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**FIRST REPORT OF H.E. PRESIDENT ABDEL FATAH EL SISI,
PRESIDENT OF THE ARAB REPUBLIC OF EGYPT AND LEADER OF THE
AFRICAN UNION FOR THE OPERATIONALIZATION OF THE AU
FRAMEWORK POLICY FOR POST CONFLICT RECONSTRUCTION AND
DEVELOPMENT**

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I. INTRODUCTION

1. This Report is in implementation of Assembly Decision Assembly/AU/Dec.729 (XXXII) adopted by the Thirty Second Ordinary Session of the Assembly of the AU Heads of State and Government held in Addis Ababa in January 2019, on the Revitalization and Operationalization of the AU Framework Policy for Post Conflict Reconstruction and Development.
2. The Report covers the period from 12 February 2019 to 8 February 2020.
3. This Report contains information on the African Union's Framework Policy for Reconstruction and Development, its importance in the African context, efforts made for its operationalization as well as efforts deployed by the Arab Republic of Egypt in 2019 for the establishment and operationalization of the AU Centre for Post Conflict Reconstruction and Development with its Headquarters in Cairo.

II. AU FRAMEWORK POLICY FOR POST CONFLICT RECONSTRUCTION AND DEVELOPMENT

4. In its 7th Ordinary Session held in Sirte from 28 June to 2 July 2005, the Executive Council adopted Decision EX.CL/Dec.225(VII) which requests the African Union Commission to develop a policy on Post Conflict Reconstruction and Development in accordance with the protocol establishing the AU Peace and Security Council and based on the experience the African Continent has gained in this particular field.
5. Several Sessions were held for the formulation of the policy on the concept of Post Conflict Reconstruction and development. Notable among them, was the Fourth Retreat of Members of the AU Peace and Security Council and the Permanent Representative's Committee in September 2005 and the Meeting of Technical Experts on Post Conflict Reconstruction and Development held in Addis Ababa in February 2006 as well as the Meeting of the African Union and the Civil Society Organisations held in Abuja in April 2006.
6. During its 9th Ordinary Session held in Banjul in 2006, the Executive Council adopted Decision EX.CL/Dec.302(X) on the Framework Policy for Post Conflict Reconstruction and Development. Following are the main components of this Framework Policy:
 - The Framework policy seeks to improve the effectiveness and coordination of activities of countries coming out of conflicts and lays the foundation for social justice and sustainable peace in accordance with Africa's vision for its renaissance and growth;

- Mandates the African Union Commission in collaboration with the African Economic Organizations, relevant UN Organs and Non-Governmental Organisations, to develop guidelines that could assist countries to adopt Framework Policy for Post Conflict Reconstruction and Development at the regional and national level, mobilize the necessary funds and strengthen the capacity on Non-Governmental Organisations to deal with conflicts;
- Develops a database of African experts in the field of Post Conflict Reconstruction and Development which should be made available to Member States;
- Establish a multi-dimensional standing committee which provides political support and mobilizes the necessary resources for the implementation of the Framework Policy in collaboration with UN Commission for Peace- Building.

7. The AU Framework Policy for Post Conflict Reconstruction and Development aims at promoting peace and preventing the continent from sliding into violence whilst addressing the root causes of conflicts, planning and implementing reconstruction activities and coordinating the activities of the various stakeholders in the countries recovering or emerging from conflicts based on the principles of African ownership at the national and local levels, inclusiveness, equality and non-discrimination.

8. The specificity of the context constitute the key principle for dealing with areas emerging from conflict, from both the point of view of analyzing and designing programmes for those areas, so that each individual area can design an approach that fits their situations and circumstances and allows them to have better understanding and address the deeper root causes of their problems and conflicts; an approach that includes a comprehensive policy for eliminating the underlying factor responsible for the escalation of conflicts.

9. In this context, the principle of African ownership whether national or continental is important for ensuring that programmes for Post Conflict Reconstruction and Development reflect the African reality and are responsive to the requirements at all the levels.

10. In its 19th Ordinary Session held in Addis Ababa in July 2012, the AU Summit adopted Decision Assembly/AU/Dec.425(XIX) as an instrument for resource mobilization at the international and national levels in support of countries emerging from conflicts in line with the AU Framework Policy for Post Conflict Reconstruction and Development in a more innovative fashion through the involvement of Partners.

III. The African Centre for Post Conflict Reconstruction and Development

11. In its 16th Ordinary Session held in Addis Ababa in January 2011, the Assembly adopted Decision Assembly/AU/Dec.351(XVI) approving the proposal of the Arab Republic of Egypt for the establishment of the African Union Centre for Post Conflict Reconstruction and Development as a tool for the operationalization of the African Union Framework policy for Post Conflict Reconstruction and Development.

