

Recommendations for the Second Action Plan for the Peace & Security Partnership of the Joint Africa - EU Strategy

The European Peacebuilding Liaison Office (EPLO) has been the focal point of European civil society engagement on the Peace and Security (P&S) Partnership of the Joint Africa-EU Strategy (JAES) since 2008. In this capacity, EPLO and its Member Organisations have participated in and contributed to all relevant civil society engagement provisions of the JAES, such as the EU Implementation Team and the Joint Expert Group for the P&S Partnership as well as the Joint AU-EU Task Force. In light of the upcoming drafting of the second action plan for the P&S Partnership, EPLO would like to put forward recommendations to address what it perceives as the main weaknesses of the Partnership.

While recognizing the more structural obstacles the JAES is facing, this statement focuses explicitly on the P&S Partnership and is aimed at informing the discussion on the second action plan which will be held at meetings of the EU Implementation Team, the Joint Expert Group and other preparatory meetings before the Africa EU Summit in November. Although the P&S Partnership has been labeled the most successful of the eight JAES Partnerships, the potential of the P&S Partnership to improve African capacity to strengthen peacebuilding activities and respond to conflict and insecurity on the continent has yet to be realized.

EPLO believes that this is mainly due to **three weaknesses** within the P&S Partnership.

Firstly, EPLO believes that within the first action plan, the **contribution of civil society** to conflict prevention, crisis management and peacebuilding has not been accommodated adequately. Civil society in Europe and in Africa is willing to support the implementation of the Partnership and to strengthen existing African peace and security mechanisms and policies but has not been provided with sufficient room and resources to do so.

Secondly, the P&S Partnership has **over-emphasized the military aspect of peace and security** at the expense of civilian conflict prevention and peacebuilding activities. Since improved military and security capabilities do not necessarily lead to a more peaceful climate and sustainable development, this imbalance should be addressed by ensuring more resources are allocated to the civilian aspects of the of the P&S Partnership.

Thirdly, the first action plan failed to underpin the P&S Partnership with an understanding of the root causes and drivers of conflict by basing activities on **systematic conflict analysis** that enables a better understanding of the profile, actors and dynamics of a conflict and incorporates the expertise of local civil society.

The second action plan is an opportunity to address these weaknesses and to align the activities of the P&S Partnership with the expected outcomes. For this purpose, EPLO has composed a list of recommendations that derive from the experience and insights of EPLO Member Organisations and which have been formulated in close consultation with their counter parts and affiliates in Africa.

Strengthening non-military African Peace and Security Capacities

Provide opportunities for meaningful engagement of civil society (see Annex)

- Support the involvement of African civil society in accordance with the Livingstone Formula¹ and article 20 of the AU Peace and Security Protocol and provide more capacity and opportunities for African civil society to engage within the Partnership in regard to conflict prevention, resolution, mediation and post-conflict peace consolidation initiatives through e.g. including them in mediation support structures like the Panel of the Wise.
- Encourage increased training on non-military aspects of Peace Support Operations (PSOs) in the regional Centres of Excellence for PSO training and education by promoting greater inclusion of civilian expertise from African civil society organisations (CSOs).
- Engage with international non-governmental organisations that have the capacity to deploy non-partisan professional protection teams.
- Share experiences of the good practices established in the EU Peacebuilding Partnership which aims at developing civil society capacities to respond to crisis situations, including the establishment of a dialogue network and the practice of policy-specific consultation meetings.
- Create opportunities for African and European civil society to work together on meaningful activities that contribute to meeting the objectives of the P&S Partnership and are in line with the principle of independence of civil society which should be able to choose its partners for, e.g. joint projects on the role of civil society in early warning mechanisms.
- Ensure that Article 20 of the AU Peace and Security Protocol covering the involvement of civil society in promoting peace, stability and security in Africa is part of the review of the APSA mapping that is currently conducted and that CSOs can contribute to the mapping process.

Ensure the quality of technical support funded by the APF

- Ensure that all EU military and security capacity support provided to the African Standby Force (ASF) complies with international best practice on democratic and accountable security sector reform (SSR), as embodied in the OECD DAC guidelines on SSR.
- Reinforce and implement the principles of the UNSCR 1325 and other commitments on women, peace and security with the priority of increasing women's participation and including a gender perspective in all P&S Partnership activities. For instance, the Common African Defense and Security Policy lacks a focus on women's security, thereby excluding a crucial component for achieving peace and security on the continent and potentially resulting in a reduced inclusion of gender issues in the different components of the African Peace and Security Architecture (APSA).
- Increase funding for the core permanent staffing and capacities of the civilian peace and security components of the AU Commission, such as the Continental Early Warning Systems (CEWS) situation room and the ASF Planning Element (PLANELM). A better

¹ The Livingstone Formula sets out the mechanisms for engagement of CSO with the AU Peace and Security Council: 'Civil society Organisations may provide technical support to the African Union by undertaking early warning reporting, and situation analysis which feeds information into the decision-making process of the PSC' (PSC/PR/CLX). 5 December 2008, Conclusions of a Retreat of the PSC on a mechanism of interaction between the Council and CSOs.

resourced ASF PLANELM with robust civilian components would enable the development of coherent doctrine, standard operating procedures, terms of reference and expertise across the ASF. This would greatly improve inter-operability between the various elements of the ASF and enhance civilian peace support capacities.

