DRAFT POLICY FRAMEWORK FOR POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT (PCRD)
I. **INTRODUCTION**

1. This African Union (AU) policy framework document on post conflict reconstruction and development (PCRD) is intended to serve as a guide that can be adapted and applied to individual countries or sub-regions emerging from conflicts to assist them in their endeavours towards reconstruction, security and growth.

2. The need for a PCRD framework has become increasingly apparent as Africa assumes greater responsibility for its affairs, in particular in the realm of peace and security. With the transition from the Organisation of African Unity (OAU) to the AU, the continent has begun putting in place a regional and continental peace and security architecture that includes mechanisms, instruments and institutions that have as their aim the prevention, management and resolution of violent conflict.

3. The AU and the Regional Economic Communities (RECs) have put ever greater effort into the facilitation of negotiations for peaceful resolution of existing conflicts, and the effective implementation of peace agreements, as witnessed in, among others, Burundi, the Central African Republic (CAR), the Comoros, Côte d'Ivoire, the Democratic Republic of Congo (DRC), Liberia, the Sudan and Somalia. As a result of these activities, there has been a steady decline in the number of active conflicts on the continent.

4. However, peace in many of these countries remains fragile. A combination of local, regional and international factors creates numerous obstacles to the attainment of sustainable peace and successful post-conflict reconstruction. The risk of resumption of conflict in many situations is high and peace processes remain vulnerable.

5. In the absence of a clear strategic framework that can act as a reference point, countries emerging from conflict have struggled to stabilise, and to manage the involvement of myriad actors each pursuing their own interests, agenda and priorities. The progress made in terms of cessation of conflicts suggests that Africa's future depends increasingly on the existence the effective implementation of PCRD. This concern is also shared by Africa's international partners, who agree on the need to integrate post-conflict reconstruction and development into their broader development agendas for the continent. This reality calls for focused attention on measures that consolidate peace and pave the way for growth and regeneration.

6. The AU's ad-hoc experience in different African situations has highlighted the need to address PCRD as part of a holistic process, with activities ranging from early warning, to conflict prevention, management and resolution, peace support operations, reconciliation, reconstruction, and beyond. Throughout this continuum, it is further evident that the building of state capacity and the re-
establishment of politics as a process to mediate differences and manage pluralism is of critical importance every step of the way. It is equally evident that due to the complexity of PCRD many stakeholders and actors are required to engage in simultaneous and coordinated action that requires effective management.

7. Therefore, the **objective** of this AU Policy Framework on PCRD 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.

8. This Policy Framework is conceived as a **tool** to: a) consolidate peace and prevent relapse of violence; b) to help address the root causes conflict; c) to encourage fast-track planning and implementation of reconstruction activities; and d) to enhance complementarity and coordination between and among diverse actors engaged in PCRD processes. The framework also elaborates minimum standards, indicators and bench-marks that can be applied to evaluate a country/sub-region/regions’ progress towards reconstruction and development.

9. For purposes of this policy framework, post-conflict reconstruction and development is defined so as to include short, medium and long-term programmes that address the needs of affected populations, prevent escalation of disputes, avoid relapse into violence, address the root causes of conflict, and build and consolidate sustainable peace.

II. **AU MANDATE FOR POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT**

10. Africa’s involvement in post-conflict reconstruction and development predates the establishment of the AU and the adoption, in July 2002, of the *Protocol Relating to the establishment of the Peace and Security Council (PSC)*. From the adoption of the Cairo Declaration, in June 1993, which established the Mechanism for the Prevention, Management and Resolution, the OAU undertook a wide range of measures and initiatives aimed at consolidating peace in the aftermath of conflicts. While the Cairo Declaration did not provide for a specific definition of the peace-building and reconstruction functions to be undertaken by the Mechanism, it indicated that such functions were necessary to facilitate the resolution of conflicts. The Joint OAU/IPA Task Force, established in 1995, described peace-building as a continuous process that involves a broad range of activities aimed at consolidating peace, and which seeks to address both the root causes of conflict and measures for bolstering peace agreements in the aftermath of conflict.

11. The AU has a central role to play in consolidating peace and post-conflict reconstruction in Africa. Its mandate derives from past practice of the OAU, from Article 5(2) of the Constitutive Act, on the basis of which the PSC has been established, and from the PSC Protocol. The PSC was created to, *inter alia*
promote and implement peace-building and post-conflict reconstruction activities and to consolidate peace and prevent the resurgence of violence [Article 3(c)]. In view of this, peace-building, post-conflict reconstruction, humanitarian action and disaster management constitute core activities of the PSC [Article 6 (e) and (f)].

