is 44.8 years, compared to 48.7 for sub-Saharan Africa and 51.9 for least developed countries; adult literacy is 38.5 per cent compared to 61.5 per cent for sub-Saharan Africa and 52.8 per cent for least developed countries; combined primary, secondary and tertiary gross enrolment ratio is 31 per cent compared to 42 per cent for sub-Saharan Africa and 38 per cent for least developed countries; the percentage of population using improved water resources is 49 per cent compared to 54 per cent for sub-Saharan Africa and 63 per cent for least developed countries, although in the capital only 13 per cent of the population have access; and the infant mortality rate is 130 per 1,000 compared to 92 per 1,000 for sub-Saharan Africa. The prevalent rate of HIV is 8 to 10 per cent among adults.<sup>6</sup> The situation of women is particularly critical, as witnessed by their illiteracy rate of 85 per cent compared to 56 per cent for men; the gender gap in school enrolment of 78.6 per cent for males compared to 45.3 per cent for females at the primary level and 9 per cent for males and 4.4 per cent for females at the secondary level; and a



maternal mortality rate of 90 per 1,000. Overall, these indicators highlight the fragile nature of the country's human resource base, posing major problems for the reconstruction effort.

12. After an initial spurt of growth resulting from the restart of the economy following the civil war,<sup>7</sup> the country has suffered a substantial decline in economic activities and is essentially in crisis. In 2001, gross domestic product (GDP) grew by only 0.2 per cent and is estimated by IMF to have declined even further, to 4.2 per cent, in 2002 as a result of the combination of a sharp drop both in the production of and international market price for cashew nuts and the sizeable loss of official development assistance arising from the decision by IMF to suspend its Poverty Reduction and Growth Facility in May 2001. IMF had approved a three-year Poverty Reduction and Growth Facility in the amount of \$14.2 million in special drawing rights in December 2000 to provide resources to promote recovery and poverty reduction. The programme was linked to the provision of debt service relief in the amount of \$790 million (\$417 million in net present value) under the enhanced heavily indebted poor countries initiative of the Bretton Woods institutions. As the Government depends on official development assistance for more than 55 per cent of its budget, the suspension of the Poverty Reduction and Growth Facility, to which bilateral and multilateral donors have linked their assistance, has led to the drying up of assistance and a large budget deficit. As a result, the Government is experiencing cash flow problems and is unable to meet short-term economic and social needs, including paying civil servants and soldiers their wages in full and on time. Since then, IMF designed two additional programmes to restore the Facility, including the short-term macroeconomic programme for August to November 2001, and a staff-monitored emergency financial management programme for April to July 2002. Guinea-Bissau also failed to meet the targets set by these two programmes.

13. The prospects for Guinea-Bissau to get the Poverty Reduction and Growth Facility back on track are limited by structural factors, which affect the dependability and sustainability of the country's revenues. The country is highly dependent on the export of one product, namely cashew nuts, which are exported with little or no value added. The dominance of cashew as the major source of foreign exchange (95 per cent of export revenues) has made the country's export-earning capacity highly sensitive to price fluctuations. Indeed, the price of cashew nuts fell by 30 per cent in 2001 and was followed by a decline in production by 10 per cent in 2002, underlining the country's vulnerability to one commodity. Other sources of its limited foreign exchange inflows come in the form of royalties from fishing rights and from remittances from nationals living abroad. Although revenues from these sources are an option for countries

like Guinea-Bissau that are severely handicapped in their supply capacities, it is important that the country explore its untapped natural resources, particularly its fisheries and other agricultural products, including rice, as well as forestry and minerals like bauxite, phosphates and petroleum, and seek to establish more secure alternative sources of foreign exchange based on productive activities.

14. Part of the weakness in the country's economy derives from the fact that its very small private sector only began to emerge from a centrally planned system in the late 1980s and was essentially decapitalized 10 years later during the civil war. It is operating in a difficult environment with little supporting economic infrastructure, including little or no access to credit internally<sup>8</sup> or externally, poor economic policies, limited and erratic access to energy supplies, including electricity, a poor and limited network of roads and air transportation links, a non-functioning port and the lack of a modern telecommunications sector. As a result of these difficulties, many economic activities are being shifted to the informal sector, thus depriving the Government of important sources of revenue.

15. As the economy worsens, the social situation is becoming increasingly grim. In a situation of high unemployment and underemployment, with only 38 per cent of the population employed, the Government being unable to pay salaries to civil servants and a worsening of the food security situation as a result of a drought in the Sahelian region, it is reported that 90 per cent of the population eat only one meal per day. Not surprisingly, the infant mortality rate is extremely high with as many as 1,000 children under-five dying per month, succumbing to malaria and respiratory illnesses. The education system is effectively shut down because of non-payment of salaries to teachers, who are also withholding grades for the last school year.

16. It must also be noted that the economic situation is affected by the developments in the domestic political arena. During the Advisory Group's consultations with key stakeholders prior to and subsequent to its visit to Guinea-Bissau, it became clear that, in addition to the suspension of the IMF's macroeconomic programme, the donor community is extremely concerned about the deficits in political and economic governance. During the quadripartite consultations on 11 November 2002, donors made it clear that the Government needed to promote political stability, demonstrate political will to define a national vision for development and develop the capacity to implement its strategy before assistance would be forthcoming. The donors were more specific in the area of political governance, expressing concern regarding the non-promulgation of the Constitution, which has been endorsed by the Parliament

and considered to be the overall legal framework for the rule of law as well as the appointment to the Supreme Court of the President and Vice-President, which are elected positions. On the economic front, donors also expressed concern regarding the management of public finances. The view is that decisions on public expenditures are made on an arbitrary and ad hoc basis rather than according to established procedures and that there is constant political interference in decision-making. The difficulties in budget execution and expenditure controls are compounded by weak technical capacity in some of the key Ministries. Bilateral and multilateral donors are also concerned by the frequent changes in the Government's ministerial team, which creates political and institutional instability.

17. The issue of political and institutional instability came to the fore once again when President Kumba Yalá dismissed the Government of Prime Minister Nhasse and dissolved Parliament on 15 November 2002. Parliamentary elections, which, according to the Constitution, were due in November 2003, have now been scheduled to take place on 20 April 2003.

18. Overall, there is a fundamental problem related to the absence of an effective separation of the executive, legislative and judiciary powers, which makes it difficult for the effective functioning of the State and the norms of good governance. Many of the Group's interlocutors suggested that the President's exercise of his executive power is a source of tension. The functioning of the Legislature was also affected by the vast inexperience of many newly elected Parliamentarians who came to power in the 2000 elections. The Judiciary is seriously undermined by a lack of respect for its independence as well as a shortage of qualified professionals and material support. While there are no systematic and massive human rights violations, lack of a clear constitutional framework and systematic use of the law as an instrument of political repression have created an environment conducive to the violation of fundamental rights.

19. The situation in the security arena is a source of concern. There has been a fairly long history of involvement of senior military officers in political matters, including the civil conflict of 1998 and a coup attempt in 2000. While the army has now taken a position of loyalty to legally established institutions, there is still some frustration regarding the lack of a clear role of the military in society. It is also not clear whether the lower ranks, 80 per cent of which do not have basic education, have accepted this new approach. While the army does receive food regularly, the partial payment of salaries for the last six months and the disruption of the World Bank multi-donor funded demobilization, reinsertion and reintegration programme (DRR) are clearly dangerous for security. A new

and emerging concern is the growing ethnic division in the army, with the overrepresentation of one ethnic group in the senior ranks. The availability of small arms also aggravates the security risk.

### **III. The role of the United Nations in addressing Guinea-Bissau's post-conflict needs**

20. At the political level, the situation in Guinea-Bissau has been on the agenda of the Security Council since the outbreak of the civil war in 1998. The situation in the country is debated periodically based on a report submitted to the Council by the Secretary-General. After the coup attempt of November 2000, in recognition of the need to combine “sustainable post-conflict peace-building and economic and development issues”, the Council urged flexibility on the part of donors and financial institutions on issues concerning debt relief, trade policies and internal budget constraints.<sup>9</sup> In August 2002, the Security Council Ad Hoc Working Group on Conflict Prevention and Resolution in Africa discussed the critical importance of continued economic and financial assistance for the consolidation of peace in Guinea-Bissau.<sup>10</sup> To this end, the President of the Security Council submitted letters to the World Bank, IMF and the African Development Bank encouraging them to show flexibility and urging them to find ways to strike a balance between the need for macroeconomic stability and peace-related priorities of Guinea-Bissau.

21. The United Nations organizations based in Guinea-Bissau, namely the Food and Agriculture Organization of the United Nations (FAO), UNDP, the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and the World Health Organization (WHO),<sup>11</sup> under the coordination of the UNDP Resident Coordinator, have been actively involved in providing assistance to Guinea-Bissau in a number of areas, including national reconciliation, economic management, health, education, agriculture and food security, poverty strategies and good governance.<sup>12</sup> UNDP was particularly active in supporting the interim Government in 1999 by mobilizing resources through the organization of an emergency round table<sup>13</sup> and coordination of international assistance in the conduct of the 1999 elections. UNDP has also been supporting subsequent Governments in restoring their functions, namely in the areas of public and economic administration and the removal of landmines. UNICEF has focused its efforts on supporting the development of health policies and strategies, the implementation of the Expanded Programme of Immunization, malaria and

HIV/ AIDS control, salt iodization, the revitalization of health centres and supporting the national plan of action "Education for All", in particular efforts directed at girls and the promotion of women's literacy.

22. WHO is working with UNICEF and UNFPA in the areas of HIV/AIDS, safe motherhood, reproductive health, including genital mutilation, and other health-related gender-gap issues, as well as the protection of children through vaccinations. It is also providing technical assistance for strategic planning in health and mobilizing a partnership for the development of the health sector. UNFPA is also contributing to the formulation of a national population policy and the updating of the population census, which is critical to a better understanding of the socio-economic and demographic context for planning purposes.

23. FAO has focused its activities on assisting the Government in meeting its food needs and in rehabilitating agriculture-related productive capital damaged or abandoned during the civil war. WFP supports the FAO food security effort by providing food aid and the rehabilitation of rural infrastructure, including the construction of cereal banks, which remains inadequate. WFP is also working with UNICEF to encourage school attendance, including attendance of girls, and to increase literacy among adults, particularly women, by providing food rations.

24. The efforts of the United Nations system have been strengthened by the presence of the Representative of the Secretary-General and UNOGBIS, which was established by the Secretary-General in June 1999, in response to the request by the Security Council for recommendations on what could be done to support peace-building in the country. The mandate of UNOGBIS was to assist the Government in creating an environment for restoring and consolidating peace, democracy and the rule of law and for facilitating the implementation of free and transparent elections and the implementation of the peace agreement; overseeing voluntary arms collection and destruction, and harmonizing the activities of the United Nations system in the country.<sup>14</sup> After the completion of successful elections, the mandate was revised to facilitate the mobilization of international political support and resources for the rehabilitation, reconstruction and development priorities of Guinea-Bissau. UNOGBIS provides support to the Government in its efforts to consolidate and maintain peace and acts as an intermediary between political parties, facilitating the transmission of messages, building confidence among the parties and working to manage emerging crises. The mandate of UNOGBIS has been extended until 31 December 2003 to allow it to contribute further to the consolidation of democratic gains in Guinea-Bissau, to help its people lay the foundations for durable peace and sustainable

development and to strengthen the country's friendly relations with its neighbours.

25. As in other countries, the United Nations country team has prepared a common country assessment and a United Nations Development Assistance Framework (UNDAF), which were completed in 2001 and 2002, respectively, to provide policy and operational coherence to their future activities in the country. Prepared in consultation with the Government, these two instruments identified poverty reduction and improved governance as the priorities for the country. The framework contains a series of integrated, phased programmes in the political, social and economic spheres, designed to reinforce each other and help the Government in the areas of accountable and transparent governance and poverty reduction. A number of organizations that are not based in Guinea-Bissau, such as the International Labour Office (ILO), the United Nations Capital Development Fund (UNCDF), the Department for Economic and Social Affairs of the Secretariat, the United Nations Environmental Programme (UNEP), UNESCO, the United Nations Centre for Human Settlements, the United Nations Industrial Development Organization (UNIDO), the United Nations Development Fund for Women (UNIFEM) and the United Nations Office for Project Services also participate in joint activities in a number of priority areas identified by UNDAF.

26. In the view of the Ad Hoc Advisory Group, the common country assessment and the Development Assistance Framework could be revisited. The assessment, for example, provides a summary of development situation of the country but does not reflect the structural impediments facing the country or provide an analytical overview of the root causes of conflict. While UNDAF is in line with national priorities and addresses some of the post-conflict needs of the country, it is not substantially different from an UNDAF in any other African country and lacks the flexibility to respond quickly to the changing and fluid situation in the country.

27. In recognition of the urgency of improving the effectiveness of the United Nations system's response to the prevention and reduction of conflict in the country, the UNDP Bureau of Crisis Prevention and Recovery and its Regional Bureau for Africa undertook a mission to the country, which coincided with that of the Ad Hoc Advisory Group. The objectives of that mission were to conduct a strategic assessment of the risk of the country's relapse into conflict and to identify ways and means of assisting UNDP and the United Nations country team to strengthen and expand their conflict prevention and peace-building policies and programming strategies in an integrated manner. The

recommendations of the mission of the UNDP Bureau will be incorporated into a new strategy for Guinea-Bissau.

#### **IV. The role of the international community in addressing Guinea-Bissau's post-conflict needs**

28. The international community, including the United Nations system, continued its assistance to the Government after the civil war ended in 1999, although the volume of net official development assistance dropped sharply from \$177.9 million in 1996 to \$52.4 million in 1999 (see annex III). Assistance from the United Nations system also declined significantly between 1996 and 1998, from \$11.1 million to \$9 million, however unlike assistance from other sources, jumped to \$14.9 million in 1999 in response to the post-conflict humanitarian needs of the country (see annex IV).

29. Guinea-Bissau's relationship with the Bretton Woods institutions in its post-conflict era has been critical to the mobilization of resources for the country. Since the civil war, the Bretton Woods institutions have played an active role in the country.<sup>15</sup> Both institutions responded quickly to the interim Government's national reconstruction and reconciliation programme prepared for the emergency round table organized by UNDP in May 1999 at Geneva, using their post-conflict frameworks to secure credits for the country. IMF approved an emergency post-conflict loan of \$3.5 million in September 1999 and the World Bank approved an Economic Rehabilitation and Recovery Credit of \$25 million in May 2000. The latter was designed to support demobilization and reintegration of ex-combatants, the settlement of sizeable domestic arrears to the local private sector and the improvement of public sector management. A \$26 million private sector rehabilitation and development project was approved in March 2002 to support increased investment, competitiveness and the participation of the private sector in economic activity by supporting regulatory reforms, the reform of telecommunications, air transport, port, water and energy sectors, the divestiture of public enterprises and the retrenchment of redundant workers. A transitional support strategy is planned for fiscal year 2003 and a HIV/AIDS project for 2004.

30. Although the Ad Hoc Advisory Group did not obtain any solid data on the volume of assistance for the period 2001-2002, as noted earlier, the failure to get the Poverty Reduction and Growth Facility back on track has severely affected aid flows from bilateral and multilateral donors, including aid from the

European Union, the World Bank and the African Development Bank. Guinea-Bissau benefited from \$77 million in World Bank credits since 1997, although \$57.6 million remain undisbursed. These credits include an economic rehabilitation and recovery credit of \$25 million, approved in May 2000, which is subject to an adequate macroeconomic framework and thus linked to the existence of an IMF macroeconomic programme. Two tranches for the demobilization and domestic arrears programmes, in the amount of \$13 million, have yet to be disbursed, affecting two important aspects of Guinea-Bissau's recovery, namely, improving security and reactivating the private sector.

31. While not linked to an IMF programme, funds from three other World Bank loans also remain undisbursed, including: \$9 million of the Basic Education Support Project of \$14.3 million, approved in June 1997; \$7 million of the National Health Development Programme of \$11.7 million approved in October 1997; and \$22 million of the \$26 million Private Sector Rehabilitation and Development Project, approved in March 2002. Problems relating to unauthorized expenditures, political instability and the lack of confidence in the Government have led to a delay in disbursements.

32. Consultations with the United Nations country team revealed that the level of support United Nations funds and programmes receive in the form of extrabudgetary resources is highly inadequate and is affecting the implementation of existing programmes. The team was not optimistic about the prospects for the next programme cycle as all programmes continue to face major funding gaps. For example, only 20 per cent of UNICEF's programme for 2003-2007 of \$18 million is funded from core resources and the remaining 80 per cent has not yet been secured. It is clear that the needs of the country since the end of the civil war are much greater than the United Nations system can support, especially given its own financial constraints and the pressures of its zero-growth budget.

33. A number of countries continue to provide assistance for humanitarian and emergency assistance to the country, namely Portugal, the Netherlands, Sweden, France and Italy, as does the European Union, however this is inadequate to meet the sustainable development needs of the country, including capacity-building and institution-building. In consultations with the United Nations country team, donors emphasized the importance of partnerships with new "friends" and the need for coordination with bilateral donors and the Bretton Woods institutions. Some members of the team noted that there was an emerging trend, with one or two donors amenable to linking up their support



programmes with those of the United Nations system, which they say should be strongly encouraged.

34. In recognition of the fact that Guinea-Bissau would be unlikely to meet the minimum requirements of the Poverty Reduction and Growth Facility, given the legacy of the civil war, the country's capacity constraints, weak institutions and continuing political instability and in light of the urgent need for donor support, IMF has decided to change its strategy for Guinea-Bissau. The Fund will no longer focus its efforts on bringing the Poverty Reduction and Growth Facility back on track, but will put in place an extended staff-monitored programme, in consultation with donors, as a way of providing a framework for the resumption of their support. Within the context of the staff-monitored programme, the Fund will continue to monitor progress in the macroeconomic area and to provide the necessary information to the donor community, including information on the Government's commitment to financial discipline and reform policies, in order to enable them to make decisions on whether to resume support to Guinea-Bissau, recognizing that their decisions may be based upon other factors than those of importance to IMF. The Fund believes that this approach will avoid giving "red or green light" signals to donors and will break the rigid link between an IMF macroeconomic programme (Poverty Reduction and Growth Facility) and donor assistance.

35. It is important to note that while this will allow the Government of Guinea-Bissau to continue with its structural adjustment and economic reforms at a slower pace than under the Poverty Reduction and Growth Facility, it also means that it will take some time to bring the Facility back on track and that debt relief from IMF will remain suspended.<sup>16</sup> A staff-monitored programme also means that only technical assistance will be provided and that no financial resources from the Fund will be available.

36. The UNDP-led round table for Guinea-Bissau, which is currently being prepared, presents an opportunity for donors to resume full support to the country. The round table also provides a framework for more effective donor coordination than presently exists. It is hoped that the upcoming elections will provide the institutional framework required by the donors in order to respond positively by increasing aid flow to Guinea-Bissau.

## **V. Conclusions**

37. The visit to Guinea-Bissau was important in providing a fuller and more nuanced view of developments in the country. A wide range of consultations and briefings led the Ad Hoc Advisory Group to make a number of observations. Guinea-Bissau has been independent for 28 years, following a protracted war of liberation, which resulted in the destruction of human, social, private and public capital. The legacy of both the national liberation and civil wars is still very much evident in the lack of capacity and institutions. It must also be recalled that Guinea-Bissau is facing three simultaneous transitions: from a centrally-planned economy to a market economy beginning in the late 1980s; from a single-party State to a multi-party system, beginning in the early 1990s; and from its civil war of 1998 and 1999, which did further damage to the country since it had not fully recovered from its war of independence. It is clear that, against this background, expectations were too high regarding the country's ability to rapidly adjust to the requirements of the Bretton Woods institutions and the donor community. It is the view of the Advisory Group that the country needs more time to urgently and meaningfully address longer-term sustainable development and governance. It is also our view that while the country is in the process of peace consolidation, it will require that the international community take its special situation into consideration.

38. The Advisory Group is also convinced that there must be a sense of urgency in finding creative ways to help Guinea-Bissau, despite its structural and political problems. The Group concurs with the assessment by UNDP, based on its vulnerability analysis, that the combination of social, economic, political and security crises pose a risk of relapse into conflict.<sup>17</sup> Against this backdrop, it is critical that the international community address how peace can be consolidated and identify strategies that can be developed and implemented to support it even if the current situation is not ideal in terms of governance. As stressed in the report of the Inter-Agency Mission to West Africa to the Security Council,<sup>18</sup> every effort should be made to ensure that there is adequate delivery of social and economic programmes to States in transition in order to ensure that social discontent does not jeopardize the democratic process. The costs of failing to act would be significantly higher to the country, the region and the international community than what would be required to ensure its stability. The Group is very much aware of the problem of institutional instability, and it is for that reason that it is important to think outside the framework of classic models and solutions, bearing in mind that short-term support can be used to leverage longer-term change.

39. As the Secretary-General observed in his report to the Security Council in June 2002, peace-building is difficult, perhaps impossible, unless it is based on a firm economic foundation.<sup>19</sup> It is with this in mind that he urged the donor community, including the Bretton Woods institutions, to find a way to strike a balance between the need for macroeconomic stability and peace-related priorities, which require greater tolerance for public sector expenditures and budget deficits. He also continued, in his report of 13 December 2002,<sup>20</sup> to call on the international community to provide urgent budgetary assistance to Guinea-Bissau so that the Government can address pressing short-term obligations and guarantee the minimum functioning of the State.

40. The Ad Hoc Advisory Group recognizes that there is a vital link between national stability and economic and social development and that the latter can only be provided by the return to political stability. It is evident from the Group's consultations with donors that there is willingness to provide assistance, but that the Government of Guinea-Bissau must be willing to make the necessary commitments in order to secure it. The Group is willing to act as a bridge between the donor community, the Bretton Woods institutions and the Government, but it is important to note that political commitment on the part of the national leadership is indispensable to the process. The Group is also aware that the recent dissolution of the National Assembly and the dismissal of the Government in November 2002 further complicate prospects for the mobilization of development resources. The central message of many interlocutors is that the international community and the United Nations should not abandon the country but rather ensure that donor assistance is well managed. Civil society organizations, in particular, are looking to the international community for support.

