

Seminar Report

Building African capacities for peacekeeping



Compiled by Timothy Walker and Phakamani Lisa, edited by Sandra Oder
Thursday 3 March 2011



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Introduction

Over the last ten years the African Union and the United Nations have made steady progress in strengthening their respective peacekeeping capacities. The AU in particular has made progress with the implementation of the first two phases of the African Standby Force (ASF).

The Training for Peace in Africa Programme (TfP) of the Institute for Security Studies (ISS) has been supporting these developments since 1995. TfP is an international capacity-building programme financed by the Norwegian Ministry of Foreign Affairs. It aims at improved and self-sustaining African civilian and police capacity for peace support operations with a view to strengthening the African security architecture.

The programme's focus is on training, policy facilitation and applied research. In 2010 TfP provided major

contributions to the development of the ASF's Road Map III and the civilian and police dimension of the ASF.

Following the conclusion of the ASF's civil-military exercise (the Amani Africa cycle) in 2010, and in preparation for a second planned Amani cycle, the AU and regional bodies and mechanisms articulated lessons learned, identified gaps, and mapped out a process that will guide the development of the ASF and the planning and deployment of future AU-mandated peace support operations.

The seminar therefore sought to explore and reflect the support TfP partners from Southern and Western Africa are providing to the UN and the AU. Trends and challenges in the future development of UN and African peacekeeping over the period 2011–2015 were also discussed.

Opening remarks

SANDRA ODER, SENIOR RESEARCHER,
Peace Missions Programme, Institute for Security Studies

Ms Sandra Oder made the opening remarks. She welcomed participants to the seminar and provided a brief history of TfP since its formation in 1995. In addition to the ISS, Ms Oder mentioned the work of the TfP partners, including the African Centre for the Constructive Resolution of Disputes (ACCORD), the African Civilian

Standby Roster for Humanitarian and Peace Building Missions (AFDEM), and the Kofi Annan International Peacekeeping Centre (KAIPTC). She urged participants to bear in mind that Africa is still on the path to meeting current and emerging challenges in peacekeeping and expressed the hope that this will be accomplished.

Building African capacities for UN and regional peace support operations

TfP's contributions and approaches

FESTUS ABOAGYE, SENIOR RESEARCH FELLOW

Peace Missions Programme, Institute for Security Studies

Mr Aboagye began his presentation by recalling the recent uprisings in Egypt that played out in Tahrir Square. He drew parallels with the work of the ISS, observing that the work of the ISS is aimed at preventing such occurrences. He also recalled the vision of the ISS of working for a democratic, peaceful, stable and prosperous Africa and its mission of shaping policy and practice on human security in Africa through research-based advice, technical assistance and capacity-building. Mr Aboagye explained that TfP is hosted within the Peace Missions Programme (PMP) and lauded the partnership between PMP and TfP, which is aimed at making the partnership a key actor in peace support operations, thereby contributing to building and strengthening African regional capacity.

Mr Aboagye observed that changes in the nature of post-Cold War conflicts had resulted in a change in the nature of peace support operations (PSOs), culminating in multidimensionality. The multidimensionality of PSOs has meant that soldiers are no longer the only or appropriate actors, as there is now increasing integration of police and civilian capacities in PSOs.

In Africa, there are also new imperatives of the African peace and security architecture with increasing AU-mandated deployments, increasing demands of regional standby capacities, complexity of police mission mandates, increasing deployment of African police, and demand for trained police resources.

One of the key areas of engagement of TfP within PMP is policy development support to the AU, regional economic communities (RECs), and regional mechanisms (RMs) such as the Southern African Development Community (SADC), Southern Africa Regional Police Chiefs Cooperation Organisation (SARPCCO), Eastern Africa Regional Police Chiefs Cooperation Organisation (EAPCCO), Intergovernmental Authority

on Development (IGAD), Eastern Africa Standby Force (EASF), Economic Community of West African States (ECOWAS), the African Standby Force (ASF), African Union Police (AUPOL), and SADC Correctional Services.

