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Addis Ababa, Ethiopia. P.O. Box: 3243 Tel.: (251-11) 5513 822 Fax: (251-11) 5519 321 Email: <u>situationroom@africa-union.org</u>

PEACE AND SECURITY COUNCIL 1122ND MEETING

28 NOVEMBER 2022 ADDIS ABABA, ETHIOPIA

PSC/PR/PR.1122 (2022)

PROGRESS REPORT ON THE AFRICAN UNION POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT POLICY IMPLEMENTATION IN AFRICA

SECOND AFRICAN UNION POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT AWARENESS WEEK

Towards Repositioning Post-Conflict Reconstruction and Development in Africa - 'Greater Awareness, Sustained Peacebuilding'



I. INTRODUCTION AND BACKGROUND

1. Since the adoption of the post-conflict reconstruction and development (PCRD) Policy in 2006, the African Union (AU)'s efforts have supported the reconstitution of social, political, economic and physical transformation of affected states and societies, with the promotion of human security at the basis of all PCRD and peacebuilding initiatives. On an annual basis, there is a need for the Peace and Security Council (PSC) to reflect on the implementation of the policy framework, and at the same time, increase awareness around related AU projects, policies, mechanisms, and draw the necessary lessons learned, in order to build more solid and coherent response in the field of PCRD in particular and peacebuilding in general.

II. CORE OBJECTIVES OF THE PEACE AND SECURITY COUNCIL MEETING

2. The goal of the PSC meeting is to deliberate on peace and security issues in Africa within the context of the AU PCRD Policy interventions. The AU Commission will present an update on the activities implemented during this year will be provided, as directed by the PSC in its 1047th meeting on 12 November 2021 held during the inaugural *PCRD Awareness Week*. Also, the meeting coincides with this year's commemoration of the *PCRD Awareness Week* whose theme is *Towards Repositioning Post-conflict Reconstruction and Development in Africa with a motto of 'Greater Awareness, Sustained Peacebuilding'* and that will be held between 24-30 November 2022.

3. The meeting will highlight the important changes made in the review process of the AU PCRD Policy, launched by the Commission as а response to the Assembly/AU/Dec.815(XXXV) adopted on 6 February 2022, and which requested "the Commission to expeditiously review the 2006 AU PCRD Policy Framework and submit the report for consideration by the next ordinary session of the Assembly". It will also affirm the importance of enhanced collaboration, coordination and cooperation for sustained peace in line with regional and national peacebuilding priorities.

4. This meeting will be a closed session among PSC Members from 2.00pm to 4.00pm. The AU Commissioner for Political Affairs, Peace and Security, H.E Ambassador Bankole Adeoye will brief the PSC on the progress made in the implementation of the AU PCRD Policy. This meeting will be immediately followed by the 5th Annual informal consultative meeting between the PSC and the United Nations (UN) Peacebuilding Commission on climate and peacebuilding in Africa, from 4.00pm to 6.00pm.

III. PROGRESS IN THE IMPLEMENTATION OF THE POST-CONFLICT RECONSTRUCTION AND DEVELOPMENT INITIATIVES AND PROGRAMMES

5. The reporting period saw the AU scale up, within its means, its engagement in the continent in targeted countries with a view to ascertain the multidimensional needs and requirements. In addition, support to institutional strengthening and formulation of relevant strategies were undertaken. The overall effort of the AU contributed to and fostered peace in many post-conflict settings.



> Review of the AU Post-conflict Reconstruction and Development Policy

6. Thirty African specialists and practitioners convened in Accra, Ghana, to undertake a comprehensive review of the AU PCRD Policy between 9-14 September 2022. An evaluation was made of what is needed to improve and support the policy implementation environment. After deliberations, it was agreed for the title of the document to be retained by adding "**revised**" word to the existing title: "Revised African Union Post-conflict Reconstruction and Development Policy Framework.

7. The introduction to the Policy was substantially revised to reflect new and emerging threats such as environmental challenges, unconstitutional changes of government, terrorism, violent extremism, and pandemics, and their implications for post-conflict reconstruction, development, and the consolidation of peace. The substantive change to the **rationale** section was the addition of a new paragraph highlighting funding of PCRD.

