Peacekeeping

Commitment

"[T]o provide extra resources for Africa's peacekeeping forces so that they can better deter, prevent, and resolve conflicts in Africa."

-Chairman's Summary (final press conference)³

Background

The G8 commitment to the deterrence and prevention of violent conflict in Africa is founded in the *Africa Action Plan* created at the 2002 Kananaskis summit. The plan was enhanced at the 2003 Evian Summit with the *Joint Africa-G8 Action Plan to Enhance African Capabilities to Undertake Peace Support Operations*. The G8 has committed to work with its African counterparts to develop local capacities to undertake peace support operations in accordance with the United Nations Charter in an attempt to prevent outbreaks of violence and to ensure that any violent conflict is quickly diffused. The *G8 Action Plan: Expanding Peace Support Operations in Africa* builds upon past efforts undertaken by the G8 and its African partners. The G8 recognizes the financial and logistical difficulties faced by many African nations when deploying troops and equipment across the continent. Thus, the focus is on establishing infrastructure for transportation and logistical support to ensure that the troops ready to prevent and diffuse conflict in Africa can promptly arrive where they are needed, and are properly equipped to undertake peace support operations. The G8's long-term goal to train 75,000 African peacekeepers by 2010 was also reaffirmed in the Chair's Summary during the Gleneagles Summit of 2005.

Team Leader: Jonathan Scotland

Assessment

	Lack of Compliance	Work in Progress	Full Compliance
Score	-1	0	+1
Country	-		
Canada		0	
France		0	
Germany			+1
Italy		0	
Japan			+1
Russia	-1		
United Kingdom			+1
United States			+1
European Union			+1
Overall			0.44

³Chair's Summary, G8 Gleneagles 2005, (Gleneagles), 8 July 2005. Date of Access: 15 January 2006. http://www.g8.utoronto.ca/summit/2005gleneagles/summary.html.

Individual Country Compliance Breakdown

1. Canada: 0

The Canadian government registered a reasonable level of compliance with the Gleneagles peacekeeping commitment, contributing both financial support to peacekeeping missions and logistical support for African Union initiatives.

On 7 November 2005, Foreign Affairs Minister Pierre Pettigrew announced CAD\$500,000 in funding for the Peacekeeping School in Bamako, Mali, with the possibility of an additional CAD\$500,000 to be delivered in 2006.4 Following a 24 November video conference summit with the European Union (EU), Prime Minister Paul Martin, British Prime Minister (and then-holder of the EU's rotating presidency) Tony Blair, European Commission President José Manuel Barroso and the EU High Representative for Common Foreign and Security Policy Javier Solana, issued a joint statement reaffirming their commitment to continue to work with the African Union (AU), providing both the logistical and transportation support essential to the development of an effective African Standby Force.

Other initiatives include CAD\$90 million in assistance to the African Union Mission in Sudan (AMIS) laid out on 11 April 2005. The government of Canada announced an additional contribution of CAD\$170 million on 12 May 2005. Canadian initiatives are not exclusively monetary. In addition to Canada's Special Envoy for Peace in Sudan, created in 1999 and headed by Senator Mobina Jaffer, Prime Minister Martin announced the creation of a special advisory team on 12 May 2005. The team's goals include assessment of Canada's contribution thus far, observation of AMIS, and assistance in the peace process in pursuit of a peace agreement for Darfur. Senator Roméo Dallaire will accompany the team as part of the Canadian government's expanded support.8

The Canadian government also supports The Special Court and The Truth and Reconciliation Commission in Sierra Leone, as well as the South African government's commitment to the Kimberley Process aimed at reducing the trade in conflict diamonds. Foreign Affairs Canada, in addition to supporting the Darfur peace process, contributes to the Human Security Program. Through this program the Canadian government sponsors a number of peacebuilding initiatives that address sexual and gender-based violence, promote security sector and justice reform, provide training on human rights and international humanitarian law, strengthen governance institutions and community organizations and assist small arms reduction initiatives. To In spite of attacks on aid workers in Uganda and Sudan this past November, Canada steadfastly maintains its commitment to peacekeeping through both the provision of funds and logistical support.11

Analyst: Jenn Hood

⁴Minister Pettigrew Announces Funding for West African Peacekeeping Training School, Department of Foreign Affairs and International Trade, (Ottawa), 7 November 2005. Date of Access: 15 January 2006.

http://w01.international.gc.ca/MinPub/Publication.asp?Language=E&publication_id=383345&docnumber=209.