41. The Ad Hoc Advisory Group on Guinea-Bissau would also like to underscore the importance of a comprehensive and coordinated approach by the international community not only to Guinea-Bissau but to all countries emerging from conflict. As pointed out by the Secretary-General in his report proposing the mandate and operational modalities of the Advisory Groups of the Economic and Social Council, a clear need exists for greater coordination of priorities, programmes and related financial and technical support coming from the United Nations system, bilateral and other multilateral partners for broad-based recovery and reconstruction and prevention of the re-emergence of conflict. The gaps inherent in individual efforts must be plugged, including those that remain after the end of peacekeeping operations.

## **VI. Recommendations**

42. It is evident to the Ad Hoc Advisory Group on Guinea-Bissau that a new development paradigm is needed for the country, one based on a partnership between the Government and the international community. This partnership should be based on common objectives and on a long-term development strategy. The Government would define development goals, through the early completion of the poverty reduction strategy paper, and progress towards achieving those goals could be measured by mutually agreed benchmarks. The international community would support national efforts financially and otherwise. Such a partnership will only work if the actions by the country and the international community are simultaneous, and if there is a strong will to succeed on both sides. Only through a new approach by international institutions, donors and the Government of Guinea-Bissau itself, will concrete and measurable progress be made towards the achievement of the goals and targets of the major United Nations conferences and summits, especially those contained in the Millennium Declaration.

### **Short-term recommendations**

43. In order to address the urgent need for short-term assistance to Guinea-Bissau and restore the confidence of the international community while seeking to ensure the stability and functioning of the State, the Ad Hoc Advisory Group recommends to the Economic and Social Council that the partnership described above be in the form of a compact, which could be based on the discussion paper submitted by the Group to President Kumba Yalá on 13 November 2002.<sup>21</sup> The Advisory Group maintains that such a compact can only be implemented if there is simultaneous movement on all tracks (Government commitments and donor support as well as economic, social and political issues). The paper outlined the elements of such a partnership, which would include measures that need to be undertaken by the relevant authorities of Guinea-Bissau as a matter of priority if the situation is to be improved and donor confidence restored, namely by: promoting the rule of law and political stability, more specifically by promulgating the Constitution; electing the President and Vice-President of the Supreme Court; empowering the ministerial team so as to give its members a measure of stability and continuity as well as formulating a long-term development strategy. These actions will help create conditions for a positive response from the international development partners to assist Guinea-Bissau, and could include: emergency financial support; technical assistance; capacity-building; assistance for the preparations of the 2003 and 2004 elections; and other forms of development assistance. The compact would have a high-level national

steering committee to provide political oversight and monitoring of its performance as well as a supporting operational committee composed of representatives of the Government, the United Nations system and principal donors.

44. The proposed compact could have, as a central instrument, a temporary trust fund to address urgent short-term needs, to which the donor community could contribute in the amount of \$12 to 15 million, which IMF estimates to be the minimum required for the functioning of the State until the next inflow of revenues from cashew nuts exports and fishing licenses in May 2003. The trust fund could: finance essential recurrent expenditures required for the minimum functioning of the Government; provide transparency and accountability in the use of emergency assistance; provide a neutral entity to manage its resources; reduce the burden on Government capacity while building capacity; and encourage donor coordination and a high degree of partnership with the Government and among those willing to participate in the implementation of the mechanism. The management of the trust fund could be linked to a set of policy benchmarks considered to be critical to improving economic and political governance and could include planning and preparations for the elections, a time-line for the elections to the Supreme Court, a time-line, strategy and process to clarify and promulgate the Constitution and stability and continuity of the ministerial team. Implementation of the benchmarks could be reviewed on a monthly basis.

45. Given the country's capacity limitations, technical assistance for capacity-building will be fundamental to the operations of the trust fund and will be directed principally towards the Ministry of Economy and Finance and the Treasury in order to strengthen economic management capacities and improve transparency and accountability in the budgetary processes. Technical assistance directed at capacity-building will also be required for the planning and preparation of the legislative and presidential elections

46. It is important that parliamentary elections, which will be held within the next few months, be seen as credible and fair. This will contribute to the consolidation of Guinea-Bissau's nascent democracy. To this end, the international community should respond favourably to the request of the Government of Guinea-Bissau for financial and technical assistance in the organization and holding of the elections.

47. Recalling that the inadequate management of the demobilization and reintegration process of ex-combatants from the war of independence was one of the precipitating sources of conflict, and given the importance of supporting

peace-building, the Advisory Group is of the view that the demobilization, reinsertion and reintegration programme (DRR) should be funded as a matter of priority and that all possible options for funding be explored.

### **Recommendations addressed to the United Nations system**

48. The Ad Hoc Advisory Group on Guinea-Bissau welcomes the supportive role being played by the United Nations in Guinea-Bissau. The Group recommends to the Economic and Social Council that it:

- (a) Encourage UNDP to finalize and put in place its Emergency Economic Management Fund, which could be used as the mechanism to address the short-term needs of Guinea-Bissau;<sup>22</sup>
- (b) Encourage an acceleration of UNDP plans to restructure its governance programme to focus on more traditional capacity-building programmes in the areas of civil society participation, separation of powers, economic and financial management and civil service reform. In doing so, UNDP may wish to develop a new programme of technical assistance, in collaboration with IMF, the World Bank and other providers of technical assistance, who could together identify short and medium-term technical assistance needs and outline an action plan for the delivery of such assistance;
- (c) Invite UNDP to continue its efforts to work towards the finalization of required preparations for the round table on Guinea-Bissau, including mobilizing the support of actors.

### **Recommendations addressed to the Bretton Woods institutions**

49. To support the efforts to consolidate peace in Guinea-Bissau, the Ad Hoc Advisory Group recommends to the Council that it encourages the Bretton Woods institutions to:

- (a) Explore the possibility of de-linking peace-building activities from macroeconomic programmes and consider other ways of addressing urgent needs;
- (b) Facilitate the efforts of the country to improve its financial management in the context of an extended staff monitored programme, by placing an IMF resident representative in the country.

## **Recommendations addressed to the donor community**

50. The Ad Hoc Advisory Group is of the view that the number of partners providing support to Guinea-Bissau is extremely limited. In this context, the Group recommends to the Economic and Social Council to invite other Member States to become active partners in contributing to peace and stability in Guinea-Bissau in an effort to expand the donor base for the country. The Group also recommends that the donor community be invited to:

- (a) Support capacity-building based on the UNDP's technical assistance plan either through the direct provision of technical assistance or through supporting triangular arrangements;
- (b) Contribute to the success of the round table by becoming engaged in the preparations and actively participating in the event with a view to increasing their contribution to peace-building and longer-term sustainable development of the country.

## **Recommendations to the international community as a whole**

51. The Economic and Social Council may wish to encourage the international community as a whole to become active in supporting the stabilization of Guinea-Bissau. To that end, the Council may wish to:

- (a) Call on the international community to provide financial and technical assistance to the National Electoral Commission of Guinea-Bissau in order to ensure the credible conduct of parliamentary elections;
- (b) Encourage bilateral donors, the organizations of the United Nations system, including UNDP, UNIFEM, ILO, UNIDO, FAO, the International Fund for Agricultural Development (IFAD), the World Food Programme (WFP), Member States and civil society organizations, including national and international non-governmental organizations (NGOs), foundations, academia and the private sector, to commit, on an urgent basis, to funding quick-impact income-generating projects at the community level. The international NGOs would be requested to work in collaboration with local partners;
- (c) Invite countries in West Africa and those of the Community of Portuguese-speaking countries to provide technical assistance in the areas defined by the United Nations country team, either directly or through triangular arrangements with donors or the United Nations.

## **Long-term recommendations**

### **Recommendations addressed to the Government of Guinea-Bissau**

52. The Ad Hoc Advisory Group on Guinea-Bissau recognizes that there is a strong link between long-term stability and development and that sustainable development requires that the structural factors undermining economic growth be addressed. It is in this context that the Group recommends to the Council that it urges the Government of Guinea-Bissau to:

- (a) Promote political stability by, inter alia, strengthening and demonstrating its commitment to consolidating the rule of law, respecting the separation of powers and safeguarding human rights;
- (b) Formulate a comprehensive economic diversification strategy that is geared towards adding value to cashew nuts, expanding its range of agricultural exports, including rice, and developing its fisheries and forestry subsectors and tourism industry;
- (c) Improve the conditions for private sector activity by creating the legal and financial conditions for increased private investment.

### **Recommendations addressed to the Bretton Woods institutions**

53. In light of the need to strengthen policies in post-conflict countries like Guinea-Bissau, the Advisory Group recommends that the Council encourage the Bretton Woods institutions to:

- (a) Ensure that flexibility and creativity are embedded in the design of macroeconomic and poverty reduction programmes;
- (b) Consider expanding assistance to support the country's economic diversification programme;
- (c) Accelerate efforts, in close collaboration with the private sector and regional organizations, to strengthen the banking system;
- (d) Assist in the rehabilitation and upgrading of infrastructure, including energy, transport, communications, health and education;
- (e) Work more closely with United Nations organizations in the field in the design and implementation of programmes.

### **Recommendations addressed to the donor community**

54. To assist in the long-term development of Guinea-Bissau, the Ad Hoc Advisory Group recommends to the Economic and Social Council that it urges donors to:



- (a) Give carefully targeted support to the rehabilitation and reconstruction of critical infrastructure, including health and education as well as water, energy and transport. This support should be considered part of “post-conflict” relief with a view to relaunching economic activities. These infrastructure projects could then be used to create employment for ex-combatants and youth;
- (b) Provide financial and technical assistance to the elaboration and implementation of a diversification programme with a view to supporting the country’s efforts to find new sources of growth. In this context, donors with special programmes<sup>23</sup> for African and least developed countries could consider ways to enhance access by Guinea-Bissau to those opportunities;
- (c) Renegotiate more favourable terms for fishing licenses, provide financial and technical support for controlling the country’s maritime zone and assist the Government in addressing the sustainability of its stocks;
- (d) Support the efforts of Governments to review, as appropriate, their ongoing national food security policies with a view to filling gaps, identifying and removing obstacles and taking adequate measures;
- (e) Encourage private investment in Guinea-Bissau with a view to supporting the development and diversification strategy of the country.

**Recommendations addressed to the United Nations system**

55. The Ad Hoc Advisory Group is of the view that the specific challenges facing Guinea-Bissau as a post-conflict country require strong international support to the country and a more coherent and coordinated approach. The Advisory Group therefore recommends that the Council:

- (a) Request the Secretary-General to strengthen United Nations staff with the requisite training and expertise in early warning and preventive measures;
- (b) Urge United Nations organizations to strengthen their activities in the country and consider, as appropriate, resident representation;
- (c) Reconfirm the priority given to gender mainstreaming in the United Nations Development Assistance Framework (UNDAF) and all agencies to devote more efforts and resources to this area;
- (d) Call on all relevant United Nations organizations to mainstream assistance to the media into its programmes, where possible, given the critical role played by the media in post-conflict countries in providing information, promoting democracy, preventing conflict and consolidating peace. In countries

like Guinea-Bissau, where the literacy rate is low, the role of radio is particularly relevant;

(e) Call on United Nations agencies to integrate the human rights dimension in the formulation and the implementation of their programmes;

(f) Call on UNCTAD, UNIDO, FAO, IFAD and the Common Fund for Commodities (CFC), in collaboration with other relevant and interested agencies, to assist the Government of Guinea-Bissau in formulating and implementing an economic diversification strategy;

(g) Call on the specialized agencies, funds and programmes of the United Nations system to strengthen their subregional programmes where they exist, with a view to strengthening ties within the region, as well as to support regional cooperation and integration in areas of common interest, such as fisheries and infrastructure. In this connection, the United Nations country team should work closely with the United Nations Office for West Africa;

(h) Call on the United Nations Information and Communication Technology Task Force to assist Guinea-Bissau in strengthening its information and communication technology infrastructure, including through the mobilization of resources;

(i) Call on the United Nations country team to improve its policy and operational coordination and increase the number of joint activities to enhance the impact of its assistance and reduce transaction costs;

(j) Call on the United Nations country team and UNOGBIS to work in close collaboration on activities designed to stabilize the country and build peace in a more effective and coherent manner;

(k) Call on the Secretary-General to clarify the role and mandate of his Representative and those of the Resident Coordinator in Guinea-Bissau;

(l) Call on the United Nations country team to revisit the common country assessment to more adequately reflect the specificity of the root causes of conflict in Guinea-Bissau and provide a risk assessment related to this analysis. In this connection, United Nations organizations should consider revising the United Nations Development Assistance Framework to ensure that the activities elaborated therein respond to the needs identified by the risk assessment.

**Concluding remarks**

56. The Ad Hoc Advisory Group on Guinea-Bissau would also like to stress the importance of the subregional context. Guinea-Bissau is part of a subregion

that is currently in turmoil. The international community is already engaged in addressing the political and security challenges of the Mano River Union countries (Guinea, Liberia and Sierra Leone) and the current political and military crisis in Côte d'Ivoire. The relapse of Guinea-Bissau into conflict would have spillover effects, given the porous nature of the various borders and ethnic affiliations straddling the various countries and could create additional flows of refugees and internally displaced persons in the subregion. The Group is deeply concerned about the potential negative effects for the subregion and is strongly in favour of the view that an integrated subregional approach should be taken in addressing the problems of Guinea-Bissau.

57. The upcoming parliamentary elections of 20 April 2003 can help to consolidate democratic governance and could have important repercussions on how the donor community responds to the short-term crisis in the country and its conduct can help to consolidate democratic governance. Guinea-Bissau is clearly at an important crossroad. For this reason, the Advisory Group will remain seized of this matter until after the elections, since the outcome may have an impact on the feasibility of implementing the proposed recommendations. The Group may submit a supplementary report to the Council.

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<sup>1</sup> Ms. Leslie Wade of the Department of Economic and Social Affairs supported the Group in its work.

<sup>2</sup> Representatives from the "Group of Friends" included Nigeria, Sweden, Germany, the United States of America, Guinea, Italy and France.

<sup>3</sup> Including Japan and the United Kingdom of Great Britain and Northern Ireland.

<sup>4</sup> The Group met with an IMF team comprising: Mr. Abdoulaye Bio-Tchané, Director of the Africa Department; Mr. Donal Donovan, Deputy Director; Mr. Harry Snoek, Deputy Division Chief and Chief of Mission to Guinea-Bissau; and Mr. Reinhard Munzberg of the IMF New York Office. At the World Bank, the Group met with: Mr. Callisto Madavo, Vice-President and Head of the Africa Region; Ms. Mary Barton-Dock, Country Coordinator; and Mr. Marcelo Andrade, Country Economist and Head of the World Bank Mission to Guinea-Bissau. The Group also met with Mr. Paulo Gomes, Executive Director of the World Bank for 24 Francophone African countries; and a number of his fellow Executive Directors, to initiate a dialogue on ways to assist post-conflict countries.

<sup>5</sup> Interim poverty reduction strategy paper, 2000; World Bank, Republic of Guinea-Bissau: Poverty Assessment and Social Sectors Strategy Review, 1994.

<sup>6</sup> 2001, interim poverty reduction strategy paper.

<sup>7</sup> After a decline of the growth rate by 28 per cent in 1998, an increase in the price and production of cashews contributed to the expansion of the economy of 7.6 per cent in 1999 and 7.5 per cent in 2000.

- <sup>8</sup> Only one of the three banks that previously existed is operating in the country. This Bank services the cashew trade and does not provide regular banking services. The Government has not completed the payment of arrears to the private sector incurred during the civil war.
- <sup>9</sup> S/PRST/2000/37.
- <sup>10</sup> S/2002/979.
- <sup>11</sup> While only these six agencies are represented in Guinea-Bissau, ILO, UNEP, UNESCO, UNIDO and the United Nations Centre for Human Settlements (UN-Habitat) have also defined activities in Guinea-Bissau under the UNDAF for 2002-2007. The United Nations Development Fund for Women (UNIFEM) and the United Nations Capital Development Fund (UNCDF), two of UNDP's funds, have similarly defined programmes within the context of the United Nations Development Assistance Framework.
- <sup>12</sup> The Office of the United Nations High Commissioner for Refugees (UNHCR), while not based in Guinea-Bissau, is working through Adventist Development and Reconstruction Agency to protect and assist the 7,703 refugees from neighbouring countries.
- <sup>13</sup> The pledges of \$200 million have not materialized because of continuing political instability and the perception that the Government's management of the economy is inadequate.
- <sup>14</sup> A representative of the Secretary-General and head of UNOGBIS was appointed on 30 April 1999 and a trust fund in support of activities related to the mandate and objectives was set up on 29 July 1999.
- <sup>15</sup> Prior to the civil war, two social sector projects had been approved in 1997, including a basic education project to improve school facilities and teaching-learning process, increase institutional capabilities in planning access to basic education, institute a mechanism for regular payment of teachers, improve human resources and financial management within the sector and prepare a policy framework for future programmes. The National Health Development Programme was to improve the health status of the population, particularly of women and children, through strengthening the national health system, including health services and facilities, and management structures and processes.
- <sup>16</sup> Guinea-Bissau continues to benefit from debt relief from the World Bank.
- <sup>17</sup> The mission carried out by the Bureau of Crisis Prevention and Recovery and the Regional Bureau for Africa of UNDP identified small arms availability, the potential frustration of ex-combatants who have not been fully reintegrated into society, further changes in government administration in the short term and the impact of ethnic policies as potential triggers for a relapse into conflict.
- <sup>18</sup> S/2001/434.
- <sup>19</sup> S/2002/662.
- <sup>20</sup> S/2002/1367.
- <sup>21</sup> See annex II to the present report. It should be noted that the Government of Guinea-Bissau has not yet responded formally to the discussion paper.

<sup>22</sup> See annex V for an outline of the proposed Fund.

<sup>23</sup> These include the European Union “Everything but Arms Initiative” and the United States African Growth and Opportunity Act.

## **Annex I**

### **List of persons consulted**

#### **New York**

Ambassador Arthur C. I. Mbanefo, Permanent Representative, Nigeria

Ambassador Pierre Schori, Permanent Representative, Sweden

Ambassador Papa Louis Fall, Permanent Representative, Senegal

Ambassador Luis da Matos Monteiro da Fonseca, Permanent Representative, Cape Verde

Ambassador Yoshiyuki Motomura, Deputy Permanent Representative, Japan

Mr. Michael F. von Ungern-Sternberg, Minister Plenipotentiary, Permanent Mission of Germany

Mr. John Davison, Minister Counsellor, United States Mission

Ms. Maria Angela Zappia, First Counsellor, Permanent Mission of Italy

Mr. Paul Gao Zoumanigui, Counsellor, Permanent Mission of Guinea

Mr. Emmanuel Lennain, First Secretary, Permanent Mission of France

Mr. Thomas Kelly, First Secretary and Ms. Howe-Jones, First Secretary, Permanent Mission of the United Kingdom

Mr. Kieran Prendergast, Under-Secretary-General, Department of Political Affairs

Mr. Tuliameni Kalomoh, Assistant Secretary-General, Department of Political Affairs

Mr. Youssef Mahmoud, Director, Africa II Division, Department of Political Affairs

Ms. Carina Perelli, Director, Electoral Assistance Division, Department of Political Affairs

ECOSOC Ad Hoc Advisory Groups on African Countries Emerging from Conflict

Mr. Jack Christofides, Senior Political Affairs Officer, Department of Political Affairs

Ms. Galina Kuznetsova, Desk Officer, Guinea-Bissau, Department of Political Affairs

Mr. Mark Malloch Brown, Administrator of UNDP

Ms. Julia Taft, Assistant Administrator and Director, Bureau for Crisis Prevention and Recovery, UNDP

Mr. Abdoulaye Mar Dieye, Director, Country Operations I (ECOWAS), Regional Bureau for Africa, UNDP

Mr. Luc Franzoni, Associate Director, Division for United Nations Affairs, UNDP

Mr. Auke Lootsma, Desk Officer, Guinea-Bissau, Regional Bureau for Africa, UNDP

Mr. Reinhard Munzberg, IMF Representative to the United Nations

Mr. Eduardo Doryan, World Bank Representative to the United Nations

Ms. Eveline Herfkens, Executive Coordinator for the millennium development goals campaign

Mr. Boubacar Toure, former representative of Guinea-Bissau to the United Nations

Mr. Raul Cabral, Liaison Officer with the World Food Programme

Dr. Marcelino da Goya (MD, MPS)

Mr. Joao Carlos Gomes, former United Nations staff member, journalist and author

**Washington, D.C.**

**IMF**

Mr. Abdoulaye Bio-Tchané, Director of the Africa Department

Mr. Donal Donovan, Deputy Director

Mr. Harry Snoek, Deputy Division Chief and Chief of Mission to Guinea-Bissau

## **World Bank**

Mr. Callisto Madavo, Vice President and Head of the Africa Region

Ms. Mary Barton-Dock, Country Coordinator

Mr. Marcelo Andrade, Country Economist, Head of the World Bank Mission to Guinea-Bissau

Ms. Carmen Pereira, World Bank

Mr. Paulo Gomes, Executive Director, World Bank

## **Guinea-Bissau**

### **Government**

H.E. Mr. Kumba Yalá, President of the Republic

Mr. Babacar Diallo (Presidential adviser on political and diplomatic affairs)

Mr. Juliano Fernandes (Presidential adviser on political and legal affairs)

