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## **DRAFT REPORT OF PROCEEDINGS**

# **THE 4<sup>TH</sup> BRAINSTORMING RETREAT OF THE PEACE AND SECURITY COUNCIL (PSC) AND OTHER PERMANENT REPRESENTATIVES TO THE AFRICAN UNION (AU) ON POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT (PCRD) IN AFRICA**

**4-5 SEPTEMBER 2005**

**DURBAN, SOUTH AFRICA**

## **I. INTRODUCTION**

1. The 4<sup>th</sup> Brainstorming Retreat of the Peace and Security Council (PSC) and other members of the Permanent Representatives' Committee (PRC) of the African Union (AU), to discuss Post-Conflict Reconstruction and Development (PCRD), was held from 4-5 September at the Hilton Hotel in Durban, South Africa. The Retreat was convened to discuss experiences and lessons learnt by organizations working in the field of post-conflict reconstruction and development, to deliberate on the constitutive elements of PCRD, to identify the key actors, institutional set-up and coordination required, and to generate broad agreement on a roadmap for the creation of an AU framework for PCRD, which would be adaptable to different conflict situations to guide the reconstruction of countries emerging from conflict.

2. This Brainstorming Retreat was organized by the AU and was facilitated and supported by SaferAfrica. The host government, South Africa, the Chair of the PSC for the month of September 2005, was represented by Dr. Nkosazana Dlamini Zuma, Minister of Foreign Affairs, Dr. Ayanda Ntsaluba, Director General, Department of Foreign Affairs, and Ambassador Baso Sangqu, South African Permanent Representative to the AU in Addis Ababa, among others.

3. Participants to the Retreat included forty-three (43) Representatives of the AU Member States in Addis Ababa, members of the AU Commission, and observers from the United Nations system, the World Bank, the EU, and other experts in various aspects of PCRD (see list of participants, Annex 1).

4. Participants explored the constitutive elements of the envisaged PCRD framework, elaborating minimum standards and benchmarks that should guide action in dealing with humanitarian issues; governance in transition; disarmament, demobilization, reintegration and rehabilitation and security sector reform; justice, human rights and reconciliation; socio-economic recovery; the role of natural resources in conflicts; gender in transition and recovery; and resource mobilization in support of PCRD. There was further discussion on the principles and values that should underpin the African policy framework for PCRD, such as African leadership in defining and clarifying its essence and operations; local ownership and leadership of the PCRD process; building capacity for PCRD; coherent policy regarding resource mobilization for PCRD; sustained focus on the root causes of conflicts and breaking the cycle of violence; integrated planning, implementation of action and monitoring of performance; and better coordination and synergy of actors (see agenda, Annex 2).

## **II OPENING SESSION**

5. Dr. Ayanda Ntsaluba, Director General of the South African Department of Foreign Affairs, welcomed the participants to the Brainstorming Retreat and thanked SaferAfrica for facilitating the meeting. He noted the challenge facing all Africans in terms of ensuring that societies emerging from conflict do not relapse into violence, and underscored the importance of reflecting on creating a basis for development in post-conflict situations.

### **Opening Remarks**

6. Ambassador Saïd Djinnit, AU Commissioner for Peace and Security, in his opening remarks, expressed appreciation to South Africa for taking the initiative during its Chairmanship of the PSC to have a Brainstorming Retreat devoted to PCRD, and to

SaferAfrica for facilitating the Retreat. The Retreat, he noted, began an important process aimed at unpacking the AU's mandate for PCRDR.

7. He informed the meeting that, while the AU Commission had undertaken post-conflict reconstruction activities in the past, these were largely ad hoc in nature. The time had now come to outline a comprehensive strategy that would consolidate peace, prevent a relapse into conflict, and guide affected countries towards rehabilitation and reconstruction. Such an AU framework for PCRDR is also an imperative because, with progress made towards conflict resolution, Africa's energies will increasingly be taken up by PCRDR during the next two to three decades.

8. To begin the process of thinking through and creating the envisaged framework, the AU had, with the assistance of institutions in Africa, in particular the UNHCR and SaferAfrica, produced a document entitled, *Toward An African Union Framework for Post-Conflict Reconstruction and Development*, which had been circulated to participants.

9. Ambassador Djinnit explained that the AU mandate for PCRDR is provided for in the *Protocol Relating to the Establishment of the Peace and Security Council*. Articles 3, 6, 13 and 14 make specific reference to the role of the PSC in peace-building, consolidating peace and post-conflict reconstruction, including specific activities to be undertaken. This mandate is also complemented by recent efforts by the AU, in particular the decision, in Maputo in July, 2003, to establish a Ministerial Committee for Post-Conflict Reconstruction and Development in the Sudan, chaired by South Africa.

10. Ambassador Djinnit also noted that, although there were many other institutions engaged in various aspects of PCRDR, their focus and capacities tended to be limited particular areas, eg. refugees and IDPs, women, children, etc., and their efforts were characterized by problems of coordination. Furthermore, it is important for Africa to have ownership of endeavours taking place on the continent. For these reasons, there is a pressing need to develop a comprehensive agenda for PCRDR and a roadmap for implementation which would outline activities, roles and responsibilities of different actors.

11. Noting that the Brainstorming session provided an opportunity for Africa to begin developing its own framework that is reflective of African needs and aspirations, Amb. Djinnit urged participants to reflect on the following six issues during the two-day discussion:

- a) that PCRDR is first a political, rather than a technical process;
- b) human security is core to the success of PCRDR;
- c) PCRDR should focus on the reestablishment of state capacity – which would involve issues of DDR and weapons collection, effective capacity for public security, and viable reintegration programmes;
- d) security sector reform, including civilian control and oversight to ensure accountability;
- e) ways of creating incentives for peace, paying particular attention to the role of natural resources in fuelling conflict, and mobilizing resources away from spoilers;
- f) rebuilding public confidence in government, through the re-establishment of legitimate government and public sector institutions, beyond the immediate focus of holding elections.

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12. Regarding the way forward, Ambassador Djinnit informed participants that the AU Commission intended to take the outcomes of the Brainstorming Retreat to a meeting of technical experts, followed by a continental meeting of government experts, which would ultimately propose a framework for PCRDR to the AU's decision-making organs.

### **Keynote Address**

13. In the keynote address, Dr. Nkosazana Dlamini Zuma, Minister of Foreign Affairs of South Africa, began by underscoring the importance of the idea of informal brainstorming sessions as a basis for informing policy, and expressed the hope that it could eventually be extended to the ministerial level. Noting that Africa was assuming ever greater responsibility for peace and security, she stressed the need to develop effective mechanisms for PCRDR, which is critical for attaining sustainable peace. The challenge, she observed, is to develop a strategic framework: that is adaptable to different conflict situations, since each conflict is unique; that fast-tracks planning and implementation of post-conflict activities; that enhances complementarities and coordination between actors; and that develops standards and benchmarks for evaluating progress towards reconstruction and development.