12. Furthermore, the Protocol delineates a number of post-conflict reconstruction activities that require action, including the restoration of the rule of law, establishment and development of democratic institutions, and the preparation, organisation and supervision of elections in the concerned Member States. For countries affected by violent conflict, the mandate is extended to include the consolidation of the peace agreements that have been negotiated, establishing conditions of political, social and economic reconstruction of the society and government institutions, implementation of disarmament, demobilisation and reintegration programmes, including those of child soldiers; resettlement and reintegration of refugees and internally displaced persons; and assistance to vulnerable persons, including children, the elderly, women and other traumatised groups in society [Article 14(3)].

13. The Protocol emphasises the link between prevention of conflict and consolidation of peace, and mandates the PSC to “take all measures that are required in order to prevent a conflict for which a settlement has already been reached from escalation” [Article 9(1)].

14. In pursuance of this mandate, the Executive Council meeting in Sirte, Libya, July 2005, adopted Decision EX.CL/191(VII) which urged the Commission to develop an AU policy on post-conflict reconstruction based on the relevant provisions of the PSC protocol and the experience gained thus far on the continent.

15. The AU’s mandate for PCRD is further complemented by recent efforts, in particular the decision, in Maputo in 2003, to establish a Ministerial Committee for Post-Conflict Reconstruction and Development in the Sudan, chaired by South Africa. This Committee has been mandated to develop a strategy and implementation mechanisms to guide the AU’s contribution to post-conflict reconstruction efforts in the Sudan.

III. **RATIONALE FOR A FRAMEWORK ON PCRD**

16. An AU policy framework on PCRD is premised on the following:

a) **A strategic and normative imperative**: As the custodian of peace and security on the continent, the AU is obligated to generate a strategic framework for PCRD that is aligned to the African vision and aspirations. Furthermore, given the complexity of post-conflict reconstruction initiatives, it elaborates in a comprehensive manner the entire spectrum of activity areas that are crucial for the consolidation of peace, and stipulates
minimum standards of application and benchmarks for measuring performance of countries that are on their path to recovery. As a policy framework it provides a model that is adaptation to specific country situations, and because of its reflection of African needs and aspirations, it will empower and encourage affected countries to take the lead in the reconstruction and development of their societies.

b) **A Lessons Learnt approach**: Experiences from past PCRD efforts on the continent have indicated several weaknesses, at all levels ranging from the conceptual to the strategic and operational. For instance, most reconstruction models have been borrowed from outside the continent, with limited, if any, involvement of the affected countries/areas or their populations; most have focused on some aspects of PCRD, the most favoured being disarmament, demobilisation and reintegration (DDR), to the exclusion of others. This PCRD framework is informed by lessons learned from such mistakes, as well as best practices of the past, and offers a road map towards sustainable peace and development.

c) **A consolidation of peace goal**: Across the continent, countries emerging from conflicts are under immense pressure to deliver visible peace dividends immediately after the end of the war. Yet, the translation of the commitment to peace into tangible benefits is dependent on the formulation of comprehensive strategies, which require substantial institutional and human capacities including resources and time. The existence of this policy framework will reduce pressure on affected countries by providing a consistent and coherent strategy that will fast-track the planning and implementation of quick-impact programmes, rehabilitation and increase the chance of success of long-term development programme.

d) **A desire to Improve coherence and coordination**: The AU framework addresses the challenge associated with lack of or ineffective coordination in implementing PCRD activities and programmes. Efforts to bring about stability, consolidate peace and facilitate reconstruction are complex and require extensive and effective coordination. The lack of coordination often leads to the neglect of certain priorities, wastage of resources and marginalisation of certain social groups, further aggravating existing grievances in sections of the population, and thereby undermining the overall goals and objectives of PCRD. This increases the likelihood of instability and resumption of conflict. This PCRD framework provides parameters for coherence and coordination of action between state and non-state actors operating in and from the national, regional or/and international levels.

17. Experience in Africa indicates that each conflict situation is unique. As such, the process of conflict resolution differs from one situation to the next, and
the prioritization of reconstruction efforts and activities is always context-based of necessity. This entails that the PCRD framework must be adaptable to particular situations in each country. However, there are certain core values and principles that must underpin PCRD in Africa. These constitute the basic minimum values and standards that should inform action across all PCRD activities and programmes. These principles are five: African political and process leadership, the promotion of national and local ownership, inclusiveness, coherence, and consolidation of sustainable peace. Each principle can be further divided into key pillars for action.

IV. PRINCIPLES UNDERPINNING THE PCRD FRAMEWORK

18. Ensure African Leadership of PCRD: The pillars of this principle are the following:

   a) PCRD is first and foremost a political rather than a technical process. Therefore, the AU, as the premier continental body charged with providing leadership in the continent, and in the continent’s relations with others, should provide strategic leadership and oversight of PCRD processes, including setting the terms of engagement of all actors involved in PCRD efforts on the continent.

   b) Member States should provide support and solidarity to countries in transition and in post-conflict.

   c) The implementation of PCRD activities should be guided by African definitions and perceptions of their own needs and aspirations.

   d) The implementation of PCRD activities should also prioritize the consultation with and use of African specialized agencies and regional bodies, as well as African technical expertise at local, national, regional and continental levels.

   e) PCRD 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 social, political, economic and physical transformation of the affected state and society. The promotion of human security should be at the basis of all these actions.