12. The 31st Ordinary Summit of the African Union held in Nouakchott in July 2018 adopted Decision Assembly/AU/Dec.710(XXXI) accepting the offer the Arab Republic of Egypt to host the Centre.

The Vision of the Centre includes the following:

A. Mandate of the Centre

13. To provide technical support for the implementation of the AU Framework Policy for the Post Conflict Reconstruction and Development, coordinate activities in the countries emerging from conflicts and laying the basis for justice and sustainable development in accordance with the vision of Agenda 2063 for a conflict free Africa.

B. Vision of the Centre

- The Centre for Post Conflict Reconstruction and Development as the AU specialized technical and programmatic mechanism to develop and follow-up on the implementation and evaluation of programmes and projects of reconstruction and development in the African countries and regions.
- The Centre is also an essential part of the Peace and Security Architecture (APSA) and one of the contributing factors to the promotion of role of the AU Leader for the efforts of building peace and security throughout the African continent;
- The Centre will contribute to the evaluation of the need gaps of the countries emerging from conflicts, which allows them to design effective and efficient programmes in dealing with African realities. Consequently, the Centre will work closely with the African Union Commission;
- The establishment of the Centre also comes in terms of content, in an internal context in which it continues the debate on the role of the State as a driver of efforts of peace building and reconstruction in collaboration with local leaderships and communities as well as international and regional partners;
- It engages in the process of developing institutional capacities of countries to deal with challenges that face them in the achievement of sustainable peace and development, particularly in the Sahel areas, East Africa and the Great Lakes region;
- In the maintenance of peace and security throughout the African continent, the Centre is expected to play a role in the analysis and evaluation of needs of the countries emerging from conflicts and in enabling them to design effective and efficient programmes. The Centre will help minimize inconsistencies, duplication and poor effectiveness of the policies geared towards peace building and maintenance.

C. Guiding Principles for the Work of the Centre: Following are the guiding principles of the Centre: The work of the Centre is governed by the principles contained in the AU Framework Policy for Post Conflict Reconstruction and

Development, which include African ownership at both national and local levels, inclusiveness, equality and non-discrimination as well as capacity building for sustainability.

Objectives of the Centre

14. To contribute to the efforts to address the root causes of conflicts, prevent the resurgence of conflicts, support efforts to achieve sustainable development in Africa in accordance with the objectives of Agenda 2063 of the African Union and the United Nations Sustainable Development Goals 2030 through the following:

- Contribute to the capacity building for the continental, regional and national stakeholders involved in the activities aimed at post conflict reconstruction and development, and peace building through the supervision of training and empowerment programmes and activities in coordination and partnership with the specialized African and international centres of excellence based on African Union Framework Policy for Post-Conflict Reconstruction and Development;

The African Solidarity Initiative

- Support the implementation and evaluation of activities and programmes of Post Conflict Reconstruction and Development at the national and regional levels and report to the African Union Organs concerned with specific recommendations;
- Coordinate and integration of activities of the regional and international stakeholders concerned.

Scope of the work of the Centre

15. Scope of the work of the Centre in the countries concerned based on the requests of the States and regional Organisations concerned:

- This includes development, implementation, monitoring and evaluation of programmes and projects at the national and sub-regional levels. In the following areas:
- efforts should be geared towards building the capacity of the security sector;
- governance and political transition; national efforts for re-integration disarmament and demobilization of ex-combatants; building and development of communities and national institutions concerned with economic and social development from the perspective of building and sustaining peace;
- Respect for human rights, access to justice, national reconciliation;
- Support for the participation of women and the youth in the peace building efforts.

16. **The Main Activities the Centre is expected to undertake:**

- Analyze the root causes of conflicts, the threat of renewed conflicts, the prospect of supporting peace building and conducting research;
- Support for national, regional and continental actors in the implementation of strategies for Post Conflict Reconstruction and Development, encouraging regional economic groupings/mechanisms as well as Member States and the African Union Organs concerned with the implementation of the Framework Policy for Post Conflict Reconstruction and Development;
- Mobilization of support for the implementation of quick impact projects which contribute to the enhancement of peace with focus on regional dimensions and cross boarder challenges in building peace and urging international donors to honour their pledges to countries emerging from conflicts;
- Organization of training and capacity building activities for the various actors engaged in relevant activities as well as capacity building for African experts in this field.