8. Two new pillars, "**Youth**" and "**Environmental Security**" were added to the existing six pillars with a reordering of the pillars beginning with the Political Governance and Transition pillar in recognition of the primacy of this pillar as underpinning PCRD. Accordingly, the eight pillars of the Policy are:

- i. Political Governance and Transition;
- ii. Security;
- iii. Socio-economic Reconstruction and Development;
- iv. Human Rights, Transitional Justice and Reconciliation;
- v. Gender and Women;
- vi. Humanitarian/Emergency Assistance;
- vii. Youth; and
- viii. Environmental Security.
- 9. Other strategic changes are listed below:
 - The definition of **human security** was revised to include what it encompasses: "freedom from fear, freedom from want and the right to live with dignity and participate fully in the process of governance" with the ultimate aim of human security to "safeguard the security of individuals, families, communities, and the state/national life, in all dimensions.
 - The **scope** of the policy has been changed and expanded referring to incremental shifts in existing structures, and innovative interventions of courses of action, programmes or initiatives taken or mandated by national, regional and continental authorities and non-state actors.
 - **Principles**: The text was revised to include "**Humanitarian principles**" as part of the principles that underpin the policy. The core principles (African leadership, national and local ownership, inclusiveness, equity and non-discrimination, cooperation and cohesion, and capacity building for sustainability) of the policy were edited for brevity.



10. On 8 November 2022, a presentation in respect to progress on the review of the AU PCRD Policy was made to the Permanent Representative Sub-committee on Human Rights, Democracy and Governance.

11. The proposed roadmap for the finalization of the review process is as follows:

- Submission of the draft revised AU PCRD Policy for translation into AU working languages;
- Presentation to PSC Members on progress on the review of the AU PCRD Policy;
- Submission of the revised AU PCRD Policy to all AU Member States with amendments, observations and comments received before 28 December 2022;
- Meeting with PSC Experts in January 2023; and
- Submission to next AU Summit in February 2022 (Permanent Representative Committee, Executive Council and Assembly of Heads of State and Government).

Operationalization the African Union Centre for Post-conflict Reconstruction and Development

12. In line with the Assembly Decision <u>AU/Dec.351(XVI)</u> of 31 January 2011, authorizing the establishment of the AU Centre for Post-conflict Reconstruction and Development, in Cairo, Egypt, the later was officially launched on 21 December 2021, following a mission led by the Commissioner for Political Affairs, Peace and Security, Ambassador Bankole Adeoye. The core mandate of the Centre is to provide special technical support towards the implementation of the AU PCRD Policy framework, adopted at the Banjul Summit in 2006.

13. Out of a 30 staff member-strong organizational structure of the Centre, 15 positions were advertised. As of September 2022, a total of 9 positions have been shortlisted by the Human Resource Management (HRM) Directorate, in conjunction with the Department of Political Affairs, Peace and Security. As of 18 November 2022, additional two positions have been short-listed by the HRM Directorate, in consultation with the Department of Political Affairs, Peace and Security, namely the positions of Executive Director and Programme Coordinator at P6 and P5 salary grade level. Accordingly, the Commission has undertaken the shortlisting of candidates for a total of 11 positions approved for the Centre by the Policy Organs. To finalize on operational readiness, a technical mission was undertaken in Cairo between 24 May-2 June 2022.

Deployment of a Trilateral Team on the Needs Assessment and Evaluation of the Electoral and Permanent Constitution Making Process of South Sudan within the framework of the Post-conflict Needs Assessment

14. In line with the PSC's Decision paragraph 14 (i) in a Communique following its <u>1060th</u> <u>meeting</u> held 25 January 2022, the former deliberated on the situation of South Sudan and requested the Commission to liaise with the Office of the UN Secretary General and the IGAD



Executive Secretary to coordinate a trilateral evaluation of the electoral and constitutionmaking needs of South Sudan and to submit a report of the evaluation to Council.

15. Accordingly, the Commission undertook the deployment of two legal Experts between 20-26 March 2022. The two Experts were part of the Trilateral Team which had other experts from the AU Mission in South Sudan, UNDP, IGAD and the United Nations in South Sudan. The main goal of the trilateral assessment was to put together a joint support framework preparatory to the request by the Government of South Sudan. This support will be reviewed given the revised transition roadmap. The assessment is part of a broader Post-conflict Needs Assessment (PCNA) that commenced in 2020.