14. Minister Zuma explored a number of issues. The first related to the real objectives of PCRDR. She suggested that PCRDR should aim to do a number of things, including:

- a) **Address the root causes of conflict**, including poor economic and political governance, including leadership that may not want to relinquish power; lack of democracy; abuse of human rights; poverty and growing inequality between the poor and the rich within countries; the competition for control of natural resources; marginalization of certain racial, ethnic, religious or other groups; and external forces.
- b) **Deal with the ravages of war**, including destruction of infrastructure, social fabric of communities, trauma (physical, emotional and psychological), displacement, reconciliation, gender issues – particularly because women, together with children, bear the brunt of war – and youth issues – owing to the increasing number of child soldiers and the disruption that war visits on children.
- c) **Place the affected country on the path of sustainable development** and ensure that it does not relapse into conflict. This requires an examination of the elements of a war economy to determine those which can be usefully incorporated into the post-conflict economy, and those to be eliminated in a way that will not lead to a backlash from the beneficiaries of the war economy.
- d) **Provide opportunities for the affected country to modernize** and to 'leap-frog' into the 21<sup>st</sup> century. PCRDR should not merely seek to re-establish the pre-war infrastructure but should enable a country to benefit from modern infrastructure, information technology etc., to modernize the state, provide it with a modern economy and infrastructure, accelerate development and improve the lives of its people.
- e) PCRDR activities **must be underpinned by the principle of equity and a fair distribution of power and wealth**, otherwise they could contribute to renewed conflict.

15. Minister Zuma stressed that PCRDR must also focus on Disarmament, Demobilization and Reintegration (DDR) of ex-combatants, as well as providing them with new skills. While doing that, we should take advantage and build a new, professional

defense force, and address issues of Security Sector Reform (SSR), so that the defense force respects the separation between state/politics and the armed forces, to avoid future military coups. It should also examine ways in which the defense forces could be used to carry out PCRDR activities.

16 Minister Zuma then posed a second question: At what stage should the PCRDR process begin? The Minister suggested that the timing of the commencement of PCRDR is critical to the rehabilitation of societies emerging from conflict. She observed that:

- a) It may not be useful to wait for the UN definition of peace as the cessation of hostilities. PCRDR should kick in earlier, even during negotiations.
- b) In some cases, women have come together to discuss their views and aspirations of PCRDR, build friendships and develop shared values and national pride that have become building blocks for sustainable peace and reconstruction. Other social groups, such as the youth, can be encouraged to undertake various activities in support of peace.
- c) The key is to identify motive forces and drivers for PCRDR and work with them to underpin the peace process. These drivers may not be the generic forces, in particular the political elites that are always involved, and could include other social forces, such as traditional leaders, religious leaders, women, business people, academics, the judiciary, civil society, international actors, including development agencies, bilateral partners and International Financial Institutions.

17. It is essential to identify who leads and drives the PCRDR process. External leadership has led to the failure of a number of reconstruction processes in the past. For this reason, the reconstruction process needs to be nationally-owned, and local leadership should be supported by the AU, NEPAD and other partners.

18. Minister Zuma then addressed the question of the duration of PCRDR, pointing out that:

- a) PCRDR processes should continue until the danger of relapse into conflict has passed, i.e. until good governance has taken root, infrastructural development is underway and the economy is growing.
- b) PCRDR should translate into a better life for all, which means access to social services, restoration of dignity and addressing issues specific to women, to ensure equal participation.

19. Regarding the question of resources for the implementation of PCRDR, Minister Zuma stressed the importance of first mobilizing national resources and leadership for PCRDR. This should be buttressed by the continent and supported by international development partners. African leadership is critical in the question of resources because international leadership leads to outsiders determining the priorities and pace of reconstruction. In this regard,

- a) **Human Resources** should first be mobilized within the affected countries, then from the continent, and lastly from international partners. If a country has been in conflict for a long time, there will be a critical mass of human resources residing outside the country, and one challenge is how to attract the diaspora back to participate in the reconstruction of their country;

- b) **Financial and material resources** should be sourced nationally first - because every country has some national resources, then continentally and internationally. Looking for international assistance as a first step only perpetuates dependency;
- c) Africa must challenge itself, as a continent, and consider ways of mobilizing resources to enable the continent to undertake the PCRD agenda. This could take the form of **an African Development Fund** to act as a catalyst for accessing resources from development partners;
- d) The tendency has been to look north, to the international financial institutions and bilateral donors, but there is need to diversify and **look at other types of alliance, e.g. South-South cooperation**;
- e) It is also critical to **define the role of the UN**, particularly that of the proposed Peace-building Commission, in PCRD in Africa.

20. In summary, Minister Zuma underscored the need for the AU framework to address root causes, address the effects of war, be sensitive to the needs and aspirations of women and ensure the engagement of women and the youth, and enable an affected country to mobilize the totality of national resources and expand the participation of all segments of society in post-conflict reconstruction and development.

## **SESSION I: OVERVIEW OF POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT**

### **Critical Issues and General Trends**

21. Professor Chaloka Beyani provided an overview of critical issues and general trends relating to PCRD. He began by stating that, from an intellectual perspective, PCRD was relatively new. For this reason, there are few theoretical approaches and models for the reconstruction of the state— and most of these tend to be either econometric, or are focused on ethnically-based analysis. The AU framework should focus on the reconstruction of the state, not the ethnic community, and therefore, there are few models from which to borrow.

22. It is important for Africa that the AU develop a framework for PCRD, because its international partners are already more advanced in this field. A number of bilateral donors met in London in February 2005, to harmonize their approaches to PCRD. It is critical that the AU develop its own agenda, one which sets the terms of the continent's engagement with its partners, points of priority and the role of the AU as well as the other actors in PCRD.

23. The starting point for PCRD should be a regional approach, since conflicts involve regional networks, and reconstruction efforts in one state may displace conflict to a neighbouring country. Regional and sub-regional organizations have already shown an interest in regional conflict complexes, and the AU needs to seize this initiative rather than risk being sidelined by the Regional Economic Communities (RECs). Furthermore, the absence of an AU framework has also led to competition for resources between the AU and the RECs, which distracts from the real issues. Thus, a coherent and systematic continental approach that speaks to sub-regional issues and organizations is an imperative.

24. Regional approaches to conflict resolution must begin by examining the root causes of conflict in a particular region. One example of this approach is the Great Lakes Process, based on the implementation of the Dar es Salaam Declaration on Peace, Security, Democracy and Development in the Great Lakes Region. This process emerged from the realization by all parties that individual country peace processes were not sufficient and that the various conflicts were integrally linked, and hence needed to be addressed within an integrated framework.