⁵Prime Minister holds Summit with European Union Leaders, Office of the Prime Minister, (Ottawa), 24 November 2005. Date of Access: 15 January 2006.

http://pm.gc.ca/eng/news.asp?id=656.

⁶Statement by Minister Pettigrew on Recent Attacks on African Union Mission in Sudan Personnel, Department of Foreign Affairs, (Ottawa), 10 October 2005. Date of Access: 8 January 2006. http://w01.international.gc.ca.

Canada is putting action into words, Government of Canada, (Ottawa), 24 November 2005. Date of Access: 8 January 2006. http://www.dfait-maeci.gc.ca/canadasudan/menu-en.asp.

⁸Prime Minister's Special Advisory Team to visit Sudan, Office of the Prime Minister, (Ottawa), 9 November 2005. Date of Access: 8 January 2006. http://pm.gc.ca/eng/news/asp?id=634. Focus on Africa, Foreign Affairs Canada, (Ottawa), 9 February 2004. Date of Access: 8 January 2006

http://www.humansecurity.gc.ca/psh region africa-en.asp.

¹⁰Canada is putting action into words, Government of Canada (Ottawa), 24 November 2005. Date of Access: 8 January 2006 http://www.dfait-maeci.gc.ca/canadasudan/menu-en.asp.

Canada Condemns Attacks on Humanitarian Workers in Southern Sudan and Northern Uganda, Department of Foreign Affairs, (Ottawa), 10 October 2005. Date of Access: 8 January 2006. http://w01.international.gc.ca.

2. France: 0

The French government's peacekeeping initiatives place it well on its way to achieving full compliance with the Gleneagles peacekeeping commitment to provide extra resources for Africa's peacekeeping forces so that they can better deter, prevent and resolve conflicts in Africa.

The French government's primary commitment lies in the Reinforcement of African Peace-keeping Capacities (RECAMP) Program, a joint action of the French Foreign and Defense Ministries begun in 1998 and operating under the auspices of the United Nations while coordinating its efforts with those of the African Union (AU). 12 In addition to its continued commitment to this initiative, the French government helped to broker a full partnership between the AU and the European Union (EU) in RECAMP. The primary focus of this new partnership is to support the formation of the AU's African Standby Force. This commitment was officially outlined by French President Jacques Chirac when he stated that "...France is prepared to place its RECAMP program in the European Union framework in order to more effectively support the efforts of the African Union, as it has done in Darfur."

Other French initiatives include the decision of the French Defense Ministry to reshuffle its deployment of some 7,000 soldiers to better coordinate with the AU's division of the continent into geographical zones. 14 These moves are bolstered by the French government's institutional support of peacekeeping initiatives such as United Nations (UN) Security Council resolution 1634, unanimously adopted 31 October 2005, which is designed to renew the UN Mandate for the Referendum in Western Sahara (MINURSO) mandate for six months, until 30 April 2006¹⁵; the UN's adoption of the resolution establishing the Peacebuilding Commission¹⁶; and the establishment, on 6 October 2005, of the International Working Group, whose mission is to evaluate and follow the transition in Côte d'Ivoire and provide the Ivorian government with the assistance necessary for continuing the peace process and holding elections before 31 October 2006. 17

Analyst: Jonathan Scotland

3. Germany: +1

The German government has registered a moderate level of compliance with regard to its efforts to provide extra resources for Africa's peacekeeping forces so that they can better deter, prevent and resolve conflicts in Africa. This has been achieved mainly through multilateral cooperation with institutions such as the United Nations (UN) and European Union (EU). Currently, the bulk of Germany's activities are focused on the situation in the Sudan.

Germany has supported the African Union's (AU) peace support mission in Sudan through the provision of communications equipment and set aside €2.25 million in aid for Darfur. Defence Minister Peter Struck

¹²Reinforcement of African Peace-keeping Capacities, Date of Access: 15 January 2006.

http://www.un.int/france/frame_anglais/france_and_un/france_and_peacekeeping/recamp_eng.htm. ¹³Statements by the Ministry of Foreign Affairs Spokesperson, Ministère des Affaires étrangères, (Paris), 23 September 2005. Date

of Access: 15 January 2006. http://www.diplomatie.gouv.fr/actu/article.gb.asp?ART=50612.

