



International Conference on the Great Lakes Region

Regional Programme of Action for the promotion of Democracy and Good Governance.

August 2006

EXECUTIVE SUMMARY

1. In the Dar Es Salaam Declaration (DD), the Heads of State and of Government of the Great Lakes Region agreed to seal a Pact on Security, Stability and Development, which materializes their determination to « transform the Great Lakes Region into a space of sustainable peace and security for States and peoples, political and social stability, shared growth and development, a space of cooperation based on convergent strategies and policies driven by a common destiny».

2. The main tools for implementing the Pact are programmes of action and protocols, which are aimed at meeting regional objectives and challenges. Most of these instruments stem from existing initiatives at regional and sub-regional levels. They should generate national specific initiatives in some areas to ensure the real achievement of the sought objectives.

3. The Dar-es-Salaam Declaration recognises that accumulated deficiencies in the area of governance and the failure of democratisation processes are the main factors causing the violent socio-political conflicts in the region. In fact, the most striking facts of poor governance, which continue to fuel persistent conflicts which constitute great challenges for the region are « the failure to respect the fundamental principles enshrined in the United Nations Charter and the Constitutive Act of the African Union, such as massive violations of human rights and other exclusion and marginalisation policies, gender disparities, the use of force to take over and maintain power, impunity for various crimes, the mismanagement of public resources, corruption,, etc.. ».

4. Consequently, the programme of action relating to the promotion of good governance and democracy has set itself the following vision: **“creating a region characterised by deeply entrenched values, principles and norms on democracy, good governance and observance of human rights »**.

5. To promote the realisation of this vision, the programme of action has specific objectives which are inspired by the strategic options and guidelines defined by the DD, in particular:

- Restoring the rule of law in the countries of the region, particularly through the restoration of the respect for constitutional order and population sovereignty, consolidation of political diversity and democratic institutions, capacity building in leadership, strengthening the effectiveness and independence of the Judiciary, restoration of security services respectful of constitutional order, the promotion and protection of human rights in the region;

- Strengthening of democratisation processes, through capacity building for democratic institutions, communication and information development, as well as the promotion of political participation and empowerment of women, youth, civil society and other vulnerable groups;
 - Promoting rational management of the regional resources.
6. The programme is structured into three sub-programmes:
- **The Sub-programme 1**, concerning the promotion of « **the Rule of law, the Fight against Crimes against Humanity, and Human Rights** » out of which three projects have been developed.
 - The project relating to the establishment of a Regional Centre for Democracy, Good Governance, Human Rights and Civic Education.
 - The project relating to the establishment of a “Regional Forum on Justice Administration and Law Enforcement under the Rule of Law”.
 - The project relating to the Regional Initiative for the Prevention of War Crimes, Crimes against Humanity, the Crime of Genocide, and for the Fight against Impunity.
 - **The Sub-programme 2**, entitled « **Consolidation of Democratisation Processes** » which has been structured into six projects:
 - The Regional Forum for Parliamentarians,
 - The Project on the “ Forum for Women » ,
 - The Multipurpose Youth Forum,
 - The Consultative Committee on Vulnerable Groups,
 - The Forum for Civil society,
 - The Management of Information and Communication.
 - **The Sub-programme 3** concerning the “**Rational Management of Resources**» comprises of two projects;
 - The project on establishing a Regional Anti-Corruption Forum,
 - The project on the Regional Initiative Against the Illegal Exploitation of Natural Resources,
7. To ensure the achievement of the programme objectives, the institutional mechanisms for implementation must reflect the political commitment of the States concerned, and effective and technical competences required, in all projects. Consequently, the programme implementation and monitoring envisage two levels of responsibility, namely the political level and the technical level.
- **At the political level**, the Summit of Heads of State and Government is the supreme organ, which plays a guiding role in the identification of strategic plans, allocation of resources and assessment of the programme progress and its impact on the situation in the area of governance and democracy. It is backed by the **Inter-Ministerial Committee, which is**

- composed of ministers in charge of the International Conference on the Great Lakes Region**, which regularly monitors its implementation, as well as the **Conference Secretariat**, which coordinates monitoring activities.
- **At the technical level**, the programme is based on autonomous structures within each project.
8. In its implementation, the programme will give top priority to four projects in the short term:
- Project 2.1.1. entitled Regional Centre for the Promotion of Democracy, Good Governance, Human Rights and Civic Education,
- Project 2.1.3. related to the Regional Initiative for the Prevention of War Crimes, Crimes against Humanity, Crimes of Genocide, and for the Fight Against Impunity.
 - Project 2.2.1. on the Management of Information and Communication ,
 - Project 2.3.2. on the Regional Initiative to combat the Illegal exploitation of Natural Resources.
9. The implementation of the activities developed under these programme may be initially spread over a period of five years and may require an estimated total budget US\$ 23,069,750 from which 18,021,300 US\$ for the four priority projects.