H.E. Mr. Alamara Nhasse, Prime Minister

H.E. Ms. Filamena Tipote, Minister of Foreign Affairs

H.E. Mr. Rui Duarte Barros, Minister of Economy and Finance

H.E. Dr. C. P. Pereira, Minister for Public Administration and Labour

Mrs. Fatumata D. Balde, Secretary of State for Social Solidarity

Mr. Ciprano Gomes, Principal Adviser, Ministry of Foreign Affairs

Mr. Armindo Handem, Adviser, Ministry of Public Administration and Labour

Mr. Joãozinho Veira Có, Ambassador of Guinea-Bissau to Portugal

Mr. Jorge Malu, President of the National Assembly

2nd Vice-President of the Resistance of Guinea-Bissau (RGB)



ECOSOC Ad Hoc Advisory Groups on African Countries Emerging from Conflict

1st Vice-President of the African Party for Independence of Guinea-Bissau and Cape Verde (PAIGC)

1st Secretary of the Party of Social Renovation (PRS)

Mr. Domingos Fernandes, President of the National Committees of the RGB

Mr. Carlos Gomes Cadogo, President of the PAIGC

Mr. Sola Naquilim, Head of the Parliamentary Group of the PRS

General Verissimo Seabra, Chief of the Armed Forces

**Civil society**

Ms. Macarai Barai, President of the Civil Society Movement

Mr. Luis Manuel, President of the Human Rights League

Mr. Embalo, President of the National Organization of Civil Society Organizations

Ms. Antonia Mendes Teixeira, Director of the Women and Children's Institute

Mr. Desejado Lima da Costa, Representative of the Trade Union

Ms. Maria Augusta, Representative of the Youth Association

Mr. Mamadu Baba Jaité, President, Chamber of Commerce, Industry and Agriculture

Mr. Saliu Ba, Secretary General, Chamber of Commerce, Industry and Agriculture

Mr. Joao de Barros, Director of Newspaper Correio de Bissau

Mr. Humberto Monteiro, Director of weekly newspaper Gazeta de Noticias

Mr. Agnelo Regala, Director of Radio Bombolom

Representatives of Religious Groups (Christian, Muslim and Traditional)

**United Nations system**

Mr. David Stephen, Representative of the Secretary-General in Guinea-Bissau (UNOGBIS)

Mr. Alberic Kacou, Resident Coordinator and UNDP Resident Representative  
Mr. Martim Maya, Deputy Resident Representative, UNDP  
Mrs. Diara, Deputy Director (UNOGBIS)  
Ms. Vitoria Ginja, WFP Representative  
Mr. Norbert Dazogbo, FAO Representative  
Mr. Antonio Delgado, WHO Representative  
Mr. Sergio Guimaraes, UNICEF Representative  
Ms. Marlene Francois-Lays, UNFPA Representative  
Admiral Martin Mavoungou, Military Adviser, UNOGBIS  
Lieutenant-Colonel Michel Sallé, Military Adviser, UNOGBIS  
Mr. Guillaume N. A. Andali, Human Rights Officer, UNOGBIS  
Mr. Jean Nicolas Marchal, consultant for Bureau of Crisis Prevention and Recovery  
Ms. Eleanor O’Gorman, Bureau of Crisis Prevention and Recovery, UNDP  
Mr. Auke Lootsma of the Regional Bureau for Africa, UNDP

**Diplomatic community**

H.E. Mr. Bernard LeTourneau (France)  
H.E. Mr. Jorge de Carvalho (Portugal)  
H.E. Mr. Rainald Steck (Germany)  
H.E. Mr. Bo Wilen (Sweden)  
H.E. Mr. Alan Burner (United Kingdom)  
H.E. Mr. Jos von Aggelen (the Netherlands)  
H.E. Mr. Mark C. Rochester (United States of America)  
H.E. Mr. Arthur Meyer (Brazil)  
H.E. Mr. Abdoulaye Dieng (Senegal)  
H.E. Mr. Gao Kexiang (China)

**ECOSOC Ad Hoc Advisory Groups on African Countries Emerging from Conflict**

H.E. Mr. Salifou Sylla (Republic of Guinea)

H.E. Ebou Momar Tall/Chierno Barra Toury, Chargé d'affaires (Gambia)

H.E. Mr. Joao Esteves Diaz, Chargé d'affaires (Cuba)

H.E. Mr. Viachelav Rozhnov, Chargé d'affaires (Russian Federation)

Mr. Antonio Martins (European Union)

**Regional organizations**

Mr. Chukwuma Anusionwu, African Development Bank

## **Annex II**

### **Discussion document**

#### **I. Context**

1. Guinea-Bissau, a country emerging from conflict with a fragile economy and institutions, is facing a serious financial and development crisis and a crisis of confidence on the part of the donors.

2. The visiting Ad Hoc Advisory Group on Guinea-Bissau benefited from discussions with the President, the Prime Minister and other organs of the Government, civil society, the United Nations system, including the International Monetary Fund (IMF), the World Bank and the donor community. These discussions led to the conclusion that urgent steps need to be taken to reverse the downward trend and create the conditions necessary to restore confidence, a prerequisite for increased engagement by the international community.

#### **II. The way forward**

3. While it would be necessary for the Government to demonstrate strong commitment to stability, good governance and sound financial management, there is a strongly held view that the following actions need to be undertaken by the relevant authorities of Guinea-Bissau as a matter of priority if the situation is to be improved and donor confidence restored:

- Promote rule of law and political stability, specifically by
  - Promulgating the Constitution;
  - Electing the President and Vice-President of the Supreme Court;
  - Empowering the Ministerial Team so as to give its members a measure of stability and continuity.

- Formulate a long-term development strategy.

4. These actions will help create conditions for a positive response from the international development partners to assist Guinea-Bissau. This could include:

- Emergency financial support;
- Technical assistance;
- Capacity-building;
- Assistance for the preparations for the 2003 and 2004 elections;

- Other forms of development assistance.

### **III. Supporting arrangements**

5. The following is proposed as a mechanism to strengthen the efficient management of development assistance:

- A high-level national steering committee;
- A supporting operational committee composed of representatives of Government, the United Nations system and principal donors;
- A round-table conference between the Government and its development partners.

6. Given the need to urgently address the acute current financial crisis, it is suggested that Government and the donor community agree on specific measures and mechanisms to ensure mobilization and efficient use of the required financial resources.

7. If these proposals are found to be acceptable, the Economic and Social Council Ad Hoc Advisory Group on Guinea-Bissau could be helpful in mobilizing additional support.

13 November 2002

## Annex III

### Net official development assistance to Guinea-Bissau, 1996-2000\*

(Millions of United States dollars)

	1996	1997	1998	1999	2000
<b>Bilateral</b>	<b>124.8</b>	<b>58.5</b>	<b>64.8</b>	<b>32.1</b>	<b>41.8</b>
Portugal	30.7	16.2	10.8	13.8	15.0
Netherlands	6.7	8.0	7.1	2.2	11.1
France	11.3	6.0	4.4	1.9	6.7
Sweden	6.3	5.5	9.2	5.5	2.5
Switzerland	1.4	1.0	5.6	1.3	2.5
<b>Multilateral</b>	<b>49.9</b>	<b>63.8</b>	<b>29.5</b>	<b>19.1</b>	<b>37.7</b>
European Union	13.7	25.9	9.1	16.3	17.4
World Bank	13.3	16.4	4.8	-0.6	10.7
(International Development Association)					
International Monetary Fund	1.9	5.1	2.6	-0.7	6.5
<b>Total, including Grants</b>	<b>174.7</b>	<b>122.3</b>	<b>94.3</b>	<b>51.2</b>	<b>79.5</b>

Source: OECD Development Assistance Committee, Geographical Distribution of Financial Flows to Aid Recipients.

\* Disbursements minus repayments. Official development assistance (ODA) is defined as grants and loans with at least 25 per cent grant element, provided by the Organisation for Economic Cooperation and Development and the Organization of Petroleum Exporting Countries member countries as well as multilateral agencies, and administered with the aim of promoting development

and welfare in the recipient country. Loans from the International Monetary Fund, other than trust fund facilities, are excluded, as is aid from former Eastern bloc countries.

## Annex IV

### Expenditures on operational activities of the United Nations system in Guinea-Bissau, 1996-2001

*(Development grants)*

(Thousands of United States dollars)

	1996	1997	1998	1999	2000	2001
United Nations Development Programme	1 953	2 656	1 673	2 256	1 147	1 174
United Nations Development Programme-administrative funds	1 032	245	546	1 228	(264)	1 331
United Nations Population Fund	506	596	271	71	195	502
United Nations Children's Fund	1 785	2 515	2 572	1 864	2 300	1 444
World Food Programme	4 457	1 697	3 543	6 569	1 181	1 251
<b>Specialized agencies</b>						
Regular budgets	846	1 170	773	1 201	1 697	1 468
Extrabudgetary	522	636	295	1 009	1 184	1 602
<b>Total development grants</b>	<b>11 100</b>	<b>9 515</b>	<b>8 965</b>	<b>14 906</b>	<b>7 440</b>	<b>8 772</b>
<b>Memo item</b>						
Self-supporting expenditures	15	(4)	-	-	131	204

*Source:* Reports of the Secretary-General. Comprehensive statistical data on operational activities for development for 1996, 1997, 1998, 1999, 2000 and 2001 (preliminary), table B-2.

## **Annex V**

### **Emergency Economic Management Fund**

#### **Objectives and coverage of the Emergency Economic Management Fund**

The objective of the Trust Fund is to provide a vehicle for donors to pool resources and coordinate their support to the Emergency Economic Management Support Programme, which will be developed under the auspices of the Emergency Economic Management Fund.

Within the framework of the budget of the Government of Guinea-Bissau and the staff-monitored Programme of the International Monetary Fund (IMF), the Emergency Economic Management Fund will cover the following categories of eligible expenditure (components):

- Salaries of civil servants and other recurrent expenditures/costs in the government budget (running cost component);
- Technical assistance to key ministries, including the Ministry of Economy and Finance (technical assistance component);
- Cost of preparations for the upcoming legislative and presidential elections in Guinea-Bissau (elections component).

The running costs component will finance a part of the Government's recurrent budget, including expenditures on wages, benefits and other payments, including arrears, for government employees as well as operations and maintenance and interest payments. Financing of recurrent budget expenditures from the Emergency Economic Management Fund will be based on the macroeconomic framework and budget framework monitored and reviewed by IMF and the World Bank.

The second component of the Emergency Economic Management Fund is the provision of emergency technical assistance to the Ministry of Economy and Finance to strengthen the economic management capacities of the Ministry and to improve transparency and accountability in the budgetary processes.

The election component is an essential element of the political process and will be an important benchmark for the donors to be able to disburse funds to the Emergency Economic Management Fund. The legislative elections are scheduled for 2003, but the Government of Guinea-Bissau will need financial and technical assistance to be able to prepare for the elections and thus to ensure the smooth functioning of the Fund.



The Emergency Economic Management Fund will not fund expenditures related to the military, paramilitary or intelligence services or for weapons of any kind because of the nature of such expenditures.

**Management of the Emergency Economic Management Fund**

Fundamental requirements for good governance of the Emergency Economic Management Fund are set out below:

- Support for an emergency economic management programme, discussed and agreed with donors and reflected in a transparent, even if simple, budget;
- Close partnership of the key agencies;
- Separation between the policy/allocational aspects of the operations of, and the fiduciary/administrative responsibility for, the Fund;
- Full transparency and openness in the processes of the Fund.

Accordingly, the Fund will have the following three-tier governance structure:

(a) UNDP will be the administrator of the Trust Fund. In this capacity, UNDP will establish and maintain appropriate records and accounts to identify the contributions to the Trust Fund, the commitments to be financed out of the funds and the receipt and disbursement of funds. UNDP will also be responsible for supervising the performance of the Monitoring Agent, subject to the proviso set forth at the end of paragraph 8 (a) of the present annex;

(b) The Management Committee is composed of the Ministry of Finance and UNDP. The Management Committee will be responsible, inter alia, for resource allocation decisions with respect to the funds. In allocating funds, the Management Committee will be guided by the overall programme of expenditures and other relevant guidance to be provided to the Management Committee, on a monthly basis, by the Government of Guinea-Bissau. The Management Committee will, on a monthly basis, meet in Guinea-Bissau, or in such other place as the Management Committee may decide from time to time. The Management Committee will, on a monthly basis, prepare and submit to the Steering Committee a report that will describe in detail the operations of the Trust Fund, including the receipt and use of grant funds and the activities financed therefrom, together with minutes of the monthly meetings of the Management Committee. The Management Committee will act collectively and, to the extent practicable, make decisions by consensus;

(c) The Steering Committee composed of donor representatives will be responsible for reviewing the performance and providing strategic guidance to the Management Committee;

(d) The Steering Committee will, on a quarterly basis, meet in Guinea-Bissau, or in such place as the Committee may decide, to review progress in the implementation of activities financed under the Trust Fund.

### **Duration of the Emergency Economic Management Fund**

Because government recurrent expenditures are normally financed by domestic revenue, the Emergency Economic Management Fund is intended to provide partial support for that purpose (through the running cost component) only during an initial period of six (6) months, which provides for a bridging period to the round-table process. This component would cease to operate after six months unless there are considerable delays in the round-table process or if there is strong interest in the donor community in continuing to fund activities under the Emergency Economic Management Fund beyond the first six months. The technical assistance component and the election component will have a duration of twelve (12) months to allow for sufficient time to have maximum impact.

### **Modalities of administration**

UNDP will be the administrator of the Emergency Economic Management Fund. The Administrator will have the authority to deny any funding from the Emergency Economic Management Fund for any activity where, in its view, significant doubts arise as to whether funds concerned will be effectively utilized for the agreed purpose. The Administrator will regularly monitor the utilization of funds in each of the three components.

UNDP will be responsible for all disbursements, in conformity with its own regulations, rules and procedures, and in conformity with the allocations and decisions made the Management Committee and the broader priorities set in consultation with the Government of Guinea-Bissau and the donor community.

UNDP will engage the Monitoring Agent to monitor expenditures related to the activities financed under categories (1), (2) and (3). The Monitoring Agent will be selected and retained by UNDP on the basis of terms of reference/scope of work agreed by the Management Committee and UNDP. The responsibilities of the Monitoring Agent will include monitoring the procurement of goods, services and other items, screening and recommending UNDP's approval and payment, monitoring all expenditures financed by the funds.

The Monitoring Agent will report to UNDP. Subject to the approval of the Management Committee, UNDP will have the authority to change the terms of reference/scope of work of the Monitoring Agent and, where justified, to replace the Monitoring Agent with another firm or agency. UNDP will give advance notice to the Government of Guinea-Bissau, the Management Committee and the donors of changes to the terms of reference/scope of work of the Monitoring Agent. UNDP will perform ex-post evaluations of the activities undertaken by the Monitoring Agent, and will, upon completion of the activities financed under the Trust Fund, arrange for an independent review of the performance of the Monitoring Agent and report its findings to the donors.

The funds may be used by the Bank to: (a) pay the reasonable fees, travel and other reimbursable costs of the Monitoring Agent; and (b) pay the cost of goods, services and other items of expenditure in furtherance of the activities of the trust fund.

**Administrative charges**

UNDP, as Administrator of the Emergency Economic Management Fund, will strive for maximum efficiency and effectiveness in administering the Fund, while promoting sound financial management and accountability. To ensure that all required fiduciary and administrative cost elements are adequately funded, UNDP will apply the following administrative charges:

- (a) The costs of the UNDP's monitoring agent (applicable only to the current cost component) will be paid on actual costs basis, from funds set aside when contributions are received. Previous experience with other operations suggests that the monitoring agent's cost will vary with the size of the Fund and could be in the range of 2 to 3 per cent if the Fund receives the substantial contributions (over \$10 million) for the running cost component, possibly higher if the Emergency Economic Management Fund remains small;
- (b) The preparation and administration costs related to activities of the executing agencies (including UNDP) will be included in the budgets of the project proposals and will be presented for consideration for funding via the Emergency Economic Management Fund. Generally, such costs would range from 3.5 to 10 per cent, depending on the executing agency;
- (c) UNDP's cost as Administrator of the Emergency Economic Management Fund (additional to the cost in (a) and (b) above) will be 5 per cent and is considered a standard charge and approved by the UNDP Executive Board as such.

Since the cost under (a) and (b) are not additive to each other, the total administrative charges associated with the Emergency Economic Management Fund would thus be in the range of 7 to 8 per cent for the recurrent component and in the order of 8.5 per cent to 15 per cent for, respectively, the technical assistance component and the election component executed by other entities.

Given the limited administrative capacity of the Government of Guinea-Bissau, the dispersed nature of numerous recurrent cost payments and technical assistance activities and the need to ensure that all funds are used only for the purposes for which they are provided, such a range of administrative charges is deemed reasonable.

### **Monitoring and evaluation**

A sound, independent monitoring and evaluation mechanism for the entire Fund is needed. This function will be organized by requiring UNDP to set aside resources for adequate external audits.

### **Reporting**

Appropriate progress reports will be forwarded to the concerned donors on a monthly basis. These progress reports will be analytical in nature, including the status of intended outputs and present descriptions of difficulties, achievements and progress towards accomplishment of project objectives. UNDP shall provide financial reports on income and expenditure to donors of its contribution, in accordance with UNDP's financial regulations and rules. An annual financial statement shall be prepared for the Fund showing income and expenditures as of 31 December of every year and shall be submitted within six (6) months after.

A final report of the programme or project shall be submitted within three (3) months of termination of the Fund.

UNDP shall notify each concerned donor of planned programme or project evaluation missions, invite participation and/or share evaluation reports.

## **Report of the Economic and Social Council Ad Hoc Advisory Group on Burundi (E/2004/11)**

### **Summary**

The Ad Hoc Advisory Group on Burundi was mandated by the Economic and Social Council to examine the humanitarian and economic needs of the country and provide advice on how to ensure that the assistance of the international community is adequate, coherent, well coordinated and effective and promotes synergy. The work of the Group has been carried out at an important moment, as the people of Burundi are tackling the peace process with vigour and embarking on the road from relief to development. The country faces various and interlinked challenges, which it is crucial to confront in order to promote stability and ensure durable peace and sustainable development.

Burundi is located in the middle of the troubled Great Lakes region. It is a country emerging from 10 years of conflict following an initiative of the African Heads of State and Government that resulted in the Agreement on Peace and Reconciliation, signed on 28 August 2000 at Arusha. Further negotiations produced two Protocols signed at Pretoria, South Africa, on 8 October and 2 November 2003, followed by a Global Ceasefire Agreement between the Transitional Government and CNDD-FDD, the main rebel group led by Pierre Nkurunziza, signed at Dar es Salaam on 16 November 2003. The level of violence in the country has been significantly reduced, and it is estimated that in 95 per cent of the country hostilities have ceased. However, PALIPEHUTU-FNL, led by Agathon Rwasa, remains outside the peace process and creates a climate of violence and fear in and around the capital city of Bujumbura. From 18 to 21 January 2004, the President of Burundi, Domitien Ndayizeye, held talks with PALIPEHUTU-FNL at Oisterwijk, the Netherlands, to discuss the possibility of securing a ceasefire agreement and of PALIPEHUTU-FNL joining the Transitional Government. During the talks, President Ndayizeye and the leaders of PALIPEHUTU-FNL agreed to appoint an international commission of inquiry to investigate the tragic killing of the Apostolic Nuncio, Monsignor Michael Courtney.

Underpinning the Arusha peace process is the presence of the African Mission in Burundi (AMIB), composed of 3,000 troops from Ethiopia, Mozambique and South Africa. AMIB, which enjoys the support of bilateral donors, is tasked to maintain stability in Burundi and create conditions for a United Nations involvement in Burundi. The Security Council has invited the Secretary-General

to submit recommendations early in March 2004 on how the United Nations can give the most efficient support to the full implementation of the Arusha Agreement. This follows a request to the Security Council by the African Union that consideration be given to the replacement of AMIB by a United Nations peacekeeping force.

The return of peace to Burundi has exposed the enormous humanitarian, economic and social challenges faced by the Transitional Government. Burundi is densely populated and has the highest proportion of displaced persons of any African country. Burundi is classified as a least developed country, with more than 90 per cent of the population living in rural areas. Coffee represents 85 per cent of the country's commercial export; owing to the decline of its price in the commodities market, Burundi's foreign exchange earnings were reduced by more than 60 per cent. In addition, 89.2 per cent of the population live on less than \$2 a day, and 58.4 per cent on less than \$1 a day. The World Bank estimates that the economy has contracted by 25 per cent over the past five years. It is unlikely, under these circumstances and without international support, that Burundi can reach any of the Millennium Development Goals.

The Ad Hoc Advisory Group consulted widely with a number of interlocutors within the United Nations system, bilateral donors, and the Bretton Woods institutions. The Group also visited Burundi and met with President Ndayizeye, Cabinet Ministers, the Special Representative of the Secretary-General, the United Nations Country Team, civil society, international aid organizations, and members of the diplomatic corps. The Group was encouraged by the efforts made by Burundi to cope with the changing situation. However, as resolute as the Government and other social actors may be, and as well defined as their objectives are, their success is totally dependent on strong international support and a genuine partnership with the development partners.

The international community has begun responding to the needs of Burundi. A consolidated appeal process for 2004 was launched on 19 November 2003 and the United Nations country team and its partners requested US\$ 71,545,567 to support projects that assist the most vulnerable, while laying the ground for development and reconciliation. In 2003, \$21 million was raised in a similar appeal. A successful Forum of Development Partners of Burundi attended by 25 countries was held on 13 and 14 January 2004 in Brussels. It was organized jointly by the Governments of Belgium and Burundi, with technical assistance from the United Nations Development Programme. The Executive Board of the International Monetary Fund has approved a three-year arrangement for Burundi under the Poverty Reduction and Growth Facility to support the

country's economic reform programme until January 2007. This will open the way for debt relief for Burundi under the enhanced Initiative for Heavily Indebted Poor Countries by 2005. The Paris Club had committed itself to granting debt relief as soon as the arrangement under the Poverty Reduction and Growth Facility was approved by the Executive Board of IMF.

