

RECOMMENDATION 768¹

on peacekeeping in Sub-Saharan Africa: a practical approach

The Assembly,

- (i) Recalling the historical ties between African and European countries and Europe's continuing commitment to promoting peace, security and development on the African continent;
- (ii) Considering that the recent increase in attempts by refugees, mainly of Sub-Saharan origin, to reach the Spanish exclaves of Ceuta and Melilla is symptomatic of ongoing and serious political, economic and human rights shortcomings in many Sub-Saharan countries, which pose a threat to the lives of many more people than the few who arrive at the EU's borders;
- (iii) Recalling the importance of achieving the Millennium Development Goals, but noting the need for Africa as a continent to make more progress in this direction;
- (iv) Noting also that although these objectives are ambitious they are also insufficient because even if the number of people living in extreme poverty was reduced by 50% between now and 2015, the remaining number would be unacceptably high;
- (v) Welcoming the announcement of the member states of the European Union to raise the percentage of their Gross National Income (GNI) dedicated to development aid to 0.7% by 2015, which should lead to an additional 46 billion euros a year out of which 50% will be allocated to Africa;
- (vi) Welcoming also the "*EU Strategy for Africa: Towards a Euro-African pact to accelerate Africa's development*" adopted by the European Commission on 12 October 2005, which will contribute to an *EU Strategy for Africa* to be adopted by the EU Council in December, and taking the view that such a strategy should be adopted jointly with Africans, preferably following a comprehensive EU-AU summit or a meeting of the EU-AU Troika;
- (vii) Stressing that the principles of *peace, security and good governance* which the Commission sets out in its document are fundamental if there is to be sustainable development on the African continent and if work on the Millennium Development Goals is to make real progress ;
- (viii) Welcoming also the principles of *equality, partnership and ownership* which the Commission's document sets out for governing EU-African relations, thus reflecting the emergence of democratically elected political leaders and many new political figures who are contributing to negotiated settlements of conflicts and participating in transition governments working for peaceful conflict resolutions, and commending the recent reinforcement of the political pan-African institutions and the willingness of Africans to deal with the problems on their continent themselves;
- (ix) Welcoming the contribution by the EU High Representative to the *EU Strategy for Africa*, in which he emphasises the link between security and development and argues that "*measures in the fields of trade, aid and debt relief will need to be supported by peace and security, and governance*";
- (x) Welcoming also the initial conclusions drawn by EU Foreign Ministers on an *EU Strategy for Africa* at their meeting in Brussels on 21-22 November 2005, and stressing that these should be strengthened and improved by giving effect to the practical proposals made in this report;
- (xi) Noting the ongoing trend in international relations whereby countries in Africa are being encouraged to shoulder more responsibility for conflict management on their continent;
- (xii) Taking the view that European governments should not use this as an excuse for slackening their cooperation with African governments in order to resolve conflicts in Africa or for distancing

¹ Explanatory Memorandum: see the report tabled on behalf of the Political Committee by Charles Goerens, Rapporteur (Luxembourg, Liberal Group), Document 1913.

themselves from their responsibility to protect populations in danger of extermination as a result of famine, disease or conflict;

(xiii) Noting the reduction in the number of violent conflicts on the African continent since the 1999 peak and welcoming the historic peace agreements concluded for the Democratic Republic of Congo, Sierra Leone and Sudan (North-South conflict);

(xiv) Noting the cessation of hostilities in Burundi, Liberia and Sierra Leone but still concerned about the absence of lasting solutions to a number of conflicts in African countries, their negative regional impact and the continuing instability, in particular in the Central African Republic, Côte d'Ivoire, the Democratic Republic of Congo (Eastern region), Guinea, Somalia and Sudan (Darfur and North-East region), which make the presence of peacekeeping forces and/or international mediation necessary;

(xv) Welcoming recent efforts to improve African early warning mechanisms, and taking the view that the reason for unaccounted numbers of victims on the African continent in the past was not a lack of awareness but rather a lack of will to act and that the early warning mechanisms need to be properly linked to political decision-making bodies;

(xvi) Noting that developed countries' financial aid packages are geared more to long-term development or to short-term funding for humanitarian emergencies and that work on new systems to cater for periods leading up to a conflict (prevention phase) or those following conflicts (post-conflict phase) needs to be accelerated;