IV. DEVELOPMENTS RELATING TO THE REVITALIZATION AND OPERATIONALIZATION OF AU FRAMEWORK POLICY FOR POST CONFLICT RECONSTRUCTION AND DEVELOPMENT

A. Measures for the Operationalization of the AU Centre for Post Conflict Reconstruction and Development

17. The issue of operationalizing the AU Centre for Post Conflict Reconstruction and Development is given pride of place in the foreign policy priorities of the Arab Republic of Egypt at the African level.

18. The Arab Republic of Egypt and the African Union Commission prepared the Host Agreement for the Headquarters of the Centre which was signed by Hon. Minister Sameh Shukri and the Chairperson of the African Union Commission, H.E. Musa Faki during the first meeting of the Aswan Forum for Peace and Sustainable Development in December 2019 in the presence of Their Excellencies Presidents, Vice-Presidents, Prime Ministers, Ministers and Heads of Delegations of sister African countries and all participating Senior Officials participating in the meetings of the Forum.

19. **Structure of the Centre**

- The Peace and Security Department of the African Union has had intensive consultations in Addis Ababa in November 2018 with Officials of the Egyptian Ministry of Foreign Affairs;
- The Director of the Department of Peace and Security convened a meeting at the level of Directors in May 2019 to discuss the proposed structure of the Centre. This was followed by inter-departmental meetings within the Commission;
- A consultative evaluation mission led by the Director of Peace and Security Department visited Cairo in December 2019. During the mission they met

with Egyptian Officials led by the Assistant Minister of Foreign Affairs and the Director of the Department of African Organizations and Communities to discuss steps to be taken for the operationalization of the Centre and its proposed structure. They agreed that its staff strength should be limited during the transitional period and to be gradually expanded over time, based on programmatic needs and availability of resources;

- The structure of the Centre was adopted by the PRC Sub-Committee for General Supervision and Coordination on Budgetary and Financial and Administrative Matters so that its internal structure could consist of a nucleus team of a limited number made up of a Programme Coordinator/ Officer responsible for resource mobilization and a Secretary. The team should focus on the task of operationalizing the Centre and dealing with administrative requirements and logistics as well as undertaking field missions for analyzing and assessing needs of selected African countries and regions during the experimental phase of the Centre;
- The full approved structure of the Centre is expected to consist of 28 positions headed by an Executive Secretary, a Director, a Programme Coordinator (Deputy Director) and a Finance Officer;
- The organizational structure will have two (2) Heads responsible for programmes, research, partnerships, communication and outreach as well as four (4) sub-units for research, training, programme formulation, partnerships and outreach sensitization;
- The proposed organization structure ensures the flexibility of decision making process, and effectiveness and efficiency of implementation process.

20. **Budget of the Centre**

- The Arab Republic of Egypt has announced a financial contribution of US\$250,000 to the budget of the Centre for the Headquarters which was actually disburse in addition to some equipment for which consideration is underway;
- The Peace and Security Department of the African Union Commission promised to submit a request for the transfer of US\$300,014 earmarked for the Centre for the 2019 and 2020 financial year. It is expected that this amount will be used to cover the administrative and logistical needs of the Centre as well as the cost of the nucleus team in addition to cost of the initial evaluation missions;
- The financing of the Centre's budget during the first year will come from qthe supplementary budget of the African Union whereas Member States will be encouraged to finance the Centre as part of their regular budget for the African Union with effect from 2021. There would be the possibility of entering into serious partnerships with the United Nations and bilateral and institutional partners within the framework of training, programme formulation, follow-up, and project evaluation;
- It is worth emphasizing that the responsibility of financing the Centre falls on Member States so that it does not have to depend particularly during the first

phase of its inception, only on the contributions of donors to be able to function effectively and efficiently. This requires a development of a comprehensive strategy for resource mobilization.

21. The Department of Peace and Security estimated the operating budget of the Centre for the period 2020 to 2023 to increase annually by 6.1% as follows:
- 2020 US\$ 2,985,000;
 - 2021 US\$ 3,167,000
 - 2023 US\$ 3,360,000

22. The Arab Republic of Egypt has allocated for the Headquarters of the Centre, the second floor of the Egyptian Diplomatic Institute Building which was previously occupied by the former Centre for Settlement of International Disputes, and Peace Building and maintenance.

23. The nuclear team is expected to undertake an evaluation mission to other regions in accordance with the principle of geographical priority (geographic piloting) two months after the assumption of duty by its members to study the pressing needs of the countries and proceed with the designing of quick impact projects.

