Towards a Symbiotic Partnership: The UN Peacebuilding Commission and The Evolving African Union/NEPAD Post-Conflict Reconstruction Framework  
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“Our record of success in mediating and implementing peace agreements is sadly blemished by some devastating failures. Indeed, several of the most violent and tragic episodes of the 1990s occurred after the negotiation of peace agreements … if we are going to prevent conflict we must ensure that peace agreements are implemented in a sustained and sustainable manner.” - Kofi Annan, In Larger Freedom, March 2005

Introduction

Post-conflict reconstruction processes depend principally on the commitment and efforts of the primary actors in a dispute. There is, however, a role for external actors such as civil society and intergovernmental organisations. The United Nations (UN) Peacebuilding Commission was established in September 2005 with the express mandate to assist countries in post-conflict transition to consolidate their peacebuilding processes. The African Union (AU) and its flagship programme the New Partnership for Africa’s Development (NEPAD) has also enumerated a framework to enhance the capacity and efficacy of African countries to promote peace and to consolidate reconstruction (see Mwanasali in this volume). As things stand, there is still no formal relationship between the Peacebuilding Commission and the AU/NEPAD frameworks for post-conflict peacebuilding and reconstruction. Currently, there are no formal relationships between the Peacebuilding Commission and other regional bodies. This chapter will make the case for greater of collaboration between the UN Peacebuilding Commission and the AU/NEPAD framework for post-conflict peacebuilding and reconstruction. In particular, we will argue that the Peacebuilding Commission and AU/NEPAD need to develop a symbiotic partnership predicated on complementarity. Such a relationship is necessary in order to avoid the duplication or replication of functions and strategically to target the disbursement of mobilised resources.

This chapter will briefly outline the challenges of post-conflict peacebuilding and reconstruction. It will then briefly enumerate what is meant by the promotion of a symbiotic partnership. This will be followed by an assessment of the emergence of the UN and AU frameworks for post-conflict reconstruction, before identifying ways in which a symbiotic partnership can be forged between the UN and the AU.

The Challenge of Post-Conflict Reconstruction

The conflicts that have plagued parts of post-colonial Africa have brought about the collapse of social and economic structures and generated political tension. Infrastructure has been damaged and education and health services have suffered, not to mention the environmental damage which has been caused by conflicts. Socio-economic development has also been severely retarded as a result of the carnage and destruction caused by conflicts. The effects of conflicts in terms of refugee flows into neighbouring countries and the emergence of internally displaced persons (IDPs) has demonstrated that no African country is an island unto itself (see Deng in this
Refugee camps in the Mano River Union region of Guinea, Liberia and Sierra Leone have served as source of instability for countries in the region. It is estimated that there are close to three million refugees in central Africa alone. The camps in the Democratic Republic of the Congo (DRC) from the Rwandan genocide of 1994, remain a source of concern for all the key actors involved in the Great Lakes region. 200,000 refugees have spilled into Chad as a result of the violent conflict in Sudan’s Darfur region, creating tension along the border. These situations illustrate the need for effective post-conflict reconstruction processes and the institutions to back them up. IDPs and refugees make it difficult for host communities and displaced communities to settle down and initiate development. Therefore, a central pillar of post-conflict reconstruction is the incorporation of IDPs and refugees into the host community or the repatriation of refugees, after consideration of possible risks, back to their country of origin.

By post-conflict reconstruction, we are referring to the medium to long-term process of rebuilding war-affected communities. This includes the process of rebuilding the political, security, social and economic dimensions of a society emerging from conflict. It also includes addressing the root causes of the conflict and promoting social and economic justice as well as putting in place political structures of governance and the rule of law in order to consolidate peacebuilding, reconciliation and development. Local populations in war-affected regions generally tend to be the worst affected by the scourge of violence. Women and children are often faced with tremendous social upheaval. Reconstruction therefore needs to proceed with the active participation of these sectors of society. An effective strategy for promoting post-conflict reconstruction necessarily has to take into account all of these elements. Such a strategy must promote measures and propose the establishment of institutions that will strengthen and solidify peace in order to avoid a relapse into conflict. As the UN High-Level Panel Report of December 2004 noted, half of all countries emerging from conflict in the post-Cold War Era relapsed to conflict within five years as a result of inadequate post-conflict peacebuilding.