(xvii) Considering that the EU-funded Africa Peace Facility is a possible model for future EU funding of African-led peacekeeping and peacebuilding operations;

(xviii) Noting that the Africa Peace Facility is virtually depleted and that its funds have either been spent or are earmarked, and that this means that the EU could be incapable of providing funding for further AU proposals for mediation, observer or peacekeeping operations unless decisions on replenishment and the future funding of African-led peace support operations are taken as a matter of urgency;

(xix) Emphasising that the credibility of an *EU Strategy for Africa* depends on the EU member states making available adequate financial resources for the African continent, and noting that the African Union, for its part, is providing the political capital and human resources that are equally necessary for establishing peace and security in Africa;

(xx) Welcoming the progress that has been made in implementing the EU Action Plan for ESDP Support to Peace and Security in Africa;

(xxi) Considering that, in a number of cases, conflicts in Africa are influenced by outside economic and military interests;

(xxii) Considering that the unregulated flow of small arms and light weapons, which are produced and traded by countries inside and outside Africa, is contributing to instability in Africa and that wider support for enhanced international regulation is necessary;

(xxiii) Stressing that many countries emerge from conflicts only to relapse into violence soon afterwards and that it is necessary on the one hand to provide a wide range of post-conflict support including disarmament and demobilisation, which would be more productive than offering combatants financial incentives to hand in their weapons, and on the other to find sustainable solutions for the reintegration of former combatants into civil life in an improving economic environment;

(xxiv) Considering that a coherent European strategy for the African continent must include improved access for African exports to the European Union as well as support for a continued increase in intra-African regional trade;

(xxv) Stressing that HIV/AIDS poses a serious threat to African armed forces and seriously undermines the military capabilities of African countries;

African Union

(xxvi) Welcoming the establishment of the African Union and its decision-making bodies as a new institutional form of governance for the African continent, the evolution of doctrine from non-interference to non-indifference and the inclusion in the AU's guiding principles of the responsibility to protect African citizens from war crimes, genocide and crimes against humanity;

(xxvii) Agreeing with the EU that the AU is the institutional framework within which it should establish an enhanced EU-Africa partnership, while underlining that the AU is not the EU's sole institutional partner in Africa;

(xxviii) Welcoming the readiness of Africa's own institutions, in particular the African Union and the Regional Economic Communities/Regions, to shoulder more of the burden for dealing with conflicts on the continent;

(xxix) Noting the African Union's capacity constraints, in particular with regard to logistic support and communications equipment, and the fact that it is heavily dependent on outside financial and technical support, as was highlighted by the recent shortcomings of the African Mission in Darfur (AMIS), and stressing that these need to be addressed as a matter of urgency;

(xxx) Welcoming the progress made in setting up the African Standby Force and its five regional components in the belief that the African Union must show strong leadership in coordinating progress at regional level, and noting the AU's stated intention to invite contributions from the EU and other donor countries to upcoming policy formulation workshops;

(xxxi) Taking note of the results of the third session of the Pan-African Parliament and convinced that pan-African interparliamentary cooperation has the potential to promote human rights observance and democracy across the African continent, allow for benchmarking with respect to good governance, transparency and accountability among member states, and contribute to peace and stability;

(xxxii) Noting that Morocco, which is not a member of the AU, must continue to be associated with EU policy towards Africa;

Darfur

(xxxiii) Concerned by the slow pace of progress in the Abuja peace talks on Darfur between the rebel groups and the central government;

(xxxiv) Concerned about the continuing serious violations of human rights and international humanitarian law, and also about the atrocities being committed in Darfur against the civil population, and in particular against African communities, including internally displaced persons (IDP) now living in camps in Darfur which are being run by the international community;

(xxxv) Regretting the recent deterioration in humanitarian aid supplies to camps housing internally displaced persons (IDP), and deploring the fact that the Sudanese Government continues to hinder the work of humanitarian organisations;

(xxxvi) Noting that the mandate of the African Mission in Darfur (AMIS), which encompasses military observation and policing tasks including the protection of civilians under immediate threat, is at present not being implemented in such a way as to prevent attacks against the population of Darfur;

(xxxvii) Supporting the firm stance the European Union is taking vis-à-vis the Sudanese Government in insisting that it is the latter's responsibility to guarantee the safety of all its citizens and those working on their behalf, and taking the view that international pressure on the Government of Sudan must be stepped up;

