Chapter VI

Conclusions and Recommendations

What would be the role of NGOs and CBOs in post-war peacebuilding? Let us separate claims and hopes from what is necessary, likely and actual. Firstly there is the question of the will of different organizations to provide vulnerable groups, protect rights and recreate equitable relationships and opportunities; then the question of their effectiveness in realizing this will. Each of the kinds of organization we have touched on - CBOs, NGOs, local Government, central Government and the state, INGOs and other international bodies and funders - have different strengths and weaknesses in different contexts (Crowther, 2001).

What we mean by “peacemaking” and “peacekeeping” depends largely on what we mean by peace. If we are talking about peace as the absence of war, peacemaking is the process by which active hostilities between the parties at war can be halted. It may involve negotiations aimed at achieving anything from a temporary ceasefire to a permanent cessation of hostilities between the warring parties. In more limited conventional wars with clear battle lines, it could also mean inserting neutral outside military forces between warring factions to prevent them from getting at each other. Peacekeeping, on the other hand, means creating the conditions that prevent the renewed outbreak of a war that has at least temporarily ended (Dumas, 2004).
In the short term, neutral outside military forces can sometimes play a useful, even critical role in this process by helping the police and enforce the conditions of cessation of armed conflict that the parties previously at war have agreed. But in the long term, the peace that is being kept will only endure if the conditions that led to the outbreak of war have changed. And this is much more likely to be achieved as a result of political, social and economic change than because of the presence of armed peacekeeping forces. Many of the features associated with NGOs, such as ability to work directly with local people, or will to provide equitable access to participatory political systems, can also be features of agencies that are shaped as other organizational structures, such as CBOs, or local Government.

6.1. What Is Necessary for Peacebuilding?
In stipulating about peacebuilding, there are two significant themes in exploring roles of NGO in post-war peacebuilding process: whether NGOs can provide checks and balances on people who could abuse positions of power and turn conflict into violence; and whether they can reduce the vulnerability of some people to abusive and/or violent situations.

For lasting and prosperous peace the population of a place or a country needs checks and balances on those who have the potential to transform conflict into abuse and violence. To monitor, communicate about and respond to such parties the people need literacy, freedom of information, freedom of speech, freedom of association, a free media. For many people such freedoms are an abstraction unrelated to daily life.
Over time, the parties may develop means and norms to guarantee and extend their peace that transcend mutual deterrence, compellence, and balance of power, the success of the stabilization phase may encourage them to strengthen their cooperation and to extend it into other domains. Political and security cooperation may gradually spill over to economic, cultural, and functional cooperation, which increases the benefits of maintaining peace. At this more advance stage, we might trace the necessary, sufficient, and favorable conditions for maintaining and deepening stable peace the phase of consolidation (Kacowicz; Siman-Tov; Elgstrom and Jerneck, 2000).7

There is much potential to be mobilized because of the increasing role of nongovernmental organizations in the UN System. The community of NGOs now faces the consequences of its own recent success. Building on Article 71 of the UN charter, permitting them to consult with ECOSOC, there are now more than one hundred NGO liaison offices throughout the UN system, located in more than nineteen cities and working on at least twenty-six issues ranging from aging to welfare policies.8 (See figure 6.1).

NGOs have made highly visible contributions to the development of UN competence with respect to human rights and environmental issues. They have been energetic mobilizers of public interest in UN global conferences on environment, population, food, and other issues. In recent years, women have given convincing proof of their competence and capacity to influence intergovernmental conferences with success. NGOs are playing an increasing role in UN development projects at the grassroots, and they are deeply involved in humanitarian aspects of UN peacekeeping and refugee operations (Diehl, 2005).
When INGOs implement policy, however, they frequently face ‘tragic choices’ or situations where different members of the family of international values to which they are committed conflict. This point is pertinent in many aspects of the policy implementation process, but particularly pressing with regard to security concerns. Implementing policy requires a physical
presence and implies a requirement which suggests some weakness, inability, or unwillingness of states to fulfill their role (Avant, 2004).\textsuperscript{9}

When INGO staff or goals come under threat in such situations, remaining true to its mission may require actions that conflict with its appropriate role or the principled terms under which INGOs are supposed to operate in the world as ‘apolitical’ non-governments. Taking steps with respect to security in particular may also threaten to compromise other principled commitments to non-violence, support for human rights, and other ‘global goods’ (Avant, 2004).

