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First progress report of the chairperson of the commission on au's efforts on post-conflict reconstruction and development in africa

FIRST PROGRESS REPORT OF THE CHAIRPERSON OF THE COMMISSION ON AU'S EFFORTS ON POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT IN AFRICA

I.   **INTRODUCTION**

1.   Over the past few years, the number of violent conflicts on the continent has been significantly reduced, and important gains made, thanks to the collective determination and efforts of Africa, with the support of its partners. These gains have, in turn, highlighted the need for more sustained action towards peace consolidation and post-conflict reconstruction. It is against this background that the AU took a number of steps to address this challenge. In so doing, the AU was driven by the acute awareness of the fact that, in the early phases of the transition from conflict to peace, peace processes remain fragile and the risk of relapse into violent conflict is high. Indeed, countries emerging from conflict are characterized by weakened or non-existent capacity at all levels, destroyed institutions and the absence of a democratic culture, good governance, rule of law and respect for human rights.

2.   This report provides an update on the steps taken by the AU over the past years to further post-conflict reconstruction and development in Africa. The report concludes with observations on the way forward.

II.   **BACKGROUND**

3.   At its 9th Ordinary Session held in Banjul, The Gambia, in June 2006, the Executive Council adopted decision EX.CL/Dec.302 (IX) on the AU Policy Framework on Post-Conflict Reconstruction and Development (PCRD). 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 towards its effective implementation. The Executive Council decided that an AU Standing Multi-dimensional Committee (SMC) shall be established to provide political support and mobilize the necessary resources for the implementation of the Policy Framework, and that the SMC shall interface with the UN Peace-Building Commission (UNPBC).

4.   The 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, the 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 into 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 programmes and activities, namely African leadership, national and local ownership, inclusiveness, equity and non-discrimination.

5.   Since the adoption of the PCRD Policy, the Commission has taken a number of steps towards its implementation. These include the identification of expertise to constitute a database of African experts on peace building; development of guidelines for the implementation of specific PCRD activities; organization of assessment missions to countries emerging from conflict; implementation of quick impact support projects (QUIPs) and provision of other forms of support to needy countries; and mobilization of support from within the continent for post-conflict reconstruction and development. Furthermore, steps have been taken to enhance the human resource capability of the Commission to enable it more effectively coordinate PCRD efforts.

III.   ASSESSMENT MISSIONS TO POST-CONFLICT COUNTRIES AND AFRICAN SOLIDARITY INITIATIVE

6.   As part of the implementation of the PCRD Policy, the Commission has undertaken multidisciplinary assessment missions to countries emerging from conflict. Such missions have been sent to the Central African Republic – CAR (April 2006 and May 2012), Sierra Leone and Liberia (February 2009), Democratic Republic of Congo and Burundi (January-February 2010), the Sudan, including South Sudan (March to April 2011), and Côte d'Ivoire (November 2011). The missions made detailed recommendations on how best the AU and its Member States can assist the countries concerned in their post-conflict reconstruction efforts.

7.   The missions were also intended to prepare the ground for the launching of the African Solidarity Initiative (ASI), to mobilize resources from within Africa, in support of post-conflict reconstruction in the concerned countries and elsewhere on the continent. The conceptual and organizational approach of the ASI reflects a number of innovative dimensions. Whereas most donor conferences tend to concentrate primarily on financial pledges, the ASI, through the planned African Solidarity Conferences (ASC), will, in addition, aim at mobilizing in-kind, knowledge sharing, best practices and capacity building contributions. The ASI is also designed to encourage, motivate, and empower African countries to begin to systematically offer assistance to sister countries. Lastly, the ASI will provide a unique opportunity to generate additional 'out of the box' and innovative ideas for addressing PCRD challenges, as well as to contribute towards a renewed sense of urgency for promoting intra-African solutions to post-conflict reconstruction and development, including by actively involving the African private sector.

8.   The mobilization of such support from Africa at this critical stage, together with possible increased pledges of support by Africa's international partners (including those within South-South cooperation), will go a long way towards buttressing post-conflict reconstruction efforts.

In its broad dimensions, the ASI has the potential of promoting mutual self-reliance, regional integration, and the new paradigm of 'Africa helping Africa'.