16. Additionally, the <u>1092nd meeting</u> held on 11 July 2022 tasked the Commission to coordinate with the UN and IGAD to form a mechanism by the end of August 2022 with the mandate to develop a strategy on mobilizing the needed support in the areas of electoral and constitution-making. The Task Force to implement the recommendations was constituted in September 2022 to implement the recommendations which form part of the wider PCNA aspirations.

17. The PSC at its <u>917th Meeting</u> held on 9 April 2020 requested the Commission to urgently undertake a PCNA mission to South Sudan to identify, jointly with the authorities, the priorities and resources required in the country towards its post-conflict reconstruction and development.

18. Consequently, the IGAD Council of Ministers at its 71st Extra-Ordinary Session held on 23 April 2020 mandated the IGAD Special Envoy for South Sudan to liaise and work with the Commission to implement the PSC's decision on undertaking the PCNA. The PSC reiterated the decision during its 1060th Meeting held on 22 January 2022, urging the Commission on the immediate commencement of the PCNA.

19. In line with <u>Assembly/AU/Dec.815(XXXV)</u> (para 15) of February 2022, meetings on refining the terms of reference and timelines for the PCNA, and mobilizing resources to commence the first phase, were held from June 2022 to determine a strategy of implementation.

20. Following consultations, funds are being secured to relaunch the PCNA in 2023. The expected outcomes of the PCNA for South Sudan is a comprehensive, inclusive framework that systematically lays out the immediate reconstruction, recovery and development priorities in the transitional and post-transitional phases of the country. It will produce an outline of the required resources to facilitate the reconstruction anticipated for the country.

> Deployment of Constitutional and Elections Experts to the Union of Comoros

21. A deployment of a team of Experts to Comoros to support the capacity building on Constitutional and Governance institutions ahead of the 2024 elections was undertaken in October 2022. The deployment is in line with the PSC directive which requested the Commission through the communique <u>PSC/PR/COMM.1039 (2021)</u> of 19 October 2021, to scale up collaboration with the Government of The Comoros with the aim of providing the needed technical support to the national dialogue programme. Two international Experts



(one on Constitutionalism & Rule of Law and one Electoral Expert) as well as one national Expert are being deployed from 12 October 2022 to 4 December 2022. The AU Liaison Office in Madagascar and Comoros is playing a crucial role in supporting the mission of the deployed Experts.

22. Two bills have already been tabled for the National Assembly's consideration, in particular, the organic law relating to the conditions of eligibility of the President of the Union and those of the Representatives of the Nation. Other texts are currently being processed and will be submitted to the Assembly shortly, in particular: draft law relating to electoral boundaries, draft law relating to the status of the opposition, draft law relating to political parties and draft law on the Independent National Electoral Commission (INEC).

23. The three Experts deployed by the Commission are supporting the capacity building of the national experts in terms of preparation of laws, necessary to conducting fair and credible elections in 2024. The Comorian authorities have shown high level of cooperation with the deployed Experts.

Commemoration of the Second Post-conflict Reconstruction and Development Awareness Week

24. From 24 to 30 November, the Commission is commemorating the second *Post-Conflict Reconstruction and Development (PCRD) Awareness Week.* The theme of the week is **'Towards Repositioning Post-Conflict Reconstruction and Development in Africa** with a motto of **'Greater Awareness, Sustained Peacebuilding'.**

25. The objective of the Week is to raise awareness and ensure an increased buy-in from stakeholders in supporting effective PCRD and peacebuilding responses through the mobilization of the necessary human, financial, material and institutional resources, at the national, regional and continental levels. During the Week, activities to raise the awareness in the continent and the international community on the core objectives of the *PCRD Awareness Week* include statements by the AU Champion on Post-conflict Reconstruction and Development H.E. Abdel Fattah El-Sisi, President of the Arab Republic of Egypt and the Chairperson of the Commission H.E. Moussa Faki Mahamat. The AU Commissioner for Political Affairs, Peace and Security, H.E Ambassador Bankole Adeoye has addressed a message to all the stakeholders in African and to AU Partners, inviting them to support AU's endeavours in terms of peacebuilding and preventing relapse of African countries in conflict. The *PCRD Awareness Week* serves a milestone in renewing the commitment in fostering post-conflict reconstruction and development towards Agenda 2063 aspirations of a peaceful, prosperous and secure Africa.