14 Africa: France tinkers with its African troop deployment, UN Office for the Coordination of Humanitarian Affairs, (New York), 30 September 2005. Date of Access: 15 January 2006. http://www.globalsecurity.org/military/library/news/2005/09/mil-050930-

irin03.htm.

¹⁵Resolution 1634 - Western Sahara, French Ministry of Foreign Affairs, (Paris), 31 October 2005. http://www.diplomatie.gouv.fr/en/france-priorities_1/conflicts-and-crisis_1959/western-africa_1961/western-sahara-paris-31.10.05 2394.html.

¹⁶Statements made by the Ministry of Foreign Affairs Spokesperson, Embassy of France, (Paris), 21 December 2005. Date of Access: 15 January 2006 http://www.ambafrance-us.org/news/briefing/us211205.asp.

17 Statements by the Ministry of Foreign Affairs Spokesperson, Ministère des Affaires étrangères, (Paris), 7 November 2005. Date of

Access: 15 January 2006. http://www.diplomatie.gouv.fr/actu/article.gb.asp?ART=50890.

first indicated in September that Berlin might contribute soldiers to a UN mission in Sudan's Darfur region, referring to the crisis there as "genocide". The state of the crisis there as "genocide".

On 16 December 2005, the German Bundestag voted a continuation of the German Armed Forces support for the AU in Darfur. That same day, the lower house of parliament also approved the government's motion for a six-month extension of the mission until 2 June 2006. This enables the German army to continue to provide logistical support for the air transport of forces of the AU to Sudan with up to 200 soldiers. 19

Germany has continued to contribute to improving logistical support arrangements through an increase in funding the AU Mission in Sudan, announced on 16 December 2005. According to the federal government of Germany, the additional costs for another six months will amount to up to €7 million. The costs for maintaining the present size of the operation are estimated at roughly €1 million. The goal of the AU mission is to visibly increase the presence of observers to guarantee observation of the armistice between the parties to the conflict in western Sudan and to allow humanitarian help. At the same time, the forces should protect the civilian population in the event of an immediate threat.²⁰

Analyst: Justyna Janicka

4. Italy: 0

The Italian government has partially fulfilled its commitment to support peacekeeping forces in Africa. The bulk of its commitment takes the form of officer training for peacekeeping missions, with the main contribution focused on the newly established Centre of Excellence for Stability Police Units (CoESPU) in Vicenza, Italy. At the CoESPU specialized police units are trained for participation in peace support operations. The majority of those trained for peace support operations are expected to come from Africa.²¹ In November 2005, the first class of senior police officials completed the initial course, and in January 2006, a new senior officers' course is set to begin. 22 Further contributions to peacekeeping forces have, however, been limited. In September 2005, the Italian government made airlift commitments to transport troops for the African Union's mission in Darfur. 23 Beyond this commitment, the Italian government has not provided support to regional African peacekeeping forces since the Gleneagles summit.

Analyst: Adrianna Kardynal

5. Japan: +1

The Japanese government's contribution to African peacekeeping is distinct but qualifies as a reasonable level of compliance with Gleneagles peacekeeping commitments. It also provides aid in more traditional forms, most notably through financial contributions.

One of the Japanese government's most notable contributions to African peacekeeping is the ongoing Tokyo International Conference on African Development (TICAD). Another instalment of this conference is slated for 2008 to reassess African development, which is an important tool for procuring lasting

¹⁸Sudan protests against possible German troops in Darfur, Associated Free Press, (Khartoum), 24 November 2005. Date of Access: 27 December 2005.

http://72.14.207.104/search?q=cache:aBIdF15whTqJ:darfurpeaceanddevelopment.org/nov25b.htm+&hl=en.

¹⁹German parliament extends Darfur mission, Sudan Tribune, (Paris), 17 December 2005. Date of Access: 1 January 2006. http://www.sudantribune.com/article.php3?id_article=13089.

20 German parliament extends Darfur mission, Sudan Tribune, (Paris), 17 December 2005, Date of Access: 1 January 2006.

http://www.sudantribune.com/article.php3?id_article=13089.

