New Outlooks on Reshaping and Revitalizing Post-Conflict Regions: Strategies, Principles and Models for Reconstruction

Paper submitted for the 41st Congress of the European Regional Science Association, Zagreb-Croatia.

Tigran D. Hasic, MArch., MSc.

Royal Institute of Technology, Dept. of Infrastructure and Planning, 10044 Stockholm, Sweden.
Tel: +46 8 790 8504; Fax: +46 8 790 6761; Mobile: + 46 70 918 9699; E-mail: tigran@infra.kth.se

Saurabh Bhandari, BSc., MSc.

United Nations Mission in Kosovo (UNMIK), Mitrovica Region, P.O.Box #4778, Grand Central Station, New York, NY 10163-4778, USA. Mobile: +37 7 44 157 675; E-mail: bhandari1@un.org

Abstract

Within societies recently recovering from war, people operating at the community or national levels are pressed to deal with reconciliation, development, reintegration and security. Changes and advancements are already at our front door in political philosophy, technology, communications, infrastructure, and shifts in attitudes and behavior of people. All of this will affect regions and communities, and basically alter the requisites for future planning and roles of professionals. Planning in the new millennium is needed to assist people and communities to manage change by all the techniques and skills that it possesses.

In progressive crisis situations there is a need for progressive methods and new approaches, especially if the systems in use are not producing necessary results and changes. The situation where the primary objective is the rebuilding of livelihoods and rebuilding a community in a traumatized setting, a holistic way of looking at the 'big picture' is a *condicio sine qua non* for any sustainable development effort. The paper also draws attention to situations, which require interdisciplinary approaches and the collaboration of different professional actors. In order to structure the complex question of post-conflict reconstruction in a more systematic way, a conceptual interdisciplinary model called *Sustainable Communities in Post-Conflict Environments* (SCOPE) could be developed for rebuilding communities.

This presentation looks at how such a model, applied to places like Bosnia and Herzegovina and the recent example of Kosovo, can effectively conceptualize and design policies, programs and projects that efficiently address the above -mentioned issues, giving at the same time a new strategic and innovative approach. The paper briefly looks at 'sustainable governance' as the prerequisite and tool for combating social and ethnic exclusion.

Keywords: Strategic project management, social exclusion, modern governance, systems approach.

Introduction: The Times Behind and the Times Ahead

Under the four-year long war, Bosnia and Herzegovina has suffered an almost complete destruction of its physical and social infrastructure, economic systems, as well as suffering environmental degradation in the process. In general the urban fabric suffered heavy damage with some areas completely devastated. In the aftermath of ethnic violence, the country and its people have been faced the challenge of post-war reconstruction, rebuilding of livelihoods and the difficult process of reconciliation. The real challenge presented itself in rebuilding war-torn urban and rural communities with a goal of offering a healthy, safe and sustained environment to the population that was forced to leave (refuges and internally displaced) and the one that remained (Hasic and

1

Roberts, 2000). Since the Dayton Agreement[1] the international donor community (headed by EC, The World Bank, EBRD, and others) has been heavily involved in the reconstruction of the country. The country still mostly survives on foreign aid. Some 5$ billion dollars have been spend in this 5+ year process. Thus Bosnia has become largely dependent on foreign aid, and there are few signs of sustainable development. The bearing idea was that the social and political stability would be greatly enhanced through the achievement of sustained economic growth. On the other hand that can only be achieved with a stable and secure environment for the private sector.

Unfortunately on the overall (with all the years and resources put behind it), the whole reconstruction process has and is failing badly. Certainly there has been progress made in Bosnia and Herzegovina, and that cannot be ignored. Advances have been made in rebuilding key infrastructure, increasing public safety, establishing the rule of law and strengthening local authorities. But the provision of through-going modernization, development of respective economies, societies and political structures, as well as the return of over a million refugees and displaced persons have been lagging immensely. In the light of such an overwhelming international input and mobilization of resources, there is very little to show for this, as many analysts call it, *'shower of gold'*. The local actors also share a large bulk of this blame. Fundamental things as political cohesion and stability, stable governance systems, employment generation and growth, privatization, housing (re) construction and renewal, return of refugees and displaced persons, fight against corruption, clearing of land mines, etc, have all been lagging, if not in many respects failing miserably. But, yet the worst consequence and most probably the fundamental prerequisite of this process – the real reconstruction of the damaged social fabric – is still not happening. The palette of lifestyle improvements, for victims of this terrible conflict, promised by the international community have more or less never materialized. Things cannot be just done and then conclusions drawn from the lessons learned. There is just not enough time for this process to be repeated over and over again. Things need to be in place at the earliest possible time as people's livelihoods are at stake and the future development of the respective country.

---

[1] A traditional peace treaty consists of a cease-fire and arms reduction and boundary demarcation agreements. Dayton went far beyond these goals to create a state, comprised of two multi-ethnic entities. Dayton's aim was to not only stop the fighting, but to reverse ethnic cleansing and provide a blueprint for a new, unified country. Significant portions of Dayton remain un-implemented and the future outlooks are that it will come under serious revision soon. For a full text of Dayton Peace Agreement (Dayton Peace Accords) documents initiated in Dayton, Ohio on November 21, 1995 and signed in Paris on December 14, 1995. For more information, please go to the US State Department: http://www.state.gov/www/regions/eur/bosnia/bosagree.html