25. It is also critical that an AU PCRDR framework set out its objectives; elaborate on the relationship between objectives and the framework for implementing them, and address the “architecture” of states – which forms the foundation for undertaking reconstruction. Key issues that need to be reflected are:

- a) **Architecture of the state:** This refers to the construction of the state within the defined elements of juridical statehood e.g. defined territory or homeland, which confers resources and hence raises the question of access and distribution of such resources. The power to determine who distributes resources and how is crucial and can lead to war or enhance reconstruction.
- b) **Population:** African populations are heterogeneous and policies of exclusion are a major source of conflict. In this case, human rights become critical as standards for measuring governance, peace and security. Such protection moves beyond protection of individuals to minorities and the relationship of these groups to territories. Governance in post-conflict situations must of necessity seek to be inclusive.
- c) **Constitution-making** as an important aspect of the process of state reconstruction. The process must be exhaustive and people-driven, or the constitution risks being rejected by the population. There needs to be an organic link between those negotiating the constitution, and the general populace. Critical to reconstruction is the manner in which the distribution of power and wealth is reflected in the constitution.
- d) **Democracy** as a mechanism for the peaceful transfer of power is not a panacea in itself. The rush to elections in post-conflict situations often can trigger conflict and increase tension, if conditions are not ripe for political competition.
- e) **The nature and system of government** based on human rights, democracy and participation, and including transitional justice. Reconciliation is important, since those who wage conflict see it as a means for securing their own protection, and/or as a means of gaining or keeping control of resources. Transitional justice arrangements enable them to give up their arms with some security guarantees.
- f) **Humanitarian issues**, especially in relation to ex-combatants, IDPs, refugees and victims of violence. It is important to provide alternative livelihoods to those for whom violence was their only skill. Displacement could generate unresolved grievances, if it is not addressed adequately.
- g) **DDR** of former armed elements, which must include retraining in new skills.

- h) **Security Sector Reform** as critical to the creation of effective and professional armed forces. Often reform is taken to mean downsizing, without reflecting on the options available to those who are demobilized. If demobilized soldiers are not integrated, they pose a risk of turning to banditry, mercenarism, or returning to war.
- i) Linking PCRD to **modernization**.

### **Experiences and Lessons Learned by African Expert Organisations**

26 This session reaffirmed the need for an African framework for post-conflict reconstruction and development, and provided an opportunity for representatives from various African expert organizations to reflect on the lessons learned, experiences and general trends of the PCRD debate.

27. Mr. El-Ghassim Wane, Head of the Conflict Management Division in the AU Commission, began by explaining that most of the AU's efforts till now have been taken up by conflict resolution. However, the growing success of these efforts has meant that the organization must now expend more effort on PCRD, and hence the Executive Council took a decision, in Sirte in July 2005, mandating the Commission to develop a framework for PCRD.

28. The AU's experience in PCRD to date has been ad-hoc. These experiences include its involvement in the Comoros, Somalia, and the Sudan – with the establishment of the AU Ministerial Committee on PCR in the Sudan, and its subsequent activities.

29. The AU has also tackled a number of issues related to “structural prevention”, in its efforts to address the root causes of conflicts. These include work in the areas of small arms and light weapons, landmines, and elections, governance and democracy.

30. Dr. Raymonde Agossou, the representative of the AU Commission's Department of Human Resources, Science and Technology, discussed the Commission's involvement in addressing the issue of youth development in post-conflict situations, where youth have missed educational opportunities and need professional training and capacity-building to participate in the reconstruction of their country, as well as psychological rehabilitation.

31. Dr. Berhanu Admassu, the representative from the Inter-African Bureau for Animal Resources (IBAR), explained that IBAR has been involved in conflict resolution in situations of pastoralist conflicts, exacerbated by the proliferation of small arms and light weapons. Some lessons learnt through these interventions include: the importance of local knowledge, the need for broad-based assessments to inform relief and development programming, the benefit of using participatory approaches, the necessity of involving local authorities, and the importance of coordination and long-term commitment on the part of donors.

32. Mr. Thizier Seya, from the African Development Bank (ADB), spoke about the Bank's role in PCRD. Following the approval of new Post-Conflict Policy Guidelines in April 2004, the ADB has created the Post-Conflict Financing Facility (PCFF) to address the needs of countries emerging from conflict that cannot meet the stringent criteria for normal financing. The PCFF facilitates clearance of arrears of eligible post-conflict countries to allow them to reengage with the international donor community for grant and



concessional financing and to qualify for debt reduction under the Heavily Indebted Poor Country (HIPC) initiative. This effort seeks to address the unfair practice where countries emerging from conflict have had to compete for resources with countries at peace. The ADB highlighted the need for closer cooperation between continental and regional organisations working on political solutions, on the one hand, and financing institutions, on the other, to strengthen the peace-building process and prevent relapse into conflict.

### **Experiences and Lessons Learned by International Expert Organizations**

32. The International Office for Migration (IOM) representative, Mr. Mike Pillinger, explained that the IOM implements programmes in a number of post-conflict countries in Africa to support capacity-building of returnees, community revitalization, and to provide emergency assistance to vulnerable populations. Successful transition from conflict requires broad and flexible programmes which quickly support the restoration of a functioning civil society in the immediate post-conflict period. Because significant movements of people occur during the transition period, immediate reintegration assistance needs to be implemented in parallel to return operations. This helps build confidence, ensures that returnee populations will be able to establish new and stable roots and eliminates the possibility of negative migration due to insecurity. Some key elements of successful PCRD programmes are:

- a) teamwork, experience, impartiality and a clear mandate;
- b) a recognized political framework;
- c) a grassroots, bottom-up approach to implementation;
- d) funding availability in advance;
- e) effective partnerships;
- f) a multi-sectoral approach;
- g) support for local capacity building.

33. Ambassador Tim Clarke, head of the European Union (EU) Delegation to the AU, spoke about the EU's involvement in a number of post-conflict reconstruction activities. These can be divided into shorter-term relief, such as rehabilitation of basic infrastructure, mine clearance, social reintegration of refugees and IDPs, and DDR, and longer-term stabilization activities, such as programmes addressing governance and democracy and restoration of productive capacity and other institutional capacities. The EU's Rapid Reaction Mechanism allows it to respond urgently to the needs of countries undergoing severe political instability or suffering from disasters. Key to the success of these activities are: well defined goals, an implementation strategy, synergy and monitoring and evaluation of progress. Some lessons learned in the EU's PCRD interventions include the need for:

- a) synergy between humanitarian assistance, crisis management and long-term development assistance;
- b) flexibility;
- c) simplified decision-making and financing mechanisms;
- d) coherence across programmes and actors;
- e) strategic coordination.

The way forward should involve a common AU/EU agenda, intensified dialogue and more secure funding.

34. Mr. John Ohiorhenuan of the UNDP highlighted four areas for consideration in developing the AU framework:

- a) Enhanced national ownership of short-term assistance in the immediate post-conflict period. Despite limited capacity, national authorities, not external actors, should be in charge of the post-conflict needs assessment;
- b) Building national capacities for long-term implementation. External intervention is of limited duration, and can in fact compromise longer-term domestic capacity for implementation;
- c) Establishing capacity for sustained socio-economic recovery. International PCRD programmes often focus on certain key areas like DDR and humanitarian assistance, while neglecting the capacities of key line ministries, parliament and other institutions that will need to sustain peace;
- d) "Infrastructure for peace," which is vital to the success of PCRD. Consensus-building mechanisms are destroyed by conflict and need to be rebuilt. A lot of international support goes to physical infrastructure, but not to peace infrastructure.