21 Statement by Ambassador Aldo Mantovani, Permanent Mission of Italy to the United Nations, (New York), 13 October 2005. Date

of Access: 4 January 2006. http://www.italyun.org/docs/statemen/2005_10_13_mantovani.htm.

²²G8 Forms Global Police Force, Strategy Page, 25 December 2005. Date of Access: 28 December 2005.

http://www.strategypage.com/htmw/htun/articles/20051225.aspx.

²³Statement of General James L. Jones, USMC Commander, Senate Foreign Relations Committee, (Washington), 28 September 2005. Date of Access: 26 November 2005. http://foreign.senate.gov/testimony/2005/JonesTestimony050928.pdf.

peace.²⁴ In the meantime, Prime Minister Junichiro Koizumi announced on 8 January 2006 a commitment to increase more conventional Japanese aid efforts by doubling official development assistance to Africa over the next three years.²⁵

Japan also welcomed the 20 December 2005 United Nations (UN) Security Council resolution aimed at establishing a Peacebuilding Commission. Japan pledges to contribute constructively to the project drawing on what it refers to as "its own experience and resources." The Japanese government, therefore, allocated ¥14 billion in its 2006 budget to the area of human security projects worldwide. 27 It has also allocated ¥16.5 billion for conflict prevention and peacebuilding projects, consistent with Japanese pledges to support of the Peacebuilding Commission established by the United Nations.

Analyst: Jenn Hood

6. Russia: -1

Though it increased its contributions to fighting disease and poverty in Africa prior to assuming the Presidency of the G8 for 2006, the Russian government has not substantially contributed to the advancement of peace and security on the African continent.

State Duma Deputy Vladimir Vasiliev has noted that the Russian government has deployed approximately 220 peacekeeping staff in United Nations (UN) operations in Africa.²⁸ Indeed, in November 2005 Russia contributed 218 persons to 13 UN peacekeeping missions throughout the world. That figure is down from 332 personnel committed to UN missions in July 2005. 29 The reduction in numbers is primarily a result of the withdrawal of 109 troops from the United Nations Mission in Sierra Leone (UNAMSIL). Such a move is commensurate with the actions of other G8 countries, which are withdrawing troops while providing logistical personnel and peacekeeper training. Mr. Vasiliev also noted, however, that Russia has trained 14 peacekeepers, and none in 2005.³⁰

These nominal contributions fail to provide real financial or technical support for AU peace support operations, Disarmament, Demobilization and Reintegration (DDR) programs and other commitments as outlined in the Gleneagles statement on Africa.

Analyst: Bentley Allan

7. United Kingdom: +1

In making conflict prevention initiatives, with a special focus on African conflict, a central goal of its foreign policy, the government of the United Kingdom (UK) has demonstrated a high level of compliance with its peacekeeping commitments.

²⁴Speech by H.E Mr. Junichiro Koizumi, Prime Minister of Japan, Office of the Cabinet of the Government of Japan, (Tokyo), 22 April 2005. Date of Access: 8 January 2006.

http://www.kantei.go.jp.foreign/koizumi seech/2005/04/22speech e.html

²⁵Speech by H.E Mr. Junichiro Koizumi, Prime Minister of Japan, Office of the Cabinet of the Government of Japan, (Tokyo), 22 April 2005. Date of Access: 8 January 2006.

http://www.kantei.go.jp.foreign/koizumi seech/2005/04/22speech e.html

²⁶Statement by the Press Secretary/Director-General for Press and Public Relations, Ministry of Foreign Affairs, on the Establishment of the Peacebuilding Commission, Ministry of Foreign Affairs, (Tokyo), 21 December 2005. Date of Access: 8 January 2006. http://www.mofa.go.jp/announce/announce/2005/12/1221-2.html. ²⁷ODA budget for MOFA, Ministry of Foreign Affairs, (Tokyo), 1 January 2006. Date of Access: 8 January 2006

http://www.mofa.go.jp/policy/oda/budget/2006.html.

28 Russian Assistance to Africa, Paper Prepared for a conference on "Partnership Beyond 2005: The Role of Parliamentarians in Implementing NEPAD Commitments," The British Museum, (London), 19-22 October 2005. Date of Access: 2 January 2006. http://www.g8.utoronto.ca/scholar/vasiliev.html.