Strengthening Humanitarian-Post-conflict Reconstruction and Development nexus (AU Extraordinary Humanitarian Summit and Pledging Conference with PCRD as a sub-theme)

26. The Commission's Department of Political Affairs, Peace and Security contributed to the successful holding of the African Humanitarian Summit & Pledging Conference held between 25 - 27 May 2022 in Malabo, Equatorial Guinea under the theme *'Humanitarian Financing: Addressing the Current Humanitarian Challenges in Africa'*.



27. The Extraordinary AU Humanitarian Summit and Pledging Conference deliberated on efforts by African leaders to address the current humanitarian challenges that the continent is facing, and that are exacerbated by the socio-economic impacts of the COVID-19 pandemic and disasters across the continent. It identified durable solutions to address the current humanitarian challenges especially of humanitarian financing and those that contribute to post-conflict recovery, peace and development.

28. The core aims of AU's humanitarian action are to: preserve, protect and save lives, alleviate suffering and enhance physical and human security and dignity of affected populations in affected humanitarian crises. This requires coherence and coordination between the Commission, AU Organs and specialized agencies including the AU Centre for PCRD. A Post-Malabo Roadmap Meeting was held between 14-15 November 2022 to update AU Humanitarian partners on the roadmap/plan of action, and strategic partnership areas. It reviewed the draft roadmap and sought commitments in following up on recommendations and commitments of the Malabo Summit.

> Strengthening the nexus between Peace, Security and Development

29. The Commission's Political Affairs, Peace and Security Department and Economic Development, Trade, Tourism, Industry and Minerals Department in partnership with the African Import-Export Bank, the African Development Bank, UN Economic Commission for Africa and the United Nations Development Programme held the inaugural African Union Conference on the Nexus between Peace, Security and Development between 25-27 October 2022 in Tangier, Kingdom of Morocco. The Policy Conference aimed at addressing the increasing challenges against African economies that weigh heavily on their security and stability. It also provided an opportunity for the AU and its Member States, RECs/RMs as well its Partners, to reflect on the measures and strategies to simultaneously promote development, regional integration, and peace and security on the continent. The nexus approach contributes to an effective implementation of the AU PCRD Policy.

Strengthening continental and regional engagement on effective post-conflict reconstruction and development implementation

30. The Commission organized a working session with ECOSOCC to identify areas of engagement with CSOs in peacebuilding efforts in Africa, from 21-25 August 2022, in Lusaka, Zambia. The main objective of the session was to identify the key common priority areas of engagement with CSOs on their respective roles in the roll-out of PCRD and peacebuilding initiatives within identified countries. Following consultations, a five-year strategic framework document was drafted. It will be reviewed and finalized for implementation. During the mission, the delegation from the Commission met with the COMESA Governance, Peace and Security Programme to agree on areas of joint implementation. A strategic document was drafted and will be finalized for implementation.

31. Additionally, a high-level roundtable on the theme of *Regional Economic Communities, African Union and Peacebuilding in Africa,* collaborating with the Nordic Africa Institute, the Institute for Peace and Security Studies and the UN Economic Commission of Africa, was convened between 16-17 November 2022 at the AU Commission premise in Addis



Ababa, Ethiopia. The roundtable explored the combined role of RECs and AU in peacebuilding in Africa.

32. The Commission participated in the third edition of the Aswan Forum on Sustainable Peace and Development held between 21-22 June 2022. Held against the backdrop of heightened global geopolitical tensions, global economic downturn, a looming food crisis, growing climate change impacts, terrorism threats and the continued health and socioeconomic reverberations of the COVID-19 pandemic, the forum focused on tackling such cascading risks and their effects on peace and security in the continent. It thus aimed to advance a green transformative recovery agenda that strengthens Africa's ability to address cascading risks in the pursuit of sustainable peace and development, and a climate-safe future.