19. Promote Broad National and Local ownership in the state emerging from conflict: The pillars of this principle are the following:

   a) PCRD should have, as a central concern, the rebuilding of legitimate state authority and the enhancement of national ownership of the process.
b) National leadership should apply to all aspects of implementation of PCRD, from assessment, implementation, monitoring and evaluation.

c) This national leadership should commence with emergency assistance in the immediate post-conflict period.

d) National state and non-state actors should work together to determine the priorities of the PCRD process, and implement these in ways that enhance the legitimacy of government.

e) Local beneficiaries of PCRD activities should have ownership of the programmes, and should be involved in their design and implementation.

20. **Inclusiveness**: The principles of this pillar are the following:

a) There should be an organic link between those managing PCRD and the general populace to avoid exclusion, which is a root cause of conflict.

b) All PCRD activities should be based on the principles of equity and fair distribution of power and wealth, which are central to ensuring that societies do not relapse into conflict because of unresolved or new grievances.

c) PCRD activities should be based on human rights of both individuals and of minority and other groups.

d) Special efforts should be made to promote gender equality and women’s participation.

21. **Ensure coherence of PCRD efforts**: The pillars of this principle are:

a) Early definition of roles and responsibility of actors engaged in PCRD to ensure accountability and ownership.

b) Ensure coordination of actors and activities to optimise the use of resources, increase effectiveness and efficiency, and improve timeliness of response.

c) Enhance trust between the various local, national and international actors involved, through the promotion of transparency and exchange of information.

22. **Consolidation of sustainable peace**: The pillars of this principle are:
a) Since all PCRD efforts should have as their goal the attainment of sustainable peace, PCRD activities should seek to build and/or strengthen national and local capacities.

b) All PCRD activities should strengthen the capabilities of society to support and legitimise national processes.

c) PCRD activities should utilise local expertise, and where it is weak, leverage relevant African capacity at the regional and continental levels, as well as from the diaspora.

V. **CONSTITUTIVE ELEMENTS OF A PCRD FRAMEWORK**

23. The AU strategic framework on PCRD comprises six constitutive elements, namely a) security; b) political governance and transition; c) human rights, justice and reconciliation; d) humanitarian assistance; e) reconstruction and socio-economic development, and f) gender.

24. **Security:** The objective of the security element of PCRD is to create a secure and safe environment for the affected state and its population, through the re-establishment of the architecture of the state, including the elements of juridical statehood, defined and controlled territory, responsible and accountable state control over the means of coercion, and a population whose safety is guaranteed.

25. To attain this objective, the following action must be undertaken:

   a. Adopt a concept of human security as the basis for all actions in the security cluster, as stipulated in the Common African Defence and Security Policy;

   b. Address the root causes of the conflict in order to achieve sustainable peace;

   c. Adopt a regional approach to security, to avoid the danger that PCRD in one country can displace conflict/insecurity to neighbouring countries;

   d. Provide security and protection of civilian populations through the restoration of civil authorities and public law and order.

   e. Pursue the transformation of the organs of state, especially those relating to security and justice;

   f. Give priority to the (re)-establishment and strengthening of the capacity of the security institutions, including defence, police, justice system, border controls and customs officials;
g. Establish mechanisms for the governance and accountability of the security sector, as a means of restoring public confidence;

h. Conceive and implement comprehensive and well-blended DDR programmes, as a basis for consolidating safety and security;

i. Focus DDR programmes on both ex-combatants and on communities simultaneously, and ensure that the security needs of the community inform such programmes;

j. As far as possible use incentives rather than coercion in DDR programmes;

k. Commence planning for DDR before the conclusion of a formal peace agreement, and focus on the retraining of those ex-combatants, to be demobilised, in new skills which they can use once they have returned to civilian life. Attention should be paid to the creation of incentives to former combatants, to make them stakeholders in the process;

l. Address basic threats to security and safety such as unexploded remnants of war, landmines, and small arms, light weapons and ammunition, especially those in civilian possession, using a regional approach;

m. Ensure that PCRD recognises the dynamics and commitments of the African disarmament, arms management and small arms proliferation agenda and that African national and regional expertise on small arms management issues is utilized as appropriate.

n. Ensure that PCRD recognises the dynamics of the existing war economies and develop mechanisms to identify those elements that can be successfully incorporated into the post-conflict economy;

o. Address the specific security concerns of women, including their demands for protection against those who may have committed acts of sexual and other violence against them, since the re-integration of perpetrators into society can threaten them;

p. Ensure integrated approaches to capacitate communities and affected countries to deal with repatriation, resettlement (within country), reintegration and rehabilitation of refugees, the internally displaced, ex-combatants and their families, with particular attention to women victims of violence;
q. Facilitate security sector reform, including civil-military relations, right-sizing and professionalisation of the security sector as early as demobilization efforts are commenced.

r. Facilitate and promote the conversion of military capacity for peaceful uses as applicable, including the conversion of informal manufacturing structures (home-made weapons, ammunition and explosives) to peaceful development use.

s. Train for, and facilitate the use of, the emerging security sector in reconstruction programmes, as a way of building the legitimacy of the forces, building trust between them and the communities, they are expected to serve and protect and optimising the use of scarce resources; and

t. Train for, and foster the inclusion of, civil society organizations as a partner in safety and security cluster activities.