The international community was reminded in Kosovo that the Dayton Agreement, which had ended the wars in Bosnia, did not put a lid on instability, ethnic competition, conflicting territorial claims, underdevelopment and poverty in the region. Moreover, this has taught us about the important roles that need to be played in the region by non-military organizations - in particular, the European Union, the Organization for Security and Cooperation in Europe (OSCE) and the United Nations (Schnabel and Thakur, 2000). After 78 days of armed conflict between the NATO and the Yugoslav forces, in June of 1999, the United Nations Interim Administration Mission in Kosovo[2] (UNMIK) was set up. UNMIK's four pillars consisted of UNHCR (humanitarian affairs), UN (civil administration), OSCE (institution building) and EU (economic reconstruction). UNMIK inherited a province severely ravaged by war and suffering from a host of socio-economic, ethnic and development problems arising from about four decades of communism and about a decade of chronic ethnic discrimination and financial mismanagement. Destruction to life, property and businesses were of huge proportions at the end of the war in Kosovo. Much of province's key infrastructures such as transportation, roads, bridges and communications were left damaged or destroyed. They were already in a poor state and the war fuelled further damage. Humanitarian problems also reached huge proportions, with a large number of refugees and internally displaced persons (IDP) needing urgent help. Many thousands of people were declared missing. This crisis led to what is called - the most rapid population movement seen in Europe since the Second World War. Health and Education, in a poor state to start with due over the decade of mismanaged governance, deteriorated further. Agriculture was disrupted with an already existing huge unemployment, almost no self-sufficient enterprises and an absence of basic foundation to build and develop a modern economy. Public Utility services were also disrupted leading to mounting garbage and inefficient supply of electricity and water. To top it all, the upcoming Balkan winter at that time pressed an even tighter schedule for addressing the problems on the land urgently (EC and World Bank, 1999). Successes are evident, especially in de-mining process, GIS mapping in assessing the damage and reconstruction of the housing stock (64% of homes were severely destroyed while the renewal of about 20,000 homes have been completed so far). But there is a long road ahead. Living conditions for common people

---

[2] Materials on the ongoing reconstruction in the province of Kosovo have been also based upon the following documents: *A Year and a Half in Kosovo*, UNMIK, December 2000; *The European Union Commitment to Kosovo*, EU, March 2001; *Kosovo 2001-2003 from Reconstruction to Growth*, UNMIK; *Partnership in Kosovo- An overview by Department of Reconstruction*, UNMIK, February 2001; *Central Fiscal Authority*: http://www.cfa-kosovo.org and *World Bank & European Union:* http://www.seerecon.org.

continue to be harsh and difficult. Ethnic divide remains with minorities facing severe
hardships both in terms of security and movement, many of the large enterprises still
remain idle, unemployment continues to stay high around 60%, more improvement in
health and education is urgently needed, electricity and water supply stays irregular.
Immediate challenges for the international community include, promoting of peace and
security, strengthening the Rule of law, consolidation of Interim Administrative
Structure, Development of Economy and in preparing the 2001 Investment Budget. In
2000, UNMIK and donors had placed high priority on issues such as rehabilitation of
courts, schools, hospitals and other structures; development of multiple solid waste
disposal facilities; rehabilitation of transport infrastructure and development of human
resources (World Bank, 1999; UNEP and UNCHS, 1999). The two years have seen a
rapid progress in Kosovo, but still much more can and has to be done. Small enterprises
are beginning to flourish, schools have been rebuilt for children, basic health care has
been made available in almost all areas, electricity and water supply services have
improved, over 50,000 families have benefited from new or repaired housing, new roads
have been built and old ones repaired. All this has only been possible due to the
handwork and dedication of the Kosovars and the constant support of the international
community. When increasing domestic revenue starts to support this, it will facilitate in
reduction of donor assistance and offer an opportunity to achieve path of self-
sustainable economic development. World Bank and the European Union estimated
reconstruction costs for Kosovo at approximately $2.5 billion over the four to five year
periods. The urgent, gracious and generous support of the international community has
played a catalyst role to address the situation in hand (see Figure 1 and 1a).

Figure 1 and 1a: *Donor pledges and donor commitments and expenditure in Kosovo 1999-2000*
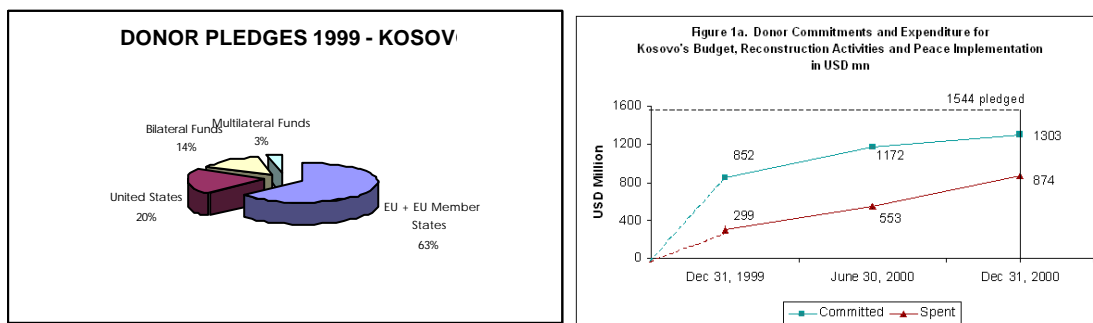
Some of the key duties UNMIK embarked on in Kosovo are: Promote the
establishment, pertaining a final settlement, of substantial autonomy and self

government in Kosovo; Perform relevant civilian administrative functions; Maintain civil law and order, including establishing local police forces and meanwhile through the deployment of international police personnel; Organize and oversee the development of provisional institutions for democratic and autonomous self government pending a political settlement, including the holding of elections; Transfer, as these institutions are established, its administrative responsibilities while overseeing and supporting the consolidation of Kosovo's local provisional institutions and other peace-building activities; Facilitate a political process designed to determine Kosovo's future status, taking into account the Rambouillet accords[3]; In final stage, oversee the transfer of authority from Kosovo's provisional institutions to institutions established under the political settlement; Support the reconstruction of key infrastructure and other economic reconstruction; Provide humanitarian and disaster relief aid; Protect and promote human rights; Ensure the safe and unimpeded return of all refugees and displaced persons to their homes in Kosovo (UNMIK, 2000.a.b.).

