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**REPORT OF THE WORKSHOP ON IMPLEMENTING THE AFRICAN  
PEACE AND SECURITY ARCHITECTURE 2016 – 2020: ENHANCING  
POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT THROUGH  
PARTNERSHIPS WITH REGIONAL ECONOMIC COMMUNITIES AND  
MECHANISMS FOR THE PREVENTION, RESOLUTION AND  
MANAGEMENT OF CONFLICTS**

**HARARE, ZIMBABWE**

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## **Executive Summary**

The Department of the Peace and Security of the African Union (AU) Commission, in collaboration with the Training for Peace (TfP), held a workshop in Harare, Zimbabwe, from 25 to 27 October 2017, on “Implementing the African Peace and Security Architecture (APSA) Roadmap 2016-2020: Enhancing Post-Conflict Reconstruction and Development (PCRD) through Partnerships with Regional Economic Communities and Mechanisms (RECs and RMs)”. The APSA Roadmap details the joint aims of the AUC and RECs/RMs in five strategic priority areas, namely: Conflict Prevention; Crisis/Conflict Management; PCRD and Peacebuilding; Strategic Security Issues; and Coordination and Partnerships. It was, therefore, in the context of the Strategic Priority on Coordination and Partnerships that the Workshop was organised. The Roadmap notes the lack of regular and systematic exchanges between the AU and the RECs/RMs, and the lack of clear definitions of roles and responsibilities of the AU and the RECs/RMs.

The Workshop was also organised in line with the spirit of the 10th anniversary of the implementation of the AU PCRD Policy, which noted that initial discussions had begun on enhancing linkages between the AU and the RECs/RMs but needed to be enhanced. It was also conducted within the framework of the AU Inter-Departmental Task Force on PCRD.

The workshop brought together about 40 participants representing the AU Peace and Security Department; Bureau of the Chairperson; RECs/RMs notably, the East African Community (EAC), Economic Community of the Central African States (ECCAS), Economic Community of West African States (ECOWAS), Common Market for Eastern and Southern Africa (COMESA), and the Inter-Governmental Authority on Development (IGAD); German Development Cooperation (GIZ); West African Network of Peacebuilding (WANEP), International Conference on the Great Lakes Civil Society Organisations (ICGLR CSO) Forum, representing CSO platforms that engage with RECs/AU on PCRD implementation; and Training for Peace partners represented by the Institute for Security Studies (ISS) and the African Centre for Constructive Resolution of Disputes (ACCORD).

Against the above backdrop, the workshop focused on addressing the five main issues that the APSA Roadmap 2016-2020 identifies as hindrances to the AU’s PCRD implementation, namely: (1) the complexity of post-conflict issues and the demanding resource requirements; (2) lack of coordination within the AUC, and between the AUC and the RECs/RMs to align relevant peace and security programs; (3) understaffed and under-resourced Unit at the AUC; (4) low level of capacity in the RECs/RMs; and (5) lack of alignment between regional peacebuilding objectives and national stabilization plans. In addition, the Workshop agreed on Guideline for enhancing harmonization, joint planning, implementation and coordination between the AU and RECs/RMs on PCRD approaches.

### **Key Objectives**

In line with the APSA objectives on PCRD, the key objectives of the workshop were to:

- i. Review the nature of sub-regional PCRD policies and their links to the AU PCRD Policy, with a view to exploring possibilities of implementing the former’s policies under the AU PCRD Policy.
- ii. Identify the challenges and opportunities to implementing the sub-regional PCRD frameworks in line with the AU PCRD Policy.

- iii. Enhance clarity on the shared strategic vision and goals of the AUC, RECs/RMs and other stakeholders to facilitate timely and effective support to member states emerging from conflict.
- iv. Define modalities for enhancing coordination and partnership between the AUC and RECs/RMs on PCRDR, and for increasing harmonization of their PCRDR approaches.
- v. Contribute to the formulation of a collaboration framework to achieve the AU vision of “Silencing the Guns” by 2020, as elaborated in the AU Master Roadmap of Practical Steps to Silence the Guns in Africa by 2020, adopted in January 2017.

## **Key Outcomes**

### **Nature of Sub-Regional PCRDR Policies, their links to the AU PCRDR Policy, and the possibility of implementing them under the AU PCRDR Policy Framework**

Participants noted that, whereas the RECs/RMs may not have their own PCRDR Policies, they tend to derive their PCRDR mandates from the AU PCRDR Policy and their own Mission Statements as well as Guiding Principles. IGAD, for example, has developed its own PCRDR policies, whereas COMESA, EAC and ECOWAS have formulated their own PCRDR strategies consistent with their mission statements and principles. The PCRDR Pillars developed by the various RECs/RMs differ from the AU PCRDR Pillars<sup>1</sup> in terms of their numbers but not necessarily content. The RECs/RMs are also at various stages of implementing their PCRDR initiatives to support post-conflict countries and local communities in consolidating peace. They are a pivotal anchor of the AU PCRDR Policy and should play a greater role on PCRDR. Furthermore, Member States and the RECs/RMs are better placed to identify the latter’s PCRDR needs. Therefore, a strong and robust relationship is needed among these three entities to make the AU PCRDR Policy implementation very effective, more so with self-financing of own programs and projects through exploration of innovative ways of exploring potential African resources, including from the private sector.