26. **Benchmarks and indicators:**

a. The adoption of the concept of human security by the Commission of the AU to guide all actions, as a basis for PCRD activities;

b. The implementation/operationalisation by the AU and the RECs of the Continental Early Warning System;

c. Implementation of the AU border programme;

d. Establishment of effective police service, functioning system of public justice accessible to all sectors of the society, and functioning prisons, including appropriate rehabilitation programmes;

e. Creation of appropriate and effective oversight bodies for the security sector, including parliamentary committees, national ombudsperson, etc.;

f. Adoption of comprehensive DDR plan that includes professionalization of emerging security cadres, training and re-skilling of demobilized former combatants in conjunction and reflecting the needs of communities into which they are to be integrated;

g. Establishment of effective civilian control over armed forces, and national laws regulating conduct and activities of the armed forces;

h. Adoption of comprehensive national programmes to address Small Arms Proliferation, de-mining, and landmine victim assistance, and ensure the surrender of all illicit arms;
i. Existence of instruments and mechanisms to regulate the possession and use of arms, including by civilians, utilizing existing African commitments, best practices and minimum standards as benchmarks; and making use of African technical expertise in implementation.

j. Accession and ratification of all African and international instruments relating to peace and security;

k. National implementation of the CADSP;

l. Right-sizing and professionalisation of the security forces.

27. **Political Governance and Transition**: Governance involves the distribution and exercise of power from the national to the local levels. Political governance in transition is, therefore, a driving force for any successful PCRD programme. For this reason, leadership in societies emerging from conflict must guide the creation of good governance structures, and determine strategies for the equitable distribution of power, to consolidate peace and facilitate transition from the emergency to the development phases of its reconstruction.

28. Political governance in post-conflict situations needs to promote inclusive politics and advocate for pluralism in a manner that contributes positively to nation building, and that links short-term intervention measures and long-term development perspectives, including dealing with root causes of the conflict, in particular poor governance. In doing so, governance needs to focus on transformation of leadership and society, through processes of developing a collective national vision that delivers more cohesive and responsive systems of governance from the national to the grassroots levels. In doing this, the role and participation of women, including their access to power and decision making, needs to be particularly emphasised and encouraged.

29. Activities and measures that should be carried out under this constitutive element of PCRD are the following:

   a) (Re)-establish consensus of governance through the development of mechanisms and processes that guarantee broad-based participation and leadership, allow for collective determination of needs and priorities, and guarantee local ownership of the process;

   b) Commence a process, that is fair and inclusive, at national, regional and local levels for all sectors of the society, including displaced populations and the diaspora, to determine the national vision and to design strategies for its attainment; to engage in dialogue that defines the national identity and to establish and reinforce a legitimate state;
c) Facilitate the establishment and/or restoration of inclusive democratic public institutions and civil authorities, as well as legislative oversight capacity;

d) Establish constitutional governance (democracy) including periodic political competition with opportunity for choice, and the rule of law;

e) Adopt policies and legislation to address the challenges of corruption at the national, regional, continental and global levels;

f) Create credible, transparent and accountable transitional public institutions able to ensure the rule of law and deliver basic public services;

g) Create mechanisms to ensure accountable, efficient and effective public office holders and civil servants;

h) Establish rules and realistic timetables for the interim government/authorities;

i) Initiate processes that fast-track comprehensive capacity building at the state/institutional and non-state levels, including encouraging members of the diaspora with leadership and other relevant skills to return to the country;

j) Promote the involvement of local civil society organisations in governance processes at all levels;

k) Engage in rebuilding political/process skills, such as mediation, negotiation and consensus building, that are key to transformation of society, but which are often destroyed during the conflict;

l) Establish processes that encourage on-going impact assessment to ensure corrective activities and alignment of reconstruction programmes with evolving needs;

m) Address and deal with the root causes of conflict, through ensuring administrative justice, among other things;

n) Facilitate the creation of mechanisms that encourage decentralisation of power, and the management of resources, to all levels of governance from the national to the grassroots levels;

o) Integrate continental frameworks of governance into PCRD strategies;
p) Establish a secure civic space not dominated by spoilers;

q) Facilitate societal transformation in ways that reflect the interests of women, address their needs and aspirations, and consolidate any gains associated with the conflict, to improve their lives;

r) Ensure the participation of women in the entire public sphere;

s) Establish civic education and other public campaigns to raise awareness and understanding of the new political structure and vision, especially amongst the youth.