The task following prolonged armed conflicts no longer consists solely on reconstructing entities that have been destroyed. It requires creating alternatives to the existing structures, systems and living patterns, especially in those cases where methods employed or used in this process are not producing adequate or no results. Another aspect is the time factor. Early involvement of the donor communities and the reconstruction efforts is always crucial in situations like these. This is closely linked to a need for smoother transitions between relief and reconstruction phases of post-conflict recovery. But maybe the most important question still remains open: *would the post-conflict reconstruction effort benefit more if there was a more strategic and comprehensive methodological approach for dealing with these issues available at hand?* In other words if there was an existing model for reconstruction, a step-by- step procedure, guideline of a framework analysis approach that could have contributed to a more sustainable reconstruction, in this case of urban communities. There is a need to probe into these issues and attempt to answer this question by developing such a procedure or a model.

The international community agrees, that economic development is important, but also that promoting stability calls for emphasis on regional integration in this part of the

---

[3] The Rambouillet Peace Accords are a 3-year interim agreement that will provide democratic self-government, peace, and security for everyone living in Kosovo. Three years after entry into force of the Accords, an international meeting will be convened to determine a mechanism for a final settlement for Kosovo, on the basis of the will of the people, opinions of relevant authorities, each party's efforts regarding the implementation of the Accords, and the Helsinki Final Act. For more information and for the full text of the document, please go to UN Security Council at: http://www.un.org/Depts/dhl/da/kosovo/koso_sc3.htm (S/1999/648).

world. Many observers, researchers, analysts and actors on the ground have maintained that in order to achieve a sustainable reconstruction effort (something not done so far for all the above mentioned reasons) a need for a more long-term regional development project – a commitment for a new integration and regional outlook as opposed to the former stance of local short term planning and commitments. A need for a more strategic development a new methodological approach in the reconstruction process could be an important key in this upcoming process.

New Approaches and New Thinking in Times of Change

The problem that needs to be addressed is that very often, the task of revitalizing and rebuilding post-conflict urban communities is envisioned as a series of non-integrated and short-term recovery projects carried out by donor agencies together or without the central government(s). This in the long results in a few signs of sustainable development and often has a failed reconstruction effort outcome. The question is then if an integrated systems approach is utilized, namely the development of strategic project management tool for reconstructing (designing and evaluating) urban communities, could foster a better, more sustainable post-conflict development strategy than not having it at all? The outcome should thus show that with a development of a systems approach and an integrated methodology tool for reconstruction, the international donors and local governments should have a more sound approach in dealing with urban community projects and would be more responsive to the needs of the people on the long run.

Projects are often the key building blocks in the design and implementation of strategies. This is true, not just for companies but also for international donor agencies involved in post-conflict or natural disaster reconstruction effort. Amongst other things, a sound strategic project management approach provides a conceptual and practical model to use as a guide on how to manage projects through two things: *a substantive strategic planning* and *contemporary techniques and methodologies* (Cleland, 1998). Without the proper use of project management tools and techniques it is difficult to ensure that key strategies are accomplished in an effective manner. The management of the project and the management of the organization, company, donor agency, etc. depend on a synergistic management approach – planning, organizing, evaluation and control tied together through an appropriate project-enterprise leadership.

In that respect, *systems thinking* focuses on how the thing being studied interacts with the other constituents of the system, a set of elements that interact to produce behavior, of which it is a part. A system is a set of interrelated components working toward a very specific goal. This means that instead of isolating smaller and smaller parts of the system being studied, systems thinking works by expanding its view to take into account larger and larger numbers of interactions as an issue is being studied. The character of systems thinking makes it extremely effective on the most difficult types of problems to solve: those involving *complex issues*, those that depend a great deal *dependence on the past or on the actions of others*, and those stemming from *ineffective coordination* among those involved. The research and practice in this field has shown that systems thinking has proven its value mostly in: *complex problems* that involve helping many actors see the "big picture" and not just their part of it; *recurring problems* or those that have been made worse by past attempts to fix them; issues where an *action affects* (or is affected by) the environment surrounding the issue; and problems whose solutions are not obvious (Senge, 1994; Checkland 1999; Haines, 2000)

It is difficult to understand the independent parts if you don't have the complete picture. The keyword here is *synergy* and *systems thinking* approach in *strategic project planning and management*. A development of a model/tool (for designing and evaluating projects in post-war urban communities) could only benefit if based on that premise. Such a technique would enable all the actors to identify strategic issues facing a project in time, so that emerging strategic issues cane be recognized (long term) and the operational ones (short term) dealt with in a better way. Both of these require 4 phases: *identification*, *assessment*, *analysis*, and *implementation* (Cleland 1998). There is a huge open arena in the existing body of knowledge in post-conflict reconstruction field (which is still very insufficient in comparison to the one covering natural disasters). There is still an inadequate use of (strategic) project management principles - that are a key philosophy and process today in dealing with projects - in the work of donor agencies in the post-conflict reconstruction process. The methodologies employed obviously lack in most cases a set of practical and effective reconstruction planning and implementation tools. Strategic project management and post conflict reconstruction can be brought together or even integrated by ways of systems thinking in conceptual model building. The model we propose here will try to capture the

essence of the casual dynamics of the situation, the questions of the context, struggling with variables, relationships and concept defining.

