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Boîte Postale: 3243, Addis Abéba, ETHIOPIE Tél.: (251-12) 5513 822 Fax: (251-11) 5519 321
Email: situationroom@africa-union.org, oau-ews@ethionet.et

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**REPORT ON THE STATUS OF THE ESTABLISHMENT OF THE
CONTINENTAL PEACE AND SECURITY ARCHITECTURE**

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I. INTRODUCTION

1. At the 9th meeting of the Peace and Security Council, held on 25 May 2004, and during which the Council was solemnly launched, the Commission provided an update on the status of establishment of the continental peace and security architecture, which is anchored on the two following pillars: the Peace and Security Council (PSC) Protocol, on the one hand, and the Common African Defence and Security Policy (CADSP), on the other. In the statement of commitment to peace and security in Africa issued on the occasion, the Heads of State and Government of the PSC members indicated, *inter alia*, that “*the continental peace and security architecture that we are putting in place needs to be nurtured and strengthened, to enable our Union meet the aspirations of our people for sustainable development. To this end, we shall ensure that the authority vested in the Peace and Security Council is fairly and proactively exercised.*”

2. At its 7th ordinary session held in Sirte, Libya, from 28 June to 2 July 2005, the Executive Council stressed the need for the effective operationalization of the various components of the continental peace and security architecture, including the Continental Early Warning System (CEWS), the Panel of the Wise and the African Standby Force (ASF), as well as the finalization of the Memorandum of Understanding (MoU) between the AU and the Regional Economic Communities (RECs), in order to enhance the exchange of information and the coordination of activities between the AU and the RECs.

3. The present report provides an update on the progress made in the establishment of the continental peace and security architecture, and highlights the challenges ahead.

II. OPERATIONALIZATION OF THE PSC PROTOCOL

4. The following represents a summary on the operationalization of the PSC Protocol.

(i) Signature and ratification of the PSC Protocol

5. Council will recall that the PSC Protocol entered into force on 26 December 2003, after having been ratified by the required number of Member States, i.e. 27. At the time of finalizing this report, 50 Member States had signed the PSC Protocol, while 41 had ratified it. Three Member States are yet to sign the Protocol; these are Cape Verde, Eritrea and Tunisia. The following Member States have signed the Protocol but have not yet ratified it: Central African Republic (CAR), Democratic Republic of Congo (DRC), Côte d'Ivoire, Guinea Bissau, Guinea, Liberia, Mauritania, Seychelles and Somalia. More sustained efforts are required to ensure that those Member States that have not yet done so do the necessary to become parties to the Protocol.

(ii) Election of the PSC Members and activities of the PSC

6. Following the entry into force of the Protocol, the Executive Council, in pursuance of the decision on the operationalization of the PSC Protocol adopted by the Assembly of Heads of State and Government, during its session in Maputo, in July 2003, adopted the Rules of Procedure of the Council and, during its 4th ordinary session held in Addis Ababa, in March 2004, elected its first members, as follows: Algeria, Ethiopia, Gabon, Nigeria, South Africa (for three-year term); and Cameroon, the Republic of Congo, Ghana, Kenya, Lesotho, Libya, Mozambique, Senegal, Sudan and Togo (for a two-year term).

7. As the mandate of the members of the PSC elected for a term of two years, as noted above, was to expire in March 2006, the Executive Council, at its 7th ordinary session, held in Khartoum from 16 to 21 January 2006, elected the following countries as members of the PSC for a two-year term: Botswana, Burkina Faso, Cameroon, Congo, Egypt, Ghana, Malawi, Rwanda, Senegal and Uganda. Consequently, starting March 2006, the updated alphabetical list of the members of the Council is as follows: Algeria, Botswana, Burkina Faso, Cameroon, the Republic of Congo, Egypt, Ethiopia, Gabon, Ghana, Malawi, Nigeria, Rwanda, Senegal, South Africa and Uganda.

