CONFLICT TRENDS

TfP

20 YEARS

ACCORD
THE AFRICAN CENTRE FOR THE CONSTRUCTIVE RESOLUTION OF DISPUTES

TfP TRAINING FOR PEACE

20 Years of TfP: Building Peace Operations Capacity in Africa

CONTENTS

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EDITORIAL

BY **VASU GOUNDEN**

Peace operations are continuously evolving and responding to new security challenges and conflict dynamics. Over the last few years, the African Union (AU), United Nations (UN), regional economic communities (RECs) and regional mechanisms (RMs) have deployed and coordinated increasingly effective peace operations in the Central African Republic and Somalia, and against Boko Haram in Nigeria. However, these missions have faced urgent security risks emanating from improvised explosive devices and complex, multidimensional threats such as transnational organised crime. The complexity of these challenges and trends, and the realisation that there cannot be exclusively military-driven solutions to structural-political problems, has increased the need for enhanced civilian and police capacities to support the political, governance, security and peacebuilding processes in peace operations.

The Training for Peace (TfP) in Africa Programme was established in 1995 at a time when Africa and the world was responding to crises in the Balkans, Rwanda and Somalia. Following extensive consultations, and in response to the emerging capacity needs of the UN, AU and RECs/RMs, the TfP Programme developed a research, policy development and training programme dedicated to the development of African civilian and police peacekeeping capabilities.

The TfP Programme is an example of North-South-South cooperation. It is funded by the Norwegian Ministry of Foreign Affairs and is underpinned by the collective efforts of its partners – namely the African Centre for the Constructive Resolution of Disputes (ACCORD), the Institute for Security Studies (ISS), the Kofi Annan International Peacekeeping Training Centre (KAIPTC) and the Norwegian Institute of International Affairs (NUPI). The TfP Programme is supported by the Norwegian Police Directorate, which also has an officer seconded to the Secretariat of the Eastern African Standby Force in Kenya. TfP benefits from the direction of an international advisory board, comprised of distinguished senior global figures who possess wide and diverse expertise on peacekeeping issues, international and African affairs, and with experience in both the UN and AU.

As part of the programme's research and policy support work, the TfP partners have over the years been deeply involved in supporting lessons learned and best practice studies, developing innovative new policies and guidelines and helping to refine and adapt AU and UN peacekeeping doctrines. This year has been no exception. The programme has supported the UN and AU by organising the UN High-level Independent Panel on Peace Operations' African consultations in Addis Ababa, Ethiopia. TfP ensured that there was significant civil society participation in this African consultation, so that African civil society can have a strong voice in deliberations about the future of African peace operations. The programme is also engaged in the ongoing Global Study on UN Security Council Resolution 1325, ahead of the UN high-level review on this landmark resolution.

Training remains at the core of TfP's identity, and over the past 20 years TfP has trained over 17 980 civilian, police and military peacekeepers in Africa. The TfP focus is on civilian and police peacekeepers, as well as multidimensional or integrated skill sets related to analysis, planning, coordination, conduct and discipline and gender mainstreaming. TfP conducts pre-mission, mission preparation and, increasingly, in-mission training on thematic areas such as the protection of civilians, conflict management, conflict-related sexual violence, international humanitarian law, rule of law and child protection.

In 2015, the TfP Programme celebrates 20 years of partnership and cooperation with the AU, UN, RECs, RMs and African countries in building civilian and police capacity. In this Special Issue of *Conflict Trends*, we reflect on the programme's impact and identify best practices and lessons that can help the programme – and others working in similar projects in Africa and beyond – learn from the TfP experience. ▲

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CONTRIBUTING TO AFRICA'S PEACEKEEPING CAPACITY: 20 YEARS OF TRAINING FOR PEACE IN AFRICA

BY **CEDRIC DE CONING**

Introduction

Since the early 1990s, the focus of the United Nations' (UN) peacemaking and peacekeeping efforts has largely been directed to Africa. In the beginning, these efforts were symbolic of the rest of the world coming to the aid of Africa. Over the last 20 years, however, Africa has developed significant capacity of its own, and today Africans make up the largest proportion of the UN's civilian, police and military peace operation staff. As of March 2015, approximately 60% of the UN's 5 200 international civilian peace operations staff and about 80% of its 11 600 local staff are African. In addition, Africa has now become the largest regional contributor of police and soldiers to UN peace operations, and contributes approximately 48% of the UN's 106 000 uniformed peacekeepers.[1]

Over the same period, there has been a significant increase in the peace operations capacity of the African Union (AU). Over 40 000 uniformed and civilian personnel were mandated to serve in AU peace operations in 2013 (or approximately 60 000, if the joint AU-UN hybrid mission in Darfur is taken into account as well).[2] Since then, the AU missions in Mali and the Central African Republic (CAR) have been transferred to the UN and, as of March 2015, the AU is responsible for the AU Mission in Somalia (AMISOM) – the world's largest peace operation, with over 22 000 uniformed personnel. It also provides strategic headquarters functions

Above: Over the last 20 years Africa has developed significant peacemaking and peacekeeping capacity of its own.