Burundi is in need of emergency assistance, including budgetary support, at this critical moment in the evolution of the peace process. Adequate support must also be provided to allow the country to embark on the path of sustainable development. Continued support for AMIB, pending the possible deployment of a United Nations peacekeeping force, will be critical for sustainable peace as Burundi prepares for elections at the end of October. The overall political situation has never been as promising as it is now. Without sustained international support, however, this promise may not be fulfilled.

## **I. Introduction**

1. The Ad Hoc Advisory Group on Burundi was formed pursuant to Economic and Social Council resolution 2003/16 of 21 July 2003. This is the second Ad Hoc Advisory Group created by the Council, the first being the Ad Hoc Advisory Group on Guinea-Bissau<sup>1</sup>. By resolution 2002/1 of 15 July 2002 the Council created a framework for an ad hoc advisory group on African countries emerging from conflict and mandated that the group examine the humanitarian and economic needs of the country concerned; review relevant programmes of support and prepare recommendations for a long-term programme of support, based on its development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability; and provide advice on how to ensure that the assistance of the international community in supporting the country concerned is adequate, coherent, well coordinated and effective and promotes synergy.

2. In a letter addressed to the President of the Economic and Social Council (see E/2002/86), the Permanent Representative of Burundi to the United Nations requested that the Council set up an Ad Hoc Advisory Group on Burundi. As a result, the Council decided to establish the Group and to undertake consultations on its modalities of work in such a way as to enable the Group to participate in the planned donor round table to be organized by the Government of Burundi in collaboration with the United Nations Development Programme (UNDP). In its decision 2003/311 of 22 August 2003, the Council decided on the composition and terms of reference of the Group. The mandate, set out in Council resolution 2002/1 was retained for the Ad Hoc Advisory Group on Burundi. The Council

requested the Group to submit a report on its recommendations to the Council by mid-January 2004.

3. The Group is composed as follows: Ambassador Dumisani Shadrack Kumalo (South Africa), Chairman, Ambassador Koichi Haraguchi (Japan), Ambassador Abdul Mejid Hussein (Ethiopia), Ambassador Marc Nteturuye (Burundi), Ambassador Jean de Ruyt (Belgium) and Ambassador Jean-Marc de La Sablière (France). In accordance with Council decision 2003/311, Ambassador Gert Rosenthal (Guatemala), then President of the Economic and Social Council, and Ambassador Ismael Abraão Gaspar Martins (Angola), Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa, were invited to take part in its work, which they did.

4. The establishment of the Group also led to a closer working relationship between the Economic and Social Council and the Security Council. The President of the Economic and Social Council informed the President of the Security Council of the creation of the Group in a letter dated 25 August 2003 (distributed as S/2003/836). The Security Council welcomed the establishment and the work of the Group in a statement to the press delivered by the President of the Council on 14 August 2003 and in a presidential statement of 22 December 2003 (S/PRST/2003/30)<sup>2</sup>. The President of the Economic and Social Council was invited to address the Security Council at a meeting on the situation in Burundi held on 4 December 2003, a meeting attended by the Deputy President of South Africa Jacob Zuma, facilitator of the Arusha peace process.

## **II. Highlights of the activities of the Group.**

5. Since its first meeting on 11 September 2003, the Group has held a series of briefing sessions and meetings in New York with major United Nations and international interlocutors to discuss various aspects of development assistance to Burundi. These included:

- Kieran Prendergast, Under-Secretary-General for Political Affairs
- Jacques Loup, Deputy Assistant Administrator and Deputy Director, UNDP Regional Bureau for Africa
- Emmanuel Mbi, Country Director, South Central Africa and the Great Lakes, World Bank
- Philippe Beaugrand, Deputy Division Chief, Africa Department, International Monetary Fund



- Marie-Thérèse A. Kéita-Bocoum, Special Rapporteur of the Commission on Human Rights on the situation of human rights in Burundi
- Department of Political Affairs, Office for the Coordination of Humanitarian Affairs and United Nations Development Programme
- The Rome-based agencies, namely the Food and Agriculture Organization of the United Nations (FAO), the World Food Programme (WFP) and the International Fund for Agricultural Development (IFAD)
- Bilateral donor countries.

6. The Group also had the honour of meeting the President of Burundi, Domitien Ndayizeye, when he attended the opening of the fifty-eighth session of the General Assembly in September 2003.

7. By means of those meetings and consultations, the Group gained an overview of the challenges confronting Burundi and a better understanding of its relations with the development community at large.

8. In November 2003, the Group decided to undertake a mission to Burundi and to meet the government authorities, major socio-economic interlocutors, the United Nations entities active on the ground, and other development partners. The mission of the Group took place from 19 to 26 November 2003 and was hosted by Berhanu Dinka, Special Representative of the Secretary-General and Chief of the United Nations Office in Burundi (UNOB), and Sunil Saigal, Resident Coordinator of operational activities of the United Nations system in Burundi.

9. The Group had an extensive programme of meetings and consultations with a wide range of national leaders and dignitaries. On the governmental side, the Group met the President and the Vice-President of the Republic and had a working session with Cabinet Ministers led by the Minister of Planning, Development and Reconstruction and including the Minister of Justice, the Minister for the Reinsertion and Resettlement of Displaced Persons and Returnees, the Minister of Finance, the Minister of Trade and Industry, the Minister of Social Affairs and the Advancement of Women, the Minister of Human Rights, Institutional Reforms and Relations with the National Assembly, the Minister of Communal Development, and the Governor of the Bank of the Republic. Meetings were also held with the bureaux of the Senate and the National Assembly, the Implementation Monitoring Committee of the Arusha Agreement on Peace and Reconciliation in Burundi and the President and Vice-President of the National Commission for the Rehabilitation of *Sinistrés*.

10. The Group met representatives of the Chamber of Commerce, Industry and Arts and Crafts and approximately 40 civil society organizations, including those active in religious matters, human rights, the advancement of women, children, youth, community development and HIV/AIDS. The Group also met with trade union leaders. The Group travelled to Gitega Province for discussions with the Governor and members of the regional authority and also visited projects supported by United Nations agencies and a site in which internally displaced persons were supported by WFP.

11. The Group also held a series of meetings with international stakeholders, including the Special Representative of the President of the Commission of the African Union and Chief of the African Mission in Burundi, officials of UNOB and the United Nations country team, the diplomatic corps, and representatives of international non-governmental organizations. The members of the Group, who had the pleasure of meeting the Apostolic Nuncio, Monsignor Michael Courtney, in Bujumbura, was deeply saddened by his tragic assassination one month later.

12. Following the mission to Burundi, three members of the Group participated, in accordance with Economic and Social Council resolution 2003/16, in the Forum of Development Partners of Burundi, held in Brussels on 13 and 14 January 2004.

13. The Group wishes to express its gratitude for the support it received from the Government of Burundi, the Special Representative of the Secretary-General, the United Nations Resident Coordinator and the United Nations country team, the United Nations Secretariat, and all those who took time off to brief the Group, answer its questions and exchange ideas. The Group thanks in particular the Office for ECOSOC Support and Coordination of the Department of Economic and Social Affairs for its continuous support.

### **III. Background**

14. Burundi is a small landlocked country of the Great Lakes region of Africa. Surrounded by Rwanda, the Democratic Republic of the Congo and the United Republic of Tanzania, its borders are shaped by natural features, including several rivers and the vastness of Lake Tanganyika. As a result of an unprecedented population increase over the past five decades (from 2 million in 1950 to 6.9 million today) on a small territory (27,834 km<sup>2</sup>), Burundi has a density of 228 people per km<sup>2</sup>, the second highest in Africa (after Rwanda). Burundi's population is composed of three ethnic groups, the Hutu, Tutsi and Twa, all of whom share the same language, culture and religion.

15. The country functioned as a kingdom for centuries. Colonized by Germany in 1899, Burundi was ruled by Belgium under a League of Nations mandate and a United Nations trusteeship from 1916 until 1962, when it gained independence. Ethnic tensions between the Hutu majority and the Tutsi minority have marked the political life of the country since then. Violent uprisings periodically occurred; in 1972, tens of thousands of people were killed and around 200,000 sought refuge in the United Republic of Tanzania, where the majority still remain. The first democratic elections were held in 1993, in which Melchior Ndadaye, a Hutu, was elected as President. President Ndadaye was assassinated four months after taking office. Massacres of Tutsis were carried out, followed by reprisals. Tens of thousands of people were killed while hundreds of thousands fled their homes.

16. In 1994, President Cyprien Ntaryamira, the successor of President Ndadaye, died when the aeroplane carrying him and the President of Rwanda was shot down over Kigali. In 1996, Major Pierre Buyoya returned to power by means of a coup, which was condemned by neighbouring countries and led to regional economic sanctions, with dramatic consequences for the socio-economic situation of the country. Those regional sanctions were suspended in January 1999.

17. The heads of State of the Organization of African Unity, now the African Union, designated President Julius Nyerere (United Republic of Tanzania), followed by President Nelson Mandela (South Africa), as facilitators of the Burundi peace process, under the Regional Initiative for Peace in Burundi. Intensive diplomatic efforts resulted in the Agreement on Peace and Reconciliation, signed on 28 August 2000 at Arusha by 19 political parties. Major Hutu rebel groups refused to lay down their arms, however. In 2001, the Deputy President of South Africa, Jacob Zuma, was designated as the official mediator by President Mandela with the President of the United Republic of Tanzania, Benjamin Mkapa, and the President of Gabon, Omar Bongo, as co-facilitators. On 1 November 2001, a Transitional Government was established on the basis of the Arusha Agreement and following the provisions in the transitional constitution. On 30 April 2003, President Buyoya handed over the Presidency to the current President, Domitien Ndayizeye, for an 18-month term as agreed under the Arusha Agreement. The Arusha peace process is intended to culminate in national elections in November 2004.

## **IV. Recent political developments**

18. Since its creation, the Ad Hoc Advisory Group has witnessed major developments in the Burundi peace process. Diplomatic efforts led to the signing in Pretoria of the Protocols on political, defence and security power-sharing on 8 October and 2 November 2003. Those agreements led to the global Ceasefire Agreement between the Transitional Government and the Conseil national pour la défense de la démocratie-Forces pour la défense de la démocratie (CNDD-FDD), a major Hutu rebel group, signed at Dar es Salaam on 16 November 2003. Ministers from CNDD-FDD joined the Transitional Government and assumed duties late in November, including Pierre Nkurunziza, leader of CNDD-FDD, as Minister for Good Governance and State Inspection. On 6 January 2004, a joint army command was established comprising officers from the government army and CNDD-FDD, thereby taking the peace process further into a decisive phase. The level of violence has been significantly reduced, and it is estimated that in 95 per cent of the territory hostilities between different movements have ceased.

19. The Parti pour la libération du peuple Hutu and its military wing, the Forces nationales pour la libération (PALIPEHUTU-FNL) (Agathon Rwasa) remains the only rebel group outside the peace process and has continued to fight from the rural area around Bujumbura, creating a climate of violence and fear in and around the city. However, the Group was much encouraged by the fact that PALIPEHUTU-FNL (Rwasa) held meetings with President Ndayizeye from 18 to 21 January at Oisterwijk, the Netherlands, to discuss the possibility of securing a ceasefire agreement and joining the Transitional Government.

20. On 11 January 2004, President Ndayizeye presented to political parties a draft electoral code, one of the prerequisites for holding the elections called for by the Arusha Agreement before the end of the transition period in November 2004.

21. In accordance with the Arusha Agreement, the Transitional Government has requested the Security Council to establish an international judicial commission of inquiry to investigate cases of genocide, war crimes and crimes against humanity committed since the independence of the country. In parallel, the Government has presented to Parliament a proposal for the creation of a National Commission for Truth and Reconciliation.

22. With these developments, Burundi has never been as close to a comprehensive and fully inclusive peace as it is now. The disarmament, demobilization, rehabilitation and reintegration of ex-combatants has become a priority issue, for which funds are available in the framework of the Multi-

Country Demobilization and Reintegration Programme managed by the World Bank. Moreover, bilateral contributions will finance the pre-cantonment of combatants, for which the latter programme cannot be used.

23. In view of the integration of members of armed movements in the national army as a result of the peace process, the number of soldiers is expected to increase, potentially reaching 65,000, and this will place an added burden on the State's budget. To address this situation, the Government has announced a planned demobilization process which aims at reducing the number of soldiers by 10,000 annually over a four-year period, and has requested international support for this process.

24. There are reports of increasing violations of human rights in some parts of the country. It is also to be deplored that acts of banditry and a climate of impunity are reported, which add to the allegations of corruption, a phenomenon that has increased considerably in recent years. It was stressed to the Group that these challenges were the results of the war, which weakened, or even destroyed, the institutions of governance. The Government of Burundi has condemned these allegations and promised to investigate.

25. The Central Organ of the Mechanism for Conflict Prevention, Management and Resolution of the African Union deployed the African Mission in Burundi (AMIB) and its first detachments arrived in Bujumbura on 27 April 2003 with the stated aim of creating conditions for the deployment of a United Nations peacekeeping force. The deployment of some 3,000 troops from South Africa, Ethiopia and Mozambique was completed by October 2003. The Mission is headed by Ambassador Mamadou Bah, whom the Group met in Bujumbura. Several bilateral donors have provided financial support to AMIB, which carries out crucial tasks in the country, including the pre-cantonment of combatants. The Security Council has invited the Secretary-General to submit recommendations early in March 2004 on how the United Nations can give the most efficient support to the full implementation of the Arusha Agreement. The funding of AMIB depends on voluntary contributions and the question of its financing in the long term needs to be addressed. The Group was informed of the request for its replacement by a United Nations peacekeeping force.

## **V. Overview of the humanitarian, economic and social situation**

### **A. The humanitarian context**

26. The economic and social fabric of the country bears the consequences of a decade of continuous violence, which has claimed the lives of close to 300,000 people, primarily civilians. According to United Nations humanitarian and development agencies, the level of vulnerability among the general population is one of the highest in the world. Over 70 per cent of the internally displaced persons living in camps have no access to the minimum daily requirement of drinking water and food. The number of persons admitted to the nutritional and health-care centres jointly supported by UNICEF, WFP and the World Health Organization (WHO) continues to increase. In 2003, more than 1.2 million people received food from WFP and 630,000 people are expected to benefit from this assistance every month early in 2004. Many communities have lost their capacity to sustain themselves and been dispossessed, looted by rebels, rogue armed forces and bandits. Another source of concern is landmines, which have claimed many victims.

27. As a consequence of the war, women head 30 per cent of Burundi households. This has led to the formation of Burundi women's associations to advocate for increased protection of women and girls from gender-based violence. Children are also affected: more than 14,000 child soldiers have been enrolled in the national army, militia and rebel forces since the beginning of the conflict. More than 600,000 other children are orphans of war. Infant mortality has reached the alarming rate of 114 per thousand births. The United Nations system estimates that vaccination coverage and primary school attendance have decreased by a third since 1993.

28. Life expectancy at birth fell by 10 years, to 40.9 years, in 2001. The health sector dramatically lacks means, logistics and human resources. Malaria is increasing throughout the country and is now the most devastating disease. The Burundi Ministry of Health and WHO have introduced a new treatment protocol and UNICEF and international non-governmental organizations cooperate in these endeavours. Access to medicine was mentioned as a continuous problem that demanded urgent solutions by the Government in cooperation with its development partners. The incidence of HIV infection is also a growing source of concern. According to UNAIDS<sup>3</sup>, 40,000 Burundians died because of AIDS in 2001 and 8.3 per cent of those aged between 15 and 49 years live with HIV/AIDS.

A recent mobilization of all Burundian stakeholders should help to mitigate the expansion of the disease.

29. Through the consolidated appeal process for 2004, launched on 19 November 2003, the United Nations country team and its partners have requested US\$ 71,545,567 to support projects that assist the most vulnerable, while laying the ground for development and reconciliation. It is therefore crucial that the 2004 appeal receive the attention it deserves and be properly funded. Response by donors to previous appeals has been disappointing, as Burundi managed to attract around one third of what was requested, mostly to answer basic food needs and provide other support to refugees and internally displaced persons. Contributions, pledges and funds carried over to the consolidated appeal for 2003 stand at \$21,263,348, that is, 29.7 per cent of the funds sought. This year, the case of Burundi received specific attention at the annual launching events of all appeals at Geneva and was selected, in the framework of the Good Humanitarian Donorship Initiative, to be considered for increased support to the work of the humanitarian community there.

## **B. The return of refugees and internally displaced persons**

30. Burundians suffer from one of the highest proportions of displaced persons of any African country. More than 17 per cent of the population is either displaced or living as refugees. At least 13 per cent of all Burundians depend on external assistance to survive. More than 281,000 internally displaced persons live in 230 sites throughout the country, and 750,000 refugees live in exile, where many receive assistance from the Office of the United Nations High Commissioner for Refugees (UNHCR). At the same time, 37,000 refugees from the Democratic Republic of the Congo live on the Burundian territory and also receive assistance from United Nations agencies.

31. Some of the refugees have started to return spontaneously from the United Republic of Tanzania to the northern and central provinces of Burundi, and this trend has increased over the past months. UNHCR expects that 300,000 refugees will return from the United Republic of Tanzania early in 2004. With the signing of the two Pretoria Protocols, refugees and internally displaced persons look forward to a planned process of repatriation and reintegration.

32. The Arusha Agreement created the National Commission for the Rehabilitation of *Sinistrés* to organize and coordinate all aspects of the return of refugees and internally displaced persons, from emergency assistance to social and professional reinsertion. The Commission is now in place and an action plan

has been prepared to guide its work. However, in view of the expected massive return of people in the short to medium term, Burundian institutions cannot deal with the issue alone. The estimated cost of activities in this field is €500 million, including agricultural rehabilitation, for which international assistance is sought. In this context, it is important to clarify the respective areas of work of the Commission and the Ministry for the Reinsertion and Resettlement of Displaced Persons and Returnees.

33. The combined effects of the high population density and the massive return of people to their land, in a country where 91 per cent of the population is rural, raises the issue of access to land. Some refugees have been victims of land expropriation and the 1972 refugees cannot lodge claims to their land as the legal deadline (*prescription*) has been reached. The Government faces the challenge of finding ways to manage the conflicting demands for land from internally displaced persons and returning refugees. One suggested way of dealing with these challenges is to reinforce and expand the traditional conflict resolution mechanisms such as the *Bashingantahe* and also to find a proper articulation with the formal justice system. The right of women to own land was mentioned as an urgent issue of concern that will need to be explicitly stated and addressed in revised national legislation.

### **C. The economic situation**

34. Burundi is classified as a least developed country. With 89.2 per cent of the population living on less than \$2 a day and 58.4 per cent on less than \$1 a day, Burundi's human development index is 0.337, ranking 171 out of 175 countries<sup>4</sup>. In 2002, the economic growth rate was estimated at 2 per cent in real terms, less than the estimated 3 per cent growth of the population, resulting in a significant increase in the poverty level. Gross national income per capita is \$110, much less than the average of sub-Saharan Africa (\$490) and a quarter of that of low income countries as a group. The adult literacy rate is 49 per cent.<sup>4</sup>

35. The gross domestic product fell from \$1.2 billion in 1991 to \$0.69 billion in 2001. Although growth was higher than expected in 2002, a downturn is expected in 2003, owing to poor rainfall and the continuation of fighting in the first half of the year. The Burundi franc, the national currency, has lost almost 30 per cent of its value since 2001. The devaluation decided in August 2002 has led to a sharp increase in the price of fuel, construction material and other consumer products.

36. More than 90 per cent of the population of Burundi is rural. Coffee represents 85 per cent of the country's commercial export, and the decline of its



price in the commodities market has reduced foreign exchange earnings by more than 60 per cent. Tea and cotton are also grown for trade and some industrial firms process those products. The country remains under-industrialized, however, with some potential developments in the mining and hydroelectric sectors. Intensification of the traditional economic sectors and diversification of the economy are major challenges for the development of the country. Labour-intensive projects are also needed to deal with the high level of unemployment.

37. The budgetary situation in Burundi is extremely difficult, and the Government has requested urgent budget support to finance critical current expenditure, such as salaries, and engage in capacity-building and governance-related activities. Representatives of the business sector, which the Group met during its visit to Burundi, also stressed the need for budget support so that State institutions could pay their arrears to private companies contracted by them. If this were not done, there would be a risk of general insolvency and widespread bankruptcy. High interest rates and fiscal pressure were also stressed as obstacles to private sector recovery. The integration of members of armed movements into the national army will necessarily affect the State's budget.

38. In 2002, the Government of Burundi prepared an interim poverty reduction strategy paper, which was used for the formulation of an emergency social programme in November 2002. Those documents are now used in the preparation of a poverty reduction strategy paper. The Group concurs with the observation made by IMF that the issuance of Burundi's interim poverty reduction strategy paper represents a major step forward in the development of the Government's economic strategy for the coming years. The Group has also taken note of the recommendation made in the final communiqué of the Forum of Development Partners that in the meantime there is a need for an overall "road map" that will confirm the linkages between the various development programmes initiated (disarmament, demobilization and reintegration, resettlement, capacity-building, budgetary and balance-of-payments support etc.), set out what is required and when, and define a strategy for a rapid and coordinated response.

## **VI. The nexus between peace and development**

39. Ten years of war have had a devastating impact on the socio-economic situation of Burundi, with many dimensions. The World Bank estimates that the economy has contracted by 25 per cent over the past five years, owing to the security situation. The implosion of public services, particularly health

infrastructure, education and other basic social services, has led to a decline in development. On the sustainable development side, it is estimated that 35 per cent of the country's natural forest and 25 per cent of its wood plantations have been lost as a consequence of the conflict: forests were used as bases for the rebels and destructive army campaigns have been conducted to remove them. In the health sector, one of the factors in the increased prevalence of malaria throughout the country is the massive population displacements as a result of the war and the concomitant extension of rice culture and fish breeding in marshes located at high elevations (*marais des hauts plateaux*).<sup>5</sup>

40. Representatives of the Government of Burundi and the United Nations country team emphasized that the fight against poverty would be crucial to consolidating gains in the political field. The Group's attention was drawn to research carried out by the World Bank on assistance to post-conflict countries, which indicated that the probability of re-entering into conflict was high if improvements did not occur in people's lives within a five-year period. It is therefore essential to create a window of opportunity and break the conflict trap in Burundi through early and massive assistance.