### **Progress, challenges, and opportunities to implementing Sub-Regional PCRDR Frameworks in line with the AU PCRDR Policy**

The various RECs/RMs have, within their mandate and means, made some progress on PCRDR implementation in their sub-regions. However, the following key challenges are hindering the implementation of sub-regional PCRDR frameworks by the RECs/RMs: the very complex nature of PCRDR issues; very demanding interventions in terms of the requisite human and financial resources; limited resource mobilization capability to support national PCRDR initiatives; existence of competing regional priorities with multiple actors involved with their own interest, often resulting in duplication of efforts, and more so due to limited coordination of initiatives; lack of dedicated PCRDR Focal Office/Department in the RECs/RMs to interface with the AUC on PCRDR activities; and difference in the mandate and scope of PCRDR Policies of the AU and RECs/RMs, presenting challenges for effective harmonisation of efforts between the AUC and the RECs/RMs.

The existence of the requisite Policy Frameworks and Strategies in the RECs/RMs covering the various pillars of the AU PCRDR Policy provide opportunities to build upon and collaborate on

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<sup>1</sup> The six pillars of the AU PCRDR Policy are: (1) Security; (2) Humanitarian and Emergency Assistance; (3) Political Governance and Transitions; (4) Socio-economic Reconstruction and Development; (5) Human Rights, Justice and Reconciliation; and (6) Women, Youth and Gender.

implementing sub-regional PCRDR frameworks. What is critically required is the operationalisation and implementation of the existing policy frameworks, as well as enhancing opportunities to leverage on the African Solidarity Initiative (ASI).

### **PCRDR in Practice: Collaboration and Cooperation**

This session explored the existing cooperation and partnership mechanisms, both within the AUC, and between the AUC, RECs/RMs, as well as the roles and responsibilities of the AU Liaison Offices in relation to RECs/RMs and Member States in PCRDR implementation. It underlined the need for the AUC to involve RECs/RMs in joint planning and programming of PCRDR initiatives, including joint assessment missions to Member States. It also stressed that where a specific country belongs to more than one REC, the AUC needs to involve all the concerned RECs/RMs. Similarly, the RECs/RMs should involve the AUC in their planning and implementation of PCRDR initiatives, on basis of reciprocity.

### **Implementation of PCRDR in relevant post-conflict countries: perspectives of AU Liaison Offices in and Post-Conflict Contexts**

This session identified the challenges encountered and lessons learned by the AU Liaison Offices (AULOs) in the implementation of PCRDR efforts by the AUC, RECs/RMs and Member States. The case of AMISOM presented a unique set of areas for improvement especially in coordination and support for its activities from the CMPCRDR. It also highlighted experiences of collaboration with the Somali Government towards strengthening institutional capacities, deploying innovative approaches to deal with sexual and gender-based violence against women. It was also reckoned that civil society organisations play a key role in fragile states.

From the perspective of the AULOs, the following challenges were identified, among others, as affecting PCRDR implementation in post-conflict countries: traditional DDR approaches of sequencing PCRDR after military interventions, which are not suitable in certain contexts such as Somalia that require a simultaneous deployment of PCRDR interventions in form of Quick Impact Projects and Peace Strengthening Projects alongside ongoing peace support operations to help win the hearts and minds of the host communities and improve civil – military relations; difficulties in resourcing of PCRDR interventions, compounded by existence of divergent strategic interests between AU and Partners, complicates PCRDR implementation, as is the case in Somalia; and the exclusion of Civil Society Organisations (CSOs) by the AUC and RECs/RMs during the planning and budgeting of PCRDR processes thus undermining the effectiveness of the CSOs in PCRDR implementation.

The best opportunity derives from the solid political leverage that the AU possesses above all other stakeholders in legitimising action in any African Country. The AUC should therefore effectively assert its role, on this basis, to enhance its visibility in PCRDR initiatives in support of the RECs/RMs.

### **Practicalising the Concept of Complementarity: From Theory to Practice**

Although the Protocol Relating to Establishment of the AU Peace and Security Council (PSC Protocol) does not mention the concept of “*complementarity*” *per se*, Article IV (Principles) of the Memorandum of Understanding (MOU) on Cooperation in the area of Peace and Security signed between the AU & the RECs/RMs in 2008, gives effect to Article 16 of the PSC Protocol, which calls for more collaboration between the AUC and RECs/RMs towards achieving complementarity. Complementarity between the AU and the RECs/RMs on PCRDR should be viewed in terms of building closer partnership and working usefully together to supplement

each other's efforts to achieve better results in the implementation of PCRD efforts across the continent. Whereas peace and development are ultimately the responsibility of member states, the RECs/RMs are better placed than the AUC to provide direct technical support - training and expertise, to member states, as per the AU PCRD Policy. However, the political leverage of the AUC is necessary in legitimising the interventions of RECs/RMs and mobilising the necessary resources for complementing efforts of the RECs/RMs.

