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**REPORT OF THE COMMISSION ON THE ESTABLISHMENT  
OF AN AFRICAN UNION CENTRE FOR POST CONFLICT  
RECONSTRUCTION AND DEVELOPMENT**

## REPORT OF THE COMMISSION ON THE ESTABLISHMENT OF AN AFRICAN UNION CENTRE FOR POST CONFLICT RECONSTRUCTION AND DEVELOPMENT

### I. INTRODUCTION

1. At its 16<sup>th</sup> Ordinary Session held in Addis Ababa, from 30 to 31 January 2011, the Assembly of the Union adopted decision Assembly/AU/Dec.351(XVI) on the Establishment of an African Union Centre for Post-Conflict Reconstruction and Development (AUC-PCRD). In that decision, the Assembly *inter alia*:

- i) welcomed the proposal of the Arab Republic of Egypt to establish the AUC-PCRD; and
- ii) requested the Commission, in collaboration with the Government of Egypt, to undertake a study on the objectives, structure, financial implication, and the location of the proposed Centre, and to report to the Assembly.

2. This report is submitted in fulfilment of the above-mentioned decision of the Assembly. It first provides an update on the implementation of the AU Post-Conflict Reconstruction and Development (PCRD) Policy, and then focuses on the proposal by the Government of Egypt, taking into account the views gathered throughout the consultations undertaken by the Commission with a wide range of stakeholders. The report concludes with recommendations on the way forward.

### II. BACKGROUND ON THE AU-PCRD POLICY AND ITS IMPLEMENTATION

3. At its 9<sup>th</sup> Ordinary Session held in Banjul, The Gambia, from 25 June to 29 July 2006, the Executive Council adopted decision EX.CL/Dec.302 (IX) on the AU-PCRD Policy Framework [Document DOC.EX.CL/274 (IX)]. In that decision, the Executive Council, *inter alia*, endorsed the PCRD Policy Framework, and requested the Commission, in collaboration with the Regional Economic Communities (RECs), relevant United Nations (UN) agencies and other institutions and African Non-Governmental Organizations (NGOs), to take all the necessary steps for the effective implementation of the Policy Framework, including the development of operational guidelines for its adaptation at regional and national levels, the development of a database of African experts on PCRD, to be placed at the disposal of countries emerging from conflict, the mobilization of the resources required and the enhancement of African capacity, including the use of AU Volunteers (AUVs), and the strengthening of the capacity of relevant African NGOs to address post-conflict issues. The Executive Council decided that an AU Standing Multi-dimensional Committee (SMC) shall be established to provide political support and mobilize all the necessary and available resources for the implementation of the Policy Framework, and that this Standing Committee shall interface with the UN Peace-building Commission.

4. The AU-PCRD Policy is intended to serve as a guide for the development of comprehensive policies and strategies that seek to consolidate peace, promote sustainable development and pave the way for growth and regeneration in countries and regions emerging from conflict. Given the peculiarities of each conflict situation, this Policy is conceived as a flexible template that can be adapted to, and assist, affected regions and countries in their endeavors towards reconstruction, security and growth. The objective is to improve timeliness, effectiveness and coordination of activities in post-conflict countries and to lay the foundation for social justice and sustainable peace, in line with Africa's vision of renewal and growth. The Policy is, therefore, conceived as a tool to: a) consolidate peace and prevent relapse of violence; b) help address the root causes of conflict; c) encourage and fast-track planning and implementation of reconstruction activities; and d) enhance complementarities and coordination between and among diverse actors engaged in PCRD processes. The Policy is underpinned by five core principles, which constitute the basic minimum values and standards that inform action across all PCRD activities and programmes. These are African leadership, national and local ownership, inclusiveness, equity and non-discrimination.

5. Since the adoption of the Policy, sustained efforts have been made by Commission towards its implementation. One area where the Commission has been very active has been the undertaking of AU-led multidisciplinary assessment missions to countries emerging from conflict. Such missions have been undertaken to the Central African Republic - CAR (April 2006), Sierra Leone and Liberia (February 2009), Democratic Republic of Congo and Burundi (January-February 2010), the Sudan (March to April 2011), and Côte d'Ivoire (November 2011). These missions made detailed recommendations on how best the AU and its Member States can assist the countries concerned in the area of post-conflict reconstruction.