If model serves to help us understand what our explanation is like, by providing precisely such a model of explanation, then this should suggest the following: Models are not simply pictures or mechanical toys (or tools) that help us just to 'feel' the sense of description, or just to get the general 'impression'. The model may be highly abstract and may involve non-pictorial relations (like in the theory of systems). Models, in this case, are intended to be vehicles for creating and disciplining dialogues among theoretical perspectives and the practical needs of policy analysts. Clarity and efficiency of communication as well as presentation of information are to be valued (density, specificity, coherence and richness of information). Models should help to ask the right questions and to organize answers and give sense of concepts and relationships. Models are simplified complexity of the situation being modeled. They should also force us to be more explicit and open about what we are assuming, how we frame problems, what we are attending to and ignoring, and how we think things are related to one another. In this context, there are three key points to consider: *simplification*, *explicitness* and *reformulation* (Wartofsky, 1979; Britt, 1997)

Frameworks of Holistic Reintegration: Partnerships for Future

Research has shown that the natural disasters and man-made ones require different approaches. In the former, there are identifiable communities to rebuild, recognized political authorities in the areas receiving aid, a legal system in place and, usually, a benign attitude on the part of the central government toward the aid-givers. In a number of war-torn societies, few if any of these factors prevail. Moreover, natural disasters are short-lived, even if they occur frequently (Fagen, 1994; Anderson and Woodrow, 1998). As opposed to natural disasters the armed civil conflicts are especially horrendous: aside from the killing and human misery they destroy and divide the very social fabric of the society as whereas after a natural catastrophe people tend to unite even more in the reconstruction effort. Furthermore, even after the conflict is finished the tensions and divisions remain for a long time to come (Lagrange, 1996). The conflicts recently concluded in Central America, the Middle East, Cambodia, Mozambique, and others, in contrast, all lasted well over a decade. The task following prolonged war no longer consists solely of reconstructing entities that have been destroyed. It requires creating

alternatives to the structures, systems and living patterns that have permanently disappeared (Fagen, 1994; Anderson and Woodrow, 1998).

In progressive crisis situations there is a need for progressive methods and new approaches. The situation where the primary objective is the rebuilding of livelihoods and rebuilding a community in a traumatized setting, a holistic way of looking at the 'big picture' is a *condicio sine qua non* for any sustainable development effort. This requires interdisciplinary approaches and the collaboration of different professional actors (Hasic, 2001). To structure the complex question of post-conflict reconstruction in a more systematic way, a conceptual interdisciplinary model called *Sustainable Communities in Post-Conflict Environments* (SCOPE) could be developed as a starting point in strategic planning for rebuilding post-conflict zone communities (see figure 2).

Figure 2: *The SCOPE Conceptual Working Model*

In developing such a conceptual working model we pose the following general questions: Which phases should we have and are they equally important? Will they be inter-linked? Should all of them be considered in the context of post-conflict zones? Can we achieve the idea of sustainable reconstruction in communities by only focusing on some of them? Are the structural points of the model applicable to the situation on the ground? What are the constraints, which will change from place to place? What can be done locally and what is transferable? Is it possible to engage the community and in what fashion, and so on.

The SCOPE Model tries to present itself as a strategic and innovative approach to effectively conceptualize and design policies, programs and projects that efficiently address post-conflict communities. Its approach is an integrated and inter-disciplinary one that presents a way to reap benefits of developing a policy initiative, which is economically viable, social and spatially compatible, politically acceptable while being technologically state-of-art and environmentally friendly. This model can offer versatility and flexibility, which are most necessary for it to be applied to varied scenarios and situations. It can also offer a comprehensive platform for a sound policy initiative development and foster cross-fertilization and closer interaction within relevant fields to exploit synergies and to benefit from complementarities. SCOPE differentiates itself from conventional thinking as it bases itself on the principle that it is not solely economic and political factors that matter in a successful policy initiative. It believes that in a complex arena of human settlements arising from crisis situations, no one aspect by itself can result in success of an initiative. A model like SCOPE could further assist in the crisis situations offering a possibility to enhance impact on ground.

What is required is an approach that integrates and facilitates cooperation among various relevant fields and actors/professionals to deliver effective and successful results. We need to think in terms of 'dynamic models that are inviting of transformations, responsive to change, synthetic, made up of systems and provide good linkages between the desired goals of people, communities and governments and the idealized goals of disciplines or fields like: architecture, planning, management and public administration (Hamdi, 1996).

Cooperation, partnership and team spirit to work towards a common goal defines the UN Mission in Kosovo today. Policy and donor coordination has improved over the last year (lessons have been learned from Bosnia and Herzegovina) and the agencies involved work together to tap synergies and avoid duplication. A model like SCOPE in such scenarios in Bosnia and Kosovo (and the coming one in Macedonia) could be considered as a valuable and advantageous tool to achieve an integrated, coordinated and systematic planning, implementation and monitoring of emergency and development activities on the ground. Such an approach is vital for guidance, as one knows that in times of crisis, a lot can go wrong and there is a little time to begin to plan and arrange coordination. In the case of Kosovo, despite all odds, ethnic hatred, war destruction, power cuts, water shortages, logistical difficulties, infrastructure and

communication failures and a host of others, the international community has come up a long way to deliver a strong supporting hand towards sustainable social and economic development of Kosovo, enabling it citizens to live free from fear in peace and democracy in future. Realizing the enormously complex, challenging and vast task in hand, it is believed that a generic guidance tool like SCOPE Model could act like an asset for assistance in coordination and management of varied and integrated policy and program initiatives.