33. With a view to promoting the AU PCRD Policy, the Commission's Departments of Political Affairs, Peace and Security and Health, Humanitarian Affairs and Social Development worked collaboratively with the Cairo International Center for Conflict Resolution, Peacekeeping and Peacebuilding (CCCPA) to deliver between 22-24 November 2022 an inaugural training course on integrating forced displacement in PCRD to senior officials and experts.

Strengthening institutional capacity for the implementation through the elaboration of strategies and mechanisms

34. 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 a pivotal anchor of the AU PCRD Policy as they are better placed to identify the PCRD needs of communities. 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 programmes and projects though exploration of innovative ways of exploring potential African resources, including from the private sector.

35. In August 2022, the Commission undertook a working visit to engage with the Economic Community of Central African States (ECCAS) to review joint work processes, including that of finalizing its PCRD strategy. A technical validation workshop between the Commission and ECCAS experts will be undertaken between 5-8 December 2022 to conclude on the processes agreed during the August working session.

36. Similar processes will be conducted in coordination with other RECs concerned by establishing their own regional PCRD and peacebuilding policies and strategies.

> Capacity building on related post-conflict reconstruction and development themes

37. Violent extremism remains one of Africa's most pressing security threats. In view of gaining a deeper understanding of its implication in PCRD contexts, the Commission benefited from a capacity building training which was undertaken between 5-8 July 2022 by the African Center for Strategic Studies, supported by the African Centre for the Study and Research on Terrorism. The training aimed at assessing the persistent threats, evaluate current response



mechanisms, and determine specific actions and measures necessary to strengthen the collective security where terrorism and violent extremism persist.

38. The Commission's Department of Political Affairs, Peace and Security participated in a course on Post-conflict Recovery held between 8-19 August 2022 at the International Peace Support Training Institute of Ethiopia. The course is designed to equip students with the necessary knowledge, skills and tools used in conflict analysis, peacebuilding and conflict transformation process aimed at fostering post-conflict recovery, rehabilitation and development.

African Union Workshop to promote continental capacity for Election Observers, held in Rabat, Morocco

39. In line with the AU PCRD Policy pillar on political governance and transition, the Commission's Political Affairs, Peace and Security Department and the Ministry of Foreign Affairs, African Cooperation and Moroccan Expatriates of the Kingdom of Morocco jointly organized a Specialized Training Workshop of the African Union Short-Term Election Observers between 13-17 June 2022. The training workshop is also in line with the African Union Election Observation Methodology to enhance the continental institution's capacity to observe and monitor democratic elections in Africa. The Minister of Foreign Affairs, African Cooperation and Moroccan Expatriates, H.E Nasser Bourita and the AU Commissioner for Political Affairs, Peace and Security, H.E Ambassador Bankole Adeoye, inaugurated the workshop and stressed the importance of building capacities of AU Electoral Observers to ensure the necessary conditions for fair, transparent and credible elections in African countries. The 30 participants in the training were drawn from all the five regions of the continent and reflected gender parity.

> Mainstreaming gender, youth and psychosocial dimensions in post-conflict reconstruction and development contexts

40. Gender dimensions in PCRD are critical to ensuring peace, security and stability; As a critical pillar of the AU PCRD Policy, efforts to address gender and youth dimensions remain essential. Between 24-25 November 2022, PCRD considerations were mainstreamed in a draft Political Affairs, Peace and Security Department gender, peace and security (GPS) strategy and its resultant strategic framework in a workshop held in Mombasa, Kenya. The expected outcome of the review of the departmental GPS strategy will advance the implementation of the women, peace and security agenda and mainstream gender in all efforts, including in PCRD contexts, aimed at good governance, peace and security in the continent.

41. In line with the PSC's <u>593rd meeting</u> held on 26 April 2016, preparations for the formulation of an AU policy on psychosocial support to survivors in post-conflict contexts commenced in March 2022, with a high-level technical meeting scheduled to be held in December 2022 to review its draft elements.

IV. <u>CONCLUSION</u>

42. Since the last thematic PSC session on PCRD held in November 2021, it is evident that the implementation of the AU PCRD Policy has made a significant impact on the continent's



quest for peace, security and stability. In its revised format, the Policy is expected to provide support in the lifecycle of a country's emergence from conflict, to integrate and balance shortand medium-term priorities. The AU will thus continue to undertake efforts to consolidate peace in the continent.