9.   The ASI was launched by the Ministers of Foreign Affairs of the Member States in Addis Ababa on 13 July 2012, on the margins of the 19th Ordinary Session of the Assembly of the Union. In the Declaration adopted on that occasion, the Ministers requested the Commission, in close consultation with the beneficiary countries, the RECs and other relevant African institutions and stakeholders, as well as partners, to prepare a three-year roadmap for the implementation of the ASI, including the following:

(i)   launching an awareness raising campaign on the Initiative, to build broad-based support for the achievement of its objectives;

(ii)   dispatching advocacy missions to relevant bilateral and multilateral partners;

(iii)   undertaking an inventory of key African training institutions and existing technical cooperation schemes, with a view of facilitating the provision of support to countries emerging from conflict;

(iv)   facilitating the deployment of African experts in key areas of need of post-conflict countries, building on the OAU Inter-Africa Convention Establishing an African Technical Cooperation Programme adopted in Kampala in July 1975; and

(v)   formulating knowledge products for dissemination, in support of the development of appropriate national and regional strategies and activities by the beneficiary countries.

10.   In addition, the Ministers welcomed the other steps envisaged by the Commission, including the following:

(i)   an investment forum, with a view to encouraging the African private sector and individual actors to play an active role in post-conflict reconstruction and development;

(ii)   a security sector reform workshop, to share experiences, with the participation of African countries that have successfully carried out such an exercise;

(iii)   a retreat of national bodies/organs in charge of national reconciliation, justice and healing, to learn from each other's experiences;

(iv)   a forum on infrastructure development, as part of the overall AU-led Programme for Infrastructure Development in Africa (PIDA);

(v)   a capacity-building programme on governance, including management of natural resources and other related activities; and

(vi)   the convening of an ASC to mobilize further financial and in-kind contributions for the beneficiary countries.

11.   In addition, the Assembly of the Union adopted Decision Assembly/AU/Dec.425 (XIX) on the ASI. Having noted the launch of the Initiative, the Assembly requested the Commission, in close collaboration with the countries concerned and all other Member States, RECs and other relevant African institutions, to roll-out a full implementation plan, to mobilize in-kind, capacity building, as well as financial contributions, to support post-conflict reconstruction activities. The Assembly invited partners, including the African Development Bank (AfDB), the UN Economic Commission for Africa (UNECA), the UN Secretariat and agencies, as well as other relevant partners, to fully support the ASI.

12.   As follow-up, the Commission, jointly with the NEPAD Coordinating Agency, organized a planning meeting to formulate a roadmap for implementation of the ASI, in Johannesburg, from 24 to 26 October 2012. The meeting agreed on a roadmap that sequenced the ASI implementation process and identified the main axes on which the Initiative should revolve. In this respect, it was agreed that the pilot countries would specify their needs in order to enable the Commission to sensitize Member States and seek their support, including through the convening of an ASC. At the time of finalizing this report, consultations were underway with the pilot countries to finalize the matrix outlining their needs.

13.   From 5 to 8 November 2012, the Economic Affairs and Peace and Security Departments of the Commission jointly organized a private sector round table in Abidjan, on the occasion of the 5th African Private Sector Forum, to discuss practical ways in which the private sector can provide support to PCRD activities in the eight pilot countries identified by the AU for the implementation of the ASI. The participants pledged their full support to the ASI, through private investments in countries emerging from conflict. They also agreed to establish a network of private sector entrepreneurs, to promote the ASI.

14.   In December 2012, the Commission undertook consultation with the NEPAD Implementation Agency on how best to further the implementation of the ASI. In this respect, a number of areas of cooperation for the year 2013 and beyond were identified. These include: the launching of a joint capacity development programme in Liberia and Sierra Leone; the establishment of an ASI pool of experts network for socio-economic reconstruction and development; the organization of workshops on the implementation of the Comprehensive Africa Agriculture Development Programme (CAADP) and PIDA, as well as that of an Africa Investment Forum in the pilot countries.

