



DEVELOPMENT

SECURING PEACE AND STABILITY

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Introduction

by Commissioners Nielson and Djinnit



Over the past years, African leaders and the African Union have shown a renewed commitment to address the peace and security challenges, including conflict situations, in a decisive manner. The European Union has taken the lead in supporting African efforts to promote peace across the continent. The EU-funded African Peace Facility, worth €250 million, provides the African Union (AU) and sub-regional organisations with the resources necessary to mount an effective response to the ravages caused by conflict.

Over the years, the African continent has been devastated by a vast number of conflicts, many of them of an intractable and prolonged nature. Millions of lives have been lost, and human rights abused. Entire populations have been forced to abandon their homes and take refuge in neighbouring countries. The economic cost of these conflicts has been crippling, reversing the development of countries and communities already exposed to extreme poverty.

The realisation has grown in Africa over recent years that the continent's leaders have to take collective responsibility if they wish to ensure a significant reduction in the number of conflicts. This realisation lies behind the decision to create a Peace and Security Council of the African Union, with the ability to intervene and resolve conflicts on the continent.

The launching of the Peace and Security Council is both welcome and historic. Based on continental solidarity and firm regional building blocks, it is destined to make a vital and indispensable contribution to the task of promoting peace and stability in Africa. The European Union's speedy endorsement of the Peace Facility acknowledges the credibility and authority with which the African Union is assuming its responsibilities in the domain of peace and security. The Peace Facility gives tangible backing to the emerging African resolve to deal with conflicts.

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The Facility comes at the right time...

At their Summit in Durban in 2002, African leaders launched a new continental organisation, the African Union, with a broad political mandate in the field of conflict prevention and management. The AU was empowered for example, through its Constitutive Act, to intervene in a Member State's internal affairs in cases of genocide, war crimes or crimes against humanity.

To support this broad mandate the Summit decided on a new institution, the Peace and Security Council, with the task of acting as the focal point for issues of peace and security in Africa. The Council, which comprises 15 elected Member States representing all regions of Africa, will be supported by a Panel of the Wise, a continental early warning system and an African stand-by force.

This Peace and Security Council is the pinnacle of the continental peace and security architecture designed by Africa's leaders. But the sub-regional organisations, the 'building blocks' of the architecture, are equally important.

This African resolve to tackle problems of insecurity and instability on the continent has a precedent. The Rwandan genocide of 1994 prompted a change in African thinking, as evidenced by the initiatives of the Conference on Security, Stability, Development and Co-operation in Africa (CSSDCA) and the New Partnership on Africa's Development (NEPAD), launched in 1999 and 2001 respectively. It has also reinforced the determination of African leaders that Africans cannot remain indifferent to war crimes, genocide and crimes against humanity.

This determination found tangible expression when the African Union set up a peace keeping force in Burundi (see below) and ECOWAS did likewise in Liberia and Ivory Coast.

SECURING

Financing the African Mission In Burundi

Burundi has been deeply affected by armed conflict since the start of the civil war in 1993. An estimated 300,000 people were killed in the course of that war, and an estimated 1.2 million were internally displaced or sought refuge in neighbouring countries. In 2003, after ten years conflict, a fragile peace process initiated with the help of the international community has encouraged serious hopes that the country will put an end to the cycles of violence. A first-ever African Union peace keeping mission was deployed in October 2003 with the aim of overseeing the cease-fire agreements between the Burundian army and the various armed groups, and thus promoting a return to stability and national reconciliation. These peace keeping troops were also overseeing the disarmament, demobilisation and reintegration process of thousands of combatants from all parties to the conflict. The European Commission has granted €25 million from the 9th European Development Fund to support the peace keeping operation under the authority of the African Union. Some 2,650 peace keepers – consisting of soldiers from South Africa, Ethiopia and Mozambique – were deployed in Burundi. On 1 June 2004 a fully fledged United Nations peace keeping operation replaced the African Union mission.

The African Peace Facility takes shape...

While the architecture is in place, the price of peace is high: support operations are extremely costly and resources in Africa are scarce. Accordingly, at the Maputo Summit in 2003, the AU Heads of State proposed that a facility be set up from funds allocated to their countries through the EU development co-operation agreements with Africa (see below). The funds so collected would be pooled together in a fund to be called the African Peace Facility.

As Africa takes up the challenge of peace, Europe is at its side: the EU is developing a vibrant political dialogue with Africa and the African Union. The European Commission has taken the lead in designing a new strategic partnership between the two continents based on history, proximity and shared political concerns such as security, stability, democracy and governance. The EU not only supports these changes morally, it is also providing practical support for the AU peace and security agenda.

PEACE

Decision on the establishment by the European Union of a Peace Support Operation Facility for the African Union (Maputo Summit, July 2003)

The Assembly:

1. **RECALLS** its Durban Decision of July 2002 on the Protocol relating to the establishment of the Peace and Security Council of the African Union (AU) and the on-going efforts for its early entry into force and operationalisation, as well as the active involvement of the AU in the search for lasting solutions to the various conflicts facing the Continent;

(...)