The following key challenges were identified, among others, as hindrances to effective complementarity between the AUC and the RECs/RMs: limited resources for supporting PCRD efforts of both the AUC and the RECs/RMs; difficulties in coordinating the various stakeholders and actors undertaking aspects of PCRD, including humanitarian/emergency assistance; lack of mechanisms to implement some of the pillars of the AU PCRD Policy; limited understanding of the context and scope of the AU PCRD Policy by RECs/RMs; and limited understanding as well as application of the principle of subsidiarity that underpins AU-RECs/RMs collaboration and cooperation.

### **Collaboration framework to achieve the vision of Silencing the Guns by 2020**

This session deliberated on ways in which the AUC and RECs/RMs should enhance their ability to plan, and implement PCRD responses in a coordinated manner. In this regard, participants agreed on a Guideline Note that defines and provides contextual clarity with a view to enhancing coordination and collaboration on the practical aspects of PCRD interventions among the various actors, notably the AUC, Member States, RECs/RMs, CSOs and other partners such as the African Development Bank, World Bank, EU and the UN as well as bilateral partners. The Guideline Notes also provide for a framework for improving the planning, design and implementation of PCRD responses to needs of countries emerging from conflict or on the verge of relapsing to conflict, in timely and effective manner.

### **Key recommendations**

The workshop made the following key recommendations on how to enhance Post-Conflict Reconstruction and Development (PCRD) through Partnerships with Regional Economic Communities and Mechanisms (RECs and RMs):

- i. PCRD interventions by the AUC and RECs/RMs should benefit from the AU Peace Fund, given their importance in consolidating peace and preventing relapse into conflicts.
- ii. RECs/RMs and Member States need to jointly map out priority areas for reconstruction efforts in their host member states.
- iii. The Ministerial Committee on PCRD that was created by the PSC in July 2003 needs to be fully operationalized to strengthen AU PCRD implementation.
- iv. The AU -RECs/RMs engagement on coordination on PCRD implementation needs to be taken to a strategic level, between the leadership of the AUC and the RECs/RMs in order to address the complexities of PCRD interventions and strengthen the current technical and operational level efforts between the AUC and the RECs/RMs.
- v. Promote a greater synergy between the Department of Peace and Security and other Departments of the Commission, as well as with the RECs/RMs through the robust utilisation of the Interdepartmental Task Force of the AUC.
- vi. Develop a common Standard Operating Procedures for the AUC and the RECs/RMs, with particular focus on joint needs assessments, joint programme design, joint resource mobilization, joint implementation and monitoring, evaluation, accountability to align the RECs/RMs policies to the AU PCRD Policy.

- vii. The AUC and the RECs/RMs should consider undertaking joint resource mobilization initiatives for PCRD activities, including from non-traditional sources such as the private sector, to support the African Solidarity Initiative.
- viii. The AU Crisis Management and Post-Conflict Reconstruction Division should engage the Peace Support Operations Division with a view to incorporating PCRD roles in PSOs, including in the post-conflict phase in order to allow for the continued consolidation of peacebuilding efforts beyond military operations. Input of RECs/RMs and CSOs should also be solicited when drafting the PCRD component of AU PSOs.
- ix. Encourage REC to REC collaboration on PCRD implementation and enhance Desk-to-Desk meetings between the AUC and the RECs/RMs, with the participation of partners and the Civil Society Organisations to enhance information sharing and collaboration within the AUC. In this regard, establish a Network of PCRD Focal Persons in AUC and the RECs/RMs including representatives of CSOs and the Private Sector.
- x. There is need for a paradigm shift from the traditional approach of sequencing PCRD efforts after PSOs to simultaneous deployment of PCRD efforts with PSOs.
- xi. Deepen partnerships with CSOs and other stakeholders with a view to ensuring that they understand the AU PCRD Policy and the PCRD initiatives of the RECs/RMs.
- xii. Establish a Knowledge Management System at the AUC and RECs/RMs on PCRD interventions for record and reference purposes, and development of Best Practices.
- xiii. Request the Commission to Make PCRD the theme of either the PSD or DPA 2018 Annual High Level Dialogue given the high level and positions of the participants.

In conclusion, the Workshop provided a valuable platform for participants to reflect on the nature of regional PCRD initiatives and their links to the AU PCRD framework; strategic visions and goals of the AU, RECs/RMs, the Civil Society, and relevant stakeholders on PCRD; progress, opportunities and challenges of implementing PCRD activities by RECs, the AU and other relevant partners. The Workshop called for bi-annual meetings between the AUC and the RECs/RMs on PCRD – one at a technical level, and the second at the political decision-making level to foster better cohesion in enhancing coordination on PCRD implementation at sub-regional levels. It also called on the AU to finance certain aspects of PCRD from the AU Peace Fund. Last but not least, it agreed on Guideline Notes for enhancing collaboration, coordination and mutual accountability between the AU, RECs/RMs, Member States, Civil Society and other non-traditional actors.