Sustainable Governance and Combating Social/Ethnic Exclusion

One of the greatest consequences of war destruction is not so much the destruction of the physical capital, as much as it is that of the social one. Weakening, dissolution and total collapse of social networks, bands, trust between people and groups and whole nations (ethnic entities), is clearly evident in Bosnia and Herzegovina, Kosovo and even now in Macedonia, zones of diverse cultures, different religions and separate lives. This has arrived at an already weakened and fragmented civil society under the decades of socialist system rule. Tolerance and willingness of people to live side by side and cooperate will not come overnight and will be a difficult and painful process (as it is clearly evident from recent events in Bosnia and Herzegovina, Kosovo and Macedonia). With time, when investments take place, orderly regional trade starts to develop and local economies began to flourish, the 'social cohesion' will start to fall gradually into place thus eliminating social exclusion and poverty.

Social exclusion in these areas has come as a combination of unemployment, low income, bad housing, crime, poverty, bad health, family breakdown and ethnic stress and intolerance. The key aspect is that of 'dynamics'. People in these areas are excluded not just because they are currently without a job or proper income but also because they have few prospects for the future (Geddes and Benington, 2001; Percy-Smith, 2000). An important prerequisite, maybe the key one, for materialization of social inclusion is the existence of a stable political system-government, one that represents the needs, aspirations, wishes and demands of all of its citizens. Every single individual and ethnic group is important and has to have an equal 'right to choose and deicide' under its representative umbrella. Unfortunately with all the political systems in place in Bosnia and Herzegovina, and the ones emerging in Kosovo, we are still very far from seeing a positive outcome on the long run. In Kosovo UNMIK inherited a legal, institutional and administrative vacuum with no initial framework for rule of law. Problems pertaining

to previously run communist system of planning and social ownership involving lack of transparency made the tasks in hand even more challenging and the recent and ongoing combat against expanding criminal activity, mafia, drug trafficking, prostitution and money laundry has made things even more difficult. The built up of modern governance systems here is still going through stages of early growing pains.

Corruption, which is a buzzword today in these areas and it's discussed at length, is just a strong side effect and consequence of weak institutions, lack of legal system (rule of law) and of dysfunctional governance (World Bank, 2000.a.b.). Governance is the 'exercise of political power to manage a nations affair'. There are three strands to good governance: systemic, political and administrative. Achieving *good governance* doesn't just mean setting all the systems, laws and actors in place but also having an efficient public service, an independent judicial system and legal framework, an accountable administration of public funds, independent public auditing system, full respect for law and human/ethnic rights at all levels of government, a pluralistic institutional structure, and free media networks. Good governance is both a goal and a process (World Bank, 1994; Rhodes, 1997; UNDP 1997, 1998). In the case of Bosnia and Herzegovina, the Dayton peace accords and subsequent international (E.U. headed) protectorate have focused on achieving the above mentioned. Bosnia and Herzegovina has seen a unique and remarkable creation of a five level state functions at the *state*, *entity*, *cantonal* and *municipality* level, with the Office of High Representative (OHR) topping it all (World Bank, 2000.a.). The problem and prevention in achieving good governance has been exactly the prerequisite for the whole thing – the political solution as well as fulfilling the needs of all individuals and groups and treating them on the same level with same rights. Dayton has been controversial, problematic, paradoxical and dysfunctional at many levels, not least at the level of creating a sustainable governance system, which would have a direct impact on the re/non/creation of social systems. It seems that for the international community maintaining good government and law and order in Bosnia and Herzegovina doesn't have to be a case of a well-thought-out agenda, except for identifying general goals such as stopping corruption (a side effect), strengthening central institutions (contradictory to four tier level of state), breaking the power of the nationalists (counter effect resulting in more violence), launching economic reform (on very unstable socio-political grounds), and promoting the return of refugees and displaced persons (most disappointing segment).

In Kosovo six overall priorities have been identified between 2001-2003: Facilitate Private Sector Growth; Improve Education; Rehabilitate and Reform the Health Care System; Develop a sustainable social welfare system; *Build capacity of Kosovars on Public Administration and Services*; and Develop private construction sector to provide basic housing to families of all ethnic groups. Within the governance built-up, and in line with the priority of building up public administration and services, European Commission and the World Bank in support of the United Nations Mission in Kosovo has as one of the main objectives in the reconstruction and recovery program the following: to support the restart of public administration and to establish transparent, effective and sustainable institutions; to place a particular focus on setting up the central institutions that are key for economic recovery; to develop the municipal governance; and to restore law and order through an effective police and judiciary. (UNMIK, 2000.a.b.).

Figure 3: *Destroyed and damaged seats of Government and Governance in Bosnia and Herzegovina. Photos by Tigran D. Hasic, Government Buildings in Sarajevo 2000.*