Towards Symbiosis in Peacebuilding and Post-Conflict Reconstruction

One of the problems facing peacebuilding and post-conflict reconstruction processes is the proliferation of external actors. These external actors engage with post-conflict reconstruction processes for various reasons. While there are those who are genuinely interested in improving the welfare of the target populations, there are others who may seek to engage with post-conflict reconstruction processes in order to secure their own economic or political interests. Non-governmental and inter-governmental organisations primarily fall into the former category. However, there are instances where these organisations can harbour ulterior motives for engaging with a post-conflict reconstruction process.

External actors come with self-ascribed mandates to assist with the peacebuilding process. As a result, there can often be a proliferation of external actors in any given post-conflict situation. The process of rebuilding the political, security, social and economic dimensions of a war-affected community requires several different programmes functioning simultaneously. However, if multiple actors are conducting their affairs without any sense of coordination, then a duplication of functions can occur. This can lead to a waste of human and financial resources. Even though the
efforts of external actors are well intentioned, they can ultimately undermine the very objective that they are trying to advance. One solution is to ensure that there is a greater degree of co-ordination based on an understanding of the needs of the local target population. This means that external actors and organisations have to establish a level of symbiosis in their peacebuilding and post-conflict reconstruction efforts.

Symbiosis refers to a relationship between two organisms or organisations which is mutually enhancing and complementary. A symbiotic relationship therefore benefits both organisms and organisations. With reference to peacebuilding a symbiotic organisation operating in tandem with another seeks to promote a partnership in order to achieve the ultimate objective, namely, post-conflict reconstruction. Inter-organisational symbiosis in post-conflict reconstruction essentially means promoting a complementarity of functions and avoiding the duplication or replication of activities.

Three strategies for symbiosis in post-conflict reconstruction include: first, articulating more explicitly a commitment to partnership with other post-conflict reconstruction actors in the policies and mandates of their organisations; second, since policy does not always translate to practice, institutional structures need to be established to ensure that this interface actually takes place; finally, once these official structures exist, it is important to ensure that they actually work together on the ground.

The key objective of establishing a symbiotic partnership between two organisations would be to promote a complementarity of functions. Such a partnership would also strive to identify areas in which there is an unnecessary duplication of functions. The next section will examine the emergence of the UN and AU frameworks for post-conflict reconstruction prior to assessing how these organisations can enhance their strategies for promoting symbiosis in post-conflict reconstruction in Africa.

The UN Peacebuilding Commission’s Post-Conflict Reconstruction Mandate

The UN Charter of 1945 makes provisions for the promotion of peace, notably through Article 33 which states that “parties to any dispute, the continuance of which is likely to endanger the maintenance of international peace and security, shall, first of all, seek a solution by negotiation, enquiry, mediation, conciliation, arbitration, judicial settlement, resort to regional agencies or arrangements, or other peaceful means.” However, the UN, for the sixty years of its existence, has had more conflict resolution failures than successes – particularly during the Cold War - and has not lived up to its ambitious mandate of maintaining international peace and security.

The first post-Cold War effort to reform the UN in order effectively to address the issue of building peace, was undertaken by the former UN Secretary-General Boutros Boutros-Ghali. In his landmark *An Agenda for Peace* published in 1992, Boutros-Ghali set out an international strategy for conflict prevention, peacemaking, peacekeeping, and post-conflict reconstruction peacebuilding. Post-conflict reconstruction has therefore been part of the lexicon of building war-affected communities for more than a decade. The end of the Cold War also increased incidences of intra-state conflicts which complicated post-conflict reconstruction efforts. The support that had previously been provided by the superpowers during this era of ideological polarity was gradually withdrawn from both governments and
armed resistance movements. This meant that internal disputes were left to degenerate into even more pronounced violence in war-affected countries. In Africa, major challenges were faced in rebuilding war-torn countries such as Somalia and Angola. The role of the UN in assisting to promote peace was prominent in the case of Mozambique from 1992 to 1994. With the advent of the twenty-first century, Africa is still plagued by the persistence of post-conflict challenges. The United Nations has maintained an engagement with Africa and is currently implicated in post-conflict reconstruction efforts across the continent including in southern Sudan, Sierra Leone, Liberia, the Central African Republic (CAR), and Guinea-Bissau.