B. The Aswan Forum for Peace and Sustainable Development

24. The President of the Republic of Egypt announced in his speech before the Thirty Second Ordinary Session of the Assembly of Heads of State and Government held on 10 February 2019, launch of the Aswan Forum for Peace and Sustainable Development in December 2019 as an annual High level Forum to discuss cross-cutting peace and sustainable development issues under the banner of “Sustainable Peace, Security and Development in Africa”.

25. The Aswan Forum for Peace and Sustainable Development provides a platform for dialogue and interaction between leaders, decision-makers and experts from all countries of the continent and beyond on the relationship between sustainable peace on the one hand and sustainable development on the other.

26. It also provides a platform to discuss conceptual frameworks aimed at developing mechanisms that need to be implemented within the African context in the absence of detailed discussions and proliferation of conflicts on the Continent.

27. The convening of the first session of the Aswan Peace and Sustainable Development Forum at the end of 2019 coincided with the reforms underway within in the United Nations, provided the opportunity for follow-up and evaluation of the implementation of those reforms in addition to the African Initiative of Silencing the Guns by 2020. So was the roadmap of the African Peace and Security Architecture, and the creation of an executive framework for practical partnership strategy in the field of peace and security between the United Nations and the African Union.

28. The Aswan Forum was preceded by a preparatory work involving the organization of five workshops from July to November 2019 covering issues of conflict prevention and peacekeeping away from extremism, terrorism as well as issues related to women, peace and security and internal displacement as a result of conflicts.

29. A second workshop was held on the implementation of Silencing the Guns Initiative from 9 to 10 December 2019 which submitted its recommendation to the Thirty Third Ordinary Session of the African Union Assembly in February 2020.

30. The convening of the First Aswan Forum was preceded by High Level Sessions, notable among which was the Session on issues of Post Conflict Reconstruction and Development. The First Session under the theme, “the Africa we want: Sustainability of Peace, Security and Development” was attended by Their Excellencies Heads of State in addition to other working Sessions on Silencing the Guns Initiative, and achievements of peace and sustainable development in the Sahel region and the contribution of women to the achievement of peace, security and development.

31. The Aswan Forum on Peace and Development Report of 2019 deals with the analysis account of the results and recommendations of the Five Preparatory Workshops of the Forum, which included the following:

- The importance of the adoption by the African Union of the “Peace Continues During Crisis Period Continuum” involving Post Conflict Reconstruction and Development efforts of Framework Policy that has been put in place as a catalyst for the revitalization and operationalization of the African Peace and Security Architecture;
- The focus when revitalizing the Framework Policy will be on building human and institutional capacities, reconciliation and reintegration, creation of job opportunities through a rationalized process in consultation with the local communities;
- The AU Centre for Post Conflict Reconstruction and Development represents an opportunity to strengthen partnership between the United Nations and the African Union at the operational level;
- There is need for the Centre to focus on specific areas in accordance with the principle of “geographical priorities” involving conflict areas;
- The 2020 general review of the UN Peace Building Structure provided the opportunity to review and strengthen coordination and integration of the UN mechanisms, especially the UN Peace Building Fund and the AU Peace Fund.

32. The Aswan Peace and Sustainable Development Conclusions contain a number of points relating to the operationalization of the AU Centre for Post Conflict Reconstruction and Development:

- It provided the opportunity for the African Union’s engagement in evaluation and analysis of high priority needs thereby allowing for the designing and implementation of programmes geared towards reconstruction and development;

- Specialize in some geographical regions to demonstrate capacity, value addition and comparative advantage;
- Helped the African Union and the Regional Economic Groupings to build on the new methods of funding activities related to Post Conflict Reconstruction and Development by institutional development partners such as the World Bank through its strategy for vulnerability, violence and conflict, the African Development Bank through its transitional support mechanism and the United Nations Development Programme for the support it has provided to the national prevention programmes and restoration of flexibility of communities;
- Ensure empowerment of women and the youth in the process of planning formulation and implementation of Post Conflict Reconstruction and Development Programmes.

33. Discussions during the Aswan Peace and Sustainable Development Forum provided a framework for a quantum leap in translating aspects of policies and conceptual frameworks adopted by the African Union since its inception and over the years, into a concrete reality through the adoption of measures such as the operationalization of the AU Centre for Post Conflict Reconstruction and Development referred to above.

34. From Leadership position, Egypt in cooperation and close partnership with the African Union Commission, the Troika and the successive Presidencies of the African Union as well as Heads of State of the sister African countries, will follow us on the progress made in the implementation of the Aswan Forum and review of opportunities and challenges that face the ownership and leadership of the continent for solutions to the crisis it faces, and organize the second session of the Aswan Forum during the last half of 2020.