6.2. Some Principles for Peacebuilding
The roots of violent conflict including unjust relationships, structures and their consequences can be listed as follows:

1- Is based on long-term commitment. 2- Uses a comprehensive approach that focuses on grassroots while strategically engaging actors at middle-range and top levels of leadership. 3- Requires an in-depth and participatory analysis. 4- Provides a methodology to achieve right relationships that should be integrated into all programming. 5- Strategically includes advocacy at local, national and global levels to transform unjust structures and systems. 6- Builds upon indigenous non-violent approaches to conflict transformation and reconciliation\textsuperscript{10}. Peace, stability, and humanitarian operations typically involve the interaction of international organizations (IOs), nongovernmental organizations (NGOs) and states.
The revised Guide for Participants in Peace, Stability, and Relief Operations is updated to reflect lessons learned from operations that have occurred since 2000, particularly in Iraq, Afghanistan, and areas affected by the 2004 Asian tsunami (Perito, 2007). This invaluable guide provides short scenarios of typical international involvement in peace missions, natural disasters, and stability operations, as well as an introduction to the organizations that will be present when the international community responds to a crisis.

6.3. A Framework for Peace
Any peacekeeping force is organized with the following six characteristics:

1- Neutrality (impartiality in the dispute and nonintervention in the fighting)
2- Light military equipment.
3- Use of force only in self-defense.
4- Consent of the conflicting parties.
5- Contribution of contingents on a voluntary basis (Quellet, 2003).

Here are various ways to attempt to coordinate peacebuilding efforts. One way is to develop a peace inventory to keep track of which agents are doing various peacebuilding activities. A second is to develop clearer channels of communication and more points of contact between the elite and middle ranges. In addition, a coordination committee should be instituted so that agreements reached at the top level are actually capable of being implemented. A third way to better coordinate peacebuilding efforts is to create peace donor conferences that bring together representatives from humanitarian organizations, NGOs, and the concerned governments. Yet the work of NGOs is not without its critics. As they become more powerful,
they are coming under more scrutiny and are facing critical questions about their roles and the consequences of their work.\textsuperscript{15}

INGOs have become a key form of collective mobilization, replacing traditional forms of collective bargaining, especially unions. The long-term meaning and impact of this profound transformation are still unclear. At a time when the values and mechanisms of social solidarity in developed countries are under attack and the solidarity needs of developing countries vis-à-vis the international realm and its internationalist actors are ever more important, it remains to be seen whether INGOs will be able to fill up the gap (Bell and Coicaud, 2007).\textsuperscript{16}

Concern about the impact of actions by NGOs has led to a debate in the international community over NGO accountability. Are NGOs accountable to the local people, or to the international community, or to the government of the country in which they are headquartered, or to their boards of trustees, or to their funders? In the eyes of the INGOs, the answer probably depends on each group’s mandate and organization.\textsuperscript{17}

Most international NGOs also adhere to some formal standards: international humanitarian law (generally accepted or agreed rules of behavior during war), human rights law, and various codes of conduct drawn up and signed by groups of NGOs. In addition, certain standards of performance increasingly figure in the expectations of the NGOs and their supporters alike.\textsuperscript{18}
The work of human rights NGOs is not always a stabilizing factor in a conflict, and it can run counter, at least in the short term, to peacekeeping efforts. In their direct condemnation of human rights abusers, NGOs may further antagonize parties within a conflict, criticize participants in a peacekeeping effort, and jeopardize the work of development agencies.\textsuperscript{19}