8. Since its establishment, the PSC has held 56 meetings and several briefing sessions during which the various conflict situations raging on the continent were considered. The Council has taken important decisions on a number of conflict situations, including on Burundi, Côte d'Ivoire, Comoros, Darfur, Democratic Republic of Congo and Somalia, as well as on other peace and security related issues, such as the African Nuclear-Weapon-Free Zone Treaty (Pelindaba Treaty) establishing Africa as a Nuclear-Free-Weapon Zone. The PSC also held a meeting in Addis Ababa with the United Nations Security Council in early June, to discuss various conflict situations on the continent and the cooperation between the two institutions.

9. Furthermore, steps have been taken to establish the PSC Secretariat, with a view to providing the PSC with the required support.

(iii) The Panel of the Wise

10. The PSC Protocol, in its article 11, provides for the establishment of a Panel of the Wise to support the efforts of the PSC and those of the Chairperson of the Commission, particularly in the area of conflict prevention. The Panel is to be composed of five (5) highly respected African personalities from various segments of society, who have made outstanding contribution to the cause of peace, security and development on the Continent.

11. In order to facilitate the operationalization of the Panel, the Commission has prepared a document on the modalities for its functioning. Furthermore, and in accordance with the relevant provisions of the Protocol, consultations are underway to select members of the Panel on the basis of regional representation. They shall, subsequently, be appointed by the Assembly to serve for a period of three years.

(iv) Continental Early Warning System (CEWS)

12. One of the key provisions of the PSC Protocol is the establishment of a full-fledged CEWS, to enhance the conflict prevention mandate of the Council. As

provided for in article 12 of the PSC Protocol, the Early Warning System shall consist of:

- an observation and monitoring centre to be known as the "Situation Room" located at the AU Peace and Security Department and responsible for data collection and analysis on the basis of an appropriate early warning indicators module; and
- observation and monitoring units of the Regional Mechanisms for Conflict Prevention, Management and Resolution, to be linked directly, through appropriate means of communication, to the Situation Room and which shall collect and process data at their level and transmit the same to the Situation Room.

13. Prior to the entry into force of the PSC Protocol, the Commission organized a workshop on the establishment of the CEWS, from 30 to 31 October 2003, in Addis Ababa. The workshop made the following recommendations:

- a) begin with significant threats of violence and loss of life as the entry point in the AU's early warning system;
- b) build a measurable, verifiable and standard database that is simple, user friendly, based on multi-levelled and field-based sources;
- c) develop an analytical capacity and expertise within the AU on early warning, conflict prevention and conflict management; and
- d) establish diagnostic linkages between analysis and desired outcomes so as to provide the AU with regular reports on conflict situations.

14. Based on the above recommendations, the Commission organized, from 27 to 29 July 2005, an experts meeting to develop a draft Roadmap for the operationalization of the CEWS, a copy of which is herewith attached, for information. The purpose of the Roadmap is to propose an operational, cost-effective CEWS within the obligations stipulated by the PSC Protocol, as well as the associated key steps and requirements necessary for the implementation of the early warning system.

15. The draft Roadmap emphasises that the objective of the CEWS should be the provision of timely advice on potential conflicts and threats to peace and security to enable the development of appropriate response strategies to prevent or limit the destructive effects of violent conflicts. The Roadmap covers, among others, the following areas: a) data collection and development of an indicators module, b) strategic analysis of the data, c) early warning reports and engagement with decision-makers, and d) co-ordination and collaboration between the AU, the Regional Economic Communities (RECs) and other key stakeholders. The Roadmap contains a tentative timeframe for the implementation and operationalization of CEWS.