35. The UNHCR representative, Mr. Befekadu Berhanu, indicated that there were more than 18 million refugees, IDPs and other persons of concern to UNHCR in Africa, and that many of the displaced populations remain in the protracted refugee category because PCRD programmes fail to address the root causes of conflict. More than half of the countries of Africa have experienced violent conflict in the last 15 years, with dire humanitarian consequences for civilian populations. PCRD programmes should seek to harness the productive capacity of displaced populations for the reconstruction process. The launch of the AU, NEPAD and the continental peace and security architecture provide momentum for Africa's regeneration, upon which the continental framework for PCRD can build. The framework must be based upon an integrated strategic approach, linking humanitarian assistance, recovery, reconstruction and development through integrated coordination mechanisms at the national and regional levels. It should also utilize and build up local capacity and should receive coordinated international support.

36. Mr. Bernard Harborne of the World Bank stated that the Bank has approximately US\$6.6 billion in loans and projects in African post-conflict countries. Four key areas were raised: first, aid resourcing, and the importance of mobilizing domestic resources for PCRD; second, transforming a war economy into a peacetime one, and reversing the trend of negative economic growth during conflicts; third, the need for a security framework for post-conflict countries; and fourth, the need for coordination and harmonization of actors and programmes, especially through joint needs assessments, result matrices and multi-donor trust funds. The AU could play a key role in ensuring that political dialogue continues after a peace agreement is signed, promoting national ownership of PCRD, providing oversight for PCRD programmes, and creating a roster of qualified African personnel for PCRD programmes, to ensure the use of local expertise.

37. Ms. Helen Bekele, the representative of the World Food Programme (WFP) spoke of the guidelines being developed for transition situations. The WFP is engaged in relief (emergency and protracted) and development activities, with an emphasis on the link between the two.

## **DISCUSSION**

38. A number of key themes emerged from discussions of issues raised during the opening and first session. Participants:

- a) underlined the need for national and local ownership of PCRD programmes, and for coordination amongst development partners;
- b) underscored the importance of local ownership by beneficiaries of PCRD, and gave as an example the participation of the Sudan in shaping and financing the post-conflict reconstruction of the country to the tune of more than 50% (US\$ 5.5 billion out of 8.5 billion pledged), where national resources, in the form of future oil revenues, were mobilized for post-conflict reconstruction;
- c) emphasised the need to address the root causes of conflict, and to involve the beneficiaries of PCRD programmes in their design and implementation, in particular the role of external interference, poor governance and natural resources in provoking or exacerbating conflicts;
- d) agreed that the criteria for loans from international financial institutions tend to disqualify post-conflict countries, and called for those criteria to be reviewed to ensure accessibility to resources;
- e) called on African financial institutions to assist post-conflict recovery;
- f) emphasized the need to coordinate the activities of the AU and the RECs.

## **SESSION II: ELEMENTS OF POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT**

### **Humanitarian needs during the transition from conflict to sustainable peace**

39. The UNHCR Representative, Mr. Ngandu Ilunga, noted that although the international community has come a long way in terms of responding to post conflict situations, a major lesson to have emerged is that sustainable peace can only be guaranteed by an integrated approach that addresses all dimensions of life, including humanitarian, political and socio-economic. If any element is missing, the peace process can collapse.

40. He noted that, among the most urgent needs in post-conflict situations is the return of displaced populations, particularly refugees, to their homes. In the near future approximately 2 million refugees and 5 million IDPs are expected to begin returning home, thanks to ongoing peace processes, yet there is not enough funding for UNHCR and other agencies to support their return. Currently, only about 40% of the necessary resources are available. The international community needs to appreciate that peace is costly, and it should be ready to bear the costs.

41. Some pressing needs of populations during post-conflict situations are :

- a) Security and protection of the affected population, which requires the restoration of civil authorities and law and order.
- b) Immediate assistance for returnees upon return, for 18-24 months, while they re-establish their livelihoods. Donors need to fast-track funding for these needs.

- c) Rehabilitation of basic infrastructure, which should begin in the emergency phase.
- d) Community-based rehabilitation programmes that benefit all affected populations, rather than pursuing specific and separate mandates that deal with different categories such as ex-combatants, host communities, IDPs, refugees, etc. to the exclusion of civilian local populations.

42. Mr. Illunga concluded with the following recommendations for successful PCRDR:

- a) During peace negotiations, it is vital to include the security and reconciliation needs of the affected populations in the agreement. Often, the focus is on political and military perspectives without taking into account the human dimension.
- b) There should be greater cohesion and integration among partners involved in PCRDR. The joint needs assessment and joint budgeting in the Sudan is an example that should become a standard requirement in every situation.
- c) In order to stabilize populations, some sectors, particularly those relating to humanitarian needs, need to be fast-tracked. For this reason, funding should be flexible and readily available.
- d) National human resources, including skilled members of the diaspora and skilled refugees, should be identified and utilized.
- e) Skills of affected populations should be developed while they are still in exile, in preparation for their eventual return.

43. Complementing this presentation, Mr. Nicolas Bwakira, the Representative from the African Humanitarian Action emphasized the need for African ownership of PCRDR processes and urged that it constitute a key rule of engagement. This ownership should be understood to include civil society as well as government. Very often, local African NGOs are totally ignored during peace processes and during PCRDR, while international NGOs flood such situations and dictate the rules of the game.

44. He strongly urged the use of using local NGOs in PCRDR processes because:

- a) LNGOs have local knowledge and expertise.
- b) LNOs remain in the affected country for the long-run to sustain activities.
- c) LNGOs cost much less than international NGOs, and
- d) using local NGOs builds local capacity.

45. In the past the international community has applied double standards in relation to Africa in terms of the speed of intervention and amount of resources mobilized. Africa must address this question of inequity in a firm and frank manner with the international community.

#### **Governance in Transition and Post-Conflict Situations**

46. The UNDP representative, Mr. John Ohiorhenuan, indicated six key lessons learned in reconstituting public institutions in post-conflict situations for sustainable peace:

- a) (Re-)establishing consensus of governance. Pre-conflict public institutions are often perceived to favour one group over another, or to be subject to sectarian influence. PCRDR must therefore seek to re-establish the

consensus of governance. Consensus can be established through the process of constitution-making and adoption. The emergence of lasting consensus can take several years, but this process has the value of re-engaging the population irrespective of the model of governance that emerges.

- b) Creating credible transitional public institutions which can ensure rule of law and deliver basic public services. To address this gap, the AU could send African experts to support the country emerging from conflict. Where possible, regional and international peacekeeping efforts should employ local staff, including from the diaspora.
- c) Rebuilding process skills, such as mediation, negotiation and building consensus, which were destroyed during the conflict. Such skills are key to transformation of leadership.
- d) Reconstituting civic associations.
- e) Decentralization of government. Public institutions will not perform well and civil society cannot flourish if the government is overly centralized. Dispersal of key government functions to the local level allows greater participation and reduces the stakes in the contest for power.
- f) Establishing a secure civic space and ensuring that it is not dominated by spoilers. One way of doing this is to change the behaviour of those that want to continue to dominate the space, and encourage the re-emergence of civil life.