International NGOs differ from one another in the kind of role they choose to play in fostering human development, and the strategies and activities they rely upon to help them achieve their goals. One influential analysis has sorted INGOs into “generations” that emphasize relief and welfare services, community organization and capacity-building for self-help, creating sustainable development systems, and catalyzing large-scale social movements. We think they are also best served by quite different structures of accountability. This means that INGO strategists must decide about organizational roles before they set up structures of accountability (Brown and Moore, 2001).\textsuperscript{20}

In sum, humanitarian assistance can go beyond ‘Doing No Harm’ to ‘Doing Good’ in terms of making a positive contribution to sustainable peace and a return to peaceful coexistence between former warring parties. It does this already by well-managed programs on the ground allied to advocacy at higher levels. But to maximize its potential for influencing policy and having a positive impact on the ground, it must be based on continuing analysis of underlying conflict trends, a willingness to adapt in the light of changing evidence of human suffering, and a strengthened ability to learn and apply the lessons that emanate from local partners and their civil society constituencies (Maria Lange and Mick Quinn, 2003).
This does not imply any compromise with traditional principles of impartiality or neutrality. On the contrary, these are principles that remain evident and underpin effective interventions by NGOs and UN agencies active in conflict-driven complex emergencies worldwide. However, ‘Doing Good’ does demand that agencies should be prepared to modify a ‘back-to-basics’ stance strategically and tactically, in the light of increasing politicization on the part of donors.\textsuperscript{21}

Some key recommendations for how humanitarian INGOs in the peacebuilding process can be drawn from this thesis, and are as follows:

- Identify, partner with and build the capacity of local civil society organizations that are viewed by their communities as legitimate and representative and that can play a positive role in more long-term local peacebuilding efforts.\textsuperscript{22}
- Integrate conflict sensitive principles and methods into core programming areas (rather than establishing separate peacebuilding programs), so as to minimize unintended negative consequences, increase accountability and strengthen positive spill-offs on peace.\textsuperscript{23}
- Where appropriate, seek to develop new partnerships with other international and local agencies that can assist in meeting the diverse needs created by violent conflict.\textsuperscript{24}
- Think through the potential impact of the humanitarian activity on the conflict dynamics and vice versa in the planning stage and incorporate women’s and men’s perspectives into the design. This includes appreciating the gendered impact of violence and the particular roles of women and men in post-conflict peacebuilding.\textsuperscript{25}
• Advocate for a higher profile for humanitarian issues and human security realities in overarching (donor) policy frameworks, based on in-depth understanding of realities on the ground.

• Develop and strengthen capacity to understand and analyze the operational context, including the profile, actors and causes of conflict. Comprehensive and on-going conflict analysis that extends beyond the immediate locale of operations to the national and regional levels should be considered an important element of adequate risk assessment, needs assessment and targeting.

• Invest in evaluations and lessons learned that are based on the perspectives of legitimate and representative local partners, who are committed to peaceful change, and their constituencies, and ensure that these lessons are applied in ongoing and future programs.

Conflict sensitivity requires both developing sufficient capacity within agencies and advocating for changes in the external environment, in particular the political and funding climate within which agencies operate. These are challenges agencies have long faced and overcoming them necessitates both organization-wide commitment and a high level of inter-agency cooperation and coordination.

To play an enhanced role, NGOs need access to resources and the full range of actors in global society. There has been an increase in the number of NGOs, (though this tends to be dominated by agendas from the North) and frameworks have emerged for NGO access and participation at the global level, as well as at the governmental level, though often NGO activity has again been curtailed by state-imposed limits. Within the UN, for
example, there is evidence that there exists a deepening society of global NGOs. Yet, states only provisionally accept NGOs' contributions to UN conferences as many governments refuse to see their claims to sovereignty over issues, within their sphere of interest, eroded by such activity (Richmond, 2001).