30. Among the standards and benchmarks that can be used to measure performance are the following:

a) Existence of opportunities and mechanisms that enhance popular participation in, and access to, the processes of constitution making, etc.,

b) Decentralisation of power and authority;

c) Creation of checks and balances within public governance structures, and the separation of power between the executive, judiciary and the legislature;

d) Increased government transparency and accountability;

e) Increased public confidence in governance structures;

f) Flourishing of functioning national civil society organisations, and support for indigenous organisations;

g) Increased numbers of women in public institutions of decision making as well as the private sector;

h) Periodic, competitive and peaceful elections;

i) Creation of an enabling environment for meaningful popular participation in all forms and levels of governance;

j) Ratification and accession to relevant African and international instruments for good governance, in particular the African Peer Review Mechanism; and other relevant conventions related to eradication of corruption, and the responsible management of resources as these emerge.
k) National Implementation of the AU-NEPAD public Service reform programme.

l) Existence of mechanisms to manage, prevent and resolve conflicts;

m) Creation and support (including resources) for institutions that promote democracy such as electoral commission, office of the ombudsperson, public service commission, etc.

n) Existence of effective and independent media that is protected within the law;

o) Congruence of national constitution with the Constitutive Act of the African Union.

31. Human Rights, Justice and Reconciliation: The protection of human rights is central to any PCRD effort. This is because human rights abuses in the form of policies of marginalisation, identity-based discrimination, and perceptions of injustice can trigger or perpetuate conflicts. Furthermore, most conflicts are characterised by serious human rights abuses resulting in physical and psychological trauma, distrust of government authorities and inter-communal mistrust – all of which require focused attention as part of reconstitution of society. In addition, the post war environment is usually fluid and marked by lawlessness and power imbalances which can encourage human rights abuses and perpetuate insecurity. This is particularly the case where ex-combatants, perpetrators of abuse and victims live together in a fragile and fearful situation. Finally, post war situations are characterised by institutional breakdown and collapse of law and order, and normative frameworks. This leaves people without any structures to mediate, resolve conflicts or deliver justice.

32. Each country/society emerging from conflict has to make the critical decision about whether to go the way of restorative or retributive justice. Either of these choices has implications for the nature of the human rights, justice and reconciliation model a country adopts;

33. Activities in the area of human rights, justice and reconciliation for countries emerging from conflict are:

   a. Provide space for a context-based approach to issues of human rights, justice and reconciliation;

   b. Facilitate mobilisation of the society to ensure the legitimacy and relevance of the model adopted;

   c. Address the tension between choices of impunity and reconciliation;
d. Encourage and facilitate peace-building and reconciliation activities from the national to the grassroots levels;

e. Allow for opportunities to invoke traditional mechanisms of reconciliation and/or justice, to the extent that they are aligned to with the African charter of human and peoples right;

f. Develop mechanisms for dealing with past and ongoing grievances;

g. Provide for the reform of the judiciary, guaranteeing its independence, professionalism and efficiency in the delivery of justice;

h. Provide for the use of AU structures and other international instruments to reinforce human rights, justice and reconciliation;

i. Ensure access of all sectors of society to justice;

j. Restore constitutional and legal rights to sections of society, including displaced populations, who might have lost them during the conflict;

k. Provide for the enhancement of legislative mechanisms and legal frameworks aimed at strengthening the rule of law, and incorporate human rights into all normative frameworks;

l. Provide for remedies and compensation to victims of conflict;

m. Include civic education, including human rights, in school curricula;

n. Guarantee and protect womens' rights and participation in the political, social and economic spheres of life;

o. Make special provisions for the protection of the rights of women, including justice for victims of sexual violence during the conflict;

p. Restore full nationality/citizenship, and rights to all populations that may have lost them during the conflict.

34. **Benchmarks and indicators** for measuring performance in the area of human rights, justice and reconciliation include the following:

a. Equal protection for all under the law;

b. Existence and use of functioning reconciliation mechanisms among the various sectors of the community;

c. Levels of tolerance across political, social and cultural divide in the country.
d. Operational, well supported and effective institutions that protect human rights such as a National Human Rights Commission and Office of the Public Prosecutor, and that provide oversight and contribute to public awareness of human rights principles and the country’s obligations therein;

e. Accession to, and ratification of, international instruments guaranteeing respect for all human rights (social, economic, civil, cultural and political rights);

f. Overall enjoyment of rights in the country;

g. Public confidence in the judiciary;

h. Level of the independence of the judiciary – as indicated by the tenure of judiciary and its access to resources.

35. **Humanitarian/Emergency Assistance**: The transition from conflict to peace often commences with significant humanitarian/emergency assistance activities aimed at stabilizing and rehabilitating the society including the return, reintegration and rehabilitation of refugees, Internally Displaced Persons (IDPs), ex-combatants and other war affected populations. Humanitarian response, therefore, is a critical element in laying the foundations for full-fledged recovery, reconstruction and longer term socio-economic development.