## **DISCUSSION**

47. A number of important issues were raised during the ensuing discussion.

- a) PCRDR should bring cohesion, coherence and an integrated approach, from the very beginning of the needs assessment, as in South Sudan, with a multidisciplinary, multi-stakeholder team working jointly.
- b) In addition to reiterating the importance of coherence and coordination among actors and programmes, participants stressed the need to address the various elements of PCRDR simultaneously.
- c) The AU should engage international partners to establish a special trust fund to harness the skills and capacities of refugees and the diaspora.
- d) Participants discussed whether targeting certain groups, such as ex-combatants, in early post-conflict stages, constituted a necessary measure to ensure sustainable peace or discrimination.
- e) The shortage of resources for reintegration, resettlement and rehabilitation of displaced populations should be addressed urgently by the AU, to prevent PCRDR processes from failing.
- f) While the World Bank and EU have resources available, the actual disbursement of funds is difficult and slow. Participants recommended that donors review disbursement procedures to make them more flexible.
- g) Participants reiterated the need to use local NGOs, and gave an example of how the AU has donated USD 150,000 to the Uganda Red Cross. It was also

proposed that local NGOs be invited to meetings such as this to share their experiences in PCRDR.

- h) Capacity-building should begin at the relief and humanitarian phases of the reconstruction process.
- i) The issue of sequencing was also raised, given that any PCRDR situation has a myriad urgent needs ranging from humanitarian, peacekeeping, and reintegration challenges that need attention. The AU framework could provide guidance to the issue.

### **DDR and Security Sector Reform (SSR) in Post-Conflict situations**

48. This presentation was made by Mr. Maximo Halty, a representative of the UN Secretariat based in the Sudan, and urged the need for an integrated approach that links DDR, Security Sector Reform (SSR) and community security. DDR interventions should focus both on ex-combatants and on communities simultaneously. Because the ultimate goal of DDR programmes is to enhance security for all, and because its intended beneficiaries are in fact non-combatants, DDR programmes should be informed by, and seek to address, the security needs of the community as a whole.

49. He noted that it is important to remember that every conflict situation is *sui generis*, and while DDR programmes should incorporate lessons learnt from previous experience, they must be tailored to the specific needs of each post-conflict country. He suggested that not all post-conflict situations call for DDR programmes, and that DDR should be carried out once only to avoid creating incentives for people to pick up arms. DDR should be nationally-owned, and should include a broader range of stakeholders than just government.

50. The success of DDR programmes lies in their ability to reintegrate ex-combatants socio-economically so that they become stakeholders in the peace process. DDR should in fact be RDD, since reintegration is the only way to ensure genuine disarmament.

51. Since DDR is a component of SSR, it should be incorporated into a broader strategy that also includes demilitarization.

### **Justice, Human Rights and Reconciliation in Transition and Post-Conflict Situations**

52. There were two presentations on justice, human rights, and reconciliation in transition and post-conflict situations. The first was made by Commissioner Babana from the African Commission on Human and Peoples' Rights (ACHPR), and the second by Mr. Ibrahim Wani, a representative of the UN High Commission for Human Rights.

53. The first presentation emphasized that conflicts contribute to violations of human rights, therefore the human rights dimension must be integrated into the AU's PCRDR framework. Every country in Africa has ratified the African Charter on Human and Peoples' Rights, and the African Commission for Human and Peoples' Rights has been involved in post-conflict reconciliation processes. For example, in Rwanda, the Commission sent several delegations to assist with the functioning of the traditional *gacaca* courts, the rights of prisoners, and other issues. However, the Commission faces material constraints, such as under-funding and human resource shortages, and political constraints, such as less than full cooperation by Member States, in carrying out these tasks.

54. The second presentation focused on the inter-relationship between human rights and post-conflict reconstruction, emphasizing the centrality of human rights to any PCRD strategy. This relevance emanates from five areas:

- a) Human rights abuses can trigger or perpetuate conflicts owing to policies of marginalization, identity-based discrimination, and perceptions of injustice.
- b) African conflicts are characterised by serious violations of human rights, which result in trauma, distrust of government authorities and inter-communal mistrust.
- c) Environments in conflict and in transition from conflict are generally fluid, marked by lawlessness and power imbalances, and could encourage human rights violations.
- d) PCR situations are marked by the uneasy co-existence between combatants, perpetrators and victims – leading to fear and fragility.
- e) PCR situations are marked by institutional breakdown and collapse of law and order and normative frameworks. The judiciary, police and prisons are either non-existent or are incapable of playing the critical role of mediation that is required.

55. The presentation highlighted that PCRD strategy should guide intervention in the following six areas:

- a) The protection of populations given the prevalent fear and vulnerability of various groups. The UN integrated mission has always had a mandate to protect, because it is impossible to depend on the state to provide protection. Either the state lacks capacity or it is not sufficiently trusted by all segments of society.
- b) The creation of a normative framework (policy and legal) incorporating human rights to guarantee protection.
- c) The need for institution building in the medium and long-term. This should also go hand in hand with training to ensure that institutions are professionalized to ensure stability.
- d) Education and training, including civic education towards respect for human rights in schools and other institutions.
- e) Ensure CSOs play a key role in the implementation and protection of human rights.
- f) Accountability and transitional justice – the challenge is the tension between government being made up of people enjoying impunity and the need for accountability and justice. Without both accountability and reconciliation there is no deterrence against future misconduct and there will be no confidence in the government.

## **DISCUSSION**

56. The ensuing discussion addressed a number of issues, including:

- a) The root causes of conflict must be addressed by PCRD if peace is to be sustainable. A few discontented elements can destroy an entire peace process, so incentives for peace are extremely important, to woo potential spoilers.