Examples of contributions towards policy development are:

- ASF policy framework (2003)
- EASBRIG policy tools (IGAD, 2004)
- ASF policy tools process (2006/07)
- Eastern Africa Standby Brigade Coordination Mechanism (EASBRICOM) / Eastern African Standby Brigade tools (2007)
- AUPOL policy tools (Algiers, 2008)
- AU strategic maritime policy (2008)
- Gender-related crimes policy (2008)
- ASF Formed Police Unit policy tools (2009)
- Ex Amani Africa 2010 cycle
- AUPOL rapid deployment capability concept (2010)
- AUPOL annual work sessions (2010)
- ASF strategic HQ seminar (2011)

Another focus area of TfP is capacity-building, mainly through training. Training has been conducted within the framework of the United Nations Police Officers Course (UNPOC) and Peacebuilding Trainers courses. These courses are on policing violence against women and children, and on HIV/AIDS. The training format involves high-level regional police seminars, trainers courses, trainers clinics, pre-mission training, and standby training. In addition, an AUPOL commanders course led by the AU was presented. In the period 1996–2008 the ISS/TfP trained 3 833 UNPOC police personnel.

The UNPOC and Peacebuilding Trainers courses are typically faced with challenges such as lack of comprehensive

data from member states, mainly because of national sensitivities about disclosing police resources. However, all SARPCCO and EAPCCO police-contributing countries are utilising trained resources for pre-mission training. Some trainees are eventually deployed while others join ASF pools of national and regional police standby resources. Yet others are employed as regional trainers. An example is Exercise Golfinho, a SADC field training exercise conducted in 2009, where police trained by TfP on behalf of SARPCCO provided induction for participating police personnel.

Training has an African focus, with needs-driven support and facilitation. It has had reasonable success and impact and is achieving comparatively much with little per capita

funding. Norway is a major training funder, while support has also been received from other European countries.

Mr Aboagye concluded by highlighting some of the challenges with implementing Tfp activities, notably the changing dynamics of AU approaches of ownership, changing dynamics of UN support for the AU, and competition between four external stakeholder models (the Canadian model of a hands-on approach, the British model of enclave institutions, the German-Canadian cooperation model, and the Tfp hybrid model of African partners and police advisory assistance). Another challenge is the institutional and structural dynamics of RECs/RMs and member states.

TfP/ACCORD's contribution to peacekeeping in Africa

ZINURINE ALGHALI, SENIOR PROGRAMME OFFICER

Peacekeeping Unit, African Centre for the Constructive Resolution of Disputes (ACCORD)

In his presentation Mr Alghali gave an overview of TfP/ACCORD strategy and objectives, TfP/ACCORD stakeholders, current conflict and peace support operations, the civilian dimension of PSOs, TfP/ACCORD's engagement with the AU and UN, and networking.

TfP/ACCORD's strategy and objectives are aimed at African peacekeeping by offering perspectives for the operationalisation of the ASF and liaising with the UN Department of Peacekeeping Operations. Through a combination of training, applied research and policy development, TfP/ACCORD aims at building civilian capacity for AU and UN peace operations.

Mr Alghali observed that current conflicts are characterised by intra-state conflict with increased civilian casualties, human rights abuses, humanitarian disasters, weakened civil authority, absence of rule of law, and displacement of populations. Like Mr Aboagye, he pointed out that peace support operations are multidimensional, and reiterated that complex contexts demand complex responses. Interventions have to transcend military tasks and/or monitoring of agreements – security is necessary, but it is not sufficient. PSOs are part of the political process and strategies and do not merely constitute an alternative.

The civilian component/dimension of peace support operations is therefore very important. It relates to those that are responsible for the 'civil' dimension of the peace process, as distinct from the military or security dimension:

- Civilian elements that are supported by the mission chain of command and whose primary focus is to restart society
- Civilian elements outside the mission chain of command and whose primary focus is humanitarian assistance or sustainable development

- A combination of the above

Sources of civilian personnel in field missions include:

- UN Secretariat staff on assignment
- UN staff recruited for services limited to the mission
- Locally recruited staff
- United Nations volunteers (UNVs)
- Consultants/individual contractors
- Personnel seconded from their national governments
- Staff of specialised agencies, funds and programmes of the UN system and UN regional offices on assignment