IV.   MINISTERIAL COMMITTEE FOR POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT IN SUDAN AND SOUTH SUDAN

15.   Since July 2003, the AU has established a ministerial committee on post-conflict reconstruction and development in Sudan. The decision was taken by the Executive Council at its ordinary session held in Maputo, Mozambique, against the background of encouraging

progress in the resolution of the conflict in Southern Sudan, which resulted in the signing of the January 2005 Comprehensive Peace Agreement (CPA). The Committee, which is chaired by the Republic of South Africa, comprises the following other countries: Algeria, Egypt, Ethiopia, Gabon, Kenya, Nigeria, Senegal, Sudan and South Sudan.

16.   Since its establishment, the Committee has met several times and has undertaken a number of activities. At its meeting of 29 January 2011, in Addis Ababa, on the margins of the ordinary session of the AU policy organs, the Committee discussed the needs of the Sudan in the wake of the historic January 2011 Self-determination Referendum. Subsequently, a technical team was deployed to the Sudan, including South Sudan, from 28 March to 10 April 2011, to conduct an assessment of post-conflict development and peace building needs.

V.   AU CENTRE FOR POST-CONFLICT RECONSTRUCTION

17.   Post-conflict reconstruction and development in Africa is hampered by capacity deficit. It was in this context that Egypt proposed the establishment of an AU Center for Post-Conflict Reconstruction and Development (AUC-PCRD), in April 2009. At its 16th Ordinary Session held in Addis Ababa, in January 2011, the Assembly of the Union, through decision Assembly/AU/Dec.351(XVI), welcomed the proposal, and requested the Commission, in collaboration with the Government of Egypt, to undertake a study on the objectives, structure, financial implications and the location of the proposed Centre, and to report to it.

18.   As a follow-up, the Commission submitted a report to the 20th Ordinary Session of the Executive Council, held in Addis Ababa, in January 2012. The report addressed the following issues: objectives and role of the AU-PCRD Centre, structure, location, funding and budgetary issues. The report concluded by stating that the establishment of the AU-PCRD Centre would go a long way in enhancing the capacity of the Commission to meet the challenges at hand. It was also indicated that the operationalization of the Centre would be done in a gradual manner, with funding provided through extra-budgetary resources for the first three years. On its part, the Executive Council adopted decision EX.CL/Dec.687(XX), in which it welcomed the offers by the Arab Republic of Egypt and the Republic of Uganda to host the Centre, and recommended to the two Member States to undertake consultations with a view to finding an amicable solution regarding the location of the Center.

19.   In July 2012, the Commission submitted a progress report in which it indicated that the Centre could have satellite institutions, located in different regions of the continent and linked to it, wherever its headquarters is located. These satellite institutions could specialize on specific issues falling under the mandate of the Centre. The Executive Council, having taken note of the report, once again encouraged Egypt and Uganda to speed up their consultations, in order to arrive at an amicable solution on the issue of the location of the Centre. In this context, the Commission stands ready to assist the two countries. At the time of finalising this report, the Commission was about to dispatch a team to Uganda to assess the facilities offered to host the Centre. A similar mission was sent to Egypt earlier. Pending the resolution of the issue of

the location of the Centre, the Commission has reached out to some partners who have expressed willingness to support its establishment.

VI.   QUICK IMPACT PROJECTS

20.   Steps have also been taken by the Commission to support countries emerging from conflict through the implementation of QUIPs. In 2010/11, an amount of US$ 400,000 was allocated to the implementation of QUIPs in various Member States emerging from conflict. This assistance has provided greater visibility to the AU at grassroots level. A second phase was launched in November 2012, in coordination with the AU Liaison Offices and Field Missions, with funding support from the Spanish Government. Each Liaison Office has been allocated 50,000 USD to support QUIPs, as agreed with the Governments concerned.

VII.   OTHER RELATED ACTIVITIES

21.   One of the major challenges facing post-conflict countries relates to the complex issue of Disarmament, Demobilisation and Reintegration (DDR). It is against this background that the Commission, in February 2012, initiated the AU-DDR Capacity Programme, in collaboration with the United Nations and the World Bank. The objective is to create and strengthen capacities within the Commission, the Member States and the RECs, in support of national and regional DDR initiatives. Within this framework, a DDR training workshop was organized for RECs and selected Member States in Addis Ababa, in September 2012.