41. In many post-conflict situations, a gap between relief and development is observed, which is manifested by an inability to transfer the momentum of crisis response to recovery, rehabilitation and development activities.<sup>6</sup> The Group was encouraged to witness efforts made by United Nations organizations to address this gap and ensure that, beyond humanitarian assistance, their activities contribute to longer-term rehabilitation of communities. An interesting example of this is the joint FAO/WFP emergency agricultural operations programme, which provides seeds and food intakes simultaneously to 200,000 households, in order to prevent the hungry from eating the seeds distributed to them.

42. The links between peace and development call for a comprehensive approach to the problems faced by Burundi, in which key aspects of relief, recovery, human rights, economic growth and sustainable development are included. In a report entitled "Choosing hope: the case for constructive engagement in Burundi" (Bujumbura, December 1998), the United Nations country team in Burundi regretted that such an approach, although called for by the Economic and Social Council in its agreed conclusions 1998/17, had yet to be developed for that country. The Ad Hoc Advisory Group again encourages the United Nations system and the international community to develop strategies of support that cover all aspects of the transition from relief to development and ensure balanced and mutually supportive aid to the country.

## **VII. The role of the United Nations in addressing the needs of Burundi**

43. During its visit to Burundi in November 2003, the Group witnessed the strong involvement of the United Nations in Burundi. In its various fields of work, be it political support, humanitarian assistance, rural development, health or education, the United Nations is undoubtedly a major field actor which has continued to provide assistance when bilateral and other forms of aid were frozen or considerably reduced.

44. The United Nations Office in Burundi was established in 1993, at the request of the Security Council, to support initiatives aimed at promoting peace and reconciliation. The Special Representative of the Secretary-General and Head of the Office chairs the Implementation Monitoring Committee, which is entrusted with the responsibility of ensuring the full and speedy implementation of the provisions of the Arusha Agreement. A Joint Ceasefire Commission operates as a subsidiary body of the Implementation Monitoring Committee, its chairman being appointed by the Secretary-General and reporting to his Special Representative. The Secretary-General submits a report on the situation in Burundi annually to the Security Council. Detailed and up-to-date information on political and security developments in Burundi and on the economic, humanitarian and human rights situation can be found in the Secretary-General's latest report (S/2003/1146 of 4 December 2003).

45. Most major United Nations agencies, funds and programmes operate in Burundi. These are FAO, UNDP, UNICEF, UNHCR, the Office of the United Nations High Commissioner for Human Rights, the United Nations Population Fund, the United Nations Educational, Scientific and Cultural Organization, WFP and WHO. The World Bank also has a field office in the country. The Resident Coordinator of operational activities of the United Nations system in Burundi and Humanitarian Coordinator also assumes the responsibilities of UNDP Resident Representative. The Group examined the level of collaboration between United Nations agencies. It was told that the difficult security environment prevailing in the country had stimulated mutual assistance and cooperation. Coordination mechanisms have been put in place on various aspects of the work and thematic groups and committees have been created on sectoral development activities. For example, UNDP, the World Bank and UNHCR have created through a memorandum of understanding an inter-agency unit (*cellule*) on reinsertion issues. The Group was informed that it was important that coordination focus not only on information-sharing but also on the development of common strategies and planning.

46. The United Nations system plays a crucial role in the field of humanitarian assistance, and the emergency support it provides has no doubt saved lives. The Office for the Coordination of Humanitarian Affairs coordinates a humanitarian Contact Group, which holds monthly meetings of all relevant United Nations and non-United Nations stakeholders, including more than 50 local and international non-governmental organizations. In addition, inter-agency technical committees work on specific humanitarian fields of work, with lead agencies for each of them. Coordination groups of United Nations agencies and partner non-governmental organizations also exist at the level of the provinces. For example, UNICEF and WFP signed a tripartite protocol of agreement with 11 international non-governmental organizations to support 248 nutritional, care and health centres throughout the country. The consolidated appeal process, as discussed above, also contributes to increased coordination at the planning level of assistance and onwards.

47. As for development support, the United Nations system implements programmes that aim at building capacities in rural areas, including productive capacities, developing income-generating activities and promoting, inter alia, food security, support to communities and the education of girls. The second country cooperation framework for Burundi (2002-2004) was prepared by UNDP and approved by its Executive Board in September 2001. Its strategic programme areas are combating poverty and HIV/AIDS as well as democratic and economic governance. Most importantly, the United Nations country team is about to finalize the common country assessment for Burundi, the preparation of which was delayed because of the political situation. On the basis of the common country assessment, United Nations agencies are now preparing the United Nations Development Assistance Framework, which should be finalized in the first quarter of 2004. Burundi, which was exempted from this exercise, is steadily coming back into the normal process of planning assistance by the United Nations system.

48. The Commission on Human Rights has appointed Marie-Thérèse A. Kéita-Bocoum as Special Rapporteur on the situation of human rights in Burundi. Ms. Kéita-Bocoum reports annually to the Commission and to the Third Committee of the General Assembly<sup>8</sup>. The Special Rapporteur, who also briefed the Ad Hoc Advisory Group, analyses the situation of human rights, justice and the rule of law and addresses important recommendations to the parties in conflict, the Burundian authorities and the international community. The Office of the High Commissioner for Human Rights has an office in Burundi, which monitors and promotes human rights and judicial reform.

## **VIII. International donor support to address the needs of Burundi**

49. International financial assistance to Burundi fell by 66 per cent from 1990 to 2002. After the crisis of October 1993 and the embargo in 1996, international cooperation was suspended. Starting in 1998, several meetings on Burundi were organized and an agreement was reached on a strategy of providing exclusively humanitarian assistance. A conference held in Paris in December 2000, a few days after the signing of the Arusha Agreement, led to a decision to resume structural assistance to Burundi. At that Conference, donor pledges were estimated at \$450.31 million. In addition, it was decided to organize regular donor meetings. The subsequent donor round tables (held at Geneva in December 2001 and November 2002) led to a steady growth in donor pledges, estimated in total at \$981.62 million.

50. In spite of the repeated commitments, disbursements have been slow and limited to \$354.20 million or 36 per cent of total pledges. Most of the disbursements by bilateral donors have been used for humanitarian activities, often channelled through non-governmental organizations. Multilateral institutions have however been more forthcoming in providing budgetary and balance-of-payments support as well as development project assistance. The International Monetary Fund and the World Bank have provided this support under post-conflict emergency programmes. The Bank disbursed in 2002 and 2003 the two first tranches (\$20 million each) of an economic rehabilitation credit amounting to \$54 million, while IMF approved two drawings of \$13 million in post-conflict emergency assistance. The European Union has also provided budget support (\$37.62 million), while UNDP disbursed \$16.22 million in project and technical assistance and IFAD \$4.52 million<sup>9</sup>. Some bilateral donors, such as Belgium and France, have also provided budget support.

51. On 13 and 14 January 2004, Burundi organized the Forum of Development Partners of Burundi in Brussels, in cooperation with the Government of Belgium and with the technical support of UNDP. The objective of the Forum was to draw broad and active support by bilateral and multilateral actors for Burundi to put an end to socio-economic chaos and allow Burundi to engage in poverty alleviation and sustainable development. Requests for assistance included four themes, each with financial requirements, for a total of \$1.7 billion: (a) budgetary and balance-of-payments support (\$942.8 million for the period 2003-2006), including external debt relief; (b) support to the national programme for capacity-building for good governance, including democratic, administrative and economic governance (\$99.9 million for 2004 and 2005); (c) a

programme of support to the reform process of the defence and security forces (\$80 million); and (d) the National Programme for the Rehabilitation of War Victims (*Sinistrés*) (€500 million), including rural rehabilitation activities.

52. Twenty-five countries were represented, as well as the African Union, the European Union, the World Bank and IMF. The Ad Hoc Advisory Group participated in the Forum and was represented by its Chairmen, Ambassador Kumalo, Ambassador De Ruyt and Ambassador Nteturuye. Ambassador Kumalo was invited to make a statement on the Group's work and findings at the opening meeting of the Forum. Participants in the Forum pledged \$1.032 billion of assistance to Burundi. Donors expressed their satisfaction with progress made in the peace process and recognized that the country was at a crossroads, which called for a renewed commitment to support, to consolidate gains and commence in the second phase of the transition process, allowing for transition from relief to development assistance. Donors also stressed the subregional dimensions of the solutions to Burundi's development problems.

53. In its final communiqué, the Forum decided, inter alia, to establish a follow-up committee which will help in promoting coordination among donors. The Committee, chaired by the Government of Burundi and composed of representatives of the Government and donors, will hold monthly meetings. Participants also agreed to meet every year, preferably in Bujumbura, to assess the political, economic and social situation in the country.

54. Because budgetary support is essential for Burundi, the Group was informed by representatives of IMF and the World Bank of the efforts by the authorities of Burundi to ensure transparency and accountability in public expenditure, including through public expenditure reviews.

55. Burundi's foreign debt (86 per cent multilateral) represents 204 per cent of the gross national product, and its servicing absorbs 98.8 per cent of all revenues. The arrears to the African Development Bank (\$35 million) are of particular concern and a solution is urgently needed for Burundi to access other multilateral facilities. A Multilateral Debt Trust Fund has been established by the World Bank, a mechanism which has proved efficient in other post-conflict countries. The donor community has repeatedly been called upon to contribute to the Fund. As for bilateral debt (14 per cent of the total), the Paris Club announced in December 2003 that debt relief would be granted as soon as the Executive Board of IMF had approved access by Burundi to the Poverty Reduction and Growth Facility.

56. On 23 January 2004, 10 days after the Forum of Development Partners, the Executive Board of IMF approved a three-year arrangement under the Poverty Reduction and Growth Facility for Burundi. The Group was informed that Burundi would qualify under the HIPC Initiative by the beginning of 2005.

## **IX. Observations and recommendations**

57. The Economic and Social Council Ad Hoc Advisory Group on Burundi realizes that its work is being conducted at an important moment, as the people of Burundi are tackling the peace process with vigour and as they embark on the road from relief to development. The country faces various and interlinked challenges, which it is crucial to confront in order to promote stability and ensure durable peace and sustainable development. Among them, maintaining the momentum and consolidating the peace process, promoting stability and engaging in poverty alleviation and sustainable development deserve particular attention. The Group is much encouraged by the serious commitment and efforts made by Burundi to cope with these challenges. It is clear, however, that those efforts alone are not enough and that a strong partnership with the international community is required. While access by the country to international assistance has continued to be limited, the Group feels that the time has come to match the efforts of the Government and people of Burundi with substantive, prompt and effective support from the international community in order to reinforce a true partnership.

58. With all this in mind, the Group wishes to make the following observations and recommendations for consideration and possible action by the Economic and Social Council.

### **A. Maintaining the momentum and consolidating the peace process**

59. The Group welcomes with satisfaction the appointment of a transitional Government of national unity and the inclusion therein of the representatives of CNDD-FDD (Nkurunziza) following the recent adoption of the Pretoria Protocols, which led to the Global Ceasefire Agreement between the Transitional Government and CNDD-FDD, signed at Dar es Salaam on 16 November 2003.

60. The Group welcomes the recent meeting, held in the Netherlands, between President Ndayizeye and a delegation of PALIPEHUTU-FNL, and expresses the strong hope that this step forward will bring the PALIPEHUTU-FNL of Agathon Rwasa fully into the peace process and put an end to hostilities and acts of violence.

61. The Group recalls the provisions of the Arusha Agreement of 28 August 2000 on the holding of elections before the end of the transition period and recognizes that there is a need to create a conducive atmosphere aimed at putting in place a democratic, inclusive and legitimate system of governance based on fair and free elections in Burundi. Should the Government seek technical assistance from the United Nations for those elections, the Group recommends a positive response.

62. The Group recalls that, in accordance with the Arusha Agreement, a National Truth and Reconciliation Commission is to be established, and that the Transitional Government has requested the Security Council to establish an international judicial commission of inquiry into genocide, war crimes and other crimes against humanity. Both are under consideration.

63. The Group commends the African Union for the crucial role played by the African Mission in Burundi, and calls on donors to provide financial support to enable it to carry out its mandate, including in the field of pre-cantonment of combatants. The Group also calls on the United Nations to support the efforts of AMIB with a view to enabling it to discharge its crucial responsibilities with regard to the peace process effectively.

## **B. Promoting stability**

64. The Group appreciates the enormous challenges of the resettlement of refugees and internally displaced persons and calls for urgent supplementary action and support by the Government and its development and humanitarian partners. It stresses in particular the important work of UNHCR in assisting refugees returning from exile and carefully preparing for their resettlement. The Group calls for the consolidation of the activities of the National Commission for the Rehabilitation of *Sinistrés* and for the funding of its work by the Government and donors, as foreseen in the Arusha Agreement.

65. The Group recommends that the Government, in view of the already high population density and the expected need to resettle large numbers of returning refugees and internally displaced persons, address the issue of access to land. The Group further recommends that the Government consider traditional conflict resolution mechanisms, such as the *Bashingantaha*.

66. The Group emphasizes the need to proceed urgently with the disarmament, demobilization, rehabilitation and reintegration of ex-combatants, welcomes the Multi-Country Demobilization and Reintegration Programme managed by the World Bank and calls on donors to mobilize resources to finance the entire range of disarmament, demobilization, rehabilitation and reintegration



activities, including the pre-cantonment of combatants and the restructuring of the security forces, and invites all parties concerned to coordinate closely in this regard. The Group also emphasizes the need to address effectively the specific situation of the child soldiers, in particular in the context of the agreement between the Government of Burundi and UNICEF on the demobilization of child soldiers.

67. The Group recognizes that, as a consequence of 10 years of war and the resulting deterioration of law and order, Burundi faces a growing problem of violence against women and children, and an emerging phenomenon of corruption and acts of banditry in some parts of the country. The Group stresses the need for the Government to make every effort to promote the rule of law.

68. The Group urges the authorities of Burundi to ensure the protection of human rights as a vital requirement for a peaceful society and necessary condition for stability in the country. The Group calls on the authorities to consider and ensure proper follow-up to the recommendations made by the Special Rapporteur on the situation of human rights in Burundi.

### **C. Engaging in poverty alleviation and sustainable development**

69. The Group stresses that ensuring food security remains a major challenge for the country and that dependence on food aid should be gradually reduced through the promotion of self-reliance at the community level. It calls on the authorities of Burundi to intensify efforts to rehabilitate the agricultural sector. It also calls on international organizations, particularly FAO and WFP, and donors to continue substantial assistance to government efforts in this field.

70. The Group calls on the Government to intensify efforts to rebuild the basic infrastructure in the public health sector, and underlines the importance of the full engagement of the international community in this effort. The Group expresses concern about the alarming spread of malaria and the high prevalence of HIV/AIDS. It welcomes the implementation of the new protocol for the treatment of malaria with the support of WHO, UNICEF and non-governmental organizations, and the strategy to tackle the alarming spread of HIV/AIDS. The Group invites the Global Fund to Fight AIDS, Tuberculosis and Malaria to allocate funds for these activities. It also calls on the authorities to facilitate administrative procedures for the import of drugs, thus alleviating the shortage of medicine.

71. The Group stresses that education is a key lever for a sustainable post-crisis recovery and to sustain gains in reconciliation in the country. The Group encourages the Government to implement its national Plan of Action for Education, to facilitate access to education for all, including by waiving school fees for indigent children, and to promote in particular the education of girls. The Group also calls for substantial international support in this field.

72. The Group urges the Government to formulate a comprehensive economic diversification strategy with a view to finding new sources of growth and employment opportunities and expanding its range of exports. Such a strategy should include diversification of activities connected to the agricultural sector, including creating capacities for the processing of agricultural products; promoting labour-intensive projects, such as short-term public works and longer-term infrastructure rehabilitation; engaging in urban development, including housing; and developing services which would contribute positively to the long-term development of the Burundian economy. The Group invites relevant United Nations entities, the World Bank and other partners to assist the authorities of Burundi in this task.

#### **D. Reinforcing international partnership**

73. The Group stresses that humanitarian assistance remains indispensable in Burundi and welcomes the consolidated appeal process for 2004 as an integrated and comprehensive tool for international support to humanitarian work, and calls on the donor community to widely support this endeavour and significantly increase the amount of financial contributions to the projects included in the appeal. The Group also recalls the need to facilitate as much as possible the activities carried out by non-governmental organizations to bring humanitarian assistance to the people of Burundi.

74. The Group stresses that, as the political process moves forward, there is also a need to engage in more development-oriented activities with a view to rehabilitating communities and strengthening the capacity of both civil society and State institutions to lay the ground for medium- and long-term development. It encourages the Government to prepare a poverty reduction strategy paper.

75. The Group welcomes the preparation by the United Nations country team of the common country assessment for Burundi, and underlines the importance of a solid analytical framework for coordinated international assistance. It encourages the country team to prepare the United Nations Development Assistance Framework as a strategic business plan of the United

Nations operational agencies in the country and to coordinate closely in its elaboration with other development partners.

76. The Group calls for adequate financial support to relevant programmes and policies elaborated by the Government as well as projects submitted by United Nations agencies and other partners with the view to ensuring a transition from relief to development.

77. The Group commends the authorities of Burundi for their efforts to ensure financial accountability, including public expenditure reviews in spite of the war situation, and welcomes the Government's assurances that budgetary support will be used in a transparent manner.

78. The Group stresses the need to find an urgent and pragmatic solution to the burden of external debt, which has reached unsustainable proportions. It calls on the donor community to contribute to the Multilateral Debt Trust Fund established by the World Bank to help the country clear its arrears, including the arrears to the African Development Bank. The Group welcomes the commitment by the Paris Club to grant debt relief as soon as the Poverty Reduction and Growth Facility arrangement for Burundi was approved by the Executive Board of IMF. It urges other donors to grant debt relief in comparable terms.

79. The Group welcomes the assistance provided by the Bretton Woods institutions to Burundi and encourages them to continue their support. It welcomes the approval by IMF on 23 January 2004 of a three-year arrangement under the Poverty Reduction and Growth Facility.

80. The Group welcomes the success of the Forum of Development Partners of Burundi, held on 13 and 14 January 2004 in Brussels, and concurs with the final communiqué of the Forum in stressing the importance of translating, as a matter of priority, the commitments made into tangible assistance. The Group urges bilateral donors to provide further emergency assistance to Burundi, especially budgetary support, at this critical moment in the evolution of the peace process. It welcomes the establishment of a follow-up committee to the Forum of Development Partners of Burundi, which will hold monthly meetings.

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<sup>1</sup> See Council decision 2002/304 of 25 October 2002.

<sup>2</sup> It is recalled that the Security Council mission to Burundi in June 2003 recommended that the Council urge donor countries to fulfill commitments made and to follow up closely this point with the international financial community (see S/2003/653).

<sup>3</sup> UNAIDS, *Report on the global HIV/AIDS epidemic*, 2002.

<sup>4</sup> UNDP, *Human Development Report 2003* (United Nations publication, Sales No. 03.III.B.1).

- <sup>5</sup> WHO, "Le point sur le changement du protocole de traitement du paludisme au Burundi", November 2003.
- <sup>6</sup> UNDP, "Closing the gap"; contribution to the Inter-Agency Standing Committee reference group on post-conflict reintegration, June 1999.
- <sup>7</sup> See *Official Records of the General Assembly, Fifty-third Session, Supplement No. 3 (A/53/3)*, chap. VII.
- <sup>8</sup> For the latest report, see A/58/448.
- <sup>9</sup> Burundi, Ministry of Planning, Development and Reconstruction, Progress report on donor pledges made at the various round tables, June 2003.

# **Assessment of the Ad Hoc Advisory Groups of the Economic and Social Council on African countries emerging from conflict (E/2004/86)**

## **Report of the Secretary-General (25 June 2004)**

### **Summary**

In its resolution 2002/1 of 15 July 2002, the Economic and Social Council created a framework for advisory group(s) on African countries emerging from conflict. Thus far, the Council has set up two ad hoc advisory groups, on Guinea-Bissau and on Burundi. The present report is submitted pursuant to Economic and Social Council resolution 2003/50 of 24 July 2003, in which the Council decided to undertake an assessment of lessons learned from these groups and requested the Secretary-General to provide a report on this matter.

The report highlights the positive role played by the groups in the post conflict reconstruction efforts of the countries concerned, by mobilizing donor support while encouraging the national authorities to establish a conducive environment for increased assistance. To these ends, a partnership approach between the national authorities and international stakeholders was fostered. The report also stresses the enhanced coordination that the groups have promoted, in particular between the United Nations and the Bretton Woods institutions and, at the intergovernmental level, between the Security Council and the Economic and Social Council, which has served to advance a holistic approach that addresses both security and economic issues in the transition and recovery phase. Areas for improvement in the work of the groups are also identified throughout the document.

In its concluding section, the report includes recommendations for the future consideration by the Council of the situation in African post-conflict countries.

### **I. Introduction**

1. The General Assembly, in its resolution 55/217 on causes of conflict and the promotion of durable peace and sustainable development in Africa, requested the Economic and Social Council to consider creating an ad hoc advisory group on African countries emerging from conflict with a view to assessing their needs and elaborating a long-term programme of support that

begins with the integration of relief into development. The Security Council, in the presidential statement of 24 September 1998 (S/PRST/1998/29) issued at the end of a ministerial meeting on the situation in Africa, and in its resolution 1170 (1998), also called on the Economic and Social Council to consider the issue. It reaffirmed the importance of interaction with the Economic and Social Council in this regard in a presidential statement of 31 January 2002 (S/PRST/2002/2).

