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**IMPLEMENTATION OF THE POST-CONFLICT  
RECONSTRUCTION AND DEVELOPMENT  
POLICY AND DECISION**

**LUSAKA, ZAMBIA  
17 – 19 JULY 2007**

**PCRD/Workshop/1(II)**

**REPORT OF THE STAKEHOLDERS WORKSHOP ON IMPLEMENTATION OF  
THE AFRICAN UNION'S POST-CONFLICT RECONSTRUCTION AND  
DEVELOPMENT (PCRD) POLICY**

# REPORT OF THE STAKEHOLDERS WORKSHOP ON IMPLEMENTATION OF THE AFRICAN UNION'S POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT (PCRD) POLICY

## I. INTRODUCTION

1. The African Union Commission through the Conflict Management Division hosted a Stakeholders' Workshop on "Implementation of the AU's Post-Conflict Reconstruction and Development (PCRD) Policy on 17-19 July 2007 in Lusaka, Zambia. The Common Market for Eastern and Southern Africa (COMESA) and the Organisation for Social Science Research in Eastern and Southern Africa (OSSREA) supported the organisation of the workshop, which brought together more than 112 participants, drawn from the AU Commission and AU organs, African civil society organisations (CSOs), research institutions, representatives of AU Member States, the United Nations, the private sector and development partners (for a list of participants, see Annex A).

2. The purpose of the workshop was to **consult with critical stakeholders on the implementation of the AU PCRD policy and decision. The objectives** were to: develop a programme for streamlining the contributions of actors involved in implementation of PCRD at continental, regional and national levels; develop a framework and mechanisms for cooperation and coordination; identify and prioritise core issues and areas of focus on which joint actions could be planned and implemented; and establish a follow-up mechanism to monitor implementation of workshop results.

3. In addition to providing a forum to explain the continental strategy for PCRD, the workshop also addressed the following critical issues:

- a. The various challenges faced by countries emerging from conflict;
- b. The role and mandate, of CSOs in reconstruction efforts on the continent thus far, as well as obstacles to CSO participation, at all levels of engagement;
- c. The question of coordination and coherence among CSOs and other stakeholders;
- d. The lessons learned, successes and best practices drawn from experiences at national, regional and continental levels;
- e. Capacity building and retention for CSOs and other stakeholders; and
- f. Mobilisation of resources for PCRD.

4. The opening session was addressed by Zambia's Special Representative to the Great Lakes Region, Ambassador Dr. Siteke Mwale; the Acting Secretary-General of COMESA, Mr. Sindiso Ngwenya; Zambian Minister of Foreign Affairs, Hon. Mundia Sikatana; and the first President of the Republic of Zambia, Dr. Kenneth David Kaunda. The opening remarks by Hon Mundia Sikatana, is at Annex B, while the Keynote Address by Dr Kenneth David Kaunda is at Annex C. The opening remarks and keynote address provided a context for the meeting and set the tone for the workshop, by focusing on the linkages between peace, development and regional integration.

## II. SUMMARY OF PROCEEDINGS

5. The workshop was organised around the following themes: The African Renaissance and PCRD Challenges and Prospects; Africa's Post-Conflict Reconstruction Strategies and Challenges; Applying the PCRD Policy in Post-Conflict Reconstruction Activities; Civil Society Organisations—Lessons from Practice; and Challenges of Implementation. Each theme involved a panel of presenters followed by plenary discussions. For the complete set of papers presented, see Annex D to Annex I. The Power point presentations are at Annex J to Z.

6. Over the course of the three-day workshop, presentations and discussions emphasised the relevance of the underlying principles of the AU policy, which should inform all PCRD activities on the continent. These are:

- i. African leadership;
- ii. National and local ownership;
- iii. Inclusiveness, equity and non-discrimination;
- iv. Cooperation and coherence; and
- v. Capacity building for sustainability.

### i) **Issues and challenges facing countries emerging from conflict**

7. Countries emerging from conflict may be characterised by immense suffering, loss of life, displacement, destruction of physical infrastructure, a breakdown in relationships at individual and community level, loss of livelihoods, diminished productive capacity, destroyed social networks and a breakdown of governance. Women and children often suffer disproportionately from the effects of conflict. The workshop identified a number of key issues and challenges that should be taken into account when designing and implementing PCRD programmes. These included:

- a. The fact that peace and development are mutually reinforcing. These in turn are linked to the regional integration agenda, which can contribute to sustainable peace and development;
- b. PCRD needs to be transformative, rather than simply reconstructing pre-existing structures and systems, some of which may have been causes of the conflict;
- c. Each conflict situation is unique, so flexibility is essential;
- d. In post-conflict situations, there are often questions of legitimacy with regard to the government. State legitimacy is linked to state capacity, which contributes to peace;
- e. The Diaspora can provide additional human and financial resources for PCRD, but may also be involved in funding or fuelling the conflict;
- f. It is important to deliver peace dividends, through quick impact projects, but lack of resources and slow disbursement of donor funds can make this difficult;