22.   From an operational perspective, the Commission, in partnership with the UN and the World Bank, is supporting a DDR programme in the Central African Republic (CAR). This will involve the deployment, at the AU Liaison Office in Bangui, of two experts to provide technical support to the CAR authorities. The Commission is also actively involved in DDR activities in South Sudan. In this regard, on 17 September 2012, in Addis Ababa, the Commission hosted a preparatory meeting, co-chaired by the Vice-President of South Sudan. The main purpose of the meeting was to assist South Sudan in identifying a funding mechanism for its DDR programme. Subsequently, the Commission recruited a consultant who has already submitted a report on the most appropriate funding mechanism, which will be shortly shared with the Government of South Sudan. In addition, since mid-2012, the Commission has seconded two experts to the South Sudan DDR Commission to assist it in developing a DDR reintegration operational manual.

23.   Equally important for countries emerging from conflict, and in a manner that is complementary to DDR, is the need for a comprehensive Security Sector Reform (SSR). In this respect, and as a follow-up to decision Assembly/AU/Dec.177(X) adopted by the Assembly of the Union at its 10th Ordinary Session held in Addis Ababa, in January 2008, the Commission has developed an AU Policy Framework on SSR, within the broad framework of the PCRD Policy. The Policy is meant to guide Member States, RECs and partners in the implementation of SSR on the African continent, building on the normative basis established by the United Nations. The Commission has already started assisting Member States engaged in SSR programs. In June

2012, the Commission funded and facilitated a meeting in Juba, to kick start the drafting of South Sudan's national security policy. Furthermore, as part of the ASI, the Commission is planning to convene a lessons learnt workshop in Juba that will bring together the eight pilot countries, as well as relevant partners.

24.   Landmines also constitute a major challenge in post-conflict settings. In this regard, the Commission reached out to the most affected Member States to identify their needs and areas in which it could make a contribution. Within this framework, the Commission is in the process of purchasing de-mining equipment that will be donated to the concerned Member States during the course of 2013.

VIII.   PARTNERSHIPS AND COORDINATION

25.   PCRD is a cross-cutting process that links together many actors and stakeholders both at local, national, sub-regional, regional and international levels. Building effective partnerships, especially with the RECs, the AfDB, the UNPBC and other major actors, including bilateral partners, is critical for the success of AU's efforts. Accordingly, the Commission interacted and consulted with a number of international stakeholders, notably the UNDP, the UNPBC, the World Bank and the US Bureau for Reconstruction and Stabilization, the German Agency for International Cooperation (GiZ) and the United Kingdom's Department for International Development (DfID), prior to, and in the aftermath of, the launching of the ASI. A number of steps are being taken to enhance cooperation with these partners and enlist their support for the implementation of the ASI.

26.   It is worth mentioning that, in December 2012, the Commission signed a 10 million Euro Agreement with the German Development Bank (KfW) in support of cross-border cooperation initiatives for post-conflict reconstruction in Africa. The pilot phase of this programme will commence in 2013, with the aim of supporting COMESA's Trading for Peace Programme.

IX.   OBSERVATIONS

27.   The challenges facing a number of Member States in a post-conflict phase highlight the need to ensure that this issue is given the priority it deserves. I call on all concerned to re-double their efforts towards post-conflict reconstruction and development. This entails enhancing the capacity of the Commission, regional and sub-regional bodies, as well as ensuring greater contribution by AU Member States to the efforts on the ground. The ASI provides an appropriate vehicle in this respect. As Africa commemorates the 50th anniversary of the OAU-AU, such pro-activeness by the continent will certainly go a long way in promoting the spirit of pan-Africanism, solidarity and African renaissance encapsulated in the ASI.

28.   On its part, the Commission will spare no efforts in promoting the effective implementation of the AU PCRD Policy and mobilizing as much support as possible for countries emerging from conflict, within the context of the ASI. The efforts of the Commission will also focus on enhancing inter-departmental coordination and collaboration with relevant AU

regional offices and specialized institutions, so as to ensure a Commission-wide approach to the PCRD challenges on the continent. Furthermore, the Commission will pursue the efforts initiated to build partnerships with relevant international stakeholders.

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