TfP/ACCORD has been engaged with the UN since 2006. Mr Alghali highlighted some of these involvements from 2006 to 2010:

- In-mission conflict management training
- Civil affairs assessment and development of a handbook
- Development of protection of civilians (PoC) strategic framework (with the Norwegian Institute of International Affairs, NUIP)
- Training and rostering (research) community meetings (with NUIP)
- Review of civilian capacities (African consultation) and ongoing engagement with the review team through commenting on drafts and strategy; input on the capabilities matrix; and facilitation of the Secretary-General's senior advisory group meeting

TfP/ACCORD's future engagement with the UN will be through conflict management and civil affairs skills development training; UN PoC curriculum development; development of a civil affairs handbook; studies on the

link between peacekeeping and peacebuilding; and studies on the consolidation, drawdown and withdrawal of missions.

ACCORD's engagement with the AU will be in the form of training – from foundation to middle-management courses and support to senior mission leadership. It will include multidimensional and integrated capacity and capability of the ASF; integrated Peace and Security Department roster system/mechanism; PoC policy; incorporating the mission support concept with

the ASF civilian dimension development process; and awareness-raising on the civilian dimension of the ASF.

Mr Alghali concluded by highlighting the networks between TfP/ACCORD, the International Association of Peacekeeping Training Centres, and the African Peace Support Trainers Association, noting that such networks are aimed at promoting issues that are on the African peace operations agenda and broadening the understanding of the civilian aspects of peace operations within the peacekeeping training community.

TfP/KAIPTC's contribution to peacebuilding in Africa

FERDINAND K DANSO

Kofi Annan International Peacekeeping Training Centre (KAIPTC)

KAIPTC follows UN and AU approaches towards peacebuilding and in particular supports the AU in its emerging peace and security architecture through peacebuilding interventions.

This is done through training and conflict prevention courses offered at the centre, as well as pre-deployment training. KAIPTC also supports the civilian component of the ECOWAS Standby Force (ESF) and was involved in pre-deployment training of United Nations – African Union Mission in Darfur police officers.

Mr Danso noted that the ESF is not yet operational as its civilian component is still under development. This

challenge can be traced to the early development of the ESF and the fact that more attention tended to be focused on the military component than on the police or civilian dimensions.

KAIPTC therefore strives to support the civilian dimension in developing a standby roster by training those supposed to occupy civilian posts within the ASF and ESF.

Mr Danso concluded by noting that through TfP, KAIPTC has been involved in conflict prevention or pre-emptive efforts aimed at avoiding conflict. The Norwegian Government has been very supportive in these endeavours, as have the governments of other countries.

Discussions and comments

The multidimensional nature of peace support operations dictates equal development of the three components of peace support operations: military, civilian and police. They are equally important to the success of missions.

The development of the civilian component has brought the three TfP partners together, and this is a laudable effort.

Concern was raised that TfP's approach was elitist because its interventions do not engage at grassroots level. However, it was noted that the global objectives of TfP are aimed at the political and strategic levels precisely because TfP interventions are aimed at building capacities aimed at conflict prevention. The AU is seeking to put in place a peace and security mechanism but it cannot do this on its own. TfP is assisting in this endeavour.

It was also observed that it is disconcerting and frustrating that Africa's own capability for training and capacity-building are undermined by external interventions that are not always appreciative of local contexts. The example was cited of Exercise Amani, which was developed outside Africa but has to be used in PSO training modules. It was stated that Africa does have the expertise and the added benefit of indigenous and firsthand experience of local context and is therefore capable of developing such training modules itself. Such expertise should also be afforded space and indigenous knowledge should be valued.

The question was raised as to whether it is realistic to have in place an integrated logistics missions approach. Mr Alghali indicated that this approach may appear ambitious but that it is obtainable in the long run.

Closing remarks

SANDRA ODER

Ms Oder made the closing remarks. She thanked all participants for their attendance and reiterated the need for addressing broader political strategies in order to achieve desired political objectives of peace support operations. She also thanked the ISS partners – in particular the

Norwegian Government – for their continued engagement with TfP. She thanked the presenters in particular and said she trusted that TfP partners will continue to work together to consolidate African peacekeeping.



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