- g. It is important to recognise the international context, and the role of global processes and actors (such as the ‘war on terror’, the emergence of Brazil, India, Russia and China as global powers, and the international political economy) in African conflict situations and PCRDR processes; and
- h. Rehabilitation and reconciliation in the minds and emotions of people, and the rebuilding of relationships at individual and community level are critical to the consolidation of peace, but these processes require significant time.

ii) **The Mandate, Role and Challenges of Civil Society Organisations in PCRDR**

8. The decision adopting the AU Policy on PCRDR, taken by the Executive Council in Banjul, the Gambia, in June 2006, calls for the active engagement of civil society in implementing the policy. In part, this mandate is linked to the assumption that CSOs are closer to communities, understand the local context and have operational and/or technical expertise. To fulfil their role and contribute to timely, appropriate and effective PCRDR processes, CSOs must adhere to high principles and demonstrate professionalism and efficiency.

9. The meeting highlighted the following roles for CSOs in PCRDR implementation:

- a. Engage effectively with ongoing theoretical constructs and ideas (in particular the fragile states agenda) that shape international interaction with Africa;
- b. Contribute to the development of a shared understanding (within and outside the affected country) of the conflict, as well as the objectives and process of reconstruction;
- c. Support the creation of a conducive environment for reconciliation;
- d. Support the participation of communities in needs assessments, to ensure that the needs and aspirations of the people determine the priorities for PCRDR and inform all PCRDR activities. Women’s needs and participation should receive special attention;
- e. Engage in continuous research and analysis of conflict situations (including the context, actors, trends, etc) as the basis for proactive and informed PCRDR interventions, identifying points of entry, and providing policy advice to governments, regional economic communities (RECs), the AU and other actors;
- f. Popularise peace agreements and the AU policy on PCRDR;
- g. Support the civilian dimension of the African Standby Force (ASF), by assisting with rosters of civilian experts, coordination of civilian participation and participation in peace support operations;
- h. Enhance and complement the capacity of governments in post-conflict settings, in each of the indicative elements of the PCRDR policy;
- i. Monitor progress in the implementation of PCRDR programmes;

- j. Track the disbursement of pledges by donors, to ensure that they adhere to their commitments;
  - k. At regional level, support the development of regional PCRDR guidelines, as well as regional common positions, standards and benchmarks for PCRDR implementation and related peace and security areas;
  - l. Provide support for the enhancement of negotiation skills for governments of post-conflict countries, which often have weakened capacity in this area yet need to negotiate with powerful international institutions for debt cancellation, loans, foreign investment contracts, etc; and
  - m. Conduct advocacy at international level to ensure that the PCRDR programmes of international partners (bilateral and multilateral) are aligned to the AU policy and the broader Pan-African agenda.
10. Further challenges and obstacles to CSO participation in PCRDR processes raised were as follows:
- a. The legitimacy of CSOs is questioned when they do not adhere to standards of accountability, or are perceived to be accountable to external donors instead of local stakeholders;
  - b. Lack of capacity (human and financial resources) for effective participation in PCRDR implementation;
  - c. Competition and lack of coordination amongst CSOs; and
  - d. Non-conducive environment (repressive legal framework) for CSO operations.

**iii) Coordination and coherence**

11. The presentations and discussions called for coordination amongst CSOs and other stakeholders, at all levels of engagement. Some of the key issues raised in this regard included:
- a. The need to create a structure at national level, such as a national focal point, to oversee reconstruction and coordinate with various stakeholders from within the country as well as regional and international partners;
  - b. The need to situate PCRDR activities within the spectrum of conflict prevention, management and resolution. Successful PCRDR involves early warning to prevent relapse into conflict, while conflict resolution should lay the groundwork for successful PCRDR;
  - c. The importance of positive engagement and cooperation between governmental and non-governmental actors engaged in PCRDR;
  - d. The importance of frameworks and structures for coordination at all levels, from local to international, amongst all stakeholders, including civil society, various government departments and organs, development partners, etc. Where possible, existing coordination mechanisms should be utilised;
  - e. Coordination based on specific need or shared interest is often more successful.

**iv) Lessons learned, successes and best practices**

12. Based on presentations and discussion of a number of specific case studies, the following lessons emerged:

- a. PCRD must address the root causes of conflict, which are usually complex and dynamic;
- b. Peace agreements should address the root causes of conflict, but they are only effective if popularised, implemented comprehensively and monitored;
- c. PCRD must address governance systems (political and economic) for transformation, peace and social justice. A forum such as the APRM could provide a space for peer review of methods used to address post-conflict governance challenges;
- d. In some cases, the term “reconstruction” is a misnomer, as there was no development before the conflict. In these cases, it is “construction” of new infrastructure, reconstruction of the social fabric, and development that must occur,

13. The discussions also highlighted a number of successes and examples of best practice, including:

- a. At national level, there should be an integrated national PCRD plan, developed through a consultative process to ensure local buy-in, ownership and legitimacy. The national plan should be aligned to the AU Policy;
- b. It is important to recognise the regional context and address conflict at regional level, making use of existing mechanisms where possible (e.g. the International Conference on the Great Lakes Region);
- c. Partnership between CSOs and government and political support for CSO engagement improves effectiveness.

