

crucial in the early stages of the process. Capacity development can include the provision of technical assistance to government ministries in economic areas, developing their ability to provide basic services to the population. Similarly it can include the development of a robust and effective NGO community in the fields of human rights, agriculture, and reintegration. Capacity building at this stage can also include the formation or reform of such components as a national judiciary, a new national army, and a neutral police force.

Tier 3:

Social Reconstruction:

Social reconstruction relies on a stable security situation to facilitate the return of IDP's and refugees as well as the demobilization of combatants. Reintegration programs for both rely therefore on a stable platform of Tier 1 initiatives. They also depend on the availability of an adequate government and NGO capacity which can assist in the implementation of reintegration, education, and health programmes. In order to be effective and sustainable this process must be a cooperative one, involving both international and national agencies. For this reason Tier 2 initiatives must occur prior to the implementation of Tier 3.

Economic Reconstruction:

In order to be able to design and implement suitable and sustainable economic regeneration projects, not only does a stable security situation have to be established, but the most basic needs of people have to be ensured. This means that economic reconstruction efforts are dependent upon the prior implementation of Tier 1 initiatives. Similarly, in order for there to be a cooperative process of development which involves both international and national agencies and institutions in economic development projects there needs to exist a capable network of government ministries and NGO's. This then relies on the prior implementation of Tier 2.

Within Tier 3 a symbiotic relationship is necessary between the implementation of economic and social reconstruction initiatives. Economic reconstruction relies on human manpower in order to implement specific development projects. This manpower must be provided by the reintegration of displaced persons and combatants. Similarly, reintegration programs are likely to be much more effective if they involve sustainable jobs which are immediately available following an ex-combatants' or refugees' departure from an assembly area or relief camp.

Elections:

In practice, elections have tended to occur in Tier 2 and in a particular conflict, such as Angola, the achievement of physical security initiatives has occurred with the next immediate goal being national elections. This trend however represents one of the main weaknesses of recent peacebuilding efforts. The attention that has been focused on them has meant that fundamental parts of the peacebuilding process have been omitted or delayed in favour of the democratic process. Consequently, in some cases this has meant that in the post-election period there has not been sufficient stability elsewhere in the society to ensure