The Secretary-General, Kofi Annan, in a March 2005 report, *In Larger Freedom: Towards Development, Security and Human Rights for All,* recommended that UN member states establish a Peacebuilding Commission to fill the institutional gap that exists with regards to assisting countries to make the transition from war to lasting peace. Annan noted that the UN’s record in implementing and monitoring peace agreements has been tainted by some devastating failures, for example in Angola in 1993, Rwanda 1994, and challenges in Bosnia 1995 and East Timor in 1999. Since about half of all countries that emerge from war lapse back into violence within five years, an integral part of addressing the “scourge of war” must involve establishing an institutional framework to ensure that peace agreements are implemented and post-conflict peacebuilding is consolidated.

It was after Annan’s report that debates about the creation of the UN Peacebuilding Commission increased. This culminated, in September 2005, in the UN world summit and the 60th session of the General Assembly at which the recommendations of the report were reviewed. The General Assembly adopted an *Outcome Document* at the close of the meeting which the UN Secretary-General described as “a once-in-a-generation opportunity” to forge a global consensus on development, security, human rights and reform. On 20 December 2005 the Security Council and the General Assembly concluded their negotiations on the operationalisation of the recommendation of the world summit and adopted joint resolutions establishing the UN Peacebuilding Commission.

The Birth and Functions of the UN Peacebuilding Commission

Paragraph 97 of the *Outcome Document* recognised “the need for a coordinated, coherent and integrated approach to post-conflict peacebuilding and reconciliation.” The *Document* also identified the importance of “achieving sustainable peace and recognising the need for a dedicated institutional mechanism to address the special needs of countries emerging from conflict towards recovery.” On this basis, the General Assembly decided “to establish a Peacebuilding Commission as an intergovernmental advisory body.” The established Peacebuilding Commission backed by a Peace Support Office and “a multi-year standing Peacebuilding Fund” marks a new level of strategic commitment to enhancing and sustaining peace after conflict.

As noted earlier, the Peacebuilding Commission intends to “bring together all relevant actors to advise on and propose integrated strategies for post-conflict Peacebuilding and recovery.” The core work of Commission will be its country specific activities. It will strive to ensure that the international community supports national authorities, but the focus will have to be focused on country-based realities. The Peacebuilding
Commission has committed itself to ensuring that national priorities are supported by the necessary mobilisation of resources. Predictable and reliable funding will need to be identified for short-term early recovery activities as well as financial investment for development over the medium- to longer-term period of recovery. The Peacebuilding Fund is therefore tasked with ensuring the provision of these resources.

The Peacebuilding Commission has been endowed with a monitoring and review function. At regular intervals, the Commission will meet to review the progress towards medium-term recovery goals, particularly with regards to developing public institutions and laying the foundations for economic recovery. The role of the new body will be to alert the international community if progress is not being made so as to avoid a relapse into violent conflict. The Commission, through effective post-conflict peacebuilding and reconstruction, will also in effect have a preventive role in terms of preventing violence from recurring. During the debates leading up to the creation of the Peacebuilding Commission several countries from the global south did not want to provide Peacebuilding Commission with a conflict prevention or preventive diplomacy role. This was due to fears of an infringement on their sovereignty by more powerful states in the rich north. The Peacebuilding Commission will therefore focus more on post-conflict peacebuilding than conflict prevention.

More concretely, Peacebuilding Commission will have an organisational committee for a specific country which will include representatives from the country under consideration; countries in the region engaged in the post-conflict process; other countries that are involved in relief efforts and/or political dialogue; as well as relevant regional and sub-regional organisations; the major financial, troop and civilian police contributors involved in the recovery effort; the senior United Nations representative in the field and other relevant United Nations representatives; and regional and international financial institutions such as the African Development Bank (ADB), the World Bank and the International Monetary Fund (IMF).

In order to support this work, the Peacebuilding Commission is assisted by a Peacebuilding Support Office staffed by qualified experts in the field of peacebuilding. The Peacebuilding Support Office will prepare the substantive inputs for meetings of the Peacebuilding Commission through analysis and information gathering. The office will also contribute to the planning process for peacebuilding operations by working with the relevant lead departments in the UN, the international community and civil society. The office will also conduct an analysis of “best practices” and develop policy guidance as appropriate.