6. The missions are also intended to prepare the ground for the launching of an African Solidarity Initiative (ASI), to mobilize resources from within Africa in support of post-conflict reconstruction in the aforementioned countries. The ASI commences with a Solidarity Conference, which will kick-off the process. The overall response from Government officials and partners regarding the ASI has been overwhelmingly positive and very encouraging. It was seen as a timely initiative, and one that could significantly help propel the continent to a higher level of development cooperation, progress, and confidence.

7. The conceptual and organizational approach of the ASI reflects a number of innovative dimensions. Whereas most donor conferences concentrate primarily on financial pledges, the African Solidarity Conference will, in addition, aim at mobilizing contributions in-kind, knowledge sharing, best practices and capacity building. Secondly it is designed to encourage, motivate, and empower African countries to begin to systematically offer mutual assistance to sister countries. Lastly, it will provide a unique opportunity for generating additional 'out of the box' ideas for addressing PCRD challenges, as well as contributing towards a renewed sense of urgency for promoting intra-African solutions to post-conflict reconstruction and development by actively involving the private sector. The mobilization of such support from Africa at this critical stage, together with possible increased pledges of support from Africa's International

(including South-South) partners, will go a long way towards buttressing the post-conflict reconstruction efforts. In its broad dimensions, the ASI has the potential to promote mutual self-reliance, regional integration, and the new paradigm of 'Africa helping Africa'.

**8.** The Commission plans to launch the ASI through a maiden Conference in June-July 2012 on the margins of the Summit in Lilongwe, Malawi. In order to ensure effective coordination of this process, efforts are underway to establish a secretariat within the Peace and Security Department to plan and follow up on all aspects with regards to the Conference. In the meantime, and based on the recommendations of the assessment missions, the Commission is identifying practical steps to mobilize urgent support for the countries concerned in various areas.

**9.** The Commission is also active regarding the implementation of Quick Impact Projects (QUIPs), as way of making symbolic contribution to PCRDR efforts in a concrete manner. In 2010, the Peace and Security Department received about 30 proposals for the support of QUIPs, out of which a good number were short-listed for assistance. These included community-based projects in Southern Sudan (now Republic of South Sudan); the rehabilitation of health and school projects in Liberia; the provision of medical supplies, vaccines and drugs to selected hospitals in the Comoros Island; and the rehabilitation of schools, potable water and market infrastructure to communities in Cote d'Ivoire. This minimal assistance in the form of QUIPs has provided visibility to the AU at grassroots level. The Commission intends to pursue these efforts and to mobilize further resources to this end.

**10.** Furthermore, the Commission has taken steps to build partnerships with institutions active in the area of post-conflict reconstruction and development, including the African Development Bank (AfDB), the UN Economic Commission for Africa (UNECA), and the UN Peace-building Support Office. The Commission actively supports the Peace and Security Council (PSC) in its interaction with the UN Peace-building Commission (UNPBC). Mention should be made of the meeting between the PSC and members of the UNPBC, held in New York, on 8 July 2010. During the meeting, the participants emphasized the need for joint action on a range of issues, including resource mobilization and fielding of joint teams to undertake capacity needs assessment of countries emerging from conflict. They also affirmed the principle of national ownership. In taking forward this consultation process, the participants underlined the need to remain flexible and informal. Furthermore, cooperative arrangements are being developed with some bilateral partners, in particular the British Stabilization Unit of the Department for International Development (DfID), the US Bureau for Conflict, Reconstruction and Stabilization (S/CRS).

**11.** The Commission will step up its efforts regarding the implementation of the PCRDR Policy. In this respect, particular attention will be paid to the establishment of the SMC, with the submission to the AU policy organs, as soon as possible, of a document on the functioning modalities of the SMC. The process of the establishment of a roster of PCRDR experts will also be expedited. At the same time, the Commission will endeavor to strengthen its capacity to implement the PCRDR Policy, through the mobilization of

adequate human resources and enhancement of inter-Departmental coordination, given the cross-cutting nature of the issues involved. In the same vein, the cooperation with international partners will be deepened on the basis of the principle of complementarities, comparative advantage and collaboration.