²⁹Monthly Summary of Contributors to UN Peacekeeping Operations. Date of Access: 21 December 2005. http://www.un.org/Depts/dpko/dpko/contributors/.

⁰Russian Assistance to Africa. Paper Prepared for a conference on "Partnership Beyond 2005: The Role of Parliamentarians in Implementing NEPAD Commitments," The British Museum, (London), 19-22 October 2005. Date of Access: 2 January 2006. http://www.g8.utoronto.ca/scholar/vasiliev.html.

The Department of International Development, the Ministry of Defence, and the Foreign & Commonwealth Office have all made commitments to peacebuilding and peace support operations. The three agencies combine their resources and skills in the Africa Conflict Prevention Pool (ACPP). In 2005-06 the Pool is expected to disburse £60 million for conflict prevention programs commensurate with the goals of the G8 Africa Action Plans.³¹ With these funds, the ACPP works on conflict resolution programs in Uganda and Sudan that ensure the signing of peace agreements and the implementation of Disarmament, Demobilisation and Reintegration (DDR) programmes essential to the maintenance of peace in post-conflict areas. The ACPP has also contributed to African-led Peace Support Operations in Côte d'Ivoire, Burundi and Liberia.3

The British government has continued to push for an Arms Trade Treaty that would regulate conventional arms trade, including the small and light arms that threaten African security. The Arms Control Association reports that after Foreign Minister Jack Straw announced the plan for the treaty prior to the G8 summit, the British government has continued to promote it. However, little progress towards a real treaty has been made.3

The UK also "reaffirmed key Gleneagles commitments" through its support of the establishment of a UN Peacebuilding Commission at the 2005 World Summit in September 2005. 34 Moreover, the British government continues to support African Union Peace Operations, including the anticipated establishment of the Africa Standby Force, which the government hopes will be operational by June 2006.

Analyst: Bentley Allan

8. United States: +1

The American government is effectively pursuing its commitment towards providing extra resources for Africa's peacekeeping forces. Bill H.R.3057, passed by the House of Representatives on 28 June 2005 and by the Senate on 20 July 2005, 35 allocates US\$114 million to the Global Peace Operations Initiative through which African peacekeepers will be trained and equipped. 36

One specific contribution for peacekeeping forces has been towards the Centre of Excellence for Stability Police Units (CoESPU). On 23 September 2005, the American and Italian governments signed an agreement formalizing American financial support to the CoESPU. The support has contributed to the training of officers from various African countries for peace support operations.³⁷ The US has also contributed transportation capabilities to African Union's peacekeeping mission in Darfur. Movement of Rwandan troops and cargo began 17 July 2005 by U.S. Air Force C-17 and C-130 aircraft.³⁸ By 28 September 2005, approximately 1,200 personnel had been transported to Darfur as a result of American

³¹The Africa Conflict Prevention Pool: An Information Document, Foreign and Commonwealth Office, (London), September 2004. Date of Access: 21 December 2005. www.fco.gov.uk/Files/kfile/ACPP%20Information%20Doc%20-%20final.pdf.

³²Ministry of Defence Autumn Performance Report, Ministry of Defence, (London), Autumn 2005, http://www.mod.uk/linked files/issues/finance/psa apr05 mar08 300905.pdf.

³³Arms Trade Treaty Future Uncertain, Arms Control Association, (Washington), September 2005. Date of Access: 8 January 2006. http://www.armscontrol.org/act/2005 09/ArmsTradeTreaty.asp.

³⁴Gleneagles Implementation Plan for Africa, Department for International Development, (London). Date of Access: 21 December 2005. http://www.dfid.gov.uk/g8/milestones.asp.

³⁵H.R. 3057: Department of State, Foreign Operations, and Related Programs Appropriations Act, 2006, GovTrack, (Washington), 2005. Date of Access: 28 December 2005. http://www.govtrack.us/congress/bill.xpd?tab=main&bill=h109-3057.

³⁶Senate Democratic Policy Committee, Chairman Byron L. Dorgan, (Washington), 15 July 2005. Date Accessed: 28 December 2005. http://democrats.senate.gov/dpc/dpc-doc.cfm?doc_name=lb-109-1-70.

37 Office of the Spokesman, United States Department of State, (Washington), 27 September 2005. Date of Access: 28 December

^{2005.} http://www.state.gov/r/pa/prs/ps/2005/54041.htm.