The need to address global security challenges through global responses requires the recognition that African concerns are the world’s concerns. The "responsibility to protect" doctrine needs to now become mainstreamed in international politics (see Mwanasali in this volume). However, military interventions should be consistent with the purpose and principles of the UN Charter. In particular, they should comply with the provisions of Article 51 of the UN Charter which authorises the use of force only in cases of legitimate self-defence. The UN is not capable of solving all the problems faced by Africa. It is therefore important to identify what the UN can realistically do for Africa. Challenges such as the humanitarian catastrophe in Sudan’s Darfur region, have proved to be particularly resistant to decisive UN action, due to the interests of powerful countries behind the scenes, notably China’s oil interests.
The UN is nevertheless conducting peace operations in the Sudan, Côte D'Ivoire, the Democratic Republic of the Congo, Burundi, Liberia, Ethiopia, Eritrea and Western Sahara. The UN also has a political office for Somalia. Historically, peace operations have been conducted by the UN in Mozambique, Angola, and Rwanda with mixed results. Commentators have subsequently argued that local solutions to peacekeeping and peacebuilding are preferable because actors would have a better understanding of the region they are working in. In the absence of robust local peace operations, there is still a need to strengthen the role of the UN in keeping Africa’s peace and promoting economic development and democratic consolidation efforts on the continent. The UN must also play a role in consolidating post-conflict reconstruction through the effective monitoring and policing of the illicit trade of natural resources and small arms, as well as curtailing the activities of mercenaries in war-affected regions. The UN should continue to play an important role in assisting with refugees and internally displaced persons.

The Structure and Membership of the Peacebuilding Commission

The permanent Organisational Committee of the Peacebuilding Commission will include 31 members and its decision-making process will be based on consensus. The UN Security Council will be represented by seven members, including its permanent five members – the US, Russia, Britain, France and China and two selected by the Council; while the UN’s Economic and Social Council (ECOSOC) will be represented by seven members. The membership will also include the five top contributors of UN funds and the five top contributors of peacekeeping troops to the UN. In March 2006, Denmark and Tanzania were selected by the Security Council, as the two additional members to complement the five permanent members.

There is strong case for African membership of the Peacebuilding Commission in particular South Africa, Nigeria, Senegal, Ghana, Kenya are Africa’s leading troop contributors in ongoing peacekeeping operations. These countries have distinguished themselves in the field of peacekeeping, they can thus bring a substantial amount of institutional memory to a Peacebuilding Commission.

In terms of the staff complement within the Peacebuilding Commission and the Peacebuilding Support Office, there should be a representation weighted towards individuals from countries affected by war. In particular, there should be significant African representation since the Peacebuilding Commission will play a vital role in promoting a more secure future for Africa.

The successful creation and operationalisation of the Peacebuilding Commission has significant implications for Africa. This is an unprecedented framework which, if it succeeds in its objectives, can reduce and ultimately stop the loss of human life due to the recurrence of conflicts on the continent. Africa is plagued with a number of post-conflict situations which urgently need to be addressed. If the Peacebuilding Commission becomes politicised, then the opportunity for it to function in the short-to medium-term will be severely hampered. If given the necessary backing, a pragmatic Peacebuilding Commission that is appropriately funded can, as Kofi Annan noted, go a long way "to improve our success rate in building peace in war-torn countries." The challenge as with all other cases of institution building will be to convert rhetoric into reality. Effective partnerships between the Peacebuilding
Commission and other intergovernmental organisations must be urgently established. In particular, the efficacy of Peacebuilding Commission will depend on the degree to which it can create symbiotic partnerships with other international organisations such as the African Union, a subject to which we now turn our attention.

The African Union and NEPAD Post-Conflict Reconstruction Framework

The AU has the primary responsibility for peace and security on the continent according to its Constitutive Act of 2000 signed by 53 African countries. NEPAD’s role is in supporting post-conflict reconstruction and the mobilisation of resources for the AU Peace Fund. In theory, the AU and its programme NEPAD are supposed to be working closely together and coordinating their efforts. In practice, the communication lines between the AU secretariat in Addis Ababa, Ethiopia, and the NEPAD secretariat in Midrand, South Africa, are not as clear as they should be, despite NEPAD becoming a specialised agency of the AU in 2006.