16. From 25 to 27 April 2006, the Commission organized a consultative workshop on early warning, which included participants from the RECs, United Nations agencies and other key stakeholders. The workshop made, among others, the following recommendations:

(a) Strategic Analysis:

- develop a systematic framework of analysis;
- define a limited number of easy-to-monitor conflict- or case-specific indicators (through country-specific analyses);
- link indicators to the standards agreed upon in the context of the African Peer Review Mechanism and the Memorandum of Understanding (MoU) of the Conference on Security, Stability, Development and Cooperation in Africa (CSSDCA), as approved by the Assembly of Heads of State and Government, in July 2002;
- focus on both immediate threats to human security and on underlying structural causes of conflict;
- strengthen analytical capacities to re-contextualise and to adjust country-specific analyses;
- enhance capacity building to ensure quality control (tailored trainings for different levels of staff within the Early Warning Unit).

(b) Data collection:

- generate primary data beyond African Union and its Field Mission's sources, including civil society, universities, and research institutions;
- develop a system of trend-tracking;
- make use of automatic public news clipping systems;
- develop a system of grading sources and reports to diminish information overflow and to increase work efficiency in the Early Warning Unit;
- make more efficient use of IT technology to foster the development of compressed products (briefs, reports, etc.) for end-users;
- rationalize the work of early warning systems focusing on different issues (conflict prevention, food security i.e.) to avoid duplications (especially in the establishment of data-bases).

(c) Comparative Indicators of the AU CEWS and the RECs:

- do not replace efforts already accomplished by the RECs in their conflict early warning initiatives;
- develop a continental framework of information gathering and analysis which is supplementary to the RECs

(d) Coordination & Collaboration between the AU CEWS and the RECs:

- agree on a division of labor concerning sub-national data with RECs assisting in adding information on AU's secure website ;
- ensure regular and secure exchange of selected early warning briefs and reports ;
- hold annual early warning meetings with rotating hosts (RECs), facilitated through AU Commission;
- continue the exchange of personnel with RECs and other early warning systems ;
- initiate joint trainings / capacity building for RECs / AUC personnel;
- establish focal points on early warning systems within AUC, every REC and at national level ;

- develop a system on how to treat classified information;
- integrate key workshop recommendations into the Memorandum of Understanding between the RECs and the AUC;
- ensure interaction of RECs and African Union with key partners in civil society, UN institutions, universities, research institutions, etc.

(e) Early Warning Reports, Engagement with decision-makers and response options:

- engage information gathering personnel with decision-makers;
- enhance the diversity of information provided to decision-makers: reports, personal briefings, etc;
- process of engagement with decision makers should be broad enough to include other groups such as civil society and research institutions, to raise critical points otherwise too sensitive to be brought in;
- in addition to country reports, provide reports on security situations in the five regions (this will make it possible to include situations of potential conflict, which are not yet visible, as well as related issues) ;
- develop a generic list of policy options ;
- integrate policy initiatives and recommendations coming from the Panel of the Wise, the Pan-African Parliament and the African Commission on Human and People's Rights.

17. The next steps towards the operationalization of the CEWS will involve a government experts meeting to finalize and adopt the draft Roadmap. Steps will also be taken for the development of the CEWS Indicators Module, which will include the formulation of a systematic framework of tools for data collection and analysis and the ICT infrastructure to support data collection, storage and analysis.

18. Alongside the steps reflected above, efforts are underway to enhance and strengthen the capacity of the Situation Room. This includes the procurement of new equipment and the provision of greater access to online information, to provide timely and up to date information and analysis on issues of relevance to the mandate of the Peace and Security Department. Steps have also been taken to enhance the human resource capacity of the Situation Room, including through training. The Situation Room is currently staffed by eight Situation Room assistants responsible for data collection and dissemination, a coordinator responsible for coordinating the overall activities of the Situation Room and a Communications Clerk responsible for dispatching official communications and building and maintaining a data base of the contact details of relevant organizations and institutions.

(v) **African Standby Force (ASF)**

19. Article 13 of the PSC Protocol deals with the ASF. In the article, it is stipulated that the ASF shall be composed of standby multidisciplinary contingents, with civilian and military components in their countries of origin and ready for rapid deployment at appropriate time. Article 13 also addresses, among others, issues relating to the mandate, Chair of Command and training of the ASF.