### **III. MODALITIES FOR THE ESTABLISHMENT OF THE AFRICAN UNION CENTRE FOR POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT**

**12.** The Commission, working closely with the Government of Egypt, consulted a wide range of stakeholders on the key parameters of the proposed AUC-PCRD. In light of these consultations, the AUC-PCRD is expected to serve as a Centre of Excellence of the AU for the implementation of PCRD programmes in Africa. Its main thrust would be research, outreach, training and capacity-building, in support of the Commission's efforts at operational level. In so doing, the Centre will fill the capacity gaps identified by the Commission in light of its experiences over the past few years. There can be no successful implementation process which is not informed by research and continuous training building on lessons learned.

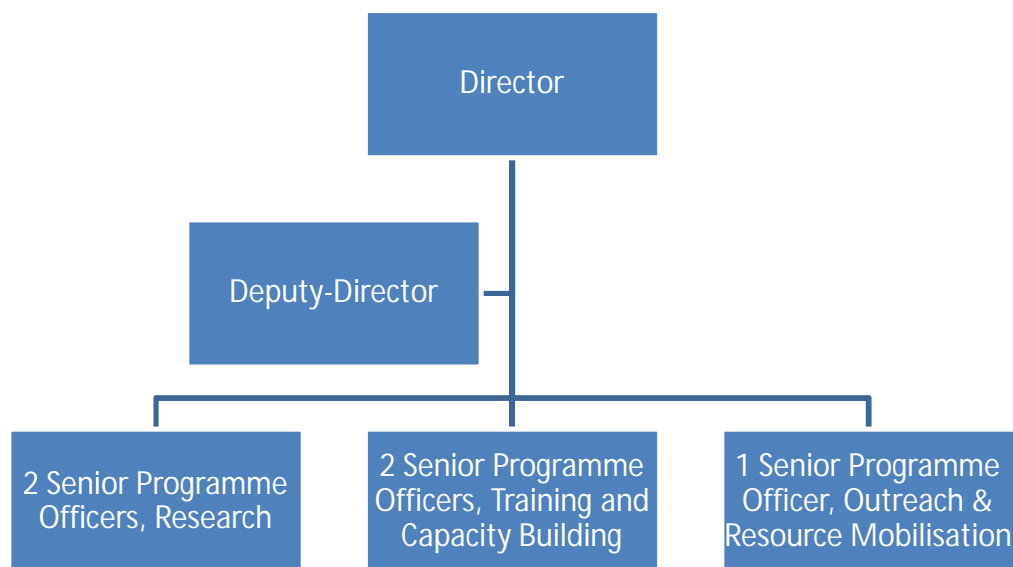
#### ***Objectives and Role of Proposed AUC-PCRD***

- 13.** More specifically, the Centre is expected to support PCRD processes by:
- a) raising awareness and enhancing knowledge and skills in post-conflict reconstruction and peace-building/development;
  - b) promoting, through research, sustainable institutional mechanisms for post-conflict reconstruction at regional, sub-regional and national levels;
  - c) conducting research and documenting lessons learned;
  - d) enhancing response to post-conflict situations through training and exchanging of experiences and expertise, including project planning, monitoring and evaluation;
  - e) proposing modalities for the enhancement of complementarities and coordination among the actors engaged in PCRD processes, including the Regional Economic Communities/Regional Mechanisms for Conflict Prevention, Management and Resolution (RECs/RMs), Member States, civil society and the private sector;
  - f) assisting the Commission in developing and updating its roster of African experts on various thematic issues in PCRD in Africa; and
  - g) enhancing the resource mobilization capacity of the Commission.
- 14.** The scope of work shall include peace-building priority areas such as security, political processes and national reconciliation, provision of basic services, restoring core

government functions, and economic revitalization in line with the AU PCRD policy. Non-exhaustive core activities to be carried out, in collaboration with the PCRD Unit at the AU Commission, will include: conceptual and policy papers; expert meetings on best practices and lessons learned in post conflict situations in Africa; twinning programs between African and non-African institutions for effective capacity building; developing a network for knowledge sharing and information dissemination; organization of donors conferences for countries emerging from conflict; and planning of workshops on PCRD. The AUC-PCRDC is expected, in the discharge of its mandate, to work closely with existing research and other institutions in Africa, to make full use of existing resources to maximize its impact.