The African Union has recognised that, in order to achieve its goals of sustainable peace and development there is a need to adopt a comprehensive strategy for post-conflict reconstruction. In this regard, the AU and NEPAD programme has developed an African Post-Conflict Reconstruction Policy Framework through a broad consultative process which included partnering with civil society organisations in April 2005. This Policy Framework emphasises the link that exists between the peace, security, humanitarian and development dimensions of post-conflict reconstruction and peacebuilding. Previously, in March 2002 the NEPAD Heads of State and Government Implementation Committee (HSGIC) met in Abuja, Nigeria, to map out the objectives of the AU and NEPAD with regards to post-conflict reconstruction. The HSGIC requested the NEPAD Sub-committee on Peace and Security to “support efforts at developing early warning systems … support post-conflict reconstruction and development … including the rehabilitation of national infrastructure, the population as well as refugees and internally displaced persons”. The Implementation Committee also emphasised the importance of focusing on disarmament and demobilisation programmes based on ending the illicit trade of small arms. The leaders also stressed the promotion of democracy, human rights and the upholding of the rule of law as the basis for the African post-conflict reconstruction strategy. The intention behind the creation of the African Post-Conflict Reconstruction Policy Framework was to articulate a policy that would coordinate and guide the AU Commission, the NEPAD Secretariat, regional economic communities (RECs) such as Economic Community of West African States (ECOWAS), the Intergovernmental Authority on Development (IGAD), the Southern African Development Community (SADC), the Economic Community of Central African States (ECASS) and the Arab Maghreb Union (AMU), civil society, the private sector and other internal and external partners in the process of rebuilding war-affected communities. This is based on the premise that each country should adopt a post-conflict reconstruction strategy that responds to its own particular context.

Aspects of the AU Post-Conflict Reconstruction Policy Framework
Key aspects of the AU Policy Framework include the attempt to put in place the pillars of a post-conflict reconstruction system which recognises the importance of an appropriate response to complex emergencies, to social and political transition following conflict, and to long-term development. Therefore, according to the Policy Framework, a post-conflict reconstruction system has at least five dimensions: security; political transition, governance and participation; socio-economic development; human rights, justice and reconciliation; and, coordination, management and resource mobilisation. In order to maximise the chances of establishing an effective post-conflict reconstruction process, there must be an acknowledgement of the importance of ensuring that there is a degree of complementarity and mutual reinforcement between these five dimensions. Policy planning therefore has to proceed on the basis of establishing coherence among the strategies that are adopted for each of the five areas.

The AU policy framework also acknowledges that each conflict situation is context-specific. As such, the post-conflict reconstruction strategy adopted must correspond to the specificities of each situation. Post-conflict reconstruction systems and strategies therefore have to be relatively flexible in responding to changing situations. For example, making the transition from a complex emergency situation in Sierra Leone may require different strategies to deal with peacebuilding given the particular nature of the conflict which involved the massive looting of state resources in particular, diamonds and timber. The people of Sierra Leone would need to feel re-assured by any post-conflict reconstruction process that the injustices of the past are addressed through the process. Which means that the social and political transition after conflict has to reflect this need. The institutions and mechanisms put in place to consolidate post-conflict reconstruction also have to emerge from these considerations. The Special Court for Sierra Leone was established in 2000, and operationalised in 2002, to deal with the atrocities committed by the leaders of the various armed movements during the decade-long war. The Sierra Leone Truth and Reconciliation Commission was established by the Lomé Peace Agreement in 1999, to address the human rights abuses and violations of international humanitarian law. Both of these bodies have contributed towards dealing with the difficult post-conflict situation that Sierra Leone’s citizens are confronting. This does not mean, however, that such institutions can be transplanted to deal with the post-conflict process for example, in Burundi, which had, and still to a certain extent has, qualitatively different challenges. Essentially, the AU’s Policy Framework provides an overall strategy from which individual country programmes can develop their own context-specific plans and strategies.

Another aspect of the AU Policy Framework includes a recognition that there is a natural relationship between peace, security and development. In this context, the Policy Framework proposes the need to address the false dichotomy that is often advocated between political stability and economic efficiency. In reality, this it is a false dichotomy because one presupposes and reinforces the other: one cannot have economic efficiency without political stability, nor the effective management of economies without political order and the rule of law.

The AU Policy Framework also identifies “the lack of sufficient local ownership and participation” in post-conflict reconstruction. Externally driven post-conflict reconstruction processes cannot be sustained if they are not owned by the people that
they are targeting. When the international community - in the form of the UN, bilateral actors and international civil society - come into a post-conflict reconstruction process they immediately distort the economies of the war-affected regions in which they are operating. It is vital for strategies to be adopted which emphasise transferring the management of all affairs directly to the local citizenry in the shortest time possible. In order to ensure this, there needs to be greater collaboration between the AU and NEPAD and the regional economic communities as well as external actors to outline an exit strategy and timetable for external actors when a mission is being planned. This is vital in order for war-affected communities to become self-reliant and self-sufficient in the shortest time possible.24

The Policy Framework has proposed the establishment of an AU/NEPAD Post-Conflict Reconstruction Unit to undertake the day-to-day task of coordinating and implementing this work. The Unit, whose location is yet to be determined, would also undertake advocacy and develop post-conflict reconstruction programmes in partnership with RECs, civil society and other inter-governmental organisations. The Policy Framework has further identified the need for resource mobilisation. It emphasises the need for a more strategic targeting of sections of society that are in greatest need including: child soldiers; IDPs; refugees; women, particularly victims of sexual violence; and persons afflicted by HIV/AIDS. In order to focus efforts to raise funds, an AU Peace Fund has been established to focus resources on post-conflict reconstruction.