PROGRAMME DESCRIPTION

1. Situation Analysis

The Dar-es-Salaam Declaration recognizes that accumulated deficiencies in governance and the failure of the democratisation processes are the main factors causing violent socio-political conflicts in the region. In fact, the most significant facts of poor governance, such as massive violations of human rights, exclusion and marginalisation policies, impunity of crimes of genocide, crimes against humanity, war crimes, disparities between men and women, and the use of violence to serve political purposes constitute the main factors causing endemic conflicts in the Great Lakes Region. In the same way, political systems in effect are still characterised and dominated by the institutionalisation of non-democratic management methods, namely the absence of political diversity and of a consensus on the constitutional principles, the non-separation of legislative and judicial powers and their control by the executive power, and the manipulation of the judicial power and security services by the executive power.

The socio-political crises the Great Lakes region is going through have also been exacerbated by issues of economic management, namely the appropriation of power by the Executive, the non-adherence to the principles of transparency and integrity in resource management and decision-making, the aggravation of corrupt practices and the illegal exploitation of natural resources.

The Dar Es Salaam Declaration reflects the will of States to rehabilitate the rule of law and entrench the values and principles of democracy and good governance, through the transparent and accountable management of public resources, effective functioning of public institutions and participation of all social players in political life and in the development process.

To realise this will and consolidate cooperation, a programme of actions and specific protocols dictated by the political options and guidelines defined in the aforesaid Declaration have been developed.

2. Vision

This Programme of actions seeks to build a strong foundation for a regional sphere of peace and political stability, characterised by the promotion of values, principles and norms of democracy and good governance, the respect for human rights, as well as cooperation and solidarity between States and peoples.

3. Specific Objectives

- i) Restore the rule of law in the countries of the region and especially through the restoration of the respect for the constitutional order, peoples' sovereignty, the separation of executive and legislative powers, the enhancement of the effectiveness and independence of the Judiciary system, the promotion and protection of human rights, the repression of discriminatory ideologies and eradication of war crimes, crimes against humanity, the crime of genocide as well as the fight against impunity;
- ii) Consolidate democratisation processes, especially by strengthening capacities of democratic institutions, the development of communication and information, as well as the promotion of political participation and empowerment of women, the youth and other vulnerable groups;
- iii) Manage in a rational manner the resources of the region, through the fight against the illegal exploitation of natural resources, the fight against corruption, the promotion of principles of transparency and accountability.

4. Strategy.

To be able to entrench the values and principles of good governance and strengthen the democratisation processes in the region, the programme of actions proposes an integrated, participatory and multidimensional approach. The strategy consists in developing regional projects capable of strengthening the capacities of public institutions; stimulating harmonisation of political and legal instruments in order to guarantee the successful fight against impunity of political and economic crimes in the region, which will eventually contribute to the

restoration and consolidation of cooperation and solidarity in the region. For this purpose, the programme will be structured into projects and protocols dealing with:

- i) the strengthening of leadership capacities and institutional capacities, through research and training in the areas of democracy, good governance, human rights, and civic education;
- ii) the strengthening of capacities for communication and information systems ;
- iii) the promotion of frameworks for dialogue and consultation between the various political and social players, in particular, parliamentary institutions, civil society, women, youth, professionals of the media, etc., in order to promote their effective participation in the democratisation process, the restoration of peace and political stability, as well as in the promotion of good governance,
- iv) the adoption of effective legal frameworks capable of promoting the fight against impunity, the fight against economic crimes, the repression of crimes of genocide, war crimes and crimes against humanity.

5. Sub-programmes and projects

5.1. Sub-programme 1: Rule of Law, Fight against Crimes against Humanity, Human Rights

It has three specific objectives:

- Strengthen capacities of public institutions, civil society organisations and populations with respect to good governance, democracy, human rights and civic education;
- Enhance the effectiveness of the Judiciary and security services;
- Combat impunity and eradicate war crimes, crimes against humanity and genocide.

The strategy of this Sub- programme is based on (i) strengthening institutional capacities in various areas of democracy, good governance, human rights and civic education through research and training, and the promotion of observatories; (ii) promoting cooperation mechanisms in the judicial area in order to strengthen the independence and effectiveness of the Judiciary and curb impunity; (iii) establishing political and legal mechanisms capable of strengthening the repression and prevention of genocide, war crimes, and crimes against humanity.