Africa is now the largest regional contributor of police and soldiers to United Nations peace operations.

for the Multi-National Joint Task Force operation against Boko Haram in the Lake Chad Basin, and the AU regional cooperation initiative for the elimination of the Lord's Resistance Army (RCI-LRA).

This is the story of how the Training for Peace (TfP) in Africa Programme contributed to building Africa's peacekeeping capacity. In 1995, the Norwegian Ministry of Foreign Affairs, the African Centre for the Constructive Resolution of Disputes (ACCORD), the Institute for Security Studies (ISS) and the Norwegian Institute of International Affairs (NUPI) established the TfP Programme. In 2015, TfP has thus been in existence for 20 years, which is a remarkably long period for any programme of this nature. Over these two decades, Norway invested approximately US$50 million through TfP in African peacekeeping capacity building.[3] During the course of 2015, the Norwegian Ministry of Foreign Affairs will decide whether to continue the TfP Programme – and, if so, in what form.

Regardless if TfP continues beyond 2015, it is worthwhile to reflect on the contribution it has made over the past 20 years to peacekeeping capacity building in Africa, and to try and identify the lessons the TfP experience might offer for other projects that may have similar objectives in the peace and security field. I have been part of the TfP story since 1997, when I joined ACCORD to manage its TfP Programme, so I am not in a position to offer an objective or independent

assessment. TfP has been regularly evaluated, with the most recent independent external evaluation, commissioned by the Norwegian Agency for Development Cooperation (Norad), published in 2014.[4] Rather, I will try to offer some self-reflection and try to capture some of the essence of the TfP experience from an insider's perspective.

Context and Founding

In the early 1990s, UN peacekeeping was controversial because of its failures in Rwanda, Somalia and Bosnia-Herzegovina. In response, the major powers decided to invest in building Africa's capacity, so that it would take more responsibility for managing African conflicts. Around the same time, the Organization of African Unity (OAU) – and later the AU – decided to establish its own internal conflict management mechanisms and peace support operations (PSO) capacity.

It is in this context that the Norwegian Ministry of Foreign Affairs, together with NUPI, ACCORD and the ISS, established the TfP Programme. Its objective was to contribute to peacekeeping capacity building in Africa. Initially, the focus was on southern Africa, but from the outset TfP was closely involved in the larger African project. For instance, the OAU invited ACCORD and the ISS to provide expert advice to the 1997 African Chiefs of Staff meeting in Harare, Zimbabwe, which was tasked to lay the foundation for an African

approach to peace operations. The TfP partners remained closely involved in African peacekeeping, and have helped to shape the creation and subsequent development of the African Standby Force (ASF).

TfP also supported UN peacekeeping in Africa over the 20-year period, and most recently provided support and substantive input to both the UN High-level Independent Panel on Peace Operations, and to the development of the AU common position on the UN panel on peace operations. Among others, TfP helped the UN panel on peace operations to organise its African consultations in Addis Ababa in February 2015.

North-South-South Partnership

When reflecting on TfP's characteristics, a few features come to mind. TfP is an interesting partnership between entities in the North and South. In the North, the Norwegian Ministry of Foreign Affairs initiated the TfP idea and provided the funding. The Norwegian Ministry of Foreign Affairs worked closely with NUPI, which provided peacekeeping expertise, as well as with the Norwegian armed forces and police. At that point in time, Norway was a significant repository of knowledge on UN peacekeeping policy, whereas the African contribution was often limited to the provision of troops. NUPI has been closely engaged in research and supporting UN peacekeeping since its inception, and the Norwegian armed forces and police were significant contributors to UN peacekeeping operations.

INITIALLY, THE FOCUS WAS ON SOUTHERN AFRICA, BUT FROM THE OUTSET TFP WAS CLOSELY INVOLVED IN THE LARGER AFRICAN PROJECT

This, however, changed over the lifetime of the project. The African partners developed significant peacekeeping expertise of their own. Over time, the balance shifted and, in more recent years, TfP has become a vehicle for South-North knowledge-sharing on African peacekeeping. For example, the Norwegian police, in addition to the courses it conducts in Africa on its own or in support of the ISS and Kofi Annan International Peacekeeping Training Centre (KAIPTC), also invites African instructors to support its UN Police courses in Norway. In the South, the two initial African think tanks, ACCORD and the ISS, were joined by the KAIPTC in Ghana

UN PHOTO/TOBIN JONES

The African Union's peace operations capacity has increased significantly. The African Union Mission in Somalia (AMISOM) is the world's largest peace operation.

The Training for Peace Programme has helped to shape the creation and development of the African Standby Force.

in 2003, and for a short period between 2010 and 2013, the African Civilian Response Capacity for Peace Support Operations (AFDEM) was also part of the TfP family.

The African partners took the lead on TfP's interaction with African countries, the regional economic communities/regional mechanisms (RECs/RMs) and the AU. This is unique compared to other international efforts to support African capacity in the peace and security field, in that most other efforts are direct government to government or