## **SECTION I: INTRODUCTION AND RATIONALE**

### **Introduction and rationale**

The Department of the Peace and Security of the African Union (AU) Commission, in collaboration with the Training for Peace (TfP), held a workshop in Harare, Zimbabwe, from 25 to 27 October 2017, on “Implementing the African Peace and Security Architecture (APSA) Roadmap 2016-2020: Enhancing Post-Conflict Reconstruction and Development (PCRD) through Partnerships with Regional Economic Communities and Mechanisms (RECs and RMs)”. The APSA Roadmap details the joint aims of the AUC and RECs/RMs in five strategic priority areas, namely: Conflict Prevention; Crisis/Conflict Management; PCRD and Peacebuilding; Strategic Security Issues; and Coordination and Partnerships. It was, therefore, in the context of the Strategic Priority on Coordination and Partnerships that the Workshop was organised. The Roadmap notes the lack of regular and systematic exchanges between the AU and the RECs/RMs, and the lack of clear definitions of roles and responsibilities of the AU and the RECs/RMs.

The Workshop was also organised in line with the spirit of the 10th anniversary of the implementation of the AU PCRD Policy<sup>2</sup>, which noted that initial discussions had begun on enhancing linkages between the AU and the RECs/RMs but needed to be enhanced. It was also conducted within the framework of the AU Inter-Departmental Task Force on PCRD.

The workshop brought together about 40 participants representing the AU Peace and Security Department; Bureau of the Chairperson; RECs/RMs notably, the East African Community (EAC), Economic Community of the Central African States (ECCAS), Economic Community of West African States (ECOWAS), Common Market for Eastern and Southern Africa (COMESA), and the Inter-Governmental Authority on Development (IGAD); German Development Cooperation (GIZ); West African Network of Peacebuilding (WANEP), International Conference on the Great Lakes Civil Society Organisations (ICGLR CSO) Forum, representing CSO platforms that engage with RECs/AU on PCRD implementation; and Training for Peace partners represented by the Institute for Security Studies (ISS) and the African Centre for Constructive Resolution of Disputes (ACCORD).

Against the above backdrop, the workshop focused on addressing the five main issues that the APSA Roadmap 2016-2020 identifies as hindrances to the AU’s PCRD implementation, namely: (1) the complexity of post-conflict issues and the demanding resource requirements; (2) lack of coordination within the AUC, and between the AUC and the RECs/RMs to align relevant peace and security programs; (3) understaffed and under-resourced Unit at the AUC; (4) low level of capacity in the RECs/RMs; and (5) lack of alignment between regional peacebuilding objectives and national stabilization plans. In addition, the Workshop agreed on Guideline for enhancing harmonization, joint planning, implementation and coordination between the AU and RECs/RMs on PCRD approaches.

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<sup>2</sup> The AU PCRD Policy aims to support the efforts of post-conflict countries in consolidating peace and preventing relapse into conflict through the implementation of comprehensive, inclusive, nationally owned processes designed for their stabilisation, recovery, reconstruction and development. The Policy has been mainstreamed into Africa’s strategic vision of ‘Silencing the Guns’ by 2020 and Agenda 2063 that envisions a socio-economic transformation of Africa through sustained growth and development.

## **SECTION II: KEY OBJECTIVES**

### **Key Objectives**

In line with the APSA specific objectives on PCRD, the key objectives of the workshop were to:

- i. Review the nature of sub-regional PCRD policies and their links to the AU PCRD Policy, with a view to exploring possibilities of implementing the former's policies under the AU PCRD Policy.
- ii. Identify the challenges and opportunities to implementing the sub-regional PCRD frameworks in line with the AU PCRD Policy.
- iii. Enhance clarity on the shared strategic vision and goals of the AUC, RECs/RMs and other stakeholders to facilitate timely and effective support to member states emerging from conflict.
- iv. Define modalities for enhancing coordination and partnership between the AUC and RECs/RMs on PCRD, and for increasing harmonization of their PCRD approaches.
- v. Contribute to the formulation of a collaboration framework to achieve the AU vision of "Silencing the Guns" by 2020, as elaborated in the AU Master Roadmap of Practical Steps to Silence the Guns in Africa by 2020, adopted in January 2017.

## **SECTION III: KEY OUTCOMES**

### **Key Outcomes**

#### **Nature of Sub-Regional PCRD Policies, their links to the AU PCRD Policy, and the possibility of implementing them under the AU PCRD Policy Framework**

Participants noted that, whereas the RECs/RMs may not have their own PCRD Policies, they tend to derive their PCRD mandates from the AU PCRD Policy and their own Mission Statements as well as Guiding Principles. IGAD, for example, has developed its own PCRD policies, whereas COMESA, EAC and ECOWAS have formulated their own PCRD strategies consistent with their mission statements and principles. The PCRD Pillars developed by the various RECs/RMs differ from the AU PCRD Pillars<sup>3</sup> in terms of their numbers but not necessarily content.

The RECs/RMs are also at various stages of implementing their PCRD initiatives to support post-conflict countries and local communities in consolidating peace. They are, thus, a pivotal anchor of the AU PCRD Policy and should play a greater role on PCRD. Furthermore, Member States and the RECs/RMs are better placed to identify the latter's PCRD needs. Therefore, a strong and robust relationship is needed among these three entities to make the AU PCRD Policy implementation very effective, more so with self-financing of own programs and projects though exploration of innovative ways of exploring potential African resources, including from the private sector.