20. In July 2004, the 3rd ordinary session of the Assembly of Heads of State and Government, held in Addis Ababa, adopted the Policy Framework for the establishment of the ASF and the Military Staff Committee (MSC). Council will recall

that the Policy Framework provides for the establishment of the ASF in two phases, up to June 2010. Thereafter, the Commission and the RECs/Regions held a consultative meeting on 22 – 23 March 2005, during which a Roadmap for the Operationalization of Phase 1 of the ASF was formulated and adopted.

21. The Roadmap identified five areas of policy formulation in the 1st Phase of the development of the ASF, through the convening of workshops. These are: Doctrine, Training and Evaluation, Logistics, Command, Control, Communication and Information Systems (C³IS) and Standard Operating Procedures (SOPs). The Roadmap also envisaged a parallel process that included the need for the regions to identify and establish physical infrastructure and staff it with capable military operational planners. The implementation of the ASF Policy Framework has so far concentrated on the military component of the ASF. Initial work has been pursued in policy formulation on Doctrine, SOPs, C³IS Training and Evaluation and Logistics. The workshops were hosted by the designated RECs and Regions between 13 January and 28 April 2006. Significant progress occurred in the following aspects.

22. Regarding the Peace Support Operations Doctrine, a preliminary draft Doctrine was produced and subsequently discussed by representatives of the various regions. Pursuant to this, a pre-workshop meeting was organized from 6 to 10 February 2006 in Windhoek, Namibia, during which a second draft Doctrine was produced. This formed the basis for the Doctrine workshop, hosted in Gaborone, Botswana, from 27 February to 3 March 2006.

23. Regarding Training and Evaluation, a workshop was held in Luanda, Angola, from 7 to 13 March 2006. It reviewed the ASF training policy and the ASF training standards documents. These had been produced at a pre-workshop held between 30 January and 3 February 2006. The workshop also produced substantial drafts on evaluation and validation, centres of excellence, training publications and training costs that had not been fully addressed at the pre-workshop.

24. Furthermore, the first meeting between the AU Peace Support Operations Division (PSOD) and the African Peace Support Training Centres Association (APSTA), was held in Luanda, on 13 March 2006. Representatives from the Kofi Annan International Peacekeeping Training Centre (KAIPTC), the National War College (NWC) of Nigeria, as well as a representative from ECOWAS, were in attendance at the meeting. The meeting was aimed at discussing the modalities for collaboration and cooperation between the AU PSOD and APSTA in training the ASF, sharing of information through the establishment of websites, accreditation of training centres of excellence and evaluation, validation and coordination of ASF training. In terms of the way forward, the KAIPTC has been mandated to conduct a training needs analysis for the ASF and a training costing meeting to be held later this year as a step towards the finalization of the training and evaluation policy end products.

25. With respect to Logistics, a workshop was held at Mombasa, Kenya, from 27 to 31 March 2006. The workshop adopted a draft logistics concept and manual for the ASF. There is however some outstanding work that stills needs to be completed.

26. In the area of C³IS, the workshop was held in Cairo, Egypt, from 5 to 12 April 2006. The workshop made changes to the framework document as deemed necessary. In terms of the way forward, expertise and dedicated staff will be required to build, align and manage the C³IS environment for the future. The outsourcing of the many projects that will be required for completion thereof shall be considered.

27. The workshop on SOPs was held in Abuja, Nigeria, from 24 to 28 April 2006. The Workshop was a follow-up to a pre-workshop held in Abuja from 20 to 24 March 2006, which produced a first draft SOPs for discussion. Despite the significant progress made, some additional work is required to refine the second draft SOPs.

28. In general, the products that were realized by the workshops are about 85% complete. All the ASF workshops were successfully conducted with each of them enjoying full cooperation from the RECs/Regions, as well as from the G8 and other partners within the framework of the Joint Africa/G8 Plan to enhance African capabilities to undertake peace support operations, adopted at Evian, France, in June 2003. What is left is mainly translation into AU official languages and formatting to meet common AU standards for documentation. More importantly, harmonization of the current draft documents is expected to take place later this year, beginning earliest in September 2006.