(xxxviii) Welcoming the appointment of Pekka Haavisto (Finland) as EU Special Representative for Sudan and commending his efforts to arrive at a successful outcome of the Abuja peace talks on Darfur;

(xxxix) Aware of the existence of a list drawn up by the International Commission of Inquiry on Darfur containing the names of 51 individuals, including senior officials of the Sudanese Government,

accused of violating international human rights law and humanitarian law and of perpetrating war crimes and crimes against humanity in Sudan;

(xl) Welcoming the decision of the Chief Prosecutor of the International Criminal Court (ICC) to open an investigation into the situation in Darfur, and expressing the hope that there will be an end to impunity in Sudan and that the ICC will shortly be serving indictments;

Côte d'Ivoire

(xli) Noting that the EU has not yet adopted a joint position on the situation in Côte d'Ivoire;

(xlii) Considering that intervention by France (Operation Licorne) and the United Nations Operation in Côte d'Ivoire (UNOCI) have prevented a bloodbath in the country, in contrast to what has occurred in other African countries;

(xliii) Welcoming the permanent participation of the United Nations, the African Union, the Economic Community of West African States (ECOWAS), South Africa and France in efforts to resolve the conflict and find lasting solutions, and noting the need for all the international players to show firm resolve and adopt a united stance;

(xliv) Taking the view that notwithstanding the problems that have arisen with the application of a series of agreements – Linas-Marcoussis, Accra III and Pretoria – these nevertheless form the basis for a peaceful settlement of the conflict and for lasting stability in the region;

(xlv) Noting that the presidential election scheduled for 30 October 2005 had to be postponed;

(xlvi) Concerned by many human rights violations committed by the forces on both sides;

(xlvii) Noting the proposal by the AU Peace and Security Council, as endorsed by the United Nations Security Council, that President Laurent Gbagbo should remain as Head of State for a maximum period of twelve months and that a new Prime Minister should be appointed with the approval of all the signatories to the Linas-Marcoussis agreements;

Democratic Republic of Congo

(xlviii) Welcoming the positive impact of both the European Union Security Sector Reform (SSR) mission in the Democratic Republic of Congo (EUSEC-RD Congo) and the European Union Police mission (EUPOL Kinshasa) and noting that the country needs continuous support in its preparations for the electoral process;

(xlix) Commending the United Nations on the achievements of its mission (MONUC), which is currently the largest UN peace support operation;

(l) Aware of the problems involved in establishing a security climate in the Great Lakes region as a whole;

(li) Considering that the EU military operation Artemis in the Ituri region helped initiate the process of finding a lasting solution to the conflict in the eastern part of the Democratic Republic of Congo;

(lii) Noting the efforts of the African Union in this region;

Sierra Leone

(liii) Welcoming the work the United Kingdom has done both in managing the conflict and organising post-conflict reconstruction;

(liv) Commending the United Nations on the successful conclusion of its mission (UNAMSIL) and on its decision to set up an UN Integrated Office for Sierra Leone, which will continue to offer support so that the population of Sierra Leone can lead a more normal life;

(lv) Considering that the situation regarding the safety of women and children in the country is still unsatisfactory,

RECOMMENDS THAT THE COUNCIL INVITE THE WEU NATIONS AS MEMBERS OF THE EU TO REQUEST THE EUROPEAN UNION TO:

1. Accelerate the setting up in the EU of adequate and sustainable financial resources through the establishment of a *Euro-African Peace and Security Fund* in order to provide funding for peacekeeping and peacebuilding operations undertaken by the African Union and the Regional Economic Communities/Regions, bearing in mind the following principles and objectives:
 - (a) basing the Euro-African Peace and Security Fund on the successful example of the EU-funded Africa Peace Facility;
 - (b) establishing solidarity on the one hand between the EU and AU member states and on the other between the EU and AU as organisations;
 - (c) emphasising the leadership role of the AU for African-led peace support operations;
 - (d) providing resources compatible with the AU's own complementary funding efforts such as the Peace Fund and other non-EU financial resources;
 - (e) providing multi-annual funding and improving the predictability of funding for the African Union;
 - (f) expanding the list of items eligible for funding;
 - (g) including a specific joint EU-AU auditing and reporting mechanism;
 - (h) earmarking funds for demobilisation, decommissioning and reintegration (DDR) projects;
 - (i) separating funds to support African-led peacekeeping missions from the financing of other CFSP/ESDP operations;
 - (j) involving the European Commission in the management of funds with a view to facilitating the coherence of EU policies towards Africa;
 - (k) improving information rights for the European Parliament;
2. Persuade the EU Council to increase, in the context of the *EU Strategy for Africa*, its offers of assistance to the African Union, in particular as regards enhancing continental and regional peacekeeping capabilities but also across the whole spectrum of the AU's activities, including its managerial, accounting and auditing capacities;
3. Propose, in the context of the European Union, the funding of a joint EU-AU programme to provide treatment against HIV/AIDS for military and civilian personnel participating in AU-led peace-support operations;
4. Propose, in the context of EU efforts to support African initiatives to improve the continent's peacekeeping capabilities, a study into the setting up of joint regional military bases which would host European and African military personnel, equipment and training facilities;
5. Encourage the return of Diaspora citizens to countries in which conflicts are being settled so that they can participate in the post-conflict reconstruction process;
6. Ensure that special attention is given in post-conflict-support to the specific needs of former boy and girl soldiers who face different challenges in reintegrating civil society;
7. Continue to work on an efficient strategy against the proliferation of small arms and light weapons in the conflict regions of Africa, in particular by marking weapons and ammunition, and take action in the framework of the 2006 United Nations Review Conference following on from the 2001 UN Conference on the Illicit Trade of Small Arms and Light Weapons in All its Aspects;
8. Expand and deepen in the EU Council the section on security cooperation in the *EU Strategy for Africa* before its adoption scheduled for the European Council meeting in December in Brussels and include in it the following requirements:

- (a) regular meetings between the EU Political and Security Committee (EUPSC) and the AU Peace and Security Council at ambassador level, particularly in view of the EUPSC's role in endorsing AU proposals for EU funding of peace support operations;
- (b) keeping the Regional Economic Communities/Regions informed about the implementation of the *EU Strategy for Africa*, including the creation of new instruments to promote the development of crisis management capabilities and fund peace support operations;

9. Strengthen the Pan-African Parliament with a view to helping it evolve into the parliamentary dimension of the African Union and the New Partnership for African Development (NEPAD), including its African Peer Review Mechanism;

Darfur

10. Support proposals to strengthen the mandate of the African Mission in Darfur (AMIS) so that it is able to disarm the various armed groups operating in Darfur;

11. Propose support for the Sudanese Government of Unity's police forces, which are responsible for the security of the population in Darfur, and also for the humanitarian aid workers operating in the region and more particularly in and close to the camps for refugees and internally displaced persons (IDP).

Côte d'Ivoire

12. Encourage and promote the application and development of the DDR programme (demobilisation, decommissioning and reintegration) in Côte d'Ivoire for both the governmental security and defence forces and the rebel *Forces Nouvelles*;

13. Support the efforts being made to implement the Linas-Marcoussis, Accra III and Pretoria agreements and insist that only a political solution will bring lasting peace and stability to the country and the region;

14. Adopt a very strict policy concerning the monitoring of the arms embargo on Côte d'Ivoire;

15. Encourage the authorities in Côte d'Ivoire to organise free and transparent elections as soon as possible;

Democratic Republic of Congo

16. Continue supporting voter registration and the distribution of voter cards with the aim of ensuring that conditions are such that all the country's citizens are able to vote in the planned referendum and the ensuing elections;

17. Promote the holding of free and transparent elections in the near future, including the provincial elections foreseen by the draft constitution, with the aim of improving local governance in the Democratic Republic of Congo;

18. Support the United Nations' efforts in the region, mainly through the intermediary of MONUC;

19. Support the African Union so that it can play a bigger role in restoring confidence among the countries of the region;

Sierra Leone

20. Encourage further political reform and remain committed to the country after the departure of UNAMSIL peacekeepers and the establishment of the non-military UN Integrated Office for Sierra Leone (UNIOSL);

21. Promote and support initiatives designed to improve the situation of women and children;

22. Support the work of the special war crimes Court for Sierra Leone and its contribution to the establishment of rule of law, and provide it with the necessary financial resources.