

## ANNEX

### JOINT AFRICA/G8 PLAN TO ENHANCE AFRICAN CAPABILITIES TO UNDERTAKE PEACE SUPPORT OPERATIONS

1.1 In the New Partnership for Africa's Development, African leaders agreed that peace and security are among the key conditions necessary for sustainable development. Democracy, good governance, human rights and sound economic management are also key. To respond to the need for peace and security, they agreed that it was a priority to build "the capacity of African institutions for early warning, as well as enhancing their capacity to prevent, manage and resolve conflicts (Chapter V: AI: Para 72 of the NEPAD)."

1.2 Therefore, at its Summit in Kananaskis in June 2002, the G8 undertook to provide "technical and financial assistance so that, by 2010, African countries, the AU and regional organisations are able to engage more effectively to prevent and resolve violent conflict on the continent, and undertake peace support operations in accordance with the United Nations Charter...(Chapter 1.2 of the G8 Africa Action Plan)." G8 leaders agreed to pursue three key, inter-related actions to implement this commitment:

- to work with African partners to deliver a joint plan, by 2003, for the development of African capability to undertake peace support operations, including at the regional level;
- to train African peace support forces, including through the development of regional centres of excellence for military and civilian aspects of conflict prevention and peace support, such as the Kofi Annan International Peacekeeping Training Centre; and,
- to better coordinate peacekeeping training initiatives.

1.3 Individual African states, the African Union, some African regional organisations, the United Nations, and individual donors (both G8 and non-G8) are already undertaking significant measures to build capacities to prevent and resolve conflicts in Africa, and to undertake peace support operations. Indeed, many African nations provide very considerable numbers of personnel (peacekeepers, observers and civilian police) to ongoing UN and African peacekeeping missions in Africa and elsewhere. The impact and effectiveness of these existing individual and collective efforts to build capacity could be multiplied by channelling them towards the realisation of a common vision. To be achievable and sustainable, this vision must be African owned and led. It must reflect a commitment on the part of Africans to invest in their future. G8 leaders have made clear their commitment to match African commitment (G8 Action Plan, Para 4).

1.4 Since the Kananaskis Summit, G8 and African partners have worked closely to develop the following plan for the development of African capability to undertake peace support operations, including at the regional level. The African Union and African regional organisations are continuing to develop the institutional framework for peace and security on the continent. Key decisions are expected in coming months, as well as over coming years. Consequently, the plan must be phased and iterative, adjusted as African institutional arrangements are established and evolve.

## 2. Aim

2.1 The elements of the joint plan must be determined by its aim or goal. The starting point for the joint plan is the "Protocol Relating to the Establishment of the Peace and Security Council of the African Union" which was adopted by the African Union Assembly in Durban on 9 July 2002, but which must still be ratified by member states. Inter alia, the Protocol calls for the establishment of:

- a continental early warning system;
- an African standby force;
- a military staff committee;
- Panel of the Wise.

African partners have asked for support in operationalizing the Protocol.

2.2 In preparation for the AU Maputo Summit in July, African Chiefs of Defence Staff at their third meeting on May 15th - 16th in Addis Ababa considered the operationalisation of the Protocol. They adopted a Policy Framework for the Establishment of the African Standby Force and the Military Staff Committee. In particular, the policy framework provides for the establishment of an AU strategic level management capability and five regional brigades, that would enable the AU to undertake complex peace support operations in a phased approach by 2010. The AU continues to engage in discussions with African regional organisations to establish working partnerships. The UN Secretariat is continuing to providing advice to the African Union Commission on its institutional requirements to manage peace support operations, focusing on headquarters capacity and structures.

## 3. Necessary Capabilities

3.1 In considering the longer term vision for African peace support capabilities and in order to shape a strategic plan, it will be necessary to determine the capabilities which will be required to meet African goals. It will then be necessary to assess what capabilities exist within African states, which of those capabilities would be available to African peace support operations and what are the remaining gaps or weaknesses

that might require focused attention. The process of generating standby lists could provide key information in this regard.