The breakdown of interethnic trust refers to the problems we have pointed out before at, and results in dysfunctional governance at various stages and levels. Literature on governance points at specific characteristics to which good, modern and effective (we can call it *'sustainable'* here) socio-political governance must adhere and subscribe to. Globalization, European integration, economic, technological, and societal developments have a major influence on public policies and governmental performance (Kooiman, 1993; Rhodes, 1997; Van Heffen and Kickert, 2000). In order for post-conflict zones to reach a level of what we could call here a complex-dynamic and modern-diverse governance 'CD-MD' Governance (one which can cope with all dynamics and changes in modern society), they need to fulfill the requisites for a 'good

governance system': strategic vision, participation, rule of law, transparency, responsiveness, consensus orientation, equity building, effectiveness and efficiency and accountability. Achieving *acquis communitaire* within the framework of European Union integration will require this. The governance we are taking about means, as opposed to government, an overall responsibility for both the political and administrative segments as well as ensuring moral behavioral, ethical conduct and consensus assurance and protection of civil/ethnic rights. As good governance entails three main regimes of *the state*, *civil society* and *private/corporate sector*, there is a need for the highest possible constructive interaction amongst them in form of strategic systems approach in building a more sustainable governance system, one which ties up the three regimes in a more integral, balanced and inter-dependent way. As already mentioned previously, without such a governance system the whole reconstruction process, including the rebuilding of civil society (elimination of social exclusion and poverty) and the elimination of economic growth disparities will not lead to human development in these areas. Finally, it needs to be reiterated here that the foundation for stable institutions and governance systems is the *vox populi* in the post-conflict ethnic zones. Access and representation of all members of society, without any top-down imposed enforcements, are the underpinning foundations for a multi-ethnic (side by side), socially diverse (non-exclusive) society to operate peacefully, prosperously and be sustainable in the long run.

New Challenges for Education and Professionals in Times of Transition

The replacement of communism by capitalism and liberal democracy as the only coherent ideological alternative is entirely novel experience in human history. Therefore the dynamics of transformation ('transition') are unpredictable. The prospects of economic liberalism and market economy as the main driving force in transforming collapsed communist economics into economic success are tied up with better utilization and organization of human resources in the first place. Institutions of higher education needed to contain new forces have to be recreated from the fragments of broken systems (especially financing of research work, appointments of teachers, investments, etc.). Since at the root the issue is educational, the questions how to achieve these goals should be answered by strategies and policies of high education. It is a matter of transition, of a process of structural changes at the institutions of higher learning and training. It has to do with university curricula, programs, new subjects,

disciplines, specialized knowledge achieved by university degrees, etc. After decades of overall desolation and social damage suffered by the socialist economies, the high education in transition countries is left with the task of reviving 'western project'. This project is liberal. It is liberation of freedom, energy and opportunity. The project implies equal opportunity, but promoting quality, creativity, excellence, high standards of scholarships, talents, 'elite' (the notion demonized in collectivistic societies). Transition to modern 'western project' in organizing high learning and research work, using experiences of developed countries, should give special emphasis to adaptability, flexibility, capability for quick structural reorganizations, adjustments, innovations, entrepreneur spirit, individual initiatives, etc. These matters make the fundamental difference between high education in an open and closed society – between an open and closed system of thought and politics. It is natural to expect that the problem of inherited deformation of the institutional, social and natural environments in transition countries to be seriously addressed in liberal thought and liberal policies of higher education. Academic systems of transition countries have to repair heavy damages of the insurmountable retardation in information technology and communications. Unprecedented growth of information technology and emergence of *information society* should be addressed by 'transition' higher education as a matter of high priority. In the globalization of academic research systems contemporary science and technology are characterized by on-line communication. In this context 'transition' means integrating as soon as possible, into global scientific system – global network of science and technology and thereby ensuring communication and diffusion of findings and knowledge.

If professionals and practitioners are to make an effective impact and real contribution to post-conflict renewal, reconciliation and rehabilitation they need to have access to new fields and new ways of thinking and learning. In the professional roles they fulfill, there is a need for a wider competence building and better understanding of complex and multi-integrated issues. These issues are, for example, the emergence and the development of information technologies, distance learning techniques, issues of project management and interdisciplinary approaches in learning, education and community building (as opposed to disciplinary segregations). Strategic project management and systems approaches are one of the important issues in this context. In this respect the following things are extremely important: team building, leadership and management; designing and solving problems; problem based learning and solving; risk

management and risk-taking; conflict management and negotiations; communication and information management, and accessing knowledge about 'what works'; Working closely with local communities and building skills within community organizations will be paramount. This will enable them to become more effective at their core jobs (building, planning, surveying, etc.) and better at working with each other as well as with local communities. Urban Planning and development are critical concerns of the nation (especially one in reconstruction or transition) and the world at the start of the 21st century. Whether remodeling the health care system, reproducing economic innovations in capital urban centers, or facilitating economic and social relationships and links, planners and developers are on center stage. In the reconciliation context, we may ask what new role should urban and regional planning play? A completely new scenario and a different type of challenge face us now. We see population changes involving migrations and resettlement of a huge number of people, which in turn brings about changes in the location of economic activities. Planning in the earlier socialist-planed economy mode has to be fundamentally reshaped in the sense that it can now sustain and reverse the negative changes that a man-made catastrophe brings.

Several important factors often get neglected in a post-conflict reconstruction effort. Reconstruction of the economic and infrastructure systems is without any doubt a mayor priority. But one must not forget the importance of the education systems (especially in the long run rehabilitation process), which is crucial in two aspects: *firstly* in sustaining a reconstruction effort in providing a skilled and educated force for the future, and *secondl*y in enabling people to stay, instead of leaving, by providing a solid educational foundation and a vital link for the future (Hill, 1996). There are also other challenges and obstacles that face the modern professional in the post-reconstruction phases. They are the questions of *political nature* (once we discussed earlier), which can hinder/speed-up the process of sustainable reconstruction. The negative aspects are one of major concern. Some of these things are: demographic situation and ethnic divisions, absence of quality standards, investments focused on single and small-term measures and projects, absence of effective governance, management structure that is highly old-fashioned, hierarchical and bureaucratic, problems of corruption on all levels and in all institutions, absence of local consensus between policy – legislation - economy, between planners, donors and citizens, etc.