V. RECOMMENDATIONS

35. The African Union Commission needs to play a pivotal role in the efforts to revitalize, operationalize and implement the AU Framework Policy for Post Conflict Reconstruction and Development based on the principle of African solutions to African problems and in order to enhance African ownership of the efforts for reconstruction and development in the areas of conflict, establish balanced regional and international partnerships, and ensure coordination and integration of efforts in the areas emerging from conflicts to prevent them from sliding back into new conflicts.

36. There is no doubt about the importance of the role of the Centre for Post Conflict Reconstruction and Development as a major tools for reviving, revitalizing and implementing the African Union Framework Policy for Reconstruction and Development, implementing reconstruction programmes and projects and of peace building and maintenance of peace.

37. From this standpoint, operationalization of the Centre and enabling it to function constitute the cornerstone for transforming the AU Framework Policy for Post Conflict Reconstruction and Development into practical outputs on the ground.

38. It is important that the issue of necessary funding of programmes of reconstruction and development is addressed in order to minimize the continent's excessive dependency on foreign aid and grants with strings attached and with external pressure. The continent should demonstrate its ability to shoulder its responsibility for achieving sustainable peace and development in the areas that need independence and effectiveness the most.

39. The challenge of funding could be met in future through voluntary contributions by Member States or revitalization of the African Peace Fund and the African Solidarity Fund. This can be done through the implementation of specific mechanism for securing assistance from within the continent and outside to fill the financial gaps through the continental and regional financial institutions and donor countries. The best way to provide an integrated independent framework for financing reconstruction and development efforts based on the principle of African solutions to African problems is the use of possibilities of tripartite and South-South Cooperation.

40. It is of paramount importance that priority should be given to efforts aimed at building and developing human and institutional capacities for achieving community reconciliation and implementation of reintegration, disarmament and demobilization programmes based on the principle of African ownership and contextual analysis, which could contribute to the achievement of results and promotion of peace in the areas emerging from conflicts or affected by them.

41. As things stand now, the importance of strengthening the role of public and private sectors in the implementation of reconstruction and development programmes cannot be over emphasized.

42. An integrated database of African cadres and experts concerned with designing and implementing reconstruction programmes needs to be urgently put in place in areas emerging from conflicts thereby preventing those areas from slipping into the abyss of new conflicts. This can be done through the implementation of rapid impact programmes to achieve positive results, sustainability, and efficacy in meeting long term goals and realizing peace and development.

43. Within this framework, the process of designing reconstruction programmes intended for the most vulnerable groups including women and the youth with focus on labour intensive projects for those affected by conflicts, is also of great importance. Of equal importance is the provision of decent job opportunities and economic alternatives for those affected by wars and perennial conflicts so as to absorb them especially those among them who need to be covered by reintegration, disarmament and demobilization programmes.

44. From the foregoing, there is need to accord women and the youth top priority attention within the framework of political action mechanisms in their own countries with focus on economic development, which provides them with decent jobs opportunities so that they may not fall prey to conscription and involvement in extremism, terrorism and organized crime.

45. It is against this backdrop that it is incumbent upon us to scale up our efforts in the implementation of Post Conflict Reconstruction and Development programmes within the context of the African Union, for integration in the agenda of the African discourse as the point of entry into the process of addressing issues of common concern, chief among which is the issue of combating terrorism, extremism, illegal migration, organized crime and human trafficking.

VI. CONCLUSIONS

46. At the end of this Report it should be reaffirmed that the success of Post Conflict Reconstruction and Development programmes, cannot be achieved without the necessary political and financial backstop. This should be done as soon as possible to fill the financial gaps action to address the challenges that lie ahead.

47. Whilst expressing its sincere appreciation for the efforts made by the Department of Peace and Security in the past to revitalize and operationalize the Centre for Post Conflict Reconstruction and Development, Egypt wishes to initiate steps for the operationalization of the Centre whose Headquarters would be in Cairo as the nexus for the implementation of reconstruction and development policies which form part and parcel of the African Peace and Security Architecture.

48. The signing of the Headquarters Agreement for the AU Centre for Post Conflict Reconstruction and Development last December and its operationalization in the near future, signal the beginning of the steps to be taken in dealing with the challenges of overcoming the difficulties involved in this respect. We trust that, through our concerted efforts and the implementation of integrated policies as well as the sincere demonstration of the political will, we shall together be able to transform Africa into a continent free of conflicts in accordance with the aspirations and objectives of Agenda 2063 of the African Union for development.

2020-02-10

First Report of H.E. President Abdel Fatah El Sisi, President of the Arab Republic of Egypt and Leader of the African Union for the Operationalization of the AU Framework Policy for Post Conflict Reconstruction and Development

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