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<sup>3</sup> The six pillars of the AU PCRD Policy are: (1) Security; (2) Humanitarian and Emergency Assistance; (3) Political Governance and Transitions; (4) Socio-economic Reconstruction and Development; (5) Human Rights, Justice and Reconciliation; and (6) Women, Youth and Gender.

## **Recommendations**

- xiv. AU and RECs/RMs PCRDR interventions should benefit from the AU Peace Fund, given the importance of PCRDR in consolidating peace and preventing relapse into conflicts.
- xv. PCRDR interventions should be context-specific, demand driven, and contributing to the common goal of providing peace and stability for people in post-conflict situations.
- xvi. PCRDR initiatives should address the root causes of conflict and prioritise women and youth in conflict and post-conflict zones in order to succeed in preventing conflict spiral and relapse.
- xvii. RECs/RMs and Member States need to jointly map out priority areas for reconstruction efforts in their host member states.
- xviii. The Ministerial Committee on PCRDR that was created by the PSC in July 2003 needs to be fully operationalized to strengthen AU PCRDR implementation.
- xix. The AU -RECs/RMs engagement on coordination on PCRDR implementation needs to be taken to a strategic level, between the leadership of the AUC and the RECs/RMs in order to address the complexities of PCRDR interventions and strengthen the current technical and operational level efforts between the AUC and the RECs/RMs.
- xx. There is need for a more robust utilisation of the Interdepartmental Task Force of the AUC in order to promote a greater synergy between the Department of Peace and Security and other Departments of the Commission, as well as with the RECs/RMs.

## **Progress, challenges, and opportunities to implementing Sub-Regional PCRDR Frameworks in line with the AU PCRDR Policy**

This session assessed the opportunities for enhancing PCRDR implementation and the modalities for accessing support, as well as the opportunities to leverage on the African Solidarity Initiative (ASI). Participants observed that the various RECs/RMs have, within their mandate and means, made some progress on PCRDR implementation in their sub-regions. For example, COMESA conducted a research on determining the root causes of conflict in the Great Lakes Region with a view to understanding the linkage between trade in natural resources, governance and stability in its sub-region. The study identified bad governance as the main cause of conflicts in the region. ECOWAS has, on its part, strengthened its institutional capacities to support countries in post-conflict phase, including through measures such as cancellation of debts owed to the regional community, suspending financial obligations of such member states to ECOWAS, and supporting them through bilateral processes to accelerate their PCRDR initiatives. ECOWAS also engages member states through various sub-protocols and mechanisms that support good governance, as well as through institutions such as the ECOWAS Court of Justice.

The key challenges, however, to implementing sub-regional PCRDR frameworks

- i. The very complex nature of PCRDR issues.
- ii. Very demanding interventions in terms of the requisite human and financial resources. Other challenges include:
- iii. Limited resource mobilization capability to support national initiatives.
- iv. Existence of competing regional priorities with multiple actors involved with their own interest, often resulting in duplication of efforts, more so due to limited coordination of initiatives.
- v. Lack of dedicated PCRDR Focal Office/Department in the RECs/RMs to interface with the AUC on PCRDR activities.

- vi. Difference in the mandate and scope of PCRD Policies of the AU and RECs/RMs, presenting challenges for effective harmonisation of efforts between the AUC and the RECs/RMs.

The existence of the requisite Policy Frameworks and Strategies in the RECs/RMs covering the various pillars of the AU PCRD Policy provide opportunities to build on and collaborate on implementing sub-regional PCRD frameworks. For example, the AU Security Sector Reform Policy of January 2013 provides opportunities for SSR support to RECs/RMs and member states in terms of national security reviews and assessments; development of national and regional security policies, strategies; development of national legal frameworks for the security sector; capacity building/ recruitment/ joint training exercises; gender best practices and gender mainstreaming; democratic control of the security sector; public financing of the security sector; communication to stakeholders; and partnerships/ coordination. What is critically required is, thus, the operationalisation and implementation of the existing policy frameworks.

### **Recommendations**

- i. Commitment and disbursement of own resources by RECs/RMs and Member States is critical for the success of implementing PCRD initiatives.
- ii. There is need to conduct a proper mapping of interventions in order to harmonise the various PCRD approaches.
- iii. There is also need to widen the scope of PCRD interventions to include provision of psycho-social support in post-conflict countries.
- iv. Furthermore, there is need to develop a common Standard Operating Procedures for the AUC and the RECs/RMs, to align the RECs/RMs policies to the AU PCRD Policy.
- v. The AUC should practically engage with the RECs/RMs to provide technical and financial support to the latter, including through jointly mobilising resources to implement PCRD at the sub-regional levels.
- vi. There is need to explore the role of the private sector to support the African Solidarity Initiative.

### **PCRD in Practice: Collaboration and Cooperation**

This session explored the existing cooperation and partnership mechanisms, both within the AUC, and between the AUC, RECs/RMs, as well as the roles and responsibilities of the AU Liaison Offices in relation to RECs/RMs and Member States in PCRD implementation.

