

EUROPEAN PARLIAMENT

Directorate-General for Research

NOTE ON

African Peace Facility

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Africa Peace Facility (APF)

The persistence of conflicts and the lack of resources to implement African initiatives prevent the continent from taking full advantage of development co-operation.

Violent conflict is one of the main inhibitors of development in the region. Moreover violent conflict often regresses any development progress made. As such, peace and security operations form an essential part of a wider development program.

In response to this, at the African Union Summit in Maputo from 4-12 July 2003, African Union Heads of State requested that a Peace Support Operation Facility be established using funding from existing co-operation agreements with the EU. The EU/ACP Council of Ministers decision of 11th December 2003 allowed the African Peace Facility (APF) to be established on the 19th of April 2004.

The APF is a fund of €250million established using 1.5% of country allocations from the 9th European Development Fund and some of the unallocated resources (resources from the sixth, seventh and eighth EDFs which have not previously been allocated for a specific ACP state or region).

The APF will be used for operations to promote peace and security ("peace support operations") that are mandated or endorsed by the UN and carried out either by the African Union, or under the aegis of the African Union by an African sub-regional organisation.

The main objectives of the Peace Facility are to: (i) promote African solutions to African crises by providing the African Union with the "financial muscle" to back up its political resolve with concrete acts; (ii) encourage African solidarity. African states that are not currently involved in peace operations have contributed to the APF by giving up part of their EDF allocations. This expression of solidarity marks recognition that peace and stability will be to the benefit of the continent as a whole; and (iii) create the necessary conditions for development. Support of peace and security operations must be seen as an integral part of fostering development.

The APF represents a shift from a case by case approach to funding peace and security operations and aims therefore at presenting a more coherent, structured and long-term instrument that will allow Africa to mobilise quicker and more efficiently peacekeeping operations and Europe to strengthen African capacities within the designed continental architecture.

The facility is designed to support African led, operated and staffed peacekeeping initiatives, in Africa. In addition, the Facility will also contribute to the strengthening of the capacity of the Africa Union and its sub-regional organisations to effectively design, plan and implement peace operations on the continent. Its role is also to complement existing peace and security structures recently implemented by the African Union such as the African Peace and Security Council.

This is the first step in the formulation of a more comprehensive EU programme linking peace and security to economic development.

Funding

The African Peace Facility initially totals €250million.

(i) €126,4 million from allocations earmarked to African countries under the 9th European Development Fund EDF (1.5 pct. will be “shaved off” each country allocation); (ii) €123,6 million from unallocated funds from the sixth, seventh and eighth EDFs which have not previously been allocated for a specific ACP state or region.

It is to be noted that the AU request through the Maputo decision encompasses some countries (South Africa, Algeria, Tunisia and Egypt) which are not able to contribute to the funding of the APF due to having distinct agreements and financing instruments with the EU that lie outside the framework of the EDFs.

The allocation is in line with the provisions of Article 11 of the Cotonou Agreement on peace building, conflict prevention and resolution. The decision taken by the African Heads of State to contribute from national allocations also confirms the basic principles of solidarity and ownership, enshrined in the Cotonou Agreement.

Having contributed 1.5% of their country allocations under the 9th EDF to the APF, African countries have significantly contributed to the financial muscle of the new security architecture.

Breakdown of the 250 million:

- €200million for peacekeeping operations,
- €12million for contingencies,
- €1million for audits
- €2million for evaluations
- €35 million is earmarked for capacity building, which includes: support of AU in development of peace and security policy, support of the establishment of a planning committee within the AU, support for reconnaissance missions to increase the effectiveness of mission planning, helping the AU and other sub-regional organisations in the financial and administrative management of peace keeping operations.

The initial decision to establish an operation must be taken by the Peace and Security Council of the AU.

A UN mandate or endorsement must be sought for each operation. The Commission proposes that without such a mandate, a proposed peace operation could only be considered through distinct AU-EU consultations.

The EDF Committee or the African Working Group can take decisions on African Union requests for support for individual operations, with full consideration amongst Member States.

The AU or a sub-regional grouping (through the AU) may initiate a request of support from the APF.

This central role of the AU will help to reaffirm its role in the peace and security architecture of the continent.