- b) While the possibility of using the stick rather than the carrot was raised in the context of DDR programmes, participants expressed a general preference for using incentives over coercion, wherever possible.
- c) Participants emphasized the need to legitimize state institutions and create a professional armed force during SSR.
- d) Although the need for international assistance was recognised, the issue of who “guards the guards” was raised, with particular reference to peacekeepers. The need for a code of conduct, in the form of a mechanism for close observation of the conduct of peacekeepers as an essential element for PCRD.
- e) Some of the challenges facing DDR programmes relate to the difficulty of implementing such programmes when there are forces operating outside the control of signatories to a peace agreement.
- f) Participants made a link between DDR processes in terms of demobilization and rehabilitation packages for ex-combatants, and projects for the communities to which the ex-combatants return.
- g) The debate addressed whether DDR is a process or event, and the participants emphasized the importance of clarifying what DDDR is as well as its scope in PCRD situations.
- h) In terms of implementation, the role of political will, trust and confidence were highlighted as key to the successful implementation of DDDR. The case of Congo Brazzaville was cited, where there has been a four-step process including: the signing of a peace agreement between the combatants; disarmament of combatants; providing the combatants with a livelihood; and instituting a government of national unity. However, even here, there have been challenges because not all combatants have been taken care of.
- i) Discussions underscored the possible contradiction between the imperatives of justice and integration in a post-conflict setting, depending on the context.
- j) Participants cautioned against labeling African states as failed states and the growing debate, at the international level, on the use of the trusteeship model for PCRD. It was emphasized that whatever government was put in place after a conflict, if chosen by nationals of that country, should be accepted and reinforced by the international community.
- g) It was also noted that building the capacity and legitimacy of a new government takes time and, therefore, all stakeholders should be involved in supporting such an objective.
- k) The value of AU leadership was reinforced in view of the power vacuum that follows a conflict, and the reality that, if the AU does not show leadership, then other actors may seize the opportunity.
- l) Participants cautioned that the AU framework should be sensitive to the reality that not all conflicts are ended by a peace agreement. In some cases, one group could emerge victorious in a conflict situation and hence determine the terms of the peace. The AU template should provide guidance even in such cases.

### **Socio-economic recovery in countries emerging from conflict**

57. Four presentations were made in this session by the UNECA, NEPAD, World Bank and CSIR (Council for Scientific and Industrial Research).



58. The UNECA presentation, given by Mr. Eltigani Ateem emphasized that socio-economic recovery was one of the conditions for effective PCRDR, along with a cease fire; security and order; good governance; and rule of law.

59. He outlined five core elements of socio-economic recovery, namely: provision of humanitarian assistance; repatriation, resettlement, rehabilitation and reintegration of refugees, IDPs and ex-combatants; restoration of physical infrastructure (important to short-term relief and long-term recovery); provision of social services (health, education); and jump-starting the economy (livelihood creation, micro-finance, youth programmes, food-for-work/school, support for the local and regional business community, public-private sector partnerships).

60. Some of the lessons for repatriation and reintegration of refugees and IDPs he raised include:

- a) Need to link local, national and international programmes;
- b) Link humanitarian programmes to long-term development programmes;
- c) Address key concerns such as security, de-mining, relief, shelter and reunification of families;
- d) Need to engage civil society.

61. He concluded that reintegration programmes should be led by the national government, with development partners providing organizational capacity, planning support and resource mobilization. Successful socio-economic recovery programmes require: a political mandate, resources, coordination of partners and effective linkages through the different sectors and phases.

62. The NEPAD presentation, given by Mr. Cunningham Ngcukana, emphasized some of the key issues in the implementation of socio-economic programmes of PCRDR:

- a) uniqueness vs universality of conflicts,
- b) regional conflict systems,
- c) simultaneous, integrated programming,
- d) strategic coherence,
- e) local ownership with external support,
- f) aid harmonization,
- g) synchronizing delivery and absorption.

63. He outlined that NEPAD's role in PCRDR can include activities such as policy advocacy; monitoring and evaluation; knowledge generation and management; support to RECs and Member States; and resource mobilisation.

64. Mr. Ngcukana also identified other actors involved in the implementation of PCRDR, including RECs, Member States, the private sector, civil society, and external partners.

65. The World Bank presentation, by Bernard Harborne, indicated that aid in post-conflict societies follows a cycle of diminishing returns. The aid flows in, GDP grows, aid as a percentage of GDP declines, and then the GDP growth rate declines. Early investments should flow to the sectors that would benefit first, which include telecommunications and transport, while water and energy come only in a second stage. Wild inflation and low levels of trade during a conflict contribute to poverty and hamper

development, though growth tends to take off in the immediate post-conflict period.. Military expenditure as a percentage of total government expenditure should be reduced after a conflict, and social spending should increase.

66. The CSIR presentation, given by Sybert Liebenberg, focused on the role played by natural resources in fuelling armed conflicts in Africa. To break the link – viewed as the “DNA of conflict” - between resources and conflict, the model of developmental peace missions was proposed, based on systems analysis of conflict situations. Systems analysis can isolate those structural causes of a conflict that are most sensitive to pressure, so that actors engaged in conflict resolution or PCRDR can leverage them effectively to create the conditions for peace.

67. Mr. Liebenberg argued that current peacekeeping operations are unable to dismantle war economies, because they are simply superimposed on these systems, which leads to sustained or renewed conflict. Developmental peacekeeping would be a systems-based approach that addresses the structural causes of conflict and compresses the time lapse between peacekeeping and peacebuilding. This requires strategic analysis, a continental framework for PCRDR, integration of development goals into peace mission planning, and integration of civilian capacity in PCRDR.

68. The strategic imperatives for PCRDR include political and economic assessment; technical support; coherent strategy, policy and implementation; and rapid deployment.

## **DISCUSSION**

69. The discussion of socio-economic recovery programmes revolved around the following key themes:

- a) The importance of following a multi-sectoral approach to address socio-economic reforms in all sectors, with a clear plan and clearly assigned roles for all parties, internal and external, was stressed, along with the importance of emphasizing the role of grassroots or community participation.
- b) It was suggested that refugee and IDP repatriation should not be an indicator of success; rather, successful reestablishment of livelihoods in their places of origin should be the benchmark against which success is measured.
- c) It was noted that while harnessing the capacity of diaspora populations is desirable in post-conflict countries, it is extremely difficult to pay them wages equivalent to what they would earn abroad.
- d) A high level of unemployment among large populations of youth was singled out as a major contributing factor to conflict.
- e) The AU framework should also address the problem of external interests in natural resources so that they do not trigger further conflict. NEPAD could contribute toward improved governance of natural resources.
- f) The question of the starting point for PCRDR was once again raised, with the participants suggesting that it should begin before a peace agreement is signed.
- g) It was once again suggested that the AU establish a post-conflict recovery trust fund. It was also suggested that the separation between funding for relief and for development is an artificial one, and should be reconsidered by donors.
- h) A wealth-sharing agreement, along the lines of that of the Comprehensive Peace Agreement in the Sudan, can help to ensure that natural resources be mobilized for development, rather than conflict. Initiatives such as the Kimberley

Process of diamond certification and the Extractive Industries Transparency Initiative (EITI) are beneficial, but they are voluntary.

- i) Participants expressed concern that a false dichotomy be made between immediate emergency relief and long-term development, though they agreed that these two needs can sometimes appear to be contradictory.

### **Gender and Post-Conflict Reconstruction**

70. There were three presentations on gender and post-conflict reconstruction, by the Dr. Winnie Byanyima of the AU Department of Women, Gender and Development; Ms. Hodan Addou of UNIFEM; and Thandi Modise of South African Women in Dialogue (SAWID). All of the presentations emphasized that women suffer disproportionately from the effects of conflict and violence. They are the victims of sexual violence, join armed groups, are abducted into sexual slavery, and bear the burden of caring for the sick and wounded. Women (and girls) often form a significant proportion of armed combatants, yet they are usually neglected during DDR processes.