Participants underlined the need for the AUC to involve RECs/RMs in joint planning and programming of PCRD initiatives, including joint assessment missions to Member States. They stressed that where a specific country belongs to more than one REC, the AUC needs to involve all the concerned RECs/RMs. Similarly, the RECs/RMs should involve the AUC in their planning and implementation of PCRD initiatives, on basis of reciprocity.

### **Recommendations**

- i. AUC and RECs/RMs should undertake joint resource mobilization for PCRD activities.
- ii. Develop common Standard Operational Procedures (SOPs) for the AUC and the RECs/RMs incorporating Joint Needs Assessments, Joint Programme

- Design/Development, Joint Resource Mobilization, Joint Implementation, Joint Monitoring and Evaluation, and Accountability, with clear division of roles.
- iii. Consider enhancing role of RECs/RMs in the operationalisation of the PCRD component of the African Standby Force.
  - iv. Enhance sharing of experiences and lessons learnt on PCRD implementation – consider institutionalising the existing collaboration platform(s).
  - v. Enhance coordination between AU and RECs/RMs offices in post-conflict countries and those emerging from conflict, especially in the implementation and follow-up of PCRD activities. Also encourage REC to REC collaboration on PCRD implementation.
  - vi. Enhance Desk-to-Desk meetings between the AUC and the RECs/RMs, with the participation of partners and the Civil Society Organisations to enhance information sharing and collaboration within the AUC.
  - vii. Establish a Continental Coordination Platform to promote Joint Implementation and Collaboration between AU and the RECs/RMs.

### **Implementation of PCRD in relevant post-conflict countries: perspectives of AU Liaison Offices in and Post-Conflict Contexts**

This session identified the challenges encountered and lessons learned by the AU Liaison Offices (AULOs) in the implementation of PCRD efforts by the AUC, RECs/RMs and Member States. The case of AMISOM presented a unique set of areas for improvement especially in coordination and support for its activities from the CMPCRD. It also highlighted experiences of collaboration with the Somali Government towards strengthening institutional capacities, deploying innovative approaches to deal with sexual and gender-based violence against women. It was also reckoned that civil society organisations play a key role in fragile states.

Lessons to be learned focussed more on the challenges rather than opportunities. The following challenges were identified, among others:

- i. Traditional DDR approaches of chronicling PCRD after military interventions are not suitable for implementation of PCRD in certain contexts such as Somalia. The simultaneous deployment of PCRD interventions in form of Quick Impact Projects (QIPs) and Peace Strengthening Projects (PSPs) contributes to the consolidation of military by winning the hearts and minds of the beneficiary host communities and improving civil – military relations.
- ii. The resourcing of PCRD interventions, compounded by the existence of divergent strategic interests between AU and Partners, complicates PCRD implementation, as is the case in Somalia.
- iii. The Existence of multiple actors often causes exclusion of Civil Society Organisations (CSOs) by the AUC and RECs/RMs during the planning and budgeting phase of PCRD processes thus undermining the effectiveness of the CSOs in PCRD implementation. Moreover, there is often lack of clarity on the criterion for selecting CSOs to participate in AUC and RECs/RMs' PCRD processes.

The best opportunity derives from the solid political leverage that the AU possesses above all other stakeholders in legitimising action in any African Country. The AUC should therefore

effectively assert its role, on this basis, to enhance its visibility in PCRD initiatives in support of the RECs/RMs.

### **Recommendations for implementation of PCRD in relevant post-conflict countries:**

- i. PCRD interventions should be tailored to situations, basing on their specific context – and should be needs-based or evidence-driven. This calls for joint post-conflict needs assessment mission to countries in conflict in order to identify areas where PCRD interventions can be undertaken alongside ongoing military peace support operations.
- ii. The AU Crisis Management and Post-Conflict Reconstruction Division (CMPCRD) should engage the Peace Support Operations Division (PSOD)-led Task Force on the review of the African Standby Force (ASF) Concept and PSO Doctrine with a view to incorporating PCRD roles in PSOs. In this regard, the AU Humanitarian Action and Natural Disaster Support (HANDS) Guideline on the role of ASF in HANDS can be referred to, in order to identify areas of collaboration.
- iii. There is need for a paradigm shift from the traditional approach of sequencing PCRD efforts after PSOs to simultaneous deployment of PCRD efforts with PSOs.
- iv. PSO Exit Strategies should include PCRD in the post-conflict phase in order to allow for the continued consolidation of peacebuilding efforts beyond military operations.
- v. Input of RECs/RMs and CSOs should be solicited in the drafting of the PCRD component of AU PSOs/Missions. It is, however, important to identify and involve the right CSOs.
- vi. Enhance the use of Joint Task Forces' as a tool to enhance cooperation between AUC and AULOs.
- vii. Lessons learned from AMISOM QIPs activities are useful for improving the implementation of PCRD at sub-regional levels.
- viii. Deepen partnerships with CSOs and other stakeholders with a view to ensuring that they understand the AU PCRD Policy and the PCRD initiatives of the RECs/RMs.