The APF will not directly contribute to military expenditure, such as wages or arms, but will instead provide support to non-military costs, such as per diem, communications equipment, medical facilities, wear and tear of civilian equipment, transport and logistics.

Utilisation of the APF since its inauguration

€12 million have been mobilised from the APF (request made by AU on the 28th of May 2004, and approved by the EU on the 10th of June 2004) to support AU troops in the Darfur Region of Sudan following the agreement of a cease-fire in Addis-Ababa on the 28th of May 2004. The force of up to 120 observers and 270 troops has been charged with (i) ensuring that the rules and provisions of the cease-fire are implemented, (ii) defining routes for the movement of forces to reduce the risk of incidents, and (iii) receiving, verifying and judging complaints related to possible violations of the cease-fire. The observation of the cease-fire by the AU is 60% financed by the APF (€12million) or which €9.2million has been transferred to the AU so far.

Furthermore, contingent upon successful negotiations between the AU and the government of Sudan, the possibility of funding from the African Peace Facility for an additional, much larger, peace-keeping force (likely consisting mostly of Nigerian troops) remains strong.

In addition, a current study examining the overall capacities of the AU in several fields is expected to make several recommendations concerning the strengthening of the AU's peace and security capacities. The AU could request funding for this strengthening of peace and security capacities from the African Peace Facility.

Through the AU, sub-regional organisations such as CEMAC (Communauté Economique et Monétaire de l'Afrique Centrale), would be able to request funding from the APF towards the peace and security goals of programmes being undertaken by them, such as funding of €5million for plans for the provision of security by CEMAC troops during the parliamentary and presidential elections in the Central African Republic. A formal request has not yet been received.

Possible effects of budgetisation of the EDF on the APF

Funding from the European Development Fund, which is earmarked for official development assistance, is stressed to be only an interim method of funding the APF and will be subject to a review after 12 months.

This was on the insistence of Germany (supported by France, Sweden Greece and Luxembourg), which feared that EDF funding of the Peace facility until 2006 would be detrimental to the Monterrey Goals and therefore urged member states to only use EDF funding of the APF for a period of 12 months, and furthermore to use this time to search for other methods of funding. The UK agreed to the interim period but refused to agree on any formula that did not use EDF funding for the Peace Facility.

Development advocates argue that the incorporation of the EDF into the EU budget can have negative results, such as the marginalisation of the low-income ACP countries in the budget cycle and the redirection of funds as other foreign policy initiatives gain prominence in the EU. Aid to poor countries is feared will become smaller as other foreign objectives and regions gain favour.

If budgetised, the proposed main instrument for development funding would be the Development Cooperation and Economic Cooperation instrument. The language of the communication detailing this from the Commission however is very weak regarding the poverty reduction and development objectives despite the fact that this would be the main vehicle of development policy. There is a danger that security will begin to play a much larger role in

development policy and that this will lead to less funds being allocated to development policies and more to crisis management.

Future EU role in African Peace Facility

The facility is an expression of Africa's co-operation with Europe and embodies African responsibility and solidarity, European partnership and legitimisation by the United Nations.

The purpose of the AU and the African Peace Facility is to promote and accelerate conditions that will enable the UN conditions for intervention to be met swiftly, therefore ensuring that the AU facilitates the UN's international responsibilities and that the two do not act in competition with each other.

ACP states and the EU have agreed to pursue an 'active, comprehensive and integrated policy of peace building and conflict prevention and resolution'. The policy will be based on the principle of ownership and aim at building regional, sub-regional and national capacities.

In its communication to the EU Council on the EU-Africa dialogue (ref. COM 2003/316 of 23-6-2003), the European Commission identified conflict prevention and peace building as a prerequisite for development and therefore a top priority for the EU-Africa political dialogue.

The Commission has committed itself to an evaluation of the African Peace Facility following its 12-month trial period. The future of the facility will largely depend on this evaluation (expected in April 2005) and on the architecture of the budget of the EU after 2006.

The APF is intended to last for three years, however following this time it is expected that in the spirit of the EU-Africa dialogue, financial architecture will be set up to continue cooperation and a possible successor to the APF. Depending on the actual costs, size, duration and mandate, the number of operations envisaged under the initial proposal for the APF is six to ten.