71. The presenters recalled that, since the late 1990s, inter-governmental organizations such as the EU, UN and AU have adopted policies directed specifically at the situation of women and girls in conflict, and to mainstream gender. UN General Assembly Resolution 1325 on Women, Peace and Security, the Protocol to the African Charter for Human and Peoples' Rights on the Rights of Women in Africa, and the Solemn Declaration on Gender Equality in Africa are among the instruments that deal with the question of gender and conflict. Yet PCRDR interventions tend to be gender blind, and the theory and practice of conflict management remain resistant to incorporating gender issues.

72. The speakers highlighted the disjuncture between AU commitments to gender mainstreaming and AU actions on the ground which, they argued, can be attributed to the following factors:

- a) The favoured approach to conflict resolution in Africa is to bring parties together to reframe the conflict as a shared problem with mutually acceptable solutions. This approach addresses questions of power and wealth-sharing, but power relations attributed to the so-called domestic or private sphere are ignored.
- b) Traditional approaches to conflict resolution, favoured in Africa, are based on gender inequalities. Women are sometimes included as a category in peace negotiations, but issues of identity and gender are not addressed.
- c) The economic efficiency argument, which has brought about awareness of gender in development policy, is not applied to conflict management and security. Women are important in peace-building at the local level, but not in peace negotiations at the national or international level.
- d) The success of a conflict intervention is defined in highly subjective terms, such as the neutrality of the mediator and distribution of power between the parties. In conflict management, the domestic or private sphere is rendered invisible and therefore is regarded as non-political.
- e) Women are traditionally associated with patience and life-sustaining values, hence they are not associated with conflict.

73. Key gender issues to consider in a PCRDR framework include:

- a) Ambivalent nature of conflict for many women. While they suffer disproportionately, they also gain freedom and challenge gender stereotypes in conflict situations, creating a tension between victimisation and empowerment.
- b) The impact of gender roles on conflict management and resolution. Traditional mechanisms are based on “traditional stereotypes” of masculinity and femininity (which are often invented, rather than traditional), and culture often serves as an excuse to maintain gender inequalities.
- c) The weakness of public and social institutions in countries emerging from conflict. Thus PCRDR can provide an opportunity for social transformation of public institutions to better reflect the interests of women.

74. A gender responsive PCRDR framework should address:

- a) Security concerns: Security of women should be included in SSR, with greater representation of women in security forces, and special protection for vulnerable groups (the youth, the elderly); within the rule of law, gender should be explicitly addressed, including exclusion and impunity, and the prevention of sexual violence against women.
- b) Economic concerns: PCRDR should support and build upon economic gains made by women during conflict. The issues of land, property and inheritance rights are key, especially for widows and returnee women, and women must be included in skills training.
- c) Political concerns: Participation of women in the political sphere.

75. Among the key recommendations made on gender and post-conflict reconstruction was the need to incorporate women in fact-finding missions, and for these missions to also focus on gender issues; adopt gender policy guidelines; involve civil society in PCRDR; develop a gender and conflict transformation manual; and include gender analysis and gender-sensitive budgeting in PCRDR programmes.

76. While the AU has made commitments to 50/50 gender representation, it has yet to translate this commitment into reality. The AU should develop a peacekeeping curriculum that includes gender issues and increase the number of women serving on peacekeeping missions. Peace must be defined in a way that includes gender equality, and democracy should extend beyond the right to vote to ensure that women are empowered to contest political office.

## **DISCUSSION**

77. The discussion of gender and PCRDR covered the following areas:

- a) There should be a political decision to include gender issues in every single programme. Often the excuse is that gender is integrated as a cross-cutting issue, but in fact it requires explicit, separate attention and funding.
- b) The PCRDR framework should include plans for implementation of gender-related commitments, to ensure it has the desired impact.
- c) Gender mainstreaming within the Department for Peace and Security is crucial, and benchmarks should be developed to monitor progress.
- d) The training of peace keepers on gender issues is also important.

- e) PCRDR provides an opportunity to establish new cultural and gender norms. While some progress has been made in the area of gender mainstreaming and improving the participation of women, much remains to be done.

### **SESSION III: TOWARDS AN AU FRAMEWORK FOR POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT**

78. The chair of the session noted that the purpose of the Brainstorming Retreat was to examine the elements of a framework for PCRDR, and to begin to formulate a way forward. A participatory process involving input from all stakeholders from the onset is very important for ownership.

79. The rapporteurs presentation was made by SaferAfrica, and focused on the principles emerging from the deliberations that should be reflected in the AU framework for post-conflict reconstruction.

#### **Guiding Principles for an AU framework for PCRDR**

80. During the discussions, participants underscored a number of principles that should be reflected in the content of an AU framework for PCRDR, and in the implementation of reconstruction activities in affected countries. Key amongst these principles were the following:

#### **81 African Leadership**

- a) PCRDR is first and foremost a political rather than a technical process- therefore the AU and other political principals in Africa should guide the policy formulation process. Member states could constitute a supporting mechanism to the AU to maintain the momentum towards an African PCRDR.
- b) Post-conflict reconstruction should be viewed and used as a tool to consolidate peace and prevent the relapse of post-war countries into renewed violence, and as an opportunity for the reconstitution and modernization of the affected state.
- c) The AU framework should be guided by African definitions and perceptions of their own needs and aspirations.
- d) Human security should form the basis for the African PCRDR framework.

#### **82. Local ownership in the affected states**

- a) Local ownership is critical in leading all aspects of PCRDR, from assessment to implementation and evaluation.
- b) Local actors should determine the priorities (uniqueness) and drive the PCRDR process, without de-legitimizing government.
- c) Given the complexity of post-conflict reconstruction initiatives, there is a strong need to develop a comprehensive agenda for PCRDR as well as an agreed framework for its implementation, which should be adaptable to difference situations; outline the roles and responsibilities of different actors; highlight key activities for consolidation of peace; elaborate on standards of application; and provide benchmarks for measuring performance.

#### **83. Need to build capacity for PCRDR**

- a) Most PCRD situations are characterized by limited domestic capacity at all levels. In view of this, the framework should consciously provide for the building of local capacity – beginning with the state, local and civic institutions.
- b) The framework should pay special attention to youth because building their capacity enhances the strategic development of the state.
- c) The framework should provide guidance on the modalities of international engagement in building local capacity – from the humanitarian to the development phases.
- d) The framework should provide for leveraging of African capacity behind countries emerging from conflict. This includes local expertise, regional and continental expertise, and Africans in the diaspora.

**84. *Resource mobilization for PCRD***

- a) National resource mobilization should form the basis of PCRD because all countries, irrespective of status, have some national resources.
- b) The framework should provide for the building of other, complementary alliances for resource mobilization e.g. the South-South cooperation.
- c) The framework should provide for the establishment of an African PCRD fund.
- d) Donors should be encouraged to simplify the procedures, and reduce barriers to accessing resources, and ensure early availability and quick disbursement of funds to those countries emerging from conflict.
- e) Donors should be encouraged to translate their pledges and commitments into concrete support without delay.