### **Practicalising the Concept of Complementarity: From Theory to Practice**

The key questions addressed here were how the AU and the RECs/RMs can enhance complementarity, and what the Practical steps are for achieving complementarity. Participants noted that, although the Protocol Relating to Establishment of the AU Peace and Security Council (PSC Protocol) does not mention the concept of “*complementarity*” *per se*, Article IV (Principles) of the Memorandum of Understanding (MOU) on Cooperation in the area of Peace and Security signed between the AU & the RECs/RMs in 2008, gives effect to Article 16 of the PSC Protocol, which calls for more collaboration between the AUC and RECs/RMs towards achieving complementarity. Complementarity between the AU and the RECs/RMs on PCRD should be viewed in terms of building closer partnership and working usefully together to supplement each other's efforts to achieve better results in the implementation of PCRD efforts across the continent. Whereas peace and development are ultimately the responsibility of member states, the RECs/RMs are better placed than the AUC to provide direct technical support - training and expertise, to member states, as per the AU PCRD Policy. However, the political leverage of the AUC is necessary in legitimising the interventions of RECs/RMs and mobilising the necessary resources for complementing efforts of the RECs/RMs.

The following key challenges were identified, among others, as hindrances to effective complementarity between the AUC and the RECs/RMs:

- i. Limited resources for supporting PCRD efforts of both the AUC and the RECs/RMs.

- ii. Difficulties in coordinating the various stakeholders and actors undertaking aspects of PCRDR, including humanitarian/emergency assistance.
- iii. Lack of mechanisms to implement some of the pillars of the AU PCRDR Policy. For example, the proposed AU is yet to operationalise the AU Humanitarian Agency.
- iv. Limited understanding of the context and scope of the AU PCRDR Policy by RECs/RMs.
- v. Limited understanding and application of the principle of subsidiarity that underpins AU-RECs/RMs collaboration and cooperation.

#### **Recommendations on practical steps for achieving complementarity**

- i. Undertake joint planning and programming of PCRDR initiatives, preceded by joint assessment missions with concerned RECs/RMs and CSOs to member States.
- ii. Consider soliciting and incorporating input of RECs/RMs on PCRDR interventions into the AMERT system, or other appropriate reporting system.
- iii. Undertake joint resource mobilization for PCRDR activities.
- iv. Develop a common SOP for AUC - RECs/RMs collaboration with particular focus on joint needs assessments, joint programme design, joint resource mobilization, joint implementation and monitoring, evaluation, accountability.
- v. Consider establishing a Joint Coordination platform for PCRDR.
- vi. Consider enhancing role of RECs/RMs in the operationalization of the ASF, which has a PCRDR component.
- vii. Apply the principle of comparative advantage in PCRDR, as stipulated in the PSC Protocol; and where applicable, provide support to the REC/RM taking lead on a particular PCRDR situation, such as ECOWAS in Guinea Bissau and IGAD in Somalia.
- viii. Increase coordination of PCRDR activities within the AUC and with the RECs/RMs covering all the six pillars of the AU PCRDR Policy.
- ix. Encourage REC to REC collaboration on PCRDR implementation.

#### **Collaboration framework to achieve the vision of Silencing the Guns by 2020**

This session deliberated on ways in which the AUC and RECs/RMs should enhance their ability to plan, and implement PCRDR responses in a coordinated manner. In this regard, participants agreed on a Guideline Note that defines and provides contextual clarity with a view to enhancing coordination and collaboration on the practical aspects of PCRDR interventions among the various actors, notably the AUC, Member States, RECs/RMs, CSOs and other partners such as the African Development Bank, World Bank, EU and the UN as well as bilateral partners. The Guideline Notes also provide for a framework for improving the planning, design and implementation of PCRDR responses to needs of countries emerging from conflict or on the verge of relapsing to conflict, in timely and effective manner.

#### **Recommendations for practically enhancing coordination and partnership**

- i. Establish a Network of PCRDR Focal Persons in AUC and the RECs/RMs including representatives of CSOs, Member States, and the Private Sector.
- ii. Document and establish a Knowledge Management System at the AUC and RECs/RMs on PCRDR interventions for record keeping and reference purposes, as well as developing best practices.

- iii. Request the Commission to Make PCRD the theme of either the PSD or DPA 2018 Annual High Level Dialogue given the high level and positions of the participants.
- iv. The AUC and the RECs/RMs should consider undertaking joint resource mobilization initiatives based on an annual work plan, including from non-traditional sources, as this will enhance coordination and collaboration.