Evidently, planning of the past is not up to the demands and dynamics of today. The role of planners and architects has to be redefined too. Presently, their work, however it

may be motivated, has very little or no influence on development in society and environment (Daidzic, et al, 1999). Unfortunately, in this context, many of the professionals today are trained for tasks and working methods which are a poor match for the real needs and the form of participation in the process of community development required by the crisis (Thiberg, 1989). There is obviously a need to move from 'reductionist/critical research' towards methods and tools, which will promote a variety of interconnected learning and teaching settings and skills in which new ideas and new practices can be explored and devised (Hamdi, 1996). The goals for future education and training of mentioned professionals should be in: creating a unique educational environment that will forge these professionals into a cadre for urban change; developing urban professionals who can merge development and planning tools to design new integrative policy planning and implementation systems; establishing a set of new problem solving paradigms for examining and altering planning and development decision-making and equipping professionals with sophisticated analytical tools and a sharper cultural awareness so they can practice planning and development, not just in their reconstruction/transition backyards, but anywhere in the world.

Changes and advancements are already at our front door in global philosophy, technology, communications, infrastructure, rapid demographic shifts and shifts in attitudes and behavior of people. All of this will affect regions and communities, and basically alter the requisites for future planning. Planning is needed to assist, train and facilitate people and communities to manage change by all the techniques and skills that it possesses: urban and building design, decision tools, quantitative methods, computer tools (CAD, GIS, etc.) and others.

In Bosnia and Herzegovina, as well as in Kosovo, the legitimacy of planning also needs to be reestablished. Managing and promoting change in a way that will benefit society is an enormous challenge for urban and regional planning. These challenges have to be accepted to develop a sustainable environment that provides for a better quality of life, new opportunities, equality and new beginnings. With the apparent explosion of new interactive multi-media communications and fiber optic technologies, suddenly opportunities for things like distance learning arise. This will enable the training of professionals and further education to be done in a wider international forum of higher learning more accessible for people in developing countries as well as those in post-conflict zones. In the planning and rebuilding process knowledge has to be integrated and shared among professionals and actors in the community building

17

process. It is a process that has to be actively learned by doing, as well as by reflection and research (Turner, 1997). Learning also means teaching – it is a shared activity, whatever the difference in age, experience, knowledge, background or formal training (Turner, 1997). There is a need for finding better ways and approaches of linking the 'high ground of academia' and the swamp of practice (Hamdi, 1996). Turner portrays today's modern professional as wall-eyed Wally [a silly or useless person]. He points out that the reunification of theory and practice depends on the clear distinction of principles, the instruments, the methods or 'tools' used and their application in particular situations, the practices. In order to achieve sustainability we need to be able to identify the principles that govern good practices [to be able to understand and articulate the new paradigms]; to discover, rediscover, develop and use the tools for interpreting sound principles into good practices [identifying necessary tools for building communities] and vice versa; and to match learning with present and probable future needs [changing values, priorities and technologies] (Turner, 1997).

Conclusions

The contribution of this paper centers on the proposed conceptual working model, SCOPE, one that goes beyond the standardized approach of the donor agencies involved in the reconstruction process. It becomes clear that for each different category presented there, a whole different set of approaches must be applied but in a way of strategic project management and systems thinking. Realizing the nature, scope, depth and variety of topics that one needs to deal with in an integrated fashion to address any post conflict crisis, be it in Bosnia, Kosovo or Macedonia, a need for systematic generic guidance model is advantageous. SCOPE attempts to highlight the various sectors that call for attention enabling the formulation of policy, programs and projects that can bear maximum impact on the ground and can bring substantial results. We have also discussed in this paper the political aspects, which lie in the background and represent the key solution to a more sustainable reconstruction and human development, especially looking into the case of Bosnia and Herzegovina. In that respect the achievement of sustainable governance and elimination of social exclusion pose themselves as two extremely important issues. The discussion also took a closer look into the Kosovo Capsule and challenges and successes of the reconstruction program. The paper also contributes to the ongoing discussion on the post-conflict reconstruction in a way that it draws attention to important issues of the role of professionals as well as

education in the transition periods. Finally, we think this paper bears relevance for, practitioners, researchers as well as decision makers and actors involved in the current and ongoing reconstruction process on the ground in Bosnia and Kosovo.

References

Anderson, M. B. and Woodrow, J. P. (1998). *Rising from the Ashes: Development Strategies in Times of Disaster*. Boulder Colorado: Lynne Rienner Publishers. [ISBN: 1555878008]

Britt, W. D. (1997). *A Conceptual Introduction to Modeling: Qualitative and Quantitative Perspectives*. New Jersey: Lawrence Erlbaum Associate Publishers. [ISBN: 080581938X]

Checkland, P. (1999). *Systems Thinking, Systems Practice: Includes a 30-Year Retrospective.* New York: John Wiley & Sons. [ISBN: 0471986062]

Cleland, D. (1998). *Project Management - Strategic Design and Implementation*, New York: McGraw-Hill. [ISBN: 0070113513]

Daidzic, A., Halter, R. and Sieverts, T. (1999). *Post War Reconstruction in Sarajevo: A Strategy of Modernization.* IN: Ghandour, M., Labban, M. and Lozanovska, M. (eds). (1999). *Sites of Recovery – Architecture's Interdisciplinary Role*, Sites of Recovery, Beirut.

EC and World Bank. (1999). *Toward Stability and Prosperity: A Program for Reconstruction and recovery in Kosovo.* (Prepared by the European Commission and the World Bank in Support of the United Nations Mission in Kosovo). EC and World Bank, November 1999.

Fagen, P. W. (1994). *After the Conflict: A Review of Selected Sources on Rebuilding War- torn Societies.* Journal of Humanitarian Assistance. War-torn Societies Project. UNRISD/PSIS, Geneva.

Geddes, M. and Benington, J. (eds). (2001) *Local Partnership and Social Exclusion in the European Union*. London: Routledge. [ISBN: 0415239222]

Haines, S. G. (2000). *The Systems Thinking Approach to Strategic Planning and Management*. Boca Raton: CRC Press LLC. [ISBN: 1574442783]

Hamdi, N. (1996). *Inventing a New Orthodoxy in Education for Development Practitioners*. IN: Hamdi, N (ed). (1996). *Educating for Real: The Training of Professionals for Development Practice.* London: Intermediate Technology Publications. [ISBN: 1853393339]

Hasic, T. and Roberts, W. A. (2000). *New Possibilities for Sustainable Human Settlements in a War-Torn Zone*. IN: Lawrence, R. (ed). (2000). *Sustaining Human Settlement: Economy, Environment, Equity and Health*. Newcastle upon Tyne: Urban International Press. [ISBN: 1872811043]

Hasic, T. (2001/In Print). *Rebuilding Regional Structures: Visions of Sustainable Urban Communities in Post-Conflict Zones*. IN: Olerup, B., Persson, L.O. & Snickars, F. (eds.) (2001/In Print). *Reshaping Regional Planning - Northern Traditions and Futures*. Hampshire: Ashgate Publishing Ltd.

Hill R. (1996). *Lessons Learned in the Dynamics of Relief and Reconstruction*. IN: Barakat S., Calame, J. and Charlesworth E. (eds). (1996). *Urban Triumph or Urban Disaster – Dilemmas of Contemporary Post- War Reconstruction.* York: PRDU, University of York.

Kooiman, J. (ed). (1993). *Modern Governance: New Government-Society Interactions.* London: Sage Publications. [ISBN: 0803988915]

Lagrange, C. (1996). *Patrimonie Sana Frontiéres and Reconstruction of Heritage of War: Experiences* in *Lebanon, Croatia & Bosnia and Herzegovina*. IN: Barakat S., Calame, J. and Charlesworth E. (eds). (1996). *Urban Triumph or Urban Disaster – Dilemmas of Contemporary Post- War Reconstruction.* York: PRDU, University of York.

Percy-Smith, J. (ed). (2000). *Policy Responses to Social Exclusion*. Abingdon: Open University Press. [ISBN: 0335204732].

Rhodes, R. A. W. (1997). *Understanding Governance : Policy Networks, Governance, Reflexivity and Accountability*. Abingdon: Open University Press. [ISBN: 0335197272]

Schnabel A. and Thakur, R. (eds). (2000). *Kosovo and the Challenge of Humanitarian Intervention: Selective Indignation, Collective Action, and International Citizenship*. Tokyo: UNU Press [ISBN: 9280810502]

Senge, P. (1994). *The Fifth Discipline*. New York: Currency/Doubleday. [ISBN: 0385260954]

Thiberg, S. (1989). *Three Threats – One World,* in *What Architects can do for Peace and Development*. The Prague International Assembly of Architects, Planners and Designers, IADPPNW, Stockholm.

Turner, J. F. C. (1997). *Learning in a Time of Paradigm Change: The Role of The Professional*. IN: Burgess R., Carmona, M. and Kolstee T. (eds). (1997). *The Challenge of Sustainable Cities: Neoliberalism and Urban Strategies in Developing Countries*. New Jersey: Zed Books. [ISBN: 1856494802]

UNDP. (1997). *Governance for Sustainable Development*. *UNDP Policy Document*.

UNDP. (1998). *The Urban Governance Initiative (TUGI): UNDP Project Document RAS/98/065/A/01/31*, October1998.

UNEP and UNCHS. (1999). *The Kosovo Conflict: Consequences for the Environment & Human Settlements*. Prepared by: United Nations Environment Programme and United Nations Centre for Human Settlements (Habitat). UNEP & UNCHS: Switzerland, 1999. [ISBN 9280718011]

UNMIK. (2000.a.). *Kosovo 2001-2003: From Reconstruction to Growth*. (A preliminary assessment by the Department of Reconstruction United Nations Mission in Kosovo). UNMIK/EU Pillar. December 2000.

UNMIK. (2000.b.). *Kosovo: reconstruction 2000*. UNMIK: Department of Reconstruction, April 2000.

Van Heffen, O., Kickert, W. J. M. and Thomassen, J. A. (eds). (2000). *Governance in Modern Society: Effects, Change and Formation of Government Institutions*. Dordrecht: Kluwer Academic Publishers. [ISBN: 0792366530]

Wartofsky, W. M. (1979). *Models: Representation and the Scientific Understanding*. New York: Kluwer Academic Publishers/ D. Reidel Publishing Company. [ISBN: 9027709475].

World Bank. (1994). *Governance: The World Bank's Experience (Development in Practice)*. Washington D.C.: The World Bank Publications. [ISBN: 0821328042]

World Bank. (1999). *Kosovo: Building Peace through Sustained Growth: The Economic and Social Policy Agenda*. The World Bank, November 1999.

World Bank. (2000.a.). *Bosnia and Herzegovina: Post-Conflict Reconstruction.* (*Country Case Study Series*). Washington D.C.: OED/IBRD/World Bank Publications. [ISBN: 0821346814]

World Bank. (2000.b.). *The Road to Stability and prosperity in South Eastern Europe*. Washington D.C.: IBRD/World Bank Publications .[ISBN: 082134725X]