V. <u>RECOMMENDATIONS</u>

- 43. In view of the foregoing, the following recommendations are made:
 - (i) Welcome the commemoration of the second AU PCRD Awareness Week and encourage all AU Member States, RECs/RMs, AU Specialized institutions, Civil Society, Youth and Women Organizations to join the commemoration in order to raise awareness and seize the opportunity to mobilize more financial, technical and in-kind support to African countries undergoing PCRD processes;
 - (ii) Welcome the launching the review process of the AU PCRD Policy and commend the Commission's efforts to revitalize the AU peacebuilding architecture and normative frameworks in the African continent;
 - (iii) Commend the efforts of the Commission in strengthening the AU peacebuilding architecture within the AU and encourage the Political Affairs, Peace and Security Department and the AUDA-NEPAD to establish a Working Group to be co-chaired by the Commissioner for Political Affairs, Peace and Security and the CEO of AUDA-NEPAD;
 - (iv) Urge the Commission to speed-up the revitalization of the Commission's Interdepartmental Task-Force on PCRD;
 - Request the Commission to establish a Continental Network of the National Development and Cooperation Agencies to support PCRD activities and programmes;
 - (vi) Widen the scope of AU PCRD activities by incorporating a peacebuilding dimension to them, thus covering the entire conflict cycle phase, namely preconflict, conflict, and post-conflict;
 - (vii) Reactivate the PSC Sub-Committee on PCRD to provide the necessary political leadership and oversight, regarding PCRD activities; and in this regard, task the PSC Committee of Experts to work on the terms of reference and time frames for its reactivation;
 - (viii) Re-emphasize the need to revitalize the peacebuilding architecture in Africa, to support PCRD efforts and strengthen engagement with the African Development Bank, the Afreximbank, the African private sector and all the African stakeholders, including Civil Society, youth and women organizations, as well as international financial institutions, including the World Bank, the UN Development Programme and the UN Peacebuilding Commission, in



mobilizing the necessary financial and technical support, with a view to consolidating PCRD and peacebuilding efforts in the continent;

- (ix) Encourage the Commission through its relevant Departments to undertake all the necessary steps to ensure an effective implementation of the AU PCRD Policy as well as ensure effective coordination between the AU Centre for PCRD and other AU organs and specialized institutions; and
- (x) Request the AU Commission to ensure that the AU Centre for PCRD is availed with all necessary resources, in order for it to more effectively discharge its mandate, notably in terms of finalizing the recruitment of the staff necessary for the full operationalization;
- (xi) Request the Commission to work in close coordination and collaboration with the UN Peacebuilding Commission and other relevant UN Agencies and to establish common Action Plans. In this regard, specific focused meetings should be organized at which diverse countries undergoing PCRD processes are encouraged to share their national peacebuilding plans; in this regard, urge the Commission to further coordinate with the specific countries Configurations of the UN Peacebuilding Commission;
- (xii) Express concerns regarding the growing peacebuilding financing gap, and urge AU Partners to redouble efforts in terms of supporting AU endeavours in terms of financial and technical capacity building of African countries;
- (xiii) Urge the UN Security Council to help ensure adequate, predictable and sustainable financing for peacebuilding in Africa;
- (xiv) Underscore the need for a percentage of the AU Peace Fund to be dedicated to support PCRD activities on the continent and reaffirms the need to mobilize additional resources, from within the continent;
- (xv) Encourage the Commission to ensure the inclusion of the PCRD and peacebuilding aspects in all relevant country situations and thematic issues addressed by the PSC and ensure the participation of PCRD Unit and the AU Centre for PCRD in the relevant PSC field visits; and
- (xvi) Emphasize the importance of addressing all PCRD issues in a holistic manner, including those relating to trauma and other psycho-social needs of victims of violent conflicts particularly women, children and other vulnerable groups. In this regard, urge the Commission to accelerate the drafting of an AU Policy on Psycho-social support to survivors of violent conflicts, particularly women, children and other vulnerable groups.



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PSC Outcomes

Communiqués

2022-11-28

Communiqué of the 1122nd Meeting of the Peace and Security Council, Held on 28 November 2022 on the Briefing on Post-Conflict Reconstruction and Development in Africa (PCRD).

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