2. In its Ministerial Declaration, adopted in July 2001, on the role of the United Nations in support of the efforts of African countries to achieve sustainable development, the Economic and Social Council emphasized the importance of efforts for integrating peace and development. In response to a request by the Council, the Secretary-General submitted a report on the establishment of an ad hoc advisory group on African countries emerging from conflict (E/2002/12), with proposals on its mandate and modalities of work.

3. In its resolution 2002/1 of 15 July 2002, the Economic and Social Council created a framework for advisory group(s) on African countries emerging from conflict. The mandate of the group(s) is to examine the humanitarian and economic needs of the country in question, review relevant assistance programmes, prepare recommendations for a long-term programme of support based on development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability, and provide advice on how to ensure that the assistance of the international community to the country in question is adequate, coherent, well coordinated and effective and promotes synergy.

4. Thus far, the Economic and Social Council has created two ad hoc advisory groups, at the request of the countries' authorities. In its decision 2002/304 of 25 October 2002, the Council established the Ad Hoc Advisory Group on Guinea-Bissau, while the Ad Hoc Advisory Group on Burundi was created pursuant to its resolution 2003/16 of 21 July 2003. The annex to the present report provides information on the composition of the groups and an overview of their activities.

5. The present report is submitted pursuant to Economic and Social Council resolution 2003/50 of 24 July 2003, in which the Council reiterated the need to undertake an assessment of lessons learned based on the initial experience of such ad hoc advisory groups, no later than at its substantive session of 2004, stressed the need to assess also progress made in the implementation of recommendations made by the Ad Hoc Advisory Groups and

requested the Secretary-General to provide a report on that subject to its substantive session in 2004.

6. On 3 May 2004, the Council held an informal meeting to assess the work of the Ad Hoc Groups and to start preparing for the substantive session of the Council. The event, which was attended by the Minister of Planning of Burundi, the Chairman of and members of the two Ad Hoc Advisory Groups, ambassadors, the Deputy Special Representative of the Secretary-General for Burundi, the United Nations Resident Coordinator in Guinea-Bissau, the Special Adviser on Africa, senior officials of the United Nations Development Programme (UNDP) and of the Departments of Economic and Social Affairs and of Political Affairs of the United Nations Secretariat, and field representatives of the World Bank and the International Monetary Fund (IMF), generated a lively and open discussion on all aspects of the work of the advisory groups. The exchange of views among all the participants revealed a broad agreement that the overall experience had been positive. The discussions also helped identify lessons learned and a number of suggestions and ideas were put forward for future action in this field. The discussions held at that meeting have been taken into account in the preparation of the present report.

7. The report is structured around the mandate of the Groups so as to focus the assessment on their performance in relation to the functions entrusted to them by the Council.

## **II. The composition of the Groups**

8. The two Ad Hoc Advisory Groups have been recognized as an innovative mechanism in many respects, including their composition. Both Groups were created at the request of the authorities of the countries in question, who demonstrated strong willingness to re-engage the international community in support of their reconstruction efforts. The Permanent Representatives of Guinea-Bissau and Burundi have been members of the respective Group, which has ensured a high level of ownership of the process by the countries themselves.

9. Both Groups have been led by an official from an African country (the Permanent Representative of South Africa) and included both Africans and major donors as members, a combination that enables cross-fertilization of knowledge on donor practices and regional issues. In both cases, interlocutors of the Groups could see that they included major key political players for Guinea-Bissau and Burundi. The participation of the President of the Economic and Social Council and of the Chairman of the Ad Hoc Working Group of the

Security Council on Conflict Prevention and Resolution in Africa added to the high political profile of the Groups. In the case of Guinea-Bissau, the Chairman of the Group of Friends also took part in the work of the Group.

10. The framework for the composition of the Groups, as decided by the Economic and Social Council in its resolution 2002/12, which provided for the Groups to be small but balanced and representative, has proved successful and has worked well in practice. Members of the groups have all taken part in this work in an outstanding, dedicated manner, devoting a great deal of time and energy to achieve constructive outcomes. The leadership role played by Ambassador Dumisani Kumalo, the Chairman of both Groups, has, in particular, greatly contributed to the thoroughness, balance and effectiveness of the exercises and to their coherence with major regional efforts such as the strengthening of the African Union and the New Partnership for Africa's Development (NEPAD).

### **III. The review processes carried out by the groups**

11. The two Ad Hoc Advisory Groups were mandated *inter alia* to assess the economic and humanitarian needs of the countries concerned and to review relevant programmes of support. To achieve these goals, the Groups visited the countries and undertook broad consultations with the national authorities and their development partners. In both cases, the first phase of consultations was held in New York with representatives of the United Nations Secretariat, UNDP and other funds and programmes, and concerned agencies, in particular with the Bretton Woods institutions with which the Guinea-Bissau Group also met in Washington. The second phase of consultations was held at the country level and included national authorities, political parties, civil society organizations, the media, United Nations agencies and other organizations active on the ground, as well as the donor community. This two-tier process has made possible a coherent and methodical approach to assessing the situations under consideration, with a broad "learning" process followed by a practical exposure to the realities on the ground.

12. The time frame for the Groups to provide their recommendations to the Economic and Social Council was relatively short, namely three to four months. In view of the multitude of actors that the groups had to meet and the time required to undertake field missions and formulate a report to the Council, time was not sufficient to carry out in-depth and detailed reviews of the needs of the



countries and of the assistance they receive. As a result, the reports submitted to the Council include an overview of the situation as observed and analysed by the Groups, followed by policy recommendations with varying degrees of specificity. The reports are comprehensive in terms of the range of issues covered, but are succinct and are not meant to be an exhaustive and in-depth review of the situation in the respective countries.

13. One of the most innovative and significant features of these review processes was that the Groups have sought to look in a holistic way at both political factors and socio-economic ones. By focusing on the interrelationships between them and soliciting the views thereon of a wide range of development actors, the Groups were able to foster a comprehensive and integrated approach to peace, stability, recovery and long-term development. For all these reasons, the process has been perceived by the countries concerned and their development partners as open, transparent and participatory, leading to balanced and meaningful results.

#### **IV. The Ad Hoc Advisory Groups as advocates for long-term international support to Guinea-Bissau and Burundi**

14. The Groups were mandated to prepare recommendations for a long-term programme of support, based on development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability. The recommendations made by the Ad Hoc Advisory Groups to the Council in their reports (E/2003/8 and E/2004/11) are specific to the problems and challenges facing the countries in question, and avoid reproducing identical or standard analysis.

15. The Ad Hoc Advisory Group on Guinea-Bissau made short- and long-term recommendations. Under the short-term ones, it recommended a partnership approach between the authorities of Guinea-Bissau and the international community whereby the authorities would work on the promotion of the rule of law and political stability, while international development partners would provide emergency financial support and technical assistance in various fields. Under the long-term recommendations, it identified measures to be taken by the authorities and development partners to engage the country in economic growth and sustainable development. The Ad Hoc Advisory Group on Burundi, for its part, made recommendations for consideration by the Council on

(i) maintaining the momentum and consolidating the peace process, (ii) promoting stability, (iii) engaging in poverty alleviation and sustainable development and (iv) reinforcing international partnership.

16. These recommendations were welcomed by the Council (see resolutions 2003/1 and 2004/1). The Council specifically endorsed the partnership approach set out for Guinea-Bissau. There was, however, no in-depth discussion of the report of the Ad Hoc Advisory Group on Burundi by the Council earlier this year, a gap that could be compensated for by a future debate within the Council on international support to Burundi, for example after general elections are held in the country later this year.

### **Fostering international partnerships**

17. The groups have advocated enhanced relationships between the countries concerned and the international community through a partnership approach, aimed firstly at establishing a clear and mutually agreed understanding of the problem and secondly at setting out concrete steps towards a solution. This approach led to specific recommendations being addressed to both national authorities and international partners, specifying in an objective manner their respective responsibilities.

18. In the case of Guinea-Bissau, the partnership approach materialized with the creation of the Economic Emergency Management Fund, pursuant to a recommendation of the Group in its initial report to the Council. The Fund, which is managed by UNDP, received financial contributions from some donors in early 2004 and is being used to enable the Government to resume the provision of social services and key public administration activities. The Fund is not geared to addressing the long-term development priorities, but is designed to provide relief of a transitional nature, thus enabling the country to contain potentially volatile social tensions during the transition process.

19. It is widely recognized that the Group has been instrumental in assembling a coalition of partners in support of Guinea-Bissau and in keeping it mobilized, a value added for other international mechanisms. The group issued two statements at key moments of the political life of the country, calling on donors to extend emergency assistance.

20. The Burundi Group has emphasized the many interlinked challenges that the country needs to confront, including consolidating the peace process, in order to improve its socio-economic situation. The Group's recommendations in

the four areas outlined in paragraph 15 above do not make a strict distinction between the short, medium and long term. As State institutions have continued to function adequately, in spite of 10 years of war, the Group's advocacy of support to the country, including direct budgetary support, did not include the establishment of a specific mechanism to channel international assistance. The participation of several of the Group's members in the Forum of Development Partners for Burundi, held in Brussels in January 2004, testifies to the Group's value as an interlocutor and an advocate vis-à-vis the donor community, a role that was especially praised by the Minister of Planning, Reconstruction and Development of Burundi, who attended recent meetings of the Economic and Social Council.

21. One of the lessons learned from this process is the importance of the earliest possible consultation with donors, in advance of donor meetings, in order to maximize impact on the commitments made.

### **The integration of relief, rehabilitation, reconstruction and development, through a comprehensive approach to peace and stability**

22. This issue was an integral part of the mandate of the Groups and was carefully pursued in both cases. The Guinea-Bissau Group stated in its initial report that "it was important to think outside the framework of classic models and solutions, bearing in mind that short-term support can be used to leverage longer-term change". Through, among other things, its advocacy role for the establishment of the Emergency Economic Management Fund, the Group focused on short- and medium-term assistance while linking it to long-term objectives, within the framework of the normalization of the country's political situation and, concomitantly, of its relations with partners.

23. The Burundi Group has called for greater support for the work of the humanitarian community, including through financial contributions to the United Nations Consolidated Appeals Process, and has recognized the need to build, through humanitarian assistance, the basis for long-term sustainable development. It also pointed to the gap between relief and development it observed in the country, as in other post-conflict situations, and encouraged United Nations organizations to act to address it and to engage in longer-term rehabilitation of communities. Beyond these appeals, the report of the Group does not provide operational recommendations or strategic advice on how to make the transition from one phase to the other. Although the Groups' value

added resides principally in their advocacy role, their relevance would have been further enhanced by more detailed consideration of practical transition issues.

24. Transition from humanitarian assistance to development support, which was addressed by the Council in its agreed conclusions 1998/1, continues to be an important and topical issue. The work of these Ad Hoc Advisory Groups should be viewed as an integral part of the follow-up to those agreed conclusions. Other relevant initiatives are under way. The Council, at its substantive session of 2004, will hold an informal meeting on the margins of the operational activities and humanitarian segments to bring together stakeholders from the humanitarian and development spheres to discuss transition issues. The United Nations Development Group and the Executive Committee on Humanitarian Affairs have created a joint working group on transition issues which recently issued a report. It would be useful to link these initiatives and build upon them. The Council and its Ad Hoc Advisory Groups might wish to pursue this matter.

25. Beyond transition issues, the Groups, in accordance with their mandate, have served to advance a comprehensive approach to peace and development by making it clear that the traditional division between “security” or “political” issues on the one hand and “economic” and “development” issues on the other is both intellectually and empirically unsustainable. Considering the magnitude and depth of the problems in countries emerging from conflict, there is a need for a political framework under which development partners can plan their long-term involvement. Many partners of Guinea-Bissau and Burundi have praised the Groups for providing such a political framework. At the same time, the Groups have highlighted that there is more to post-conflict peace-building than holding elections and promoting political reconciliation, and have called for concrete development assistance to sustain peace in these countries.

26. Demobilization, disarmament, reinstallation and reinsertion programmes are at the crossroads of the search for peace and the need to give development opportunities to people. Although the matter was considered by the Groups and discussed with many actors involved in the field, more specific recommendations on the handling of these processes and the support they require would have further strengthened the Groups’ contribution.

27. The advocacy role successfully played by the Groups for a comprehensive approach to peace and development for Guinea-Bissau and Burundi put some light on the work of international organizations in these two countries and increased the visibility of their efforts. This has been made possible by the Groups’ determination to engage in an open dialogue with a wide range

of the countries' partners and to contribute to a coherent approach to these post-conflict situations.

## **V. The role of the Ad Hoc Advisory Groups in bringing coherence and coordination to international support to Guinea-Bissau and Burundi**

28. The Ad Hoc Advisory Groups are mandated to provide advice on how to ensure that the assistance of the international community in supporting the countries in question is adequate, coherent, well coordinated and effective and promotes synergy. In a relatively short period, the Groups succeeded in making a distinct contribution to promoting effective coordination of international assistance to Guinea-Bissau and Burundi at various levels.

### **Coordination within the United Nations system**

29. The Groups received extensive inter-agency support and were in turn instrumental in fostering a coordinated approach to the situation in Guinea-Bissau and Burundi within the United Nations system as a whole. The Department of Economic and Social Affairs provides substantive and technical secretariat services to the Groups, which also receive support from the Department of Political Affairs and the United Nations political offices in the field, namely the United Nations Operation in Burundi and the United Nations Peace-building Support Office in Guinea-Bissau, the Office of the Special Adviser on Africa and, in the case of Burundi, the Office for the Coordination of Humanitarian Affairs. In addition, the Groups received excellent support and maintained fruitful relationships with UNDP both at headquarters and in the field, as well as with other funds and programmes, the World Bank, IMF and specialized agencies of the United Nations system, including through their country representatives. For example, a thematic briefing on food security in Burundi was organized for the group by the Food and Agriculture Organization of the United Nations (FAO), the World Food Programme (WFP) and the International Fund for Agricultural Development (IFAD). The groups also integrated in their analysis and advocacy work the outcomes of relevant major international conferences and summits, in particular the Brussels Programme of Action for the Least Developed Countries for the Decade 2001-2010 and the Millenium Declaration.

30. The Ad Hoc Advisory Groups relied on all these entities to obtain a clear picture of the situation in the two countries, formulate policy recommendations, propose support mechanisms and follow them up. The Economic and Social Council, as an open forum involving all United Nations agencies, is in a unique position to rally such coordinated support. The Groups, as Economic and Social Council bodies, have benefited from this comparative advantage that the Council possesses within the intergovernmental machinery. In turn, this process has served to sensitize the United Nations system to the need for greater coherence in its work. Although the recommendations made by the Groups are not operational in nature and do not go into the details of assistance delivery, they review existing mechanisms and arrangements and point the way for stronger coordination among United Nations bodies. For example, the Groups have reviewed the common country assessment (CCA)/United Nations Development Assistance Framework (UNDAF) process and stressed the need for coordination to focus not only on information-sharing but also on the development of common strategies and planning. The need for collaboration between country teams and political offices has also been underlined, in order to implement activities that stabilize the country and build peace in a more effective and coherent manner.

### **Collaboration between the United Nations and the Bretton Woods institutions**

31. A clear achievement of the Ad Hoc Advisory Groups has been their contribution to further reinforcing collaboration between the United Nations and the Bretton Woods institutions in relation to these two post-conflict countries. A representative of the World Bank stated at the recent informal meeting on the assessment of the Groups, “the Economic and Social Council Group on Burundi has managed to create a true dynamic among the key players”, before calling for “an even closer partnership between the Economic and Social Council Group and the Bretton Woods institutions”. The frequent interaction of the Guinea-Bissau Group with an officer with responsibility for Guinea-Bissau IMF also testifies to the mutually beneficial collaboration that has been established.

32. Collaboration between the United Nations and the Bretton Woods institutions is particularly important in post-conflict situations. Assistance efforts are often centred on economic programmes supported under the IMF Poverty Reduction and Growth Facility (PRGF), to which key post-conflict programmes, such as the demobilization and reinsertion of combatants and the clearance of domestic financial arrears from the war period, are linked. However, a Poverty

Reduction and Growth Facility arrangement requires strong macroeconomic and reform policies and may not be well suited for post-conflict countries, which need quick assistance. This is all the more problematic in that donors pay attention to disbursements by the Bretton Woods institutions before disbursing their own funds, which can lead to situations in which a post-conflict country that proves unable to implement a programme satisfactorily — mainly because of persistent fiscal expenditure overruns — may have its post-conflict assistance strategy halted by donors.

33. Solutions must therefore be found to assist these countries engage in the post-conflict recovery phase. An example of a positive dynamic is the successful collaboration on the situation in Guinea-Bissau, where IMF provides assistance by updating the cash-flow plan and setting up a monitoring and reporting system for the UNDP-managed Emergency Economic Management Fund. This well-coordinated and structured programme of assistance was advocated by UNDP and IMF on the technical side and by the Economic and Social Council ad hoc advisory group on the political side. The Group also facilitated a more flexible application of criteria by IMF to the situation in Guinea-Bissau. More recently, the World Bank has announced assistance to Guinea-Bissau through Emergency Rehabilitation and Recovery Credit.

34. In Burundi, important areas of convergence with the Bretton Woods institutions were also evident. The World Bank has provided continued support to Burundi throughout the years of conflict and IMF, which stressed to the Group that improvements had been made in terms of public expenditure management, approved drawings in post-conflict emergency assistance followed by a three-year agreement under the Poverty Reduction and Growth Facility. The Group, for its part, has encouraged the Government to prepare a poverty reduction strategy paper (PRSP) and called on donors to make contributions to the multi-year debt trust fund established by the World Bank for Burundi. It also encouraged the Bretton Woods institutions to continue to provide support to the country and has closely followed developments in this regard.

### **Increased interaction between the Security Council and the Economic and Social Council**

35. The Ad Hoc Advisory Groups have also contributed to enhanced coordination and synergies within the intergovernmental process itself. The situation in Burundi and in Guinea-Bissau was on the agenda of the Security Council when the Groups were created. This provided an opportunity for the

two Councils to interact on a common area of concern within their respective spheres of competence and to address the socio-economic and the political sides of post-conflict recovery in a coherent way. As Ambassador Munir Akram, the President of the Security Council in May 2004, said at the informal meeting of the Economic and Social Council held on 3 May to assess the work of the Groups, the actions of the two Councils in post-conflict situations in Africa, consistent with their respective responsibilities under the Charter of the United Nations, are complementary and mutually reinforcing.

36. The fruitful collaboration between the two Councils was facilitated by the participation of the Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa in the work of the Ad Hoc Advisory Groups. The Security Council Working Group invited the Economic and Social Council Groups to attend meetings and share views on the situation in the two countries.

37. The most visible form of this interaction has been the joint Economic and Social Council-Security Council mission to Guinea-Bissau in June 2003, which is to be replicated in late June 2004. In addition, the President of the Economic and Social Council has been invited to address the Security Council on the situation in Guinea-Bissau and Burundi and on various thematic issues. The Presidential statements and statements to the press of the Security Council on these two countries make references to the work of the Ad Hoc Advisory Groups.

### **Collaboration with regional organizations**

38. Regional organizations play an important role in the stabilization of countries emerging from conflicts. In Guinea-Bissau, the Economic Community of West African States (ECOWAS) and the Community of Portuguese-Speaking Countries (CPLP) played a critical role in the transition process, while the African Union and the Regional Initiative for Burundi are key players in the stabilization of the situation in Burundi. The active role of these regional organizations testifies to their willingness to take the lead in supporting post-conflict countries in their sensitive transition period and is closely linked to NEPAD.

39. The Groups interacted with regional organizations either directly (as in the case of the African Mission in Burundi) or indirectly, such as through members of the groups which are also members of these regional organizations (e.g. Brazil, which chairs CPLP). However, owing to time and travel limitations, the Ad Hoc Advisory Groups did not engage in a systematic exchange of views



with regional organizations. More systematic consultations with regional organizations, including regional financial institutions such as the African Development Bank and the Central Bank of West African States, would have further enhanced the Groups' contribution.

## **VI. Implementation of the Ad Hoc Advisory Groups' recommendations**

40. In its resolution 2003/50, the Council requested that the report to be submitted on the assessment of the work of the groups also cover progress made in the implementation of their recommendations. As has been indicated in the previous sections of this report, many of the Groups' recommendations have been implemented. Concerning their recommendations for the long-term international support of Guinea-Bissau and Burundi, section V above highlights the achievements of the Groups and the relevance of the guidance they provided. In addition, the Ad Hoc Advisory Groups will present updated information on their activities, including the follow-up to their recommendations, during the Council's general segment. The current section will therefore be limited to a few additional comments.

41. As analysed above, the partnership approach advocated by the Group for Guinea-Bissau in its short-term recommendations has largely been implemented and has led to positive results. The holding of legislative elections and the formation of a new Government this year are major steps towards renewed donor assistance. However, the Economic Emergency Management Fund has received contributions amounting to just over \$4 million of the overall target of \$18.3 million — a shortfall that needs to be urgently made up. The presidential elections, to be held in March 2005, will be an important event which should further normalize the relationship of the country with the donor community. The Council will be in a better position to assess the long-term recommendations of the Group when renewed broad support is provided to the country.

42. As the report of the Ad Hoc Advisory Group on Burundi was finalized early this year, it is still too soon to assess the implementation of its recommendations. However, progress has been made on the various issues addressed by the Group, including the peace process and stability, as exemplified by the deployment of a United Nations peacekeeping operation. As for the international partnerships promoted by the Group, the Minister of Planning, Reconstruction and Development of Burundi stressed, at the Council's

meeting on 3 May, that the level of tangible support to Burundi remains below the Government's expectations and the commitments made at the Forum of Development Partners for Burundi in Brussels.

43. Common to the two processes are the difficulties faced by the countries' authorities in attracting a level of financial support commensurate with their needs. Although the Ad Hoc Advisory Groups have been successful in mobilizing support, they remain a diplomatic rather than a resource mobilization mechanism and are clearly limited in terms of securing financial assistance.