³⁸United States Transports Rwandan Civilian Police to Darfur, United States Department of State, (Washington), 9 August 2005. Date of Access: 26 November 2005. http://usinfo.state.gov/af/Archive/2005/Aug/08-273684.html.

support through a larger NATO effort.³⁹ On 15 December 2005, Secretary of State Condoleezza Rice appealed to Congress to provide US\$50 million for the African troops in Darfur for further assistance. 40

The American government also made a new commitment to the government of South Africa to provide resources for multinational peace support operations. On 12 August 2005, South African Minister of Defense Mosiuoa Lekota and the American Ambassador to South Africa Jendayi Frazer signed an agreement under the African Contingency Operations Training and Assistance Program (ACOTA). Although the nature and extent of training and assistance to be provided to South Africa was not yet determined, the overall purpose of the program is to increase the capacity of African nations to participate in multinational peace support operations.

Analyst: Adrianna Kardynal

9. European Union: +1

The European Union (EU) has actively complied with its G8 commitment to provide extra resources for Africa's peacekeeping forces so that they can better deter, prevent and resolve conflicts in Africa. The majority of its compliance activities have been achieved through active multilateral cooperation with other states and institutions such as the UN and NATO.

The European Commission welcomed the endorsement by the General Affairs and External Relations Council of the EU Strategy for Africa. This ambitious long-term plan marks an important milestone in EU-Africa relations and will boost Africa's sustainable development. The strategy focuses on key requirements for sustainable development such as peace and security, good and effective governance, trade, interconnectivity, social cohesion and environmental sustainability. Discussions with African states and organizations are starting now focused on turning this strategy into concrete projects, in order to increase stability.42

The adoption of the EU Strategy for Africa, proposed by the European Commission on 12 October 2005, marks the culmination of a year during which the international community, and the EU in particular, has focused on Africa. But this decision is not the end of the process; it should instead be seen as the beginning of a new partnership between the EU and Africa. The Strategy marks a change in the way the EU deals with the African continent. 43

On 16 November 2005, Louis Michel, European Commissioner for Development and Humanitarian Aid, announced that more than €10 million have been earmarked for assisting the Somali Government to provide a secure environment and that the Commission could provide further €49 million to support Somalia's Reconstruction and Development Programme (RDP), in parallel to progress in stabilization and entry into force of representative and working institutions. He also stated that he would shortly appoint a Special Envoy for Somalia and that the Commission would open a field office in Jowhar. 44

Analyst: Justyna Janicka

³⁹Statement of General James L. Jones, USMC Commander, Senate Foreign Relations Committee, (Washington), 28 September 2005. Date of Access: 26 November 2005. http://foreign.senate.gov/testimony/2005/JonesTestimony050928.pdf. 40 African Union says Darfur mission endangered, CNN, (Atlanta), 16 December 2005. Date of Access: 20 December 2005.

http://www.cnn.com/2005/WORLD/africa/12/16/darfur.reut/.

⁴¹South Africa and U.S. Sign Agreement to Enhance Cooperation on Multinational Peace Operations, United States Embassy (Pretoria), 12 August 2005. Date of Access: 28 November 2005. http://pretoria.usembassy.gov/wwwhpr15c.html. ⁴²European Commission adopts European Union Strategy for Africa, EUROPA, (Brussels), 12 October 2005. Date of Access: 6

January 2006.

http://europa.eu.int/rapid/pressReleasesAction.do?reference=IP/05/1260&format=HTML&aged=0&language=EN&guiLanguage=en. ⁴³Council adoption of the EU Strategy for Africa marks new era in Euro-African relations, EUROPA, (Brussels), 12 December 2005. Date of Access: 6 January 2006.

http://europa.eu.int/rapid/pressReleasesAction.do?reference=IP/05/1571&format=HTML&aged=0&language=EN&guiLanguage=en. ⁴⁴Commissioner Michel and Prime Minister Ali Gedi discuss the challenges to security and political transition in Somalia, EUROPA, (Brussels), 16 November 2005. Date of Access: 6 January 2006.

http://europa.eu.int/rapid/pressReleasesAction.do?reference=IP/05/1431&format=HTML&aged=0&language=EN&guiLanguage=en.