3.2 UN experience and the Brahimi Report on UN Peace Operations suggest that a viable multi-dimensional peace support operations capacity includes the following three basic elements:

- a legitimate, mandated political decision making authority;
- a multi-dimensional strategic management and integrated mission planning capability that includes the ability to provide direction, to plan and to provide support to field activity, as well as to potential and actual contributors (including support in the form of logistics and training); and,
- a multi-dimensional field capability that includes a rapidly deployable mission headquarters, contributions of trained and equipped troops and civilian police from Member States, and civilian/political staff available for various other mission components (e.g. human rights, rule of law and governance).

3.3 Based on this, the UN Department of Peacekeeping Operations has developed a series of six scenarios outlining the particular capabilities generally required to mount different types of peace support operations: i) military advice to a political mission; ii) AU observer missions deployed alongside a UN mission; iii) stand alone AU observer mission; iv) AU peacekeeping force (traditional peacekeeping or preventive deployment); v) AU peacekeeping force (complex multidimensional mission); and vi) AU intervention mission. These scenarios provide a basis to identify required capabilities, and determine available capabilities, weaknesses and gaps. This could assist in considering further elements for incorporation in the joint plan.

3.4 Many African nations have trained and experienced peacekeeping troops. However, a strategic management capacity for multidimensional peace support operations is still embryonic within the AU and within sub-regional organisations. To be effective, a multidimensional peace support operation must take account of humanitarian assistance needs, early peace building tasks (including restoration of the rule of law) and reconstruction needs, all of which require civilian experts. The development of this management capacity will take time and considerable, sustained resources to develop. Consequently, a primary focus in the joint plan on developing a multi-dimensional field capability is a reasonable first step.

#### 4. Key Partnerships

4.1 It will take time and considerable resources to create, and establish the conditions to sustain, the complete range of capabilities needed to fully undertake complex peace support operations and their

related activities. Africa will need partners as it makes progress towards acquiring the capabilities required to meet its long term vision. The UN has well developed strategic management and planning capabilities for peace support operations, and is willing to make these capabilities available on an ad hoc basis to African institutions. To do this, the UN is discussing arrangements with the AU and African regional organisations to enable them to partner with UN planning and strategic management capabilities. The UN is also providing advice and training to African states and regional organisations, as well as support for regional and national training centres. The UN also helps to match donors and African troop contributing countries in need of equipment to undertake peace support operations.

4.2 In addition, the Multinational Standby High Readiness Brigade for UN Operations (SHIRBRIG) is a possible model for the development of an African regional or sub-regional standby brigade. Possibilities of secondments to the SHIRBRIG Planning Element in Copenhagen, expert consultations about its operating methods and technical assistance (such as the planning assistance SHIRBRIG is currently providing to ECOWAS for the potential mission in the Côte d'Ivoire) can be considered.

## 5. Building Blocks to Enhance African Capacities to Undertake Peace Support Operations

5.1 The African vision for its peace and security infrastructure is a work in progress. In recognition of this, G8 and African partners will work, step by step, to develop key building blocks that will help to channel existing resources more effectively in support of a longer term vision. Without prejudging decisions to be made in coming months and years by the African Union on the operationalisation of its Protocol on peace and security (notably with respect to standby capacities), early building blocks that have been identified include:

1) the establishment, equipping and training by 2010 of coherent multinational, multi-disciplinary standby brigade capabilities including civilian components, at the AU and regional level, in particular integrated mission planning capability, mission field headquarters and strategic headquarters, which would be available for UN-endorsed missions undertaken under the auspices of the UN, AU or an African sub-regional organisation;

2) the development of capacities to provide humanitarian, security and reconstruction support in the context of complex peace support operations;

3) the establishment of a continental network of regional observation and monitoring (early warning) centres, linked electronically to a centre in the AU;

4) the development of institutional capacities at the continental and regional level to prevent conflict through mediation, facilitation, observation and other strategies;

5) the establishment of priority regional logistic depots to enhance existing capabilities;