## **VII. Conclusions and recommendations**

44. The Ad Hoc Advisory Groups have proved to be innovative, non-bureaucratic and flexible mechanisms in bringing the attention of the international community to the necessity of supporting the transition from conflict to peace and development in two African countries emerging from conflicts. However, having fulfilled the core of the mandate, which is to identify short- and long-term recommendations for further support, the Groups find themselves having to spend a considerable amount of time on advocacy to ensure that the recommendations are being implemented and that adequate and coordinated assistance is provided to the two countries. The Groups have also been effective in giving concrete shape to the comprehensive approach to peace and stability that the United Nations has been calling for and have fostered genuine collaboration among various international stakeholders who have traditionally worked in a very fragmented manner. For these reasons, the Ad Hoc Advisory Groups have fulfilled the tasks entrusted to them by the Council in a satisfactory manner and are an example of how the intergovernmental machinery can enhance its impact in relation to post-conflict countries.

45. A common feature of the situation in Guinea-Bissau and Burundi is the fact that they are not in the forefront of international assistance and therefore need an advocate. The ad hoc advisory groups have been useful in this context. The Council might wish to build on their experiences in its response to requests for the creation of new groups.

46. This report has highlighted the successes achieved and has presented areas for possible improvement which might be taken into account in considering future groups and in the completion of the work of the existing ones. At present, the mandate of the Guinea-Bissau Group has been extended until the current session of the Council, while the mandate of the Burundi Group has still to be completed.

47. Some countries have expressed concern that the groups should not become standing, rather than ad hoc, bodies. Clearly, these groups should not be seen as continuing mechanisms and must conclude their mandate within a reasonable time. The Council will need to take the necessary decisions, taking into account all aspects of the situation in each case.

48. The United Nations Secretariat, particularly the Department of Economic and Social Affairs, has provided substantive secretariat support to the Groups and has sought to cover some of the operating costs, including travel of the Groups' members to Guinea-Bissau and Burundi, on an ad hoc basis, requiring special efforts to identify from various sources the necessary resources for that purpose. In view of the difficulties encountered in securing appropriate resources for the functioning of these Groups, the Council will also need to address this issue in the context of its overall assessment of this process.

49. The experience of the ad hoc advisory groups on African countries emerging from conflicts should be taken into account in the broader context of ongoing discussions within the United Nations on promoting coherent international responses to countries in crisis. The lessons drawn from experiences such as those of the ad hoc advisory groups should also be borne in mind in the broader debate on institutional reform of the United Nations system.

## **Annex**

### **Overview of the activities carried out by the ad hoc advisory groups on Guinea-Bissau and Burundi**

#### **A. Activities of the Ad Hoc Advisory Group on Guinea-Bissau**

- In decision 2002/304 of 25 October 2002, the Council established the Ad Hoc Advisory Group on Guinea-Bissau. The Group is composed of the Permanent Representatives of South Africa (Chairman), Brazil, Guinea-Bissau, the Netherlands and Portugal. The President of the Economic and Social Council, the Chairman of the Group of Friends of Guinea-Bissau and the Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa, also take part in its work.
- Following a series of consultations with national stakeholders and development partners of Guinea-Bissau in New York and Washington, and a visit to the country in November 2002, the Ad Hoc Advisory Group submitted its first report to the Council on 10 January 2003 (E/2003/8). In that report, the Group recommended a partnership approach between the authorities of Guinea-Bissau and the international community, under which the authorities would work on the promotion of the rule of law and political stability, while international development partners would provide emergency financial support and technical assistance in various fields. The Group recommended the establishment of an emergency economic management fund, to be managed by UNDP, to channel international assistance. It also made recommendations for the long-term development of the country.
- On 28 January 2003, the Group organized a meeting between the Minister for Foreign Affairs and the Minister of Economy and Finance with donors and the Bretton Woods institutions which focused on the establishment of the partnership approach between the Government and the donors. This approach was endorsed by the Economic and Social Council in resolution 2003/1 of 31 January 2003 and was subsequently advocated by the Group.
- From 26 to 28 June 2003, the Advisory Group undertook a mission to Guinea-Bissau, jointly with the Security Council. The objectives of the Group were to promote dialogue with the authorities of Guinea-Bissau, to appeal to the Government to take measures to prepare for the forthcoming elections, to promote better understanding between the authorities and donors and to address the humanitarian situation in the country.<sup>1</sup>

- In September 2003, President Kumba Yala resigned from office and a broad political agreement on a transition process was signed. Immediately after these events, the Ad Hoc Advisory Group issued a statement in which it called on donors to consider extending emergency assistance to Guinea-Bissau to enable it to return to democratic rule and to address the deteriorating socio-economic situation.
- On 17 November 2003, the Group hosted an informal dialogue between the Transitional President of Guinea-Bissau, the Minister for Foreign Affairs, United Nations entities, the Bretton Woods institutions and major donors, in order to discuss ways of providing emergency support to the Transitional Government.
- The last report of the Group to the Economic and Social Council (E/2004/10 of 6 February 2004) describes recent developments in further detail and provides an account of international donor support to Guinea-Bissau. The report includes information on the UNDP-managed Emergency Economic Management Fund, the establishment of which was recommended in the Group's initial report. This fund now channels important financial assistance from donors. The report also stresses that the Emergency Economic Management Plan and the budget for 2004 drawn up by the Government with support from the Bretton Woods institutions, the African Development Bank and UNDP, have been elaborated with explicit reference to the partnership approach proposed by the Group.
- On 6 April 2004, the Group issued a statement in which it congratulated the people of Guinea-Bissau on the successful legislative elections held on 28 March and called for broad donor support to Guinea-Bissau, including through contributions to the Emergency Economic Management Fund managed by UNDP, in order to respond to the pressing needs of the population.
- Through the Advisory Group, the working relationship between the Economic and Social Council and the Security Council has increased. On 4 August and 19 December 2003, the President of the Security Council issued press statements which commended the Group for its role in the follow-up provided to the situation in Guinea-Bissau. On 18 November 2003, the President of the Economic and Social Council and the Chairman of the Ad Hoc Advisory Group were invited to address the Security Council at a private meeting on the situation in Guinea-Bissau and to present the work carried out by those bodies on development support to the country.

- Reference documents: reports of the Ad Hoc Advisory Group on Guinea-Bissau to the Economic and Social Council: E/2003/8, E/2003/95 and E/2004/10; resolutions and decisions: Council decision 2002/304 of 25 October 2002, and Council resolutions 2003/1 of 31 January 2003, 2003/53 of 24 July 2003 and 2004/1 of 3 May 2004.

**B. Activities of the Ad Hoc Advisory Group on Burundi**

- In its resolution 2003/16 of 22 July 2003, the Council decided to establish the Ad Hoc Advisory Group on Burundi. In accordance with Council decision 2003/311 of 22 August 2003, the Group is composed of the Permanent Representatives to the United Nations of South Africa (Chairman), Belgium, Burundi, Ethiopia, France and Japan. The President of the Council and the Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa also take part in the work of the Advisory Group.
- The Group held a series of briefing sessions and meetings in New York with major United Nations and international interlocutors, including the Bretton Woods institutions, to discuss development support for Burundi. The Group also met the President of Burundi, Mr. Domitien Ndayizeye, in September 2003.
- The Group undertook a mission to Burundi from 19 to 26 November 2003, during which it met with government authorities, major socio-economic actors, United Nations entities active on the ground, the diplomatic community and other development partners.
- The President of the Economic and Social Council was invited to address the Security Council at a meeting on the situation in Burundi held on 4 December 2003. The Security Council also welcomed the work of the Group in a presidential statement of 22 December 2003 (S/PRST/2003/30).
- The Group was represented at the Forum of Development Partners of Burundi, held in Brussels on 13 and 14 January 2004. Participants in the Forum pledged US\$ 1.032 billion of assistance to Burundi.
- On 11 February 2004, the Ad Hoc Advisory Group on Burundi submitted its report to the Council (E/2004/11). In this report, the Group underlines the various and interlinked challenges that the country is confronted with in embarking on the road from relief to development. It expresses its encouragement of the efforts made by Burundi to cope with these challenges and stresses that, in view of the considerable humanitarian, economic and social needs of the country, a strong partnership with the international community is required for these efforts to provide results. The Group makes recommendations

for consideration by the Council on the following themes: (i) maintaining the momentum and consolidating the peace process, (ii) promoting stability, (iii) engaging in poverty alleviation and sustainable development and (iv) reinforcing international partnership.

- On 3 May 2004, the Council adopted resolution 2004/1, in which it took note with appreciation of the report of the group and welcomed its recommendations.
- Reference documents: Economic and Social Council resolution 2003/16 of 21 July 2003 and decision 2003/311 of 22 August 2003; report of the Ad Hoc Advisory Group on Burundi of 11 February 2004: E/2004/11; Council resolution 2004/2 of 3 May 2004.

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<sup>1</sup> Further information is included in a supplementary report submitted by the Group to the Council at its substantive session of 2003 (E/2003/95, annex).

# **Assessment of the Ad Hoc Advisory Groups of the Economic and Social Council on African countries emerging from conflict (E/2006/64)**

## **Report of the Secretary-General (8 May 2006)**

### **Summary**

Submitted in pursuance of Economic and Social Council resolution 2004/59, the present report provides an update on the assessment of the work of the Ad Hoc Advisory Groups on Burundi and Guinea-Bissau since the last assessment made in July 2004. It highlights the added value of the Groups, particularly their work in promoting coordinated support to those countries through a comprehensive approach to relief, peace and development. The report also analyses the limits encountered in the work of these bodies and provides an assessment of the implementation of their recommendations. In doing so, it focuses on the lessons that can be learned from this process and used in the context of the newly established Peacebuilding Commission and future United Nations efforts in the field of post-conflict recovery and peacebuilding.

### **I. Introduction and background**

1. The idea of establishing ad hoc advisory groups on African countries emerging from conflict first appeared in General Assembly resolution 55/217 on the causes of conflict and the promotion of durable peace and sustainable development in Africa, in which the Assembly requested the Economic and Social Council to consider creating such groups with a view to assessing needs and elaborating a long-term programme of support that would begin with the integration of relief into development. The Security Council also called for greater interaction with the Economic and Social Council in its resolution 1170 (1998) and in the presidential statement of 24 September 1998 issued at the end of a ministerial meeting on the situation in Africa. The Security Council reaffirmed the importance of this interaction in January 2002 (S/PRST/2002/2).

2. The Economic and Social Council devoted the high-level segment of its substantive session of 2001 to the role of the United Nations in support of the efforts of African countries to achieve sustainable development. In the ministerial declaration adopted as the outcome document of the high-level debate, the Council emphasized the importance of efforts for integrating peace and development. In response to a request by the Council, the Secretary-General



submitted a report on the establishment of an ad hoc advisory group on African countries emerging from conflict (E/2002/12 and Corr.1), with proposals on its mandate and modalities of work.

3. The framework for ad hoc advisory group(s) on African countries emerging from conflict was put in place in Council resolution 2002/1. As set out in the resolution, the mandate of the advisory group(s) is to examine the humanitarian and economic needs of the country in question; review relevant assistance programmes and prepare recommendations for a long-term programme of support based on development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability; and provide advice on how to ensure that the assistance of the international community in supporting the country in question is adequate, coherent, well-coordinated and effective and promotes synergy.

4. Subsequently, the Council created two ad hoc advisory groups, at the request of the authorities of the countries concerned. By its decision 2002/304, the Council established the Ad Hoc Advisory Group on Guinea-Bissau, while the Ad Hoc Advisory Group on Burundi was created by its resolution 2003/16.

5. In 2004, at the request of the Council, the Secretary-General submitted a first assessment of the work of the groups (see E/2004/86). In its resolution 2004/59, the Council, after considering the report, inter alia commended the groups for their innovative and constructive work in support of the countries concerned and proposed ways of enhancing their effectiveness. It also decided to undertake a further assessment of lessons learned from the experience of the groups, including progress made in the implementation of their mandate, during its substantive session of 2006, and requested the Secretary-General to submit a report to it in this regard.

6. To avoid repetition from previous documentation and taking into account the fact that many analyses made in 2004 remain valid, the present report will provide an update on the assessment of the work of the groups since then. It will focus on new developments and on lessons that can be learned from this process in the context of the establishment of the Peacebuilding Commission.

7. Post-conflict recovery and peacebuilding have been high on the agenda of the United Nations over the past years and were recognized as important areas of work for the United Nations system in the World Summit Outcome in 2005. The creation of the Peacebuilding Commission is an important achievement in that respect. To help connect the work of the ad hoc advisory groups with the new body and other efforts in that field, the Secretariat has commissioned an

independent consultant to analyse the context, background and practice of the ad hoc advisory groups. The report written by the expert, together with key documents of the groups, will soon be available as a publication of the Department of Economic and Social Affairs.<sup>1</sup> The present report uses some of the analysis contained in this document.

## **II. The added value of the ad hoc advisory groups**

8. In its resolution 2004/59, the Economic and Social Council made a positive assessment of the work of its ad hoc advisory groups. In particular, it highlighted (a) the open, transparent and participatory approach taken by the groups; (b) the promotion of a comprehensive approach to peace and development; (c) the promotion of an integrated approach to relief, rehabilitation, reconstruction and development; (d) the close collaboration engaged in with the United Nations system and the Bretton Woods institutions; and (e) the advocacy role for long-term support to the countries concerned through a partnership approach. Over the past two years, the ad hoc advisory groups have built on these strengths.

### **Promoting coordinated support to post-conflict countries**

9. In general terms, the continued mobilization of international support to the countries concerned has been a key contribution of the groups. As Burundi and Guinea-Bissau do not have an extended network of development partners, the groups have helped to sensitize the international community to their needs for assistance. Meetings have been held regularly, although less frequently than in the year following their establishment, and high-level meetings with the Heads of State or Government of Burundi and Guinea-Bissau were organized in parallel to the general debate of the General Assembly in New York.

10. During the period under review, the open, transparent and participatory approach that has been a specificity of the work of the groups compared to traditional intergovernmental mechanisms prevailed and made it possible to reach out to other important entities, such as the Bretton Woods institutions, the European Commission, the African Union and donors. The groups have therefore constituted a useful platform for cooperation with a wide range of development partners in an open spirit, without applying criteria of hard conditionality. For example, the Ad Hoc Advisory Group on Burundi held two meetings with the Minister for External Relations and International Cooperation of Burundi in November 2005 and January 2006, to which other countries having

a direct or potential interest in supporting Burundi, particularly countries of the region and major donors, were invited. Such an extended gathering made the Group a valuable convener of current and potential players. As for the Ad Hoc Advisory Group on Guinea-Bissau, joint meetings were held with the group of Friends of Guinea-Bissau on various occasions, underlying the connection between these mechanisms to maximize impact. The Group also continued to interact closely with the country Director for Guinea-Bissau at the International Monetary Fund, creating a synergy between the works of the two actors in support of Guinea-Bissau.

11. In its resolution 2004/59, the Council urged the groups to ensure early contribution to and participation in donor conferences on the countries concerned in order to maximize the impact of their advocacy work. Following this guidance, the Group on Guinea-Bissau was represented at the meeting of Guinea-Bissau's partners, held in Lisbon on 11 February 2005. At that meeting, which aimed at preparing for a future donor round table, representatives of the Group discussed ways of ensuring the re-engagement of the donor community, in the spirit of the partnership set out by the Group in its initial report to the Council. Similarly, the meetings of the Burundi Group with the Minister for External Relations and International Cooperation discussed the recovery plans prepared by the Government, for which support was sought. Following these events, the Minister officially invited the Group to help Burundi prepare the donor conference to be held in Bujumbura in September 2006.

12. One of the most tangible outcomes of the recommendations of the ad hoc advisory groups has been the establishment of the Emergency Economic Management Fund through which direct assistance has been provided to Guinea-Bissau. The Ad Hoc Advisory Group on Guinea-Bissau has continued to closely follow the use of this instrument and to consider whether it was appropriate to extend it. In December 2005, following a videoconference with the Representative of the Secretary-General in Guinea-Bissau and the United Nations Resident Coordinator on the situation in the country, the Chairman of the Group wrote to the States members and observers of the Economic and Social Council, alerting them to the fiscal crisis being faced by the Government and urging them to consider making a contribution to the Fund to help assist the Government in the payment of salaries and the provision of basic social services until the convening of a donor round-table conference. In an effort to relay the work of the United Nations country team, the Chairman of the Group also urged Member States to consider contributing to the implementation of quick-impact projects at the community level which have been developed as part of the United Nations peacebuilding strategy for Guinea-Bissau and have remained underfunded.

## **Towards a comprehensive approach to relief, peace and development**

13. The ad hoc advisory groups were established against the backdrop of the fact that the traditional division between security and political issues on the one hand and economic and social issues on the other, which has prevailed at the United Nations for many years, is both intellectually and empirically unsustainable. As the first intergovernmental bodies that fully recognized and embodied this approach, the groups have played an important role in promoting this idea and provided a test case for future endeavours in this field. This approach is also at the heart of the report of the Secretary-General entitled "In larger freedom: towards development, security and human rights for all" (A/59/2005) which stressed the interconnectedness of development, security and human rights, and proposed the establishment of a Peacebuilding Commission to integrate the three dimensions with a view to consolidating peace in post-conflict situations.

14. In pursuance of their mandates, the ad hoc advisory groups have continued to promote a comprehensive approach to peace and development, based on the integration of relief, rehabilitation, reconstruction and development. This approach reflects the attention paid by the Council to the transition from relief to development, and was called for in the Council's agreed conclusions 1998/1 and further addressed at several Council meetings.

15. The Ad Hoc Advisory Group on Burundi has always been attentive to the humanitarian situation prevailing in the country, particularly the situation of refugees and displaced persons and the recurrent food crisis, and advocated for going beyond the boundaries of humanitarian assistance to rehabilitate communities in the longer term. In that respect, pursuant to a recommendation made by the Council in its resolution 2004/59, the Group held a meeting with representatives of the United Nations Development Group/Executive Committee on Humanitarian Affairs working group on transition issues to discuss the mechanisms put in place by the United Nations system in Burundi to improve the coordination of activities in the transition phase.

16. A high level of attention has also been paid by the Ad Hoc Advisory Group on Guinea-Bissau to the political evolution of the country. On 11 October 2004, a few days after an uprising within the army of Guinea-Bissau during which the Chief of Staff of the armed forces was killed, the Group issued a statement in which it expressed deep regret over events in the country and called on the international community to continue to support Guinea-Bissau, especially with emergency budgetary support and restructuring of the armed forces. More

recently, the Group met on 22 March 2006 with the Representative of the Secretary-General in Guinea-Bissau to discuss the situation in the country following the military actions along the border with Senegal, their humanitarian consequences and their implications for the economic and social situation.

17. By promoting this approach, the groups have fostered interaction and coordination at the Secretariat level and among the various United Nations entities working on the countries concerned.

### **III. Limits encountered in the work of the ad hoc advisory groups**

18. In its resolution 2004/59, the Council identified areas for enhancing the effectiveness of the work of the groups. In particular, it highlighted the need for the groups (a) to foster practical recommendations or strategic advice on how to make the transition from relief to development and to increase relationships with the working group on transition issues; (b) to enter into closer contacts with regional and subregional actors; (c) to strengthen advice on how to ensure that international assistance is adequate, coherent, well-coordinated and effective and promotes synergy, including through exploring modalities to further mobilize additional resources; (d) to ensure their early contribution and participation in donor conferences; and (e) to promote a further increase in the interaction between the Economic and Social Council and the Security Council. The groups have taken these recommendations into account in the pursuit of their work. However, progress has been unequal, showing the limits of the groups as a mechanism for mobilizing support to post-conflict countries.

19. First, the work of the ad hoc advisory groups has been very much contingent on the political situation in the countries concerned. Burundi and Guinea-Bissau have organized presidential and parliamentary elections during the period under review. The groups followed the situation during the campaign and the elections themselves. However, as donors tended to adopt a “wait and see” approach to the outcome of the elections, no major input was expected from the groups. The electoral processes have thus kept the consideration of socio-economic issues by the groups on hold, leading to a certain standstill in their work. The groups started to be active again when the new Governments were in place, which explains the smaller number of meetings held during the period under review compared to previous periods.

20. As intergovernmental bodies, the ad hoc advisory groups are focused on the policy level and the messages they carry to improve the response of the

international community to the situations under consideration. They are not technical in nature and have limited expertise and willingness to get involved in the concrete modalities of the delivery of development assistance. As a result, the advice they have provided has remained at the broad policy level, whereas the Council might originally have expected some more specific orientations when it asked for advice on how to ensure that international assistance is adequate, coherent, well-coordinated and effective and promotes synergy. The interaction of the Burundi Group with the working group on transition issues has materialized, as requested by the Council. However, no specific follow-up has come out of the interaction.

21. The interaction of the groups with regional and other organizations has remained limited. While the groups were kept informed of the initiatives taken by organizations such as the Economic Community of West African States, the Community of Portuguese-speaking Countries and the African Development Bank, they had no opportunity to meet these actors at their respective headquarters and to exchange views on the situation in the countries concerned. Only the African Union, through its permanent representation in New York, interacted with the groups repeatedly.

22. Despite the recommendation made by the Council in 2004, the interaction between the Economic and Social Council and the Security Council on the situation in Burundi and Guinea-Bissau has not increased during the period under review. While two joint missions were held in June 2003 and 2004 to Guinea-Bissau, the Security Council has not paid any further visit to Guinea-Bissau since then and no such joint mission was ever organized to Burundi. While the President of the Economic and Social Council and the Chairman of the Ad Hoc Advisory Groups intervened at the Security Council in the past, such interaction has not been observed in the past year and a half. That being said, the Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa has continued to take part assiduously in the work of the groups, thereby maintaining a link between the two organs.

23. It has proved sometimes difficult to sustain the time and attention of members of the ad hoc advisory groups, particularly at the ambassadorial level. This is also explained by the ad hoc nature of the groups, and the difficulty of maintaining, after several years of existence, a momentum for what was intended to be a temporary mechanism. The newly established Peacebuilding Commission, as a permanent organ to follow post-conflict situations, should facilitate increased and sustained attention and support to the countries concerned.