## **SECTION IV: KEY RECOMMENDATIONS**

### **Key Recommendations**

- I. AU and RECs/RMs PCRD interventions should benefit from the AU Peace Fund, given the importance of PCRD in consolidating peace and preventing relapse into conflicts.
- II. There is need for a more robust utilisation of the Interdepartmental Task Force of the AUC in order to promote a greater synergy between the Department of Peace and Security and other Departments of the Commission, as well as with the RECs/RMs.
- III. Commitment and disbursement of own resources by RECs/RMs and Member States is critical for the success of implementing PCRD initiatives.
- IV. The AUC should practically engage with the RECs/RMs to provide technical and financial support to the latter, including through jointly mobilising resources to implement PCRD at the sub-regional levels.
- V. Establish a Continental Coordination Platform to promote Joint Implementation and Collaboration between AU and the RECs/RMs.
- VI. PCRD interventions should be tailored to situations, basing on their specific context – and should be needs-based or evidence-driven. This calls for joint post-conflict needs assessment mission to countries in conflict in order to identify areas where PCRD interventions can be undertaken alongside ongoing military peace support operations.
- VII. There is need for a paradigm shift from the traditional approach of sequencing PCRD efforts after PSOs to simultaneous deployment of PCRD efforts with PSOs.
- VIII. Input of RECs and CSOs should be solicited in the drafting of the PCRD component of AU PSOs/Missions. It is, however, important to identify and involve the right CSOs.
- IX. Develop a common SOP for AUC - RECs/RMs collaboration with particular focus on joint needs assessments, joint programme design, joint resource mobilization, joint implementation and monitoring, evaluation, accountability.
- X. Document and establish a Knowledge Management System at the AUC and RECs on PCRD interventions for record keeping and reference purposes, as well as developing best practices.
- XI. Request the Commission to Make PCRD the theme of either the PSD or DPA 2018 Annual High Level Dialogue given the high level and positions of the participants.

## **Conclusion**

The Workshop provided a valuable platform for participants to reflect on the nature of regional PCRDR initiatives and their links to the AU PCRDR framework; strategic visions and goals of the AU, RECs/RMs, the Civil Society, and relevant stakeholders on PCRDR; progress, opportunities and challenges of implementing PCRDR activities by RECs, the AU and other relevant partners. The Workshop called for bi-annual meetings between the AUC and the RECs/RMs on PCRDR – one at a technical level, and the second at the political decision-making level to foster better cohesion in enhancing coordination on PCRDR implementation at sub-regional levels. It also called on the AU to finance certain aspects of PCRDR from the AU Peace Fund. Last but not least, it agreed on Guideline Notes for enhancing collaboration, coordination and mutual accountability between the AU, RECs/RMs, Member States, Civil Society and other non-traditional actors.

## Annexes

### ANNEX I: ATTENDANCE LIST

#### **African Union Commission**

Dr. Alhaji Sarjoh Bah, Head, CMPCRD and Team Leader

Ambassador Rosette Katungye, Advisor of the Chairperson on Integration/RECs, Bureau of the Chairperson

Ms. Elizabeth Choge Nyangoro, PSD Coordinator for AU-RECs, Office of PSD Director

Ms. Sandra Adong Oder (CMPCRD)

Ms. Mutesi Alice (CMPCRD)

Mr. Mike Bugason (CMPCRD)

Dr. Mlambo Norman (DSD officer in-charge of DDR and SSR)

Ms. Rinass Abdella Ahmed (PSOD)

Mr. Murevegwa Collen, Peace and Security Finance

Mr. Odinukwe Alvin Ginikachukwu (CMPCRD)

Ms. Frehywat Goshem, CMPCRD

#### **African Union Mission in Somalia (AMISOM/Somalia)**

Mr. Kareem Rahmon Adebayo, Head of Gender, Human Rights and Protection of Civilian Cluster

Mr. Osumane Domingos, Assistant to AU Special Representative in Somalia

#### **East African Community**

Mr. Benoit Bihamiriza, EAC

Mr. Kaguta Didacus, EAC

Ms. Ethel Sirengo

#### **Economic Community of Central African States**

Amb. Njikam Theodre, Head ECCAS Liaison Office to AU

#### **Economic Community of West African States**

Amb. Raheemat Omoro Momodu, Head ECOWAS Liaison Office to AU

## **Common Market of Eastern and Southern Africa**

Mr. Raymond Kitevu, Representative of Executive Secretary of COMESA

Amb. Matata salvator, Head of COMESA Liaison Office to AU

## **Inter-Governmental Authority on Drought**

Mr. Bruck Yohannes, Monitoring and Evaluation Officer, Peace and Security Department

Ms. Ayan Nuriye, Project Officer – APSA and Post-conflict Initiative

## **TRAINING FOR PEACE**

Mr. Barros De Carvalho Gustavo, Senior Researcher, Institute for Security Studies

Ms. Annette Harmina Leijenaar, Head of Peace Operations and Peace Building Division, ISS

Dr. Linda Darkwa, TFP Secretariat

## **ACCORD**

Mr. James Machakaire, Coordinator, Peacebuilding Unit

Ms. Bezawit Kefyalew Beyene, Senior Programme Officer, Peacebuilding Unit

## **German Development Cooperation (GIZ)**

Ms. Nuria Grigoriadis, Project Manager, APSA

## **ICGLR CSO Forum**

Mr. Joseph Waryoba Butiku, Chairperson ICGLR Regional Civil Society Forum

Mrs. Betty Hassan Tulliy, Personal Assistant to the Chairperson

## **West African Network for Peacebuilding**

Mrs. Levinia Addae-Mensah, Program Director, WANEP

## **ZIMBABWE GOVERNMENT**

Mr. Gerald Munodawafa

Mr. Garikai Kashitiku

Ms. Lorraine Chinyanganya

Mr. Credo Peacemaker Kereke

Mr. Upenyu Chitauru