**85. *Breaking the cycle of violence***

- a) A PCRD framework should simultaneously address multiple issues including the root causes of conflict; deal with the ravages of war; place the country firmly on the path to sustainable development, and provide an opportunity for countries to modernize.
- b) It is crucial to identify both economic and political incentives for peace, which entails a systematic approach and strategy for dealing with war economies.
- c) The principle of equity and fairness in the distribution of power and wealth must be applied throughout the process of PCRD.
- d) The PCRD framework should incorporate regional approaches to the consolidation of peace and improved coordination between the AU and regional organizations on PCRD. Such a regional approach should begin by examining the root causes of conflict in a particular region.

**86. *Coordination and synergy of actors***

- a) The framework should ensure coherence, foster collaboration between organizations, provide for strategic coordination, common understanding of PCRD challenges and expectations, especially between actors within the affected countries, but also between the local, regional, continental and international actors.
- b) The AU Framework should elaborate a mechanism for integrated planning of policy and operations, budgeting, as well as mobilization and allocation of resources; and implementation and evaluation of PCRD

- c) Need to have women involved at all levels of conceptualizing and implementing all aspects of PCRDR.

**87. Gender (conflicts are not gender blind, neither should the solutions be)**

The PCRDR framework should:

- a) Recognize and support the opportunities for the empowerment of women, and the transformation of society in regard to the redistribution of power and resources.
- b) Provide for measures to ensure the participation of women in all processes of conflict prevention, management, resolution and PCRDR.
- c) Reflect zero tolerance for sexual violence and exploitation of women and girls during peace support operations (PSOs).
- d) Provide for gender analysis in needs assessments from the onset of PCRDR.
- e) Provide for benchmarks and indicators to assess the impact of PCRDR policies and programmes on gender equity.
- f) Encompass all international and continental instruments that guarantee the protection and improvement to the status of women.
- g) Provide for the allocation of resources for gender programmes and activities.

**DISCUSSION**

88. The discussion that followed spanned a range of issues including the principles that should underpin an AU framework, constitutive elements of such a framework and suggestions for the way forward towards the generation of the envisaged framework. Key issues raised included:

- a) Truth and reconciliation: a number of participants stressed the importance of reconciliation to achieving sustainable peace.
- b) While “bricks and mortar” issues like infrastructure are resource-intensive, there are softer issues that African states can address with limited resources, such as reconciliation or building process skills (eg. negotiation/mediation).
- c) The importance of implementing quick impact projects, and to be seen to be acting, on the ground, in ways that bring tangible improvements to people’s lives.
- d) The importance of ensuring that Africa be at the centre of the UN reform process and the unpacking of the Secretary General’s proposal for a peace-building commission, since the majority of conflicts are in Africa.
- e) Resource mobilization: to the AU should work to ensure a paradigm shift on the kind of support that is necessary for PCRDR in Africa – assistance which is responsive to the needs on the ground--and participants urged the AU to lead in engineering this paradigm shift. The AU should engage the international donor community on what PCRDR support should look like, and should set an African agenda regarding donor engagement with post-conflict countries.
- f) Basing PCRDR on sound information, such as impact assessments from previous programmes. The EU and other partners can share this kind of information with the AU. In addition to information-sharing, the EU, AU and UN should share agendas, or develop a common agenda, so that problems can be addressed and resolved quickly and professionally.
- g) Viewing PCRDR as part of a continuum that stretches from early warning and conflict prevention, through conflict management to PCRDR, and the framework

should analyse the problems/failures of conflict prevention efforts to inform in the post-conflict measures.

- h) The ADB as a coordination instrument for the management of resources put at the disposal of the continent in its quest for development. In the context of debt cancellation, these extra resources should be coordinated and the ADB could play a role in that area.
- i) The reconstruction of state capacity as the basis of PCRDR. Issues of national ownership, etc. are meaningless except in the context of a state that can exercise effective power.
- j) A database of African expertise on PCRDR. This would be useful to the AU and to affected states, and would improve African ownership of the PCRDR process.
- k) The inclusion, in the framework, of a matrix of activities to be undertaken. This would allow implementation of activities to be closely monitored and evaluated. African indigenous mechanisms should also be documented and officially recognised by the UN.
- l) Continuity and sequencing of activities in post war countries, as part of the framework for PCRDR.

89. All development partners involved in the meeting – namely UN agencies, the World Bank, EU and ADB, pledged their support, and sought to remain engaged with the process of unpacking and implementing PCRDR in Africa.

90. SaferAfrica should continue to associate, cooperate with, and support, the AU in the unpacking of the PCRDR agenda.

91. In the ensuing general discussion, a set of group recommendations emerged in regards to institutional arrangements; the manner in which African political and intellectual forces could be harnessed behind the effort towards an African PCRDR framework; and the way forward on continuing this discussion. The recommendations included:

- a) Since political ownership of the PCRDR must remain in Africa, it is important to sustain political will of Member States in support of the AU PCRDR framework as it emerges and is implemented. Member States of the AU therefore should mobilize the issue of PCRDR in support of AU action.
- b) A dialogue and consultative process should be commenced at the AU level on issues such as coordination, partnership, identification of local, continental and international resources to be used in PCRDR efforts in Africa, identification of capacity building needs to stakeholders that must implement PCRDR activities; and other issues ensuring coherence and integration in the approach to PCRDR.
- c) A recommendation was made to deepen dialogue with the EU and other development partners – and perhaps to create task forces to assess PCRDR as a basis for rectifying mistakes and sharing a common agenda in order to allow institutions to address issues with speed.
- d) It was recommended that the report of the two-day meeting be given some authority by the participants to be used as reference document to inform other stakeholders, in particular development partners, of the emerging African vision of PCRDR.
- e) The meeting encouraged SaferAfrica to continue facilitation and support to the AU Brainstorming Retreat sessions on the African Peace and Security Agenda.



## **SESSION IV: CLOSING**

### **Way Forward**

92. The Commissioner for Peace and Security outlined the following process for developing the AU framework for PCRD:

- a) First, the Commission shall redraft the concept paper with the recommendations emerging out of the PRC Retreat.
- b) The Commission shall work with experts, RECs and partners to do preparatory work before an experts meeting on PCRD.
- c) The Commission shall convene a continental experts meeting to discuss a draft document (framework); which would then be formally submitted to the Council of Ministers.
- d) South Africa, as chair of the Peace and Security Council for the month of September, will try to focus the agenda on PCRD

### **Conclusion**

93. The meeting concluded with a vote of thanks to the AU Commission for having secured this meeting, to the Government of South Africa for hosting the event and leading in action, and to SaferAfrica for its technical and financial support in facilitating the meeting.

94. The meeting adjourned at 17.30 on September 5<sup>th</sup>, 2006.

2005

# Post-Conflict Reconstruction and Development (PCRD) in Africa

African Union Commission

Peace and Security

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