6) the standardisation of training doctrines, manuals, curricula and programs for both civilian (including police) and military personnel for use in national and regional peacekeeping training schools and centres of excellence, and support for IT options to join up training centres within Africa and with international peacekeeping centres;

7) enhanced capacity in regional peace training centres;

8) continued joint exercises at the regional level;

9) current regional peacekeeping initiatives, such as the mission in Burundi and the ECOWAS mission for Côte d'Ivoire; and,

10) consensus building in the OECD Development Assistance Committee to consider as Official Development Assistance a more inclusive range of assistance provided to enhance capacities to undertake peace support operations and related activities.

5.2 Each of these proposed building blocks needs to be broken out into phased component parts to target efforts of all concerned. This work needs to be undertaken by concerned African partners, supported by the UN and experts from donor countries already active/or seeking to be active in each component.

## 6. Donor Coordination

6.1 Many G8 partners, and indeed other donors, currently have extensive, ongoing programs with African nations and institutions to support the development of African capacities to undertake complex peace support operations and related activities. There is a need to enhance coordination among donors and with African partners to avoid duplication and ensure cost-effectiveness. This joint plan is one means to help channel individual and collective efforts towards the achievement of the African vision for its capacity to prevent, manage and resolve conflict, and consolidate peace. Complementary programs and partnerships among donors, focused on clearly identified African priorities, can help achieve tangible results.

6.2 Consultation among donors on their military and civilian programs to enhance peace support capabilities in situ with their African partners is the most effective means of identifying priorities, developing transparency and finding synergies. Such consultations could take place regularly among resident players in capitals where African continental and regional peace and security institutions are located, as well as in the capitals of African peace keeping nations.

6.3 It is proposed that this broad process of consultation be centred on an annual consultation, focused on peace and security issues, between the AU, all interested donors (not only G8) and African peace and security institutions at the continental and regional level (such as peacekeeping training centres). This consultation could provide an ongoing mechanism to review the joint plan and its implementation. The consultation would also provide an opportunity to review broad security sector reform activities, which are a foundation stone for peace support capacities.

6.4 To complement these consultations, it has also been proposed to generate a database of information on donor activity to support the development of African capacities to undertake complex peace support operations and related activities. While this could in time be housed at the African Union Commission, G8 and African partners expressed interest in the UN's offer to build on the global data base on peacekeeping training assistance (originally created in 1996 and overseen by the Training and Evaluation Service of the Department of Peacekeeping Operations) by creating a website with links to the websites of all donors describing their activities in peace and security in Africa and providing contact information.

## 7. Specific recommendations for near term action

7.1 The AU host (with donor support) an annual consultation on the enhancement of African capacity to engage in peace support operations, between the AU, all interested donors (not only G8) and African peace and security institutions at the continental and regional level (i.e. peacekeeping training centres).

7.2 As required and appropriate, a series of experts meetings be convened by the AU with interested donors (drawing on embassy staff of G8 and non-G8 countries) to develop detailed strategies (identifying benchmarks and milestones) for each of the building blocks identified in this plan that would enable donors to target their individual and collective assistance.

7.3 Support be provided to enable the UN to continue to provide advice to the AU on the establishment of its peace and security institutions, and their relationship to regional organisations.

7.4 Support be provided to enable the AU and regional organisations to learn more about SHIRBRIG, which is a possible model for developing the African Standby Force.

7.5 The UN be encouraged to develop arrangements with the AU and regional organisations that would enable them to partner with UN planning and strategic management capabilities. Discussions among international donors and the UN be encouraged on options to address the financing needs of African-led peace support missions.

7.6 Representatives of G8 countries invite other concerned donors and African interlocutors to establish regular consultations on support for African peace and security initiatives in capitals where African continental and regional peace and security institutions are located (to be determined following consultations with the African side), as well as in the capitals of African peace keeping nations.

7.7 The UN's offer to create a website with links to the websites of all donors describing their activities in peace and security in Africa be considered.