Recent Developments on the AU’s Post-Conflict Reconstruction Agenda

The AU in collaboration with the South African-based NGO, SaferAfrica, convened a meeting in September 2005 in Durban, South Africa, which brought together representatives of the AU’s 15-member Peace and Security Council and other AU member states’ permanent representatives.25 The objective of the meeting was to reflect on post-conflict reconstruction and development efforts in Africa.26 The meeting discussed the experiences and lessons learned by various organisations working in the field of post-conflict reconstruction and development. Durban also identified the key actors and the institutional set-up and coordination that will be required to generate broad agreement on the criteria for an AU framework for Post-Conflict Reconstruction and Development. The meeting also suggested that in order to ensure the necessary resources to ensure successful post-conflict recovery, an AU-managed African Development Fund could be established to act as a catalyst for accessing and targeting resources for the continent’s peacebuilding needs.

An effective AU post-conflict strategy must also focus on Disarmament, Demobilisation and Reintegration (DDR) of ex-combatants with a view to ensuring that demobilised fighters have access to rehabilitation programmes that enable them to acquire new skills and to facilitate their transition back into society after conflicts. Security sector reform (SSR) is also vital for ensuring that national defence and police forces re-orient their activities towards building sustainable peace in their respective countries. The Durban meeting also noted that national institutions need to be rebuilt to ensure the consolidation of democratic governance, the rule of law, and the protection of the human rights of citizens in transitional societies. In order to guarantee the sustainability of these institutions, education and training must be provided to establish professionalism and integrity.
Concluding Thoughts: Towards a Symbiotic Partnership

In order to enhance the symbiotic partnership between the UN and the AU there is a need to forge formal links between the UN Peacebuilding Commission and the AU/NEPAD. One way in which this could be done is through a Memorandum of Understanding (MoU). The MoU would outline the specific areas in which inter-organisational collaboration can yield the greatest impact with regards to peacebuilding efforts in Africa. An MoU on the specific issue of post-conflict reconstruction would emphasise the importance of establishing a symbiotic partnership to deal with the multiple challenges that face war-affected societies.

The creation of the UN Peacebuilding Commission and the articulation of the AU Policy Framework suggests that the opportunity now exists for the consolidation of post-conflict reconstruction systems. These systems will include a network of institutions, mechanisms and processes which can guide, plan, monitor and evaluate post-conflict reconstruction efforts in Africa. The challenge as always is one of transforming these policies into coherent and practical strategies on the ground. This will require a greater degree of partnership between the institutions of the UN and those of the AU.

The UN Peacebuilding Commission will be critical for Africa. There is still a prevailing danger that if the Commission is politicised, and used to serve the interests of powerful countries, then it might be dead before it is born. The continent is plagued with a number of post-conflict situations which urgently need to be addressed. If the Peacebuilding Commission becomes is politicised then the opportunity for it to function in the short- to medium-term will be severely hampered. If given the necessary backing, however, a pragmatic Peacebuilding Commission, that is appropriately funded, can go a long way to improve our success rate in building peace in war-torn countries. Even though the AU Policy Framework exists, it is unclear whether the organisation will be able to mobilise the resources and build the capacity to undertake peacebuilding effectively. This is why it is necessary to establish a symbiotic relationship with external actors like the UN and the World Bank which have far more resources and experience in this critical area. To succeed, this relationship must be based on a complementarity of functions. In order to overcome some of the limitations currently affecting post-conflict reconstruction efforts in Africa a symbiotic relationship between the UN and the AU must avoid the duplication or replication of functions. There is no question of whether the UN Peacebuilding Commission and the African Union should collaborate. The only question is how deep the partnership between the two organisations should be in order to improve and enhance post-conflict reconstruction systems in Africa.

NOTES


15. UN, *Outcome Document*, paragraph 100.
27. Kofi Annan, UN Secretary-General Address to the World Summit, 14 September 2005.