Although the support of civil society is generally considered to make an important contribution to peaceful social transformation, some have argued that ‘…this concept often was equaled with the support of the NGOs in developing societies by Western donors which, without a sufficiently social basis, only created a fragmented and artificial society.’ It has also been argued that conflict prevention and transformation NGOs lack sufficient legitimacy with respect to their influence and their own internal structure. Despite this NGOs are often perceived as more, rather than less, legitimate because of their conceptual location on the intersection between the norms of global and civil societies (Richmond, 2001).30

As a result, NGOs are now an integral part of the international aid system which extends worldwide and is deployed more or less intensively, depending on the crisis zones. Although the degree of their involvement varies, an analysis of their positioning reveals a sophisticated system of interaction and partnerships with the other main protagonists, be they big public sponsors, the UN agencies or states (Ryfman, 2007).31

It is often noted that "peacebuilding would greatly benefit from cross-fertilization of ideas and expertise and the bringing together of people working in relief, development, conflict resolution, arms control, diplomacy,
and peacekeeping." Lastly, there should be efforts to link internal and external actors. Any external initiatives must also enhance the capacity of internal resources to build peace enhancing structures that support reconciliation efforts throughout a society. In other words, the international role must be designed to fit each case.  

Intervention coordination between separate organizations is usually voluntary. Peacemakers choose to coordinate with each other in order to support their shared goal of resolving a particular conflict. In some circumstances, coordination is mandated, such as within the UN system where the Office of Coordination of Humanitarian Affairs has an explicit mandate to coordinate international efforts to meet humanitarian needs. In other circumstances, diverse groups come together to share information, share resources, jointly analyze progress, strategize next steps, and even develop and implement joint programs together. Although intervention coordination takes time and money, conflict resolution professionals may choose to coordinate because coordinated responses are most effective over the long term in progressing towards a shared goal of conflict resolution.

In humanitarian assistance and peace operations,” intelligence” and “information” are synonymous terms. NGOs are wary of being used by the military as targeted sources of information because; one of their key operating principles is the necessity to remain neutral in a conflict. They often believe that this attribute allows them to better perform their mission and many assert that providing information to a military force compromises that neutrality (Osborne, 2001).
NGOs also attempt to remain free from external political influence whereas the military is explicitly guided by political direction. It is difficult to achieve complete neutrality because, NGOs routinely make “political statements” based on where they choose to provide relief. For example, NGOs abandoned the Bosnian town of Srebrenica and refused to operate in the area to draw international attention to alleged Serb atrocities committed there in the mid-1990s.

Finally, even the best NGOs are unable to plan or resource their operations as systematically or completely as the military. They often lack significant logistics capabilities and few NGOs are large enough to operate in several geographic areas or accomplish multiple objectives simultaneously. While operating with limited resources individually, NGOs frequently see the military presence as a waste of valuable resources and view their own programs as better directed, more focused, and executed with a greater economy of effort than any military endeavor (Osborne, 2001).

Because of the important roles played by NGOs in humanitarian assistance and peace operations, their interests should be represented at every level. Continuous, effective liaison helps leaders maintain the needs and concerns of the NGOs in the fore of their minds. Liaison skills can also be used on a daily basis to seek out and make contact with NGOs. Also; consensus building is an important skill in humanitarian assistance and peace operations. Similar to negotiation and mediation, it is a skill specifically designed to build teams in situations where the leader does not control participant actions (Osborne, 2001).
Building teamwork and trust takes time and requires patience from all actors. Consensus building is painstakingly difficult but it helps to achieve unity of effort – even at the tactical level – and consensus building begets cooperation. Army leaders dealing with NGOs cannot rely on their rank or on the same leadership skills exhibited in military units to perform successfully (Osborne, 2001). While deployed, there is more of a need for consensus building and less of an emphasis on hierarchical decision making. Military leaders must realize that they do not have all of the answers and should be prepared to accept alternate courses of action, exhibit humility towards other organizations, and show flexibility towards non-military ways of doing business.

Consensus-style decision making should be instilled in company grade officers and refined throughout their development to assist in dealing with situations in which the military is a supporting effort in the operation. Consensus building can only be achieved by developing an understanding of each agency’s capabilities and limitations as well as any constraints that may preclude the use of a capability (Osborne, 2001). At last, some of the general and pragmatic factors related to peace must be discussed.