36. Humanitarian assistance activities should focus on both urgent life-saving and life-sustaining assistance as well as making the necessary investment in time and resources to effectively connect with the subsequent phases of the post-conflict reconstruction process, in order to ensure a lasting impact and progress towards sustainable peace. It is necessary, therefore, that humanitarian actors are engaged simultaneously in the delivery of emergency humanitarian assistance as well as planning, preparations and implementation of key activities that would ensure effective transition to the reconstruction and development phases. Such activities would encompass active participation in the development of institutional frameworks, tools for monitoring and evaluation including standards, benchmarks and indicators of progress as well as capacity building in critical areas.

37. Activities and measures to be carried out under this constitutive element of the Post-Conflict Reconstruction and Development Framework would include:

a. Timely design and implementation of community-based quick impact projects to address immediate needs and foster return of displaced persons;

b. Provide assistance to vulnerable populations;
c. Addressing the rehabilitation of basic infrastructure to facilitate return;

d. Ensure that short term humanitarian interventions do not compromise longer term domestic capacity building and development efforts;

e. Harness the productive capacity and skills of displaced persons;

f. Pursue community based rehabilitation programmes that benefit all affected populations;

g. Programmes that address the specific needs of women and girls;

h. Fast-tracking of measures pivotal for smooth transition from emergency humanitarian action to reconstruction and development such as training of ex-combatants, refugees and other displaced persons while still in exile/displacement and capacity building of local and sub-regional institutions;

i. Comprehensive strategies for the sustainable return, reintegration and rehabilitation of refugees, internally displaced people, former combatants and other forcibly displaced populations with a view to ensuring their full participation in the reconstruction of their communities, country and preventing further population displacement.

j. Rehabilitation of critical social and administrative services including health/sanitation, education, services to vulnerable groups, registration and legal recognition of individuals, property and enterprises, groups and associations;

k. Reconstruction of vital infrastructure and physical facilities including water and sanitation systems, hospitals/clinics, schools, police and other public administration centres, roads, bridges and other transportation and communication facilities.

38. Benchmarks and indicators for humanitarian/emergency activities are the following:

a. Protection of all populations from attacks, harassment, abuse, exploitation, discrimination and deprivation of their human rights;

b. Provision of adequate and appropriate basic welfare services including food, clean water, basic health, sanitation, education and shelter;

c. Provision of assistance to facilitate reunification of family members who were separated during conflict;
d. Mechanisms for registration and appropriate identification/documents of affected populations for themselves, their children, spouses, property, land and other possessions which might have been lost during the conflict;

e. Exercise the right to return to their places of origin and/or live in other areas of their choice;

f. Girls and women as well as other vulnerable groups who, most often, bear the brunt of suffering during conflict, would be provided with appropriate medical care, trauma and psycho-social counselling, assistance and legal redress;

g. Have access to reasonable means of livelihood including gainful employment.

39. **Reconstruction and Socio-Economic Development**: The long-term goal of PCRD is to place the affected country on the path of sustainable socio-economic development. For this reason, all PCRD activities should contribute to this goal, and therefore there is need for an integrated approach from the relief, rehabilitation to development. Activities should reorient the positive aspects of the war economy for peaceful ends, and promote reconstruction and modernisation of infrastructure and the economy. And because social economic inequality are often at the root of the causes of conflicts, sustainable peace must be based on fair and equitable distribution of resources.

40. Activities relating to socio-economic cluster are the following:

a. The creation and/or strengthening of human resources capacities, institutions, technical/technological and infrastructural resources at local and national levels for policy development, assessment of needs and resources, planning, implementation, monitoring, evaluation and accountability;

b. Development and implementation of policies that address past grievances such as the need for equitable access to resources, control and utilization of national wealth, including natural resources, for the benefit of all peoples of the country;

c. Create mechanism for the governance and management of natural resources for the benefit of the entire population;

d. Develop and implement macro-economic policies that foster balanced economic development in rural and urban areas, and across different geographic regions; and that promotes equitable distribution of income and wealth, job-creation, savings and investment;
e. Provide support to traditional economic activities that employ relatively large numbers of the population with a view to enabling their modernization and sharing in the country’s socio-economic progress;

f. Address the problem of corruption through measures that enhance transparency and accountability, and eliminate structures, incentives, legal and systemic loop-holes that encourage corrupt practices;

g. Implement socio-economic policies that address structural and systemic inequalities between men and women including in employment, wealth and income distribution;

h. Adopt policies that promote the rebuilding social capital and enhances the effective utilization of human and financial resources in the Diaspora and reversing the brain drain;

i. Create national systems of revenue management, and fiscal and financial planning with due regard to the need for decentralization in the management of national revenue and scrutiny;

j. Implement programmes that address the needs of youth including those aimed at rebuilding trust and productive engagement in the rebuilding of the community

k. Foster regional socio-economic integration;

l. Promulgate policies that reverse environmental degradation and promotes sustainable use of natural resources.

m. Adopt policies that promote job creation and economic opportunities especially for the youth;

n. Adopt micro-economic policies that create a conducive environment for the private sector especially with regard to small medium and micro enterprises and promote access to credit facilities particularly to women..