29. Regarding the establishment of the regional brigades, there is now clear and tangible progress made by most of the regions in the following aspects:

- establishment of Planning Elements – PLANLEMs (South, East, Central, West);
- establishment of Brigade Headquarters (South, East, Central, West);
- pledging of troops and units (South, East, Central, West, North);
- identification of location of regional military depots (all regions);
- agreement and signing of policy framework establishing the ASF brigades (all regions);
- agreement on host agreements wherever ASF facilities are located (some still need to be signed and scrutinized by the AU).

30. However, the ASF North and Central regions require a sustained effort to assist them move ahead. The Commission must carry out an on site-verification in all the regions before they can be considered for deployment as regional brigades.

31. In terms of the way forward, efforts will be pursued with respect to the following:

- a harmonization meeting, which is expected to be convened in September 2006, to ensure the consistency/conformity of the end products of all the Workshops;
- policy formulation for three more critical areas that have been identified, namely finance, legal aspects and military medical aspects;
- the commencement of work on the civilian dimensions of the ASF (police and non-uniformed civilians), which is lacking in the Framework Document establishing the ASF.

32. The Commission intends to convene a series of meetings that will culminate in a meeting of the Ministers of Defense and Security, with a view to reviewing the progress made so far in the establishment of the ASF, ensuring greater harmonization of efforts in this respect, and charting the way forward.

(v) Relations with the RECs

33. The PSC Protocol stipulates that the Regional Mechanisms are part of the overall security architecture of the Union, which has the primary responsibility for promoting peace, security and stability in Africa. It further provides for the conclusion of a Memorandum of Understanding (MoU) between the AU and the Regional Mechanisms to enhance coordination and cooperation.

34. In order to facilitate the conclusion of such an MoU, the Commission dispatched consultative missions to six of the seven RECs. The first periodic meeting between the AU and the RECs in the area of conflict prevention, management and resolution, was held in Addis Ababa on 22 – 23 March 2005, underlined the fact that the draft MoU constituted a viable basis for work and requested that necessary adjustments be made to ensure that the document is more focused and to ensure that it contributes effectively to the overall coherence of the continental peace and security architecture. The second periodic meeting, held on 24 – 25 October 2005, noted the progress made on the development of the MoU and the calendar drawn to finalize the drafting of the MoU in early 2006.

III. THE COMMON AFRICAN DEFENSE AND SECURITY POLICY (CADSP)

35. At the Durban Summit, the Assembly of the Union stressed the need for a Common African Defense and Security Policy, in the context of the Constitutive Act of the African Union and the relevant provisions of the PSC Protocol. Subsequently, at their Extraordinary Session held in Sirte, Libya, towards the end of February 2004, the Heads of State and Government adopted the Solemn Declaration on the CADSP. The CADSP, which is largely premised on the concept of human security, identifies the common security threats to the continent; the principles and values underlining the CADSP; the objective and goals of such a Policy; as well as the implementing organs and mechanisms, and the building blocks of the CADSP. The CADSP provides a framework for a regular review and close monitoring of the implementation of all instruments relevant to Africa's efforts to promote peace and security.

36. The elaboration and subsequent adoption by the Assembly of Heads of State and Government, in Abuja in January 2005, of a Non-Aggression and Common Defence Pact is to be situated within that context. The Pact has already been signed by 19 Member States and ratified by one Member State (Senegal). Fifteen (15) ratifications are required for its entry into force. Over the coming years, efforts will focus on identifying other areas of action, with the view of enhancing confidence among Member States and advancing the concept of human security.

IV. OBSERVATIONS

37. Over the past years, significant progress has been made in the establishment of the African peace and security architecture. However, many challenges lie ahead. More concerted and sustained efforts are required to ensure that all the elements of the peace and security architecture are put in place and function effectively.

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