- Increase funding, technical and political support for the Panel of the Wise in order for it to perform the full potential of its mandate. The Panel's performance since inception in 2007 has been challenged by a lack of resources, political support and clarity in how the mechanism is meant to function. The recent appointments to the Panel provide a possibility to evaluate and revitalise this core civilian conflict prevention and peace building mechanism in Africa.
- Promote renewed coherence and symmetrical capacity development between the early warning systems of the AU and the Regional Economic Communities (RECs). At present, there are significant divergences in capacities and methodologies between the RECS and AU on early warning that significantly compromise the ability of the AU CEWS to function. Support also needs to work towards evaluating the CEWS and ensuring that early warning is more than the collection of data and reports and that information demonstrably leads to responses and action.

Increase support to establishing core civilian components within the ASF

- Support the prompt establishment of a joint AU/RECs civilian standby roster of trained African personnel using the experience of successful initiatives such as the African Civilian Standby Roster for Humanitarian and Peace Building Missions (AFDEM) which would increase the capacity to plan and deploy civilian personnel in African peace support and monitoring missions.
- Support the AU Commission and regional brigades to deploy at least the agreed minimum target of four permanent civilian staff members in the ASF PLANELM units of the AU Commission and each Regional Standby Brigade
- Encourage co-ordination between AU and RECs in developing capacity regarding the planning and conducting of civilian conflict prevention and monitoring missions as set out in the Memorandum of Understanding between AU and RECS/Regional Mechanisms (RM) which addresses co-operation regarding Conflict Prevention, Management and Resolution.

Ensure coherence and co-ordination of EU policy

- Monitor and guarantee that EU Member States' projects are complementary to the JAES objective of strengthening African civil society.
- Ensure that the Peace and Security aspects of EU Regional Indicative Programmes are coherent with the objectives and programmes of the P&S Partnership.

EPLO MEMBERS

Berghof Research Center for Constructive Conflict Management
Civil Society Conflict Prevention Network—KATU
Conciliation Resources
Crisis Management Initiative—CMI
European Network for Civil Peace Services—EN.CPS
European Centre for Conflict Prevention—ECCP
ESSEC Iréné
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Fundación para las Relaciones Internacionales y el Diálogo Exterior—FRIDE
Glencree Centre for Peacebuilding and Reconciliation
International Alert
International Center for Transitional Justice—ICTJ
International Crisis Group
Interpeace
Kvinna till Kvinna
Life and Peace Institute
Nansen Dialogue Network
NGO Support Centre
Nonviolent Peaceforce
Partners for Democratic Change International—PDCI
Pax Christi International
Quaker Council for European Affairs—QCEA
Saferworld
Search for Common Ground
Swisspeace
Toledo International Centre for Peace—CITpax
World Vision

THE EUROPEAN PEACEBUILDING LIAISON OFFICE EPLO

EPLO is the platform of European NGOs, networks of NGOs and think tanks active in the field of peacebuilding, who share an interest in promoting sustainable peacebuilding policies among decision-makers in the European Union.

EPLO aims to influence the EU so it promotes and implements measures that lead to sustainable peace between states and within states and peoples, and that transform and resolve conflicts non-violently. EPLO wants the EU to recognise the crucial connection between peacebuilding, the eradication of poverty, and sustainable development world wide and the crucial role NGOs have to play in sustainable EU efforts for peacebuilding, conflict prevention, and crisis management.

EPLO advances the interests of its members through common policy positions and consequently advocating for those common positions. EPLO disseminates information and promotes understanding of EU policies of concern to its Members. The Office builds also solidarity and cooperation amongst its members and with other relevant NGO networks. Finally, EPLO raises awareness about the contribution the EU should make to peacebuilding and the need to hold the EU accountable to its own political commitments of helping secure peace within and outside its borders.

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Annex

Examples for civil society contributions to the Peace and Security Partnership

The second action plan should provide opportunities for meaningful engagement for civil society by supporting already existing initiatives at national and regional level which focus on conflict prevention and peacebuilding. Apart from ensuring African ownership and sustainable capacity development, supporting these projects would also address the discrepancy in the priority given to conflict management over conflict prevention that prevailed in the first action plan:

Contributing to national and regional early warning systems

The West African Network for Peacebuilding (WANEP) is committed to the institutionalization of the Early Warning system in West Africa and has implemented the sub-regional based ECOWAS Early Warning System (ECOWARN) to provide up to date reporting, analysis and communication to respective regional interveners in order to plan, prevent or mitigate the impact of violent conflicts in the sub region. In addition, the challenge to provide adequate coverage and reports on early warning at country level has led WANEP Nigeria to introduce a national early warning system that captures the contextual issues in each of the 36 States and six geo-political zones. Both of these initiatives will become part of the CEWS.

Reintegration of ex-combatants

The Brussels based Global Water Institute (GWI) focuses on assisting post-conflict African countries in the reintegration of ex-combatants and strives to enable civilians to live peacefully while coping with the issue of scarce water, a strategy that is currently being applied in Burundi. Since 2008, GWI is conducting dialogue with African governments (Burundi, Benin, Chad, Cote d'Ivoire, Ethiopia, Ghana, Kenya, Libya, Madagascar, Mozambique, Malawi, Mozambique, Nigeria, the DRC, Sudan, and Zimbabwe) and ex-combatants to discuss the strategic possibilities of reintegration through water resource management.

Creating an infrastructure for peace

Creating an Infrastructure for Peace means developing mechanisms for cooperation among all relevant stakeholders in peacebuilding by promoting cooperative problem solving to conflicts and institutionalizing the response mechanisms to conflicts in order to transform those conflicts. National-, District- and Local Peace Councils are part of such an infrastructure. At the first Standing Conference on Stability, Security and Development in Durban in 2002, African leaders committed themselves in a Resolution to upholding their full responsibility to set up national institutions to manage conflict, working in partnership with their civil societies. In West Africa, WANEP is engaged with other Civil Society Groups, Governments and the UNDP to work and promote National Infrastructures for Peace.