41. Benchmarks and Indicators are the following:

a. Improved human development indicators and progress towards the attainment of the Millennium Development Goals and other indicators related to socio-economic development;

b. Improved sustained economic growth;
c. Increased access of the population to social services such as housing, health, water, education, employment;
d. Macro-economic stability – including reduced budget deficit, inflation etc;
e. Fiscal and budgetary discipline in the management of public resources and reduction of national debt;
f. Accession to, and ratification of, international instruments on the management of the natural resources and the protection of the environment;

42. **Gender:** Women suffer disproportionately from the effects of violent conflict. They are victims of sexual violence, abducted into sexual slavery, care for the sick and wounded, and are also armed combatants. Despite their victimisation in conflict, women also gain access to new economic and political opportunities during conflicts as traditional gender stereotypes break down. Yet, PCRD interventions have tended to ignore or marginalise gender issues. Gender should be mainstreamed through all the constitutive elements of a PCRD framework, and addressed as a specific constitutive element, as a means of consolidating gains made during the conflict and as way of accelerating the transformation of the society.

43. Activities relating to gender are:

a. Use PCRD to transform society through the promotion of gender equality in all aspects of life;

b. Make provision for the participation of women in conflict prevention, management and resolution;

c. Address power relations in the private or domestic sphere when dealing with questions of power- and wealth-sharing, to ensure that women participate in decision-making processes and have access to productive resources;

d. Recognise that women can be both victimised and empowered by conflict, and build upon the gains made by women during the conflict. The issue of land, property and inheritance rights are key especially for widows and women returnees;

e. Focus on gender training and sensitisation especially for Peace Support Operations;

f. Capitalise on the rebuilding of public institutions to transform them and make them more responsive to women’s needs;

g. Employ gender-sensitive budgeting to ensure that gender is mainstreamed.
44. Benchmarks and Indicators include the following:

a. Accession to, and ratification of, the relevant UN and AU instruments protecting the rights of women, including the 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;

b. Incorporation of international instruments into its constitution or domestic legislation;

c. Effectiveness of constitutional provisions and laws, and existence of institutions, aimed at promotion and protection of the rights of women;

d. Steps taken to ensure full and meaningful participation of women in all aspects of public life, particularly in the political and economic spheres;

e. Security sector and justice system are responsive to the specific needs of women;

f. Increased number of women in public institutions, and the private sector.

VI. RESOURCE MOBILIZATION

45. Resource Mobilization: Securing adequate and sustained international support and funding is one the most important preconditions for realizing the goals of post-conflict reconstruction. In order to effectively meet this challenge countries emerging from conflict need to have a comprehensive resource mobilisation strategy.

46. Activities: The following elements shall guide the resource mobilisation strategy of all actors engaged in PCRD:

a. Resource mobilization must begin at the national level. All countries, no matter what the state of the economy and society as they enter the post-conflict phase, do have some national resources, which should be mobilized for reconstruction and development that benefits all sections of the society;

b. The AU and its Member States should support states emerging from conflict. Such support should not be limited to financial assistance but can include training, provision of expertise, sharing good practice, etc.

c. Countries emerging from conflict should seek supplementary forms of alliance should as sources of financial and other support to PCRD processes, e.g. South-South Alliances;
d. Use the ADB and NEPAD, as instruments for the mobilization and leveraging of resources for PCRD;

e. The AU should enter into negotiations with donors to simplify procedures and requirements for accessing funds, and to speed up disbursement, for use in PCRD;

f. AU should put pressure on donors promptly to translate their commitments and pledges into concrete support;

g. The AU should establish a PCRD Fund, to provide ‘seed money’ to kick-start PCRD activities, while other sources of funding are being sought;

47. **Benchmarks and Indicators:**

a. The establishment of a joint task force with the ADB, NEPAD and RECs to study the establishment of a PCRD Fund;

b. Peace agreements should include provisions for wealth-sharing and mobilization of national resources in support of PCRD;

c. The AU should expedite its efforts to create new forms of alliance with other regions of the world;

d. All PCRD processes should include a donor conference that involves AU Member States, to indicate the areas in which they can provide financial and other (especially training/capacity-building) support;

e. Tracking international commitments and pledges;

f. AU should finalize negotiations with partners and IFIs on fast-tracking funding for PCRD;

g. Strategies that draw on both internal and external resources. This requires the creation of mechanisms that enable the country to fully exploit local resources and expertise;

h. Mechanisms that bolster local capacity by providing them with financial and skills support;

i. regional, sub-regional and continental mechanisms to support countries emerging conflict to develop resource mobilization strategies, project/programme proposals and negotiate arrangements with donors, international financial institutions and trade organizations.
VII. ACTORS, GOVERNANCE MECHANISMS AND PROCESSES

48. The implementation of PCRD is dependent upon a range of state and non-state actors operating at the national, regional, continental and international levels. To ensure optimal performance of these actors in PCRD requires an elaboration of mechanisms and processes that will coordinate the multiplicity of actors and activities, at all stages of PCRD from needs to impact assessment.