**v) Capacity building**

14. Lack of capacity amongst civil society and other actors was highlighted as one of the key challenges to successful PCRD. Participants discussed a number of issues in relation to the enhancement and retention of capacity for PCRD, including:

- a. The value in scaling up existing African capacities and utilising indigenous technologies to respond to emergencies and serve the PCRD agenda;
- b. The need to target the youth, especially demobilised combatants, for capacity building programmes, as an investment in peace;
- c. The AU Volunteer (AUV) programme, currently under development, will help to build the capacity of youth as well as leveraging African capacity for PCRD at professional level;

- d. The need to build the capacity of parliaments to oversee and monitor PCRDR processes;
- e. The need for African and international organisations to support the capacity of local CSOs in countries emerging from conflict; and
- f. The need to mobilise the capacity of the diaspora through inclusion in the African Union database of PCRDR experts and AUV programme.

**vi) Resource mobilisation**

15. Participants agreed that the problem of sustainable resource mobilisation was central to the success or failure of PCRDR processes. In this regard, a number of issues were highlighted, including:

- a. The need to prioritise mobilisation of national resources to improve ownership, increase policy/fiscal space, improve predictability and ensure a match between resources and needs;
- b. Establishing special funds to support the development of entrepreneurship skills and micro-enterprise, especially with special emphasis on empowering women;
- c. Natural resource wealth can be used to mobilise funding for PCRDR processes, either through a direct levy on natural resource exploitation or through investment. Wealth sharing agreements and future generations funds can contribute to the sustainability of peace;
- d. Private investment can contribute to PCRDR, but it must be on terms favourable to the affected communities and the country, and should ideally incorporate provisions for capacity building, local ownership and value addition;
- e. African countries should demonstrate their commitment to the continental PCRDR agenda by contributing to an AU PCRDR fund;
- f. The African Development Bank seeks to provide support to post-conflict countries in a timely, flexible and demand-driven fashion, seeking to fill intervention gaps in line with the principles of a regional approach, protection of vulnerable groups, participation and good governance. Post-conflict countries should take advantage of this type of funding, while the AU should encourage other funding institutions to adopt a similar approach; and
- g. The need to ensure that donors actually follow through on their pledges, as well as to reduce obstacles to rapid disbursement of funds.

**III. RECOMMENDATIONS**

16. A number of actions were proposed to move the PCRDR agenda forward. Participants stressed the need to involve the people in the planning, implementation and monitoring of PCRDR processes and activities at all levels—strategic, technical and operational.

**i) Strategic/political level**

- a. Maintain a strategic focus situating PCRDR within the African Renaissance vision and the pursuit of sustainable peace and development;
- b. Promote activities to ensure that African leadership remains committed to and focused upon the PCRDR agenda.

**ii) Technical level**

- a. Needs assessments: The principle of ownership is essential in the case of needs assessments. Civil society should begin developing the capacity to facilitate and participate in needs assessments, which form the basis of setting short-, medium-, and long-term priorities for PCRDR, and matching needs to available resources;
- b. Capacity assessments: Examine what capacity already exists (in government, CSOs, neighbouring countries and the Diaspora), then identify gaps and develop strategies to fill them;
- c. Technology audits: Assess technological needs and available technologies, for use in PCRDR planning. Focus on technologies that are simple, learnable, easy to copy, environmentally friendly and appropriate to the local context;
- d. Develop a common research agenda and systems of knowledge-sharing and information dissemination;
- e. Mainstream peace education in African curricula, to promote sustainable peace and increase the pool of people with the will and qualifications to implement PCRDR;
- f. Encourage greater interaction between gender leadership and the African Union on issues of PCRDR and other peace and security priorities;
- c. Promote and institutionalise linkages between PCRDR and the rest of the African peace and security architecture, including the Continental Early Warning System (CEWS) and the African Standby Force (ASF).

**iii) Operational Level**

- a. Develop frameworks and structures for coordination to maximise impact and avoid duplication. Possible structures include national focal points, regional focal points, existing regional networks, continental structures (such as the AU Economic Social and Cultural Council or AU Citizens Directorate), existing AU-UN channels, etc;
- b. Develop an inventory of peace building activities in order to facilitate coordination and avoid gaps;
- c. Encourage partnerships between governmental actors, civil society, education/research institutions and the private sector;
- d. Share information on progress made, lessons learned and best practices in PCRDR implementation via the AU website on PCRDR;
- e. Engage in data collection to support PCRDR planning and measuring progress;
- f. Include benchmarks in national and regional PCRDR strategies to facilitate monitoring of implementation and evaluation of progress.