5.1.1. Projects

i) The project concerning a “**Regional Centre for the promotion of Democracy, Good Governance, Human Rights and Civic Education** »

The objective of this centre is to strengthen institutional capacities in various areas, through research and training and establish observatories. This project will

also contribute to promoting the socio-political dialogue by playing a facilitative role for the various fora envisaged between the various key players.

ii) The project of establishing a “**Regional Forum on Justice Administration and Law Enforcement under the Rule of law**”. The project will establish a framework for consultation between the main justice players (judges, members of the Bar, Mediators and public order agents).

iii) The project relating to the **Regional Initiative for the prevention of war crimes, crimes against humanity, crimes of genocide and for the fight against impunity** in the Great Lakes Region. Its aim is to put in place a regional framework for consultation, strengthen capacities for national institutions and develop and/ or strengthen the tools for the prevention and repression of the above-mentioned crimes. .

5.2. Sub-Programme 2: Consolidation of the Democratisation Process

The sub-programme has the following objectives:

- Promote independence and effectiveness of legislative institutions,
- Promote solidarity and cohesion between the peoples in the region and stimulate affirmative actions promoting equality among all citizens and the rich cultural diversity,
- Promote specific actions to strengthen political participation and empowerment of women, youth, civil society as well as vulnerable groups;
- Promote communication and information systems.

The strategy of the sub-programme is based on the creation of frameworks for dialogue between various players, as pillars of the democratisation process to encourage exchange of experiences and good practices, and stimulate the promotion of partnerships and harmonisation of policies and strategies in the region.

5.2.1. Projects

i) The project relating to the « **Regional Forum of Parliaments** » is mainly a framework for dialogue and consultation between Members of Parliaments in the region. Its objective is to create or extend this regional parliamentary framework for dialogue and exchange of experiences to all the core countries, and to perpetuate it. Finally, the Forum of Parliaments will constitute an adequate instrument of advocacy to stimulate the implementation of the Pact on Stability, Security and Development, and in particular, the adopted protocols.

ii) The project “**Forum for Women**» is a framework for consultation and dialogue, as well as capacity building for women. Its aim is to consolidate the principles of participation and empowerment of women in the processes of

governance and development, institutionalisation of gender mainstreaming in the policies of the countries of the Great Lakes region.

iii) The project concerning the « **Multi-Purpose Youth Forum** » is a regional mechanism for consultations, which is aimed at promoting exchange programmes for youths in the Great Lakes Region in order to encourage them to share experiences, forge alliances, and develop projects and networks around aspects of common interest and to strengthen mutual understanding among the youths in the region.

iv) The project regarding the « **Consultative Committee on Vulnerable Groups** » is a framework for dialogue and exchange, and its objective is to raise awareness for various groups with respect to their human rights, and widely publicise them.

v) The project on the « **Forum for the Civil Society** » is bound to create an open and constructive space for dialogue allowing the identification of common interests and the search for solutions through consultations and dialogue.

vi) The project on the « **Management of Information and Communication** » aims to put in place a regional framework for exchange of information and experiences with regard to media regulation and promotion. It will contribute to strengthening institutional capacities in order to contribute further to the restoration of peace and security in the Great Lakes Region, promote the flow of information, especially for the benefit of populations, promote the use of modern tools of information and communication in the Region.

5.3. Sub-Programme 3: Rational Management of Resources

This sub-programme set itself the following objectives:

- Contribute to the development of regional strategies and policies to promote the principles and norms of transparent and balanced management of public resources;
- Provide the region with mechanisms that are capable of addressing issues of corruption and illegal exploitation of natural resources;
- Entrench the principles of transparency and integrity in the management of resources, as well as the promotion of the ethics of responsibility of leaders and their duty to be accountable before sovereign people;
- Promote the independence and effectiveness of legislative and judicial institutions in the implementation of their missions to control the Executive.

5.3.1. Projects

- i). The project of establishing a « **Regional Anti-Corruption Forum**» will be a regional framework for consultation between anti-corruption public institutions and CSO intervening in this area, as well as the strengthening of institutional capacities.
- ii). The project relating to the « **Regional Initiative to combat the Illegal Exploitation of Natural Resources**» is aimed at promoting dynamic cooperation through the development of regional instruments and mechanisms capable of contributing to the eradication of the plundering of resources in the region, discouraging the illegal exploitation of natural resources in the region and consolidating national institutions.

6. Implementation Arrangements

The implementation of the programme will be based first and foremost on existing national or regional structures, as well as on integration mechanisms. It will focus in the first place on the three priority projects selected:

- The Regional Centre for the promotion of Democracy, Good Governance, Human Rights and Civic Education: given that in addition to its key role in capacity building, the implementation of projects relating to the various forums will be subject to its becoming operational;
- The Regional Initiative for the Prevention of War Crimes, Crimes against Humanity, Crime of Genocide and the Fight against Impunity;
- The Regional Initiative to combat the Illegal Exploitation of Natural Resources;
- The Management of Information and Communication .

Upon approval of these projects by the Heads of States, the Conference Secretariat will take appropriate measures to mobilise the required resources and establish structures for the implementation of these projects.