Continental

49. Key Actors are:

a. AU and its specialised institutions such as the Pan African parliament, African Commission for Human and people’s Rights, IBAR, PANVAC; NEPAD, Pan African institutions such as the African Development Bank

b. At the continental level, the AU will provide the overall strategic political leadership in PCRD. In doing so the AU will act as a guarantor of PCRD processes on the continent and shall:

   1. Provide the normative framework;
   2. Monitor progress of the implementation of PCRD in affected countries;
   3. Leverage resources and support for the implementation of PCRD;
   4. Create and manage a database of African experts on various aspects of PCRD, to deployed in affected countries, as required;
   5. Encourage RECs and Members to adopt and implement the AU framework for PCRD.

50. Key Mechanisms are:

a. A PSC Standing Committee on PCRD to monitor the activities of all actors and provide support to affected countries;

b. An AU Commission inter-departmental taskforce to ensure effective coordination of activities of the Commission, AU liaison and regional offices as well as specialised agencies of the AU dealing with PCRD;

c. “Friends of” a country emerging from conflict to remain seized with the PCRD process.
Regional

51. The successful implementation of the PCRD framework requires the active engagement of regional groupings and their institutions in order to take advantage of already existing resources, mechanisms, processes and synergies. Key actors at the regional level include African Regional Economic Communities (RECs), and other regional bodies.

52. Regional actors and processes should:

   a. Provide for harmonisation of policy and legislation on PCRD;

   b. Guide implementation of regional and cross-border programmes relating to PCRD;

   c. Enable the adoption of regional approaches to PCRD;

   d. Provide continuous reporting on the state of PCRD activities within their regions to the PSC, as per Art. 16(3) of the PSC Protocol;

   e. Ensure harmonisation, coordination and exchange of information on PCRD with other RECs, as per Art. 16 (4) of the PSC Protocol;

   f. Create the linkage between the national and continental levels.

53. Regional Mechanisms include:

   a. Regional instruments and guidelines for the implementation of PCRD;

   b. Creation of specific coordination mechanisms to support national PCRD processes.

National

54. The success of post-conflict reconstruction and development will ultimately be determined by the political will, leadership and capacity of national and local actors. notwithstanding the weak capacity, which often characterizes post-conflict situations, national and local authorities and actors should take the lead in planning, implementation and monitoring of all PCRD activities.

55. Actors at the national level should:

   a. Develop policies and strategies, promulgate laws and put in place mechanisms, structures and processes that ensure comprehensive, integrated and coherent PCRD programmes;
b. Promulgate enabling legislation, simplify administrative processes and eliminate obstacles to the implementation of PCRD activities;

c. Lead, coordinate and monitor all PCRD;

d. Provide leadership in the process of determining an inclusive national vision, and in clarifying the division of labour, roles and responsibilities of actors involved in PCRD;

e. Seek, where needed, sub-regional, regional and international support for humanitarian assistance, recovery, rehabilitation and development including capacity building.

56. To undertake these responsibilities – the national level should create the following mechanisms:

a. Create a national focal point on PCRD to coordinator actors, and monitor implementation of PCRD, in line with the national strategies;

b. Create inter-departmental/ministerial committees to implement multi-sectoral programmes and activities;

c. Create mechanisms to ensure the participation of all sectors of society including civil society organisations, women’s organizations, and other national and local actors.

International

57. International multilateral organisations, to which AU Member States also belong, have a duty to support the successful implementation of PCRD in Africa. These organisations should, therefore, put at the disposal of the African Union and Its Member States, their expertise, experience and resources in the area of PCRD, while recognising that Africa takes the leadership and ownership of its reconstruction agenda.

58. These multilateral organisations include the United Nations systems, the World Bank, IMF, and other related institutions.

59. The International community also includes multilateral and bi-lateral partners, with whom the AU and its Members already have relations.

60. Mechanisms needed are:
a. Establish effective linkages with the newly established United Nations peace-building Commission, the Peace-building Support Office at the UN Secretariat and other concerned departments of the UN;

b. Strengthening of existing and creating new fora for dialogue between the AU and its development partners.

**Non-State Actors**

61. Art 20 of the PSC protocol, which “encourages non-governmental organisations, community-based and other civil society organisations, particularly women’s organisations, to participate actively in the efforts aimed at promoting peace, security and stability in Africa”, provides a mandate for the engagement of non-state actors in PCRD processes and activities. These actors should therefore be involved in PCRD activities at all levels to complement the capacity of state actors.