24. The United Nations Secretariat has a limited capacity to provide services to the ad hoc advisory groups. Two Professional staff members have been assigned to them, each on a part-time basis as they continue to perform other duties related to the servicing of the Council. The staff members have promoted the involvement of entities of the United Nations system and their interaction with the groups, building on the idea that the groups, as bodies of the Economic and Social Council, could tap into entities of the whole system and request their expertise. This support by a large part of the system has been successfully provided. However, the servicing of such an intergovernmental process would gain from a team of staff members fully devoted to this exercise.

25. While the developments described above relate to the working modalities of the groups, some important lessons can also be drawn from the analysis of the implementation of the Groups' recommendations, contained in their reports to the Council.

#### **IV. Assessment of the implementation of the recommendations of the ad hoc advisory groups**

26. The ad hoc advisory groups have formulated both short-term and long-term recommendations on the development of Burundi and Guinea-Bissau, pursuant to their mandate contained in Council resolution 2002/1. Short-term recommendations mostly focused on measures to be taken by the Government concerned to improve the political situation and immediate economic performance and on support to be provided by international partners to facilitate the implementation of those measures. Long-term recommendations referred to economic policies and governance reform that should be implemented to sustain development and stability. In its report to the Council in 2005, the Guinea-Bissau Group, responding to a request of the Council, presented an analysis of the implementation of its recommendations (see E/2005/70, sect. V). The present section focuses on broader conclusions that can be drawn at this stage on the impact of the groups' recommendations.

27. A large part of the recommendations made by the ad hoc advisory groups to address short-term crises have been implemented. In the case of Guinea-Bissau, political requirements identified by the Group to obtain donor support were implemented and the Emergency Economic Management Fund recommended by the Group was established by January 2004. The call made by the Group to provide electoral assistance for the credible conduct of elections in

2004 was also followed up by appropriate support. More recently, the Group has called for support to the economic and social quick-impact initiatives taken by the United Nations country team as part of a broader peacebuilding strategy, which has not yet been implemented because of insufficient donor funding. In the case of Burundi, the recommendations made by the Group in its initial report on the need to consolidate the peace process and to promote stability have now been largely implemented. Other recommendations relating to poverty alleviation have also been followed up, such as the need to facilitate universal access to education, including by waiving fees for indigent children. The call made by the groups for donor support to Burundi at the Forum of Development Partners held in Brussels in January 2004 was also well received and followed by consistent pledges.

28. It appears from the above that in a crisis situation, where urgent needs for national and international action are identified, the groups have played the role that was expected of them by the Council and more broadly by the international community. They have asserted themselves as actors in international assistance to their target country, creating a momentum for support while maintaining a balanced view of what needed to be done. The composition of the groups, namely the country itself and a combination of African and donor countries, has allowed a cross-fertilization of knowledge and contributed to the credibility of the process.

29. In view of the instability that has prevailed in Burundi and Guinea-Bissau for a long time, most attention has been paid to solving immediate problems rather than elaborating a long-term vision. The recommendations made by the ad hoc advisory groups for long-term development have not benefited from the same level of attention and, overall, there has not been significant progress on their implementation. For example, for both countries, the groups identified the formulation of a comprehensive economic diversification strategy as a prerequisite for finding new sources of growth and employment opportunities. That recommendation, as well as others related to priority areas for sustainable development, remains to be seriously considered by the national authorities and their development partners. The consideration of the poverty reduction strategy paper, in the case of Burundi, and the preparation of a donor round table for Guinea-Bissau will probably provide such an opportunity.

30. The continued mobilization of donor support has been an important aspect of the work of the ad hoc advisory groups, which have experienced some success in that respect. However, substantial discrepancies between donor pledges and actual disbursements have been noticed for both countries. The



Emergency Economic Management Fund set up for Guinea-Bissau, which has proved very helpful in covering key administrative functions of the Government, received only a quarter of what was required to cover the fiscal gap for the year 2004. Since then, donor support has been insufficient in view of the unsustainable debt burden of the country and its persistent fiscal deficit. As for Burundi, at the Forum of Development Partners in January 2004, participants pledged US\$ 1.03 billion of assistance, an amount that has not by far been translated into equivalent tangible support. Similarly, although the United Nations consolidated inter-agency appeal for Burundi has increasingly been funded since the Group was established, only 56 per cent of the required support was effectively received in 2005. Renewed commitments were made in Bujumbura in February 2006 and will probably be repeated and increased at the donor conference scheduled for September.

31. The experience of the groups underlines the need to find appropriate mechanisms to promote “good donorship” and ensure that the population obtains some dividends of peace and concrete benefits that enable it to believe in peacebuilding efforts. The future Peacebuilding Commission may wish to explore measures to improve the situation on that front.

## **V. Conclusion**

32. The theme of post-conflict recovery and peacebuilding has gained importance within the international community, in particular, at the United Nations. Nearly half of all countries emerging from conflict relapse into violence within five years, and research indicates that they need strong international assistance for at least 10 years. This situation has brought the importance of appropriate international mechanisms to light.

33. The ad hoc advisory groups are the first institutionalized mechanism to address this issue in a comprehensive way. Thanks to their informal and advisory nature, they have demonstrated a pragmatic, flexible and non-bureaucratic approach to the problems encountered and have promoted cooperation in a spirit of partnership. Although their experience has been limited to two countries, they have constituted an “avant-garde” that can inspire future similar work. The establishment of the Peacebuilding Commission, as a permanent organ devoted to these complex issues, aims at strengthening this approach in support of the countries concerned.

34. Once it is operational, the Commission should carefully consider the work of the ad hoc advisory groups and use the lessons that can be drawn from this experience, including (a) the need to have appropriate mechanisms to

mobilize donors and promote the translation of pledges into disbursements (ensuring “good donorship”); (b) the importance of going beyond immediate problem-solving in the countries considered and defining a vision, from the very beginning, of longer-term rehabilitation and support; (c) the need to stay engaged in favour of the countries concerned by means of concrete development support, even when the political situation (for example an electoral process) would traditionally lead to a “wait and see” approach; (d) making good use of the work of United Nations entities to complement the policy approach of the intergovernmental body by strong support at the technical and operational level; and (e) ensuring good articulation with regional partners of the countries concerned, including regional and subregional organizations, regional development banks and the regional commissions.

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<sup>1</sup> United Nations publication, Sales No. E.06.II.A2 (forthcoming).

### **III. RESOLUTIONS AND DECISIONS**

## **Resolution 2002/1**

### **Ad Hoc Advisory Group on African countries emerging from conflict**

The Economic and Social Council,

*Recalling* the report of the Secretary-General on the causes of conflict and the promotion of durable peace and sustainable development in Africa, which was submitted to the Security Council and the General Assembly,<sup>1</sup>

*Recalling* also paragraph 7 of General Assembly resolution 55/217 of 21 December 2000 on the causes of conflict and the promotion of durable peace and sustainable development in Africa, in which the Assembly requested the Economic and Social Council to consider the creation of an ad hoc advisory group on countries emerging from conflict with a view to assessing their humanitarian and economic needs and elaborating a long-term programme of support for implementation that begins with the integration of relief into development,

*Recalling* further the ministerial declaration on the role of the United Nations in supporting the efforts of African countries to achieve sustainable development adopted by the Economic and Social Council at the high-level segment of its substantive session of 2001,<sup>2</sup> and section VII on meeting the special needs of Africa of the United Nations Millennium Declaration,<sup>3</sup>

*Taking* into account the New Partnership for Africa's Development, which was adopted by the Assembly of Heads of State and Government of the Organization of African Unity at its thirty-seventh ordinary session, held in Lusaka from 9 to 11 July 2001, and looking forward to the final review and appraisal of the United Nations New Agenda for the Development of Africa in the 1990s, which is scheduled for September 2002,

*Bearing* in mind the mandate of the Economic and Social Council,

1. *Takes note* with appreciation of the report of the Secretary-General on the establishment of an ad hoc advisory group on African countries emerging from conflict;<sup>4</sup>
2. *Decides to* consider creating, at the request of any African country emerging from conflict, a limited but flexible and representative ad hoc advisory group at the ambassadorial level, in consultation with all regional groups and the

national authorities of the country concerned, drawn from the membership of the Economic and Social Council and its observer States, including representation from the country concerned, and in so doing to take into account the need to include countries that can make a positive contribution to the objectives of such a group;

3. *Also decides* that such an ad hoc advisory group is to examine the humanitarian and economic needs of the country concerned; review relevant programmes of support and prepare recommendations for a long-term programme of support, based on its development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability; and provide advice on how to ensure that the assistance of the international community in supporting the country concerned is adequate, coherent, well-coordinated and effective and promotes synergy;

4. *Further decides* that in order to carry out its work such an ad hoc advisory group should consult with the authorities of the country concerned and, as both deem necessary, with representatives of relevant national, subregional, regional and international organizations and other actors, as appropriate, according to the rules of procedure and relevant resolutions of the Economic and Social Council, and should make recommendations to the Council for consideration and forwarding to other appropriate and relevant settings;

5. *Requests* the Secretary-General and the United Nations Development Group, as well as other relevant United Nations funds, programmes and specialized agencies, to assist such an ad hoc advisory group in accomplishing its mandate, and invites the Bretton Woods institutions to cooperate to that end;

6. *Urges* such an ad hoc advisory group to make maximum use of existing mechanisms and coordination structures, as well as intergovernmentally approved and other relevant documentation;

7. *Encourages* close cooperation between such an ad hoc advisory group and the Working Group on Conflict Prevention and Resolution in Africa of the Security Council in the areas related to the fulfilment of the mandate of such an ad hoc advisory group;

8. *Invites* multilateral institutions, in particular the African Development Bank, the African Union and African subregional organizations, as well as other relevant actors, subject to the provisions of paragraph 4 above, to cooperate fully with such an ad hoc advisory group, upon its request;

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9. *Encourages* all States Members of the United Nations, particularly donor countries, to contribute to the work of such an ad hoc advisory group;
10. Decides to undertake an assessment of lessons learned based on the initial experience of such ad hoc advisory groups, no later than at its substantive session of 2004.

23rd plenary meeting  
15 July 2002

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<sup>1</sup> A/52/871-S/1998/318.

<sup>2</sup> See *Official Records of the General Assembly, Fifty-sixth Session, Supplement No. 3 (A/56/3/Rev.1)*, chap. III, para. 29.

<sup>3</sup> See General Assembly resolution 55/2.

<sup>4</sup> E/2002/12 and Corr.1.

## **Decision 2002/304**

### **Ad Hoc Advisory Group on Guinea-Bissau**

At its 44th plenary meeting, on 25 October 2002, the Economic and Social Council, recalling Council resolution 2002/1 of 15 July 2002 on the Ad Hoc Advisory Group on African Countries Emerging from Conflicts and Council decision 2002/302 of 4 October 2002 on the modalities for establishing an Ad Hoc Advisory Group on African Countries Emerging from Conflict: Guinea-Bissau decided:

- (a) *To establish* an Ad Hoc Advisory Group on Guinea-Bissau to examine its humanitarian and economic needs, and review relevant programmes of support and prepare recommendations for a long-term programme of support, based on its development priorities through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability, as well as provide advice on how to ensure that the assistance of the international community was adequate, coherent, well coordinated and effective and promoted synergy;
- (b) *To appoint* the Permanent Representatives to the United Nations of South Africa, Guinea-Bissau, Brazil, the Netherlands and Portugal to the Ad Hoc Advisory Group on Guinea-Bissau and to appoint the Permanent Representative of South Africa to the United Nations as Chairperson of the Group;
- (c) *That* the Ad Hoc Advisory Group on Guinea-Bissau would invite the participation in the work of the Group of the Permanent Representative of Croatia to the United Nations in his capacity as President of the Economic and Social Council, the Permanent Representative of the Gambia to the United Nations, in his capacity as Chairperson of the Group of Friends of Guinea-Bissau, and the Permanent Representative of Mauritius to the United Nations, in his capacity as Chairperson of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa;
- (d) *To request* the Ad Hoc Advisory Group on Guinea-Bissau to submit a report on its recommendations to the Economic and Social Council by mid-January 2003.

## **Resolution 2003/16**

### **Ad Hoc Advisory Group on Burundi**

*The Economic and Social Council,*

*Recalling* its resolution 2002/1 of 15 July 2002 on the establishment of an ad hoc advisory group on African countries emerging from conflict, in which the Council decided to consider creating, at the request of any African country emerging from conflict, a limited but flexible and representative ad hoc advisory group at the ambassadorial level, in consultation with all regional groups and the national authorities of the country concerned, drawn from the membership of the Economic and Social Council and its observer States, including representation from the country concerned, and in so doing to take into account the need to include countries that can make a positive contribution to the objectives of such a group,

*Recalling also* its decision 2002/302 of 4 October 2002, in which the Council decided to entrust the President of the Council with the holding of consultations regarding the modalities for establishing an Ad Hoc Advisory Group on Guinea-Bissau, and its decision 2002/304 of 25 October 2002, in which it established that Group,

*Taking note* of the letter dated 26 September 2002 from the Permanent Representative of Burundi to the United Nations addressed to the President of the Economic and Social Council,<sup>1</sup> in which the authorities of Burundi requested the Council to set up an ad hoc advisory group on Burundi to study and assess the economic and humanitarian situation in this country, with a view to post-conflict reconstruction, in accordance with Economic and Social Council resolution 2002/1,

*Taking note also* of the report of the Security Council mission to Central Africa,<sup>2</sup> which visited Burundi from 12 to 14 June 2003, in which the mission expressed its satisfaction as to the peaceful transfer of power in Burundi,

*Conscious of* the need for providing adequate budgetary and economic support to the transitional Government, given the risk that all gains achieved thus far could collapse if such assistance was not provided immediately,

*Urging* donor countries to fulfil the commitments they made at the Paris and Geneva conferences on assistance to Burundi, and welcoming the convening of a donor round table organized by the Government of Burundi, in collaboration



with the United Nations Development Programme, scheduled for September 2003,

1. *Decides to establish the Ad Hoc Advisory Group on Burundi;*
2. *Also decides to entrust the President of the Council with the task of holding consultations and making recommendations, within the framework outlined in its resolution 2002/1, on the composition, terms of reference and relevant modalities for the creation of the Group by the end of August 2003 so as to enable it to participate in the donor round table.*

43rd plenary meeting  
21 July 2003

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<sup>1</sup>E/2002/86.

<sup>2</sup>S/2003/653.

## **Decision 2003/311**

### **Ad Hoc Advisory Group on Burundi**

At its 50th plenary meeting, on 22 August 2003, the Economic and Social Council, recalling its resolutions 2002/1 of 15 July 2002 on the establishment of an ad hoc advisory group on African countries emerging from conflict and 2003/16 of 21 July 2003, by which it established the Ad Hoc Advisory Group on Burundi, decided:

(a) *To appoint* the Permanent Representatives to the United Nations of Belgium, Burundi, Ethiopia, France, Japan and South Africa to the Ad Hoc Advisory Group on Burundi and to appoint the Permanent Representative of South Africa to the United Nations as Chairperson of the Group;

(b) *That* the Ad Hoc Advisory Group on Burundi will invite the participation in its work of the Permanent Representative of Guatemala to the United Nations, in his capacity as President of the Economic and Social Council, and the Permanent Representative of Angola to the United Nations, in his capacity as Chairperson of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa;

(c) *That* the Ad Hoc Advisory Group will examine the humanitarian and economic needs of Burundi and review relevant programmes of support and prepare recommendations for a long-term programme of support, based on Burundi's development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability, as well as provide advice on how to ensure that the assistance of the international community is adequate, coherent, well-coordinated and effective and promotes synergy;

(d) *To request* the Ad Hoc Advisory Group on Burundi, taking into consideration the unique character and needs of the situation in Burundi, to submit a report on its recommendations to the Council by mid-January 2004.

## **Resolution 2004/59**

### **Assessment of the Ad Hoc Advisory Groups of the Economic and Social Council on African countries emerging from conflict**

*The Economic and Social Council,*

*Recalling* General Assembly resolution 55/217 of 21 December 2000 on the causes of conflict and the promotion of durable peace and sustainable development in Africa, in which the Assembly requested the Economic and Social Council to consider creating ad hoc advisory groups on African countries emerging from conflict with a view to assessing their needs and elaborating a long-term programme of support that begins with the integration of relief into development,

*Recalling* also the ministerial declaration, adopted at the high-level segment of the Economic and Social Council on 18 July 2001<sup>1</sup> on the role of the United Nations in support of the efforts of African countries to achieve sustainable development, in which the importance of efforts for integrating peace and development was emphasized, and its resolution 2002/1 of 15 July 2002, in which the Council, having taken note of the report of the Secretary-General on this matter,<sup>2</sup> decided to consider creating, at the request of any African country emerging from conflict, an ad hoc advisory group,

*Recalling* further its decision 2002/304 of 25 October 2002 and its resolutions 2003/1 of 31 January 2003, 2003/53 of 24 July 2003 and 2004/1 of 3 May 2004 relating to the establishment and the work of the Ad Hoc Advisory Group on Guinea-Bissau,

*Recalling* its resolution 2003/16 of 21 July 2003, its decision 2003/311 of 22 August 2003 and its resolution 2004/2 of 3 May 2004 relating to the establishment and the work of the Ad Hoc Advisory Group on Burundi,

*Recalling* also its resolution 2003/50 of 24 July 2003, in which the Council reiterated the need to undertake an assessment of the lessons learned from the ad hoc advisory groups at its substantive session of 2004, and stressed the need to assess also progress made in the implementation of recommendations made by the ad hoc advisory groups,

1. *Takes note* with appreciation of the report of the Secretary-General on the assessment of the ad hoc advisory groups on African countries emerging from conflict;<sup>3</sup>

2. *Recognizes* that the composition of the groups, in particular the participation of the countries concerned, which led to their strong ownership of the process, and the presence of African, other developing and donor countries as members, assisted in ensuring balanced positions and contributing to constructive outcomes;

3. *Commends* the ad hoc advisory groups for their innovative and constructive work in support of the countries concerned, in particular as it relates to:

(a) The open, transparent and participatory approach adopted by the ad hoc advisory groups and the broad consultations carried out at United Nations Headquarters, in the countries concerned and in other places, with a wide range of actors, including from civil society and the private sector;

(b) The promotion of a comprehensive approach to peace and development by recognizing the complexity and specificity of the situations in the countries concerned and contributing to the development of a framework within which longer-term development activities are planned;

(c) The promotion of an integrated approach to relief, rehabilitation, reconstruction and development, as a follow-up to the Council's agreed conclusions 1998/1, by, inter alia, linking short- and medium-term humanitarian assistance to the need for longer-term rehabilitation of communities;

(d) The close and fruitful collaboration engaged in with the United Nations system organizations, the World Bank and the International Monetary Fund, thus creating a constructive and mutually beneficial dynamic among the key players in support of the countries concerned;

(e) The advocacy role played by the ad hoc advisory groups for long-term international support to the countries concerned, particularly through their partnership approach aimed at establishing a shared understanding of the development challenges and providing recommendations towards concrete solutions, including a long-term development strategy, outlining the respective responsibilities of national authorities and international partners;

4. *Urges* the ad hoc advisory groups to take into account the following areas for enhancing the effectiveness of their work within their respective mandates:

(a) Fostering the creation of practical recommendations or strategic advice on how to make the transition from relief to development and increasing relationships with the United Nations Development Group/Executive Committee

on Humanitarian Affairs working group on transition issues by exploring the complementary nature of their work;

(b) Entering into closer contacts and collaboration with regional and subregional organizations, such as the African Union, the regional economic communities and regional financial organizations, such as the African Development Bank, whose activities are key to the transition processes of the countries concerned;

(c) Continuing to strengthen their advice on how to ensure that the assistance of the international community in supporting the countries concerned is adequate, coherent, well-coordinated and effective and promotes synergy, including through exploring modalities to further mobilize additional resources, building on relevant mechanisms of coordination at the country level and at the international level;

(d) Ensuring the groups' early contribution to and participation in donor conferences on the countries concerned in order to maximize the impact of their advocacy work;

(e) Promoting a further increase in the interaction between the Economic and Social Council and the Security Council on the situation in the countries concerned, within their respective mandates;

5. *Invites* the Bretton Woods institutions to continue to cooperate with the ad hoc advisory groups and identify areas of convergence, in support of the post-conflict recovery phase that these countries are going through;

6. *Decides to* have a substantive debate on the reports of the ad hoc advisory groups as soon as it is appropriate;

7. *Stresses* the need to conclude the mandate of the ad hoc advisory groups, taking into account all aspects of the situation in each case, and decides to assess progress made towards that end on a semi-annual basis;

8. *Expresses* its appreciation to the Secretary-General for the support provided to the ad hoc advisory groups, and requests the Secretary-General to ensure adequate human and technical resources, within existing resources, to provide substantive secretariat support while making maximum use of existing mechanisms and coordination structures, and to ensure the provision of financial resources to cover the operating costs in order to enable the groups to function in a smooth and optimal manner;

9. *Decides to* undertake a further assessment of lessons learned from the experience of the ad hoc advisory groups, including progress made in the

implementation of their mandate, during its substantive session of 2006, and requests the Secretary-General to submit a report to the Economic and Social Council in this regard;

10. *Reaffirms* that each ad hoc advisory group should be specific to the situation prevailing in each country and that further decisions and resolutions should take into account the specific circumstances of any other African country emerging from conflict that requests the establishment of an ad hoc advisory group.

51st plenary meeting  
23 July 2004

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<sup>1</sup> *Official Records of the General Assembly, Fifty-sixth Session, Supplement No. 3 (A/56/3/Rev.1)*, chap. III, para. 29.

<sup>2</sup> E/2002/12 and Corr.1.

<sup>3</sup> E/2004/86.

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