6.1. Institutional Mechanisms

The implementation and monitoring of the programme envisage two levels of responsibility: the political level and the technical level.

i) **At the political level**, the Summit of Heads of States and of Government, is the supreme organ, which plays a guiding role in the identification of strategic options, allocation of resources and evaluation of the programme progress and its impact on the status of governance and democracy. It is backed by the Inter-Ministerial Committee, consisting of ministers in charge of the International Conference on the Great Lakes Region, which regularly monitors its implementation, and the General Secretariat of the Conference, which coordinates monitoring activities.

ii) **At the technical level**, the programme is based on autonomous structures within each project.

- The implementation of the project relating to the Centre rests on structures which reflect its independence and autonomy: (i) a Board of Directors nominated by the ICGLR, (ii) a Management Committee which will supervise all activities, (iii) a Centre Manager;
- The management of the project relating to the Regional Initiative for the Prevention of War Crimes, Crimes against Humanity, Crimes of Genocide and for the Fight against Impunity will be entrusted to: (i) a Steering Committee, (ii) a Project Team;
- The management of the project on the Regional Initiative to combat the Illegal exploitation of natural resources will be based on: (i) a Steering Committee, (ii) a Project Team;
- The implementation of the project on the Management of Information and Communication could be placed under the technical and administrative control of the Media Regulation Authorities (MRA) of the eleven countries of the Region members of the Conference who agree to entrust it for technical execution to a regional coordinating Committee (Regional Council), supported by a Technical Secretariat.

6.2. Cost of the programme of action and funding mechanisms

The implementation of the programme may be initially spread over a period of five years and may require an estimated total budget US\$ 23,069,750, from which 18,021,300 US\$ for the four priority projects.

	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Estimated total budget	272,703	6,566,186	5,919,716	5,738,601	4,572,246	23,069,750
Project 2.1.1	27,953	1,206,766	1,473,131	1,478,081	1,478,081	5,664,010
Project 2.1.3.	34,650	802,120	855,305	539,220	671,275	2,902,570
Project 2.3.2.	34,650	629,530	728,750	677,270	734,690	2,804,890
Project 2.2.1	23,100	2,266,220	1,574,980	2,145,330	640,200	6,649,830
Projects of Foras	152,350	1,661,550	1,287,550	898,700	1,048,300	5,048,450

The funding for the programme will come from:

- Contributions from the States of the Great Lakes Region,
- Bilateral donors,
- International financial organisations and institutions (European Union, United Nations, World Bank, African development Bank,)

- Contributions from the private sector and the financial system,
- Any other contribution in kind or in cash from the population.

Upon adoption of the programme, the Conference Secretariat will have to initiate a strategy for resource mobilization both within member States and from development partners by submitting the various projects to them.

7. Success Factors and risk factors for the programme

Success factors:

- Demonstrated commitment by the Heads of States of the region evidenced by the Dar Es Salaam Declaration,
- Demonstrated commitment by social players to involve themselves in the implementation of the DD,
- Different countries engage in the democratisation and decentralisation process to promote political participation of the social players,
- International Community committed to extend their support to the implementation of the Pact on Stability, Security and Development, and specifically the issues relating to corruption and to the illegal exploitation of natural resources,
- Tools developed by the mechanisms already in place to fight political and economic crimes, namely the International Criminal Tribunal for Rwanda (ICTR), the International Criminal Court (ICC),
- Adherence of most countries to the NEPAD African Peer Review Mechanism.

Risk factors:

- Persistent political instability in most of the central countries, which encourages impunity and opens the region to the evils of corruption and illegal exploitation of natural resources,
- The upsurge of violations of sealed Agreements has sometimes been noted,
- Civil Society has little room for manoeuvre owing to its weak intervention capability and its reliance on external donors.

8. Annex

List of the priority projects

Annex

2 Regional Programme of Action for the promotion of Democracy and Good Governance

2.1 Sub-programme 1 on Rule of law, Fight against Crimes against Humanity, and Human Rights

2.1.1. Regional Centre for the Promotion of Democracy, Good Governance, human rights and civic education

2.1. 2. Regional Initiative for the Prevention and Punishment of Genocide, War Crimes, Crimes against Humanity and the Fight against Impunity in the Great Lakes Region.

2.2 Sub-programme 2 on Consolidation of Democratisation Processes

2.2.1. Regional Forum of Parliaments

2.2.2 Regional Forum for Women,

2.2.3 Regional Multi-purpose Youth Forum

2.2.4 Regional Forum for the Civil Society.

2.2.5 Management of Information and Communication

2.3 Sub-programme 3 on Rational Management of Resources

2.3.1. Regional Initiative for Curbing the Illegal Exploitation of Natural Resources.