Other nations’ problems, internationally, should be our matters. We should learn to imagine ourselves as one planet, and ignore some differentiations on race or nationality. We are all human, along with the common interests. We must think to work together to create a peaceful world. We could achieve the common goals like peace, education, pollution control and end starvation.
We should learn to agree that others will not permanently respect our needs in the path that we like. Instead we need to learn to bless others and hope them all well, which precisely is what we wish for ourselves. The way we present ourselves outside, is only a reflection of what we are inside. Negative ideas can escalate the negative outcomes. Positive ideas escalate positive outcomes.

Also positive ideas and thoughts can heighten positive well-being. Inability is a necessity because it creates clear lessons for our education. By analyzing these lessons we can promote the chances for our future success. We need songs for Global Peace. Listening to music is one of the right-brain actions. For our left and right sides of our brain should think about peace, because of coordination with our soul.

Definitely, we need some films about the World Peace. It is necessary to see less violence and themes that can escalate heroes upon injustice. We should produce films that can show the methods of achieving peace and enriching life. Nongovernmental organizations should increasingly share their efforts with people. With the appearance of internet and personal computers, some works and productions can be done in home. And this will help the society for reducing the traffic, improve the productivity and even improve the work conditions. Nongovernmental organizations can employ the volunteers more easily and can focus on peace issues more effectively.

International Nongovernmental organizations have a very important role in educating the youth to create a stable peace strategy generally. Notwithstanding we need to mention two aspects of activity of INGOs in
duration of our peace activities to have a futuristic vision on our actions along with the peaceful world. About pursuing the strategy of peace made by INGOs, some factors and elements come to significance, theoretically and pragmatically. INGOs (Amnesty International, Red Cross and Green Peace) must determine the boundaries of their interferences theoretically.

On the other words, they have to define their short term and long term programs. Also, the strategy for achieving the goals must be notified. As we mentioned, the peacemaking objective must be achieved gradually and step by step. INGOs must note the cultural, social, economic and political situations of the critical areas and make a plan for their strategy of movement. As we know, peace makes a kind of balance of forces. Although, it can be defined as temporary, the significant factor is preservation and keeping the peace.

For peacekeeping factor, INGOs should make a plan along with noticing the centrifuge forces. Environmental forces can be elucidated theoretically for achieving the stable peace. Cooperation to other organizations (locally, regionally and internationally) should be noticed. INGOs encounter some difficulties for their coordination, pragmatically. In the aspects of strategic, we should note the three important factors for ending conflict or establish peacemaking (see table 6.A).

We recommend that the veteran forces should be employed in the direction of INGOs goals (short term and long term goals) along with respecting the customs and rules of the places of operation. Existence of the arm forces for peacekeeping is other necessity. Officials of the INGOs are
other significant factors. They should act in coordination with the mediator states. Meanwhile, the officials of INGOs can supervise better for performing the rules of the areas by their forces pragmatically.

Besides the activities of INGOs, Amnesty International, Green Peace and Red Cross are separated, but the significant point is their coordination in the critical circumstances. We recommend the joint meeting by these organizations in the critical situations for prevention or reduction of crisis and implementing their plans. Other important factor is the reaction of INGOs. We saw the reactions of INGOs in the China earthquake in 2008, and Gaza crisis in January, 2009. It was obviously on time reaction to the critical situations.
Table 6.A  The Differences between Peacekeeping, Peace Enforcement and Collective Security