### **Structure of the AU PCRDC Centre**

15. It is proposed that the AUC-PCRDC begins with a limited staff capacity of seven individuals which would gradually increase with time, depending on needs and availability of resources. The Centre would be headed by a Director and assisted by a Deputy. Others staff would include: (2) Senior Training and Capacity Building Officers (P5 and P4); 2 Research Officers (P4/P3); and 1 Outreach and Resource Mobilization Officer (P4). In addition, there will be a Finance Officer, an Administrative Assistant, and other support staff. The organogram will be as follows:



### **Location**

16. It is proposed that the Centre be located in Cairo, Egypt. The rationale behind this proposal is to take advantage of the capabilities, infrastructures and expertise provided by Egypt in this field. Egypt has participated in a number of peace-keeping missions, and acquired wide experience in supporting institutional capacity building in African countries. In addition, Egypt is prepared to avail support to facilitate the launching of the Centre.

***Funding and budgetary issues***

17. A draft budget for the functioning of the proposed Centre is herewith attached. The total budget for a year will amount to about US\$ 1.4 million, covering running cost and programmes. Egypt is committed to provide in-kind support equivalent to \$250,000 US for the initial phase of the operationalization of the AUC-PCRD, including office building. It is proposed, during the first three years, that the Centre be exclusively financed through extra-budgetary resources from AU Member States and international partners. The Egyptian Government is committed to actively participate in the resource mobilization efforts. It should also be noted that the proposal to establish the AUC-PCRD has already been supported within the framework of the Action Plan of the Africa-EU Strategy for the period 2011-2013.

**IV. OBSERVATIONS**

18. With the progress made in addressing the conflict situations on the Continent, there is an urgent need to step up the post-conflict reconstruction efforts and ensure that Africa plays its rightful role in this respect, bearing in mind that, at its core, post-conflict reconstruction is a political process. The establishment of the AUC-PCRD will go a long way in enhancing the capacity of the Commission to meet the challenges at hand. I therefore recommend to the Executive Council to endorse the recommendations made towards the establishment of the Centre.

19. As indicated above, the operationalization of the Centre will be done in a gradual manner. The funding will be provided through extra-budgetary resources for the first three years. After an assessment of the functioning of the Centre and its achievements, further recommendations will be made on how best to ensure its sustainability and enhance its contribution to post-conflict efforts on the continent.

**Annex: Budget for Centre**

<b><u>Budget for Establishment and Operating the African Union Center for Post-Conflict Reconstruction and Development (AUC-PCRD)</u></b>					
<b>S/N</b>	<b>Description</b>	<b>Unit</b>	<b>No. of months</b>	<b>Unit price</b>	<b>Amount in USD</b>
<b>I. Professional Salary</b>					
1.1	Director (D1 step 5)	1	12	13,066.56	156,798.73
1.2	Deputy Director (P6 step 5)	1	12	10,684.47	128,213.64
1.3	Senior programme Officer ,Research (P4 step 5)	1	12	7,905.21	94,862.49
1.4	Senior programme Officer ,Research (P3 step 5)	1	12	7,000.01	84,000.09
1.5	Senior programme Officer ,Training and Capacity Building (P4 step 5)	2	12	7,905.21	189,724.98
1.6	Senior programme Officer ,outreach and resource Mobilisation (P3 step 5)	1	12	7,000.01	84,000.09
1.7	Finance Officer	1	12	6,112.13	73,345.57
	<b>Total line 1</b>				<b>810,945.59</b>
<b>II. Supporting Staff Salary</b>					
2.1	Administrative Assistant	1	12	1,694.81	20,337.72
2.2	Secretary	1	12	3,420.91	41,050.92
2.3	Mail runner	1	12	691.44	8,297.28
2.4	Driver	3	12	792.08	28,514.88
	<b>Total line 2</b>				<b>98,200.80</b>
<b>III. Programme Implementation</b>					
3.1	Programme Implementation	1	1 year	500,000.00	500,000.00
	<b>Total line 3</b>				<b>500,000.00</b>
	<b>Grand Total in US \$</b>				<b>1,409,146.39</b>



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