4. **WELCOMES** the dynamic and reinforcing partnership that is developing between the AU and the European Union (EU) in promoting peace, security and stability in Africa, as a crucial area of co-operation and dialogue, and **EXPRESSES** its profound gratitude to the EU for the assistance rendered so far to the AU, especially in support of its peace and security agenda;

5. **REQUESTS** the EU to examine the possibility of setting up a Peace Support Operation Facility (PSOF), to fund peace support and peace keeping operations conducted under the authority of the AU, thereby enhancing the capacity of the Union to fully play its role in the promotion of peace, security and stability in Africa. Such a Facility should be based on the principle of solidarity among African countries and should be financed from resources allocated to each of them under the existing co-operation agreements with the EU, initially supplemented by an equivalent amount of unallocated European Development Fund (EDF) resources. (...)

What is the Peace Facility?

The Peace Facility is a €250 million instrument to finance peace keeping operations in Africa and is led, operated and staffed by Africans. It is based on three principles.

The first principle is ownership. The Peace Facility will support the African Union and the sub-regional organisations in taking care of African conflicts and stimulating the search for an African continental solution. This will help reinforce the political authority of the AU as well as its technical potential.

The second principle is to encourage African solidarity. At the Maputo Summit, all African Heads of State agreed to contribute to the Peace Facility an equal percentage of the resources allocated to each African state under existing co-operation agreements with the EU. Countries not involved in conflicts will thereby acknowledge their collective responsibility for contributing to peace in Africa. While this principle has been accepted by all AU member states legal obstacles, however, have so far prevented Northern African countries and South Africa from co-financing the Peace Facility.

The third and most important aim of the Peace Facility is to create the necessary conditions for development. There can be no development without peace and security. As UN Secretary-General Kofi Annan said at the Maputo Summit, there should be no trade-off between development aid on the one hand and peace support measures on the other. The decision to extend the use of development funds to peace and security issues was therefore a deliberate one.

AND



How will this work in practice?

The African Union or a sub-regional organisation via the AU can initiate a request for financing from the Peace Facility. As a general rule when a sub-regional organisation takes such an initiative, it shall have the political approval of the AU. This political endorsement of and by the African Union will reinforce its role in the continental peace and security architecture designed by Africa's leaders.

The European Union must also have its role in endorsing the initiative: the Commission will therefore seek a consensus of EU Member States on the political appropriateness of the operation at an early stage, and will invite their opinion on the functional details of such an operation.

Finally, the peace support operations must be consistent with UN principles and objectives. Endorsement in the broadest sense should therefore be sought from UN institutions in accordance with the UN Charter. Peace enforcement operations will require a UN mandate.



What will the Peace Facility finance?

€200 million will go to peace keeping operations in the form of financing for the following types of expenditure: soldiers' per diem allowances, communication equipment, medical facilities, wear and tear of civilian equipment, transport and logistics. The following types of expenditure are excluded: ammunition, arms and specific military equipment, spare parts for arms and military equipment, salaries and military training for soldiers.

A further €1 million is foreseen for audits and €2 million for evaluations. Given the nature of the project, an amount of €12 million is foreseen for contingencies. €35 million is earmarked for **capacity building**. Typical expenditures under this heading include:

- > supporting the African Union in the development of a comprehensive peace and security policy;
- > supporting the establishment of a relevant planning capability within the AU Peace and Security Directorate;
- > supporting the establishment and training of reconnaissance teams to enhance AU and sub-regional potential for the functional preparation of peace keeping operations;
- > enhancing the capacity of the AU and sub-regional organisations in the financial and administrative management of peace keeping operations, either with AU backing or through donor support.



United Nations

The maintenance of international peace is the primary responsibility of the United Nations. Today the UN faces two main challenges in accomplishing its mission. First, the number of peace keeping missions throughout the world continues to grow, risking to overstretch the UN's ability to intervene quickly: this is particularly true of Africa, at present the theatre of the greatest number of conflicts. Secondly, the UN's mandate to send peace keeping troops is often dependent on the agreement of all parties to a conflict. The African Peace Facility will support AU initiatives designed to promote and accelerate the establishment of the appropriate conditions for the UN to intervene and fulfil its international responsibilities.

STAB



Strengthening Africa's capacities

The EU contributes to the task of addressing the root causes of insecurity in Africa through a wide range of instruments. Partnership and ownership are fundamental to ensuring both the effectiveness of co-operation and the coherence of EU external action, the most important feature of which is the permanent character of its partnerships as well as their global coverage. The EU has concluded structured, legally binding partnership and co-operation agreements with different areas of Africa. At the same time, the EU is in daily contact with the United Nations through the Joint Crisis Management Group.

After 2007, what?

The Peace Facility is an instrument with a lifetime of three years from its entry into force: new financial means will have to be found from 2007 onwards. It is difficult to predict the future of this facility, but the Commission has committed itself to making a first in-depth evaluation of all the actions undertaken after one year. The future of the African Peace Facility will depend to a large degree on the outcome of these evaluations, and also on the overall architecture of the European Union's budget beyond 2006. The AU expects that, in the framework of the EU/Africa dialogue, solutions will be discussed for the setting up of EU financial instruments for cooperation with pan-Africa. These could also cover a possible successor to the Peace Facility. Unless and until conflicts are settled in Africa, peace making and peace keeping will remain an absolute prerequisite for development, and will thus stay at the top of the EU's agenda.

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