<table>
<thead>
<tr>
<th>Peacekeeping</th>
<th>Peace Enforcement</th>
<th>Collective Security</th>
</tr>
</thead>
<tbody>
<tr>
<td>Impartial towards all disputants</td>
<td>Impartial in executing mandate</td>
<td>Partial against identified aggressor</td>
</tr>
<tr>
<td>Consent essential</td>
<td>Consent desirable but not necessary</td>
<td>Consent irrelevant</td>
</tr>
<tr>
<td>Lightly armed</td>
<td>Armed</td>
<td>Fully armed</td>
</tr>
<tr>
<td>Force used only in self defense</td>
<td>Force used for self-defense and to ensure execution of mandate</td>
<td>Full use of force against aggressor</td>
</tr>
<tr>
<td>Mostly UN operations</td>
<td>Mostly non-Un operations, authority delegated to states, coalitions of states, regional organizations or alliances</td>
<td>In theory conducted by UN army under direction of Military Staff Committee. So far, invariably non-UN operations, but with authority delegated by UN to the group of states making up the force</td>
</tr>
</tbody>
</table>


Reaction to the crisis is a signal of power and vigilance of INGOs. Distinction of task is other important factor. As we know the UN has some executive power by its executive parts like Security Council. Other important factor is the trust making. Trustship is very significant. Here it
brings the neutrality of INGOs. So, the neutrality principle is necessary in the critical areas. In the peacemaking process, the significant point is persisting on calmness and neutrality in the intervention. Making the buffer areas also can be performed by INGOs, as we see it presently.

At the end of this research we should note that, a delightful peace will be achieved when, there is coordination, funding resources and time. Also making the trustship between the battling forces should be notified. We recommend that the INGOs as parts of the peace process should take a note of the post war situations extensively as their long term strategy. It can be a long process, which will be damaged by tolerances of INGOs. It is vital to know, that the process of post conflict can be prolonged even for decade. So, INGOs should observe the funding resources for a long time.

The strategic framework that international community needs to achieve the stable peace should be based on coordination, and evaluation of the wanted necessities for peacemaking. This research is the result of researcher’s experiences as a headmaster of research unit of one of the most significant INGOs (Red Crescent) for more than five years. We analyzed and recommended the effective strategies for structuring a stable peace in international arena. We hope that our desire to see the world full of peace would come true in the near future.
Notes

1 Sarah Crowther, committee for conflict transformation support CCTS newsletter, the role of NGOs, local and international in post-war peacebuilding, a discussion paper, No. 15, Winter 2001, pp. 10-11.


3 For a comprehensive analysis see Lloyd J. Dumas, ibid, p. 3.

4 See Sarah Crowther, ibid.

5 For a critical assessment see Sarah Crowther, ibid, pp. 6-7.

6 Sara Crowther, ibid.


10 For a comprehensive analysis see official website of Red Cross in following address: http://crs.org/peacebuilding/purpose.cfm [accessed on March 17, 2009].

11 For more information see guide for Robert M. Perito, participants in peace, stability, and relief operations, United States Institute of Peace Press, Washington, DC, June 2007, p. 154.

12 Julian Ouellet, peacekeeping conflict management, program at SAIS, Beyond Intractability Project, University of Colorado, September 2003.

13 For more information see Julian Quellet, ibid.


18Robert M. Perito, ibid.

19Robert M. Perito, ibid, p. 154.


21The term ‘Doing Good’ is used here in the sense of ‘positively contributing to peace through aid’. We fully acknowledge that the ‘Do No Harm’ terminology developed by the Local Capacities for Peace Project (led by Mary B. Anderson) is not focused exclusively on avoiding harm. Indeed, Anderson has directly addressed the question of how aid can support the prevention and cessation of violence and the promotion of peace. However, the term is often (mis)interpreted as focusing only on avoiding harm. For more information see Maria Lange and Mick Quinn, conflict, humanitarian assistance and peacebuilding: meeting the challenges, London, International Alert, December 2003, p. 23.

22Maria Lange and Mick Quinn, ibid.

23Ibid.

24Ibid.

25Ibid.

26Maria Lange and Mick Quinn, ibid.

27Ibid.

28Maria Lange and Mick Quinn, ibid.

29Ibid.


32 For more information see Michelle Maiese, ibid.


34 For a probable critical assessment see Susan Allen Nan, ibid.