





















governments with a clear vision, whereas in Afghanistan and many other post-conflict countries the state apparatus is extremely fragile, and the societies deeply divided. In such cases, international actors continue to face deep and unavoidable dilemmas, many of which revolve around the relationship between domestic government capacity and political will. Efforts to develop state capacity in the absence of political will on the part of state elites to deploy that capacity towards peacebuilding, for example, may simply empower and enrich the corrupt and perpetuate the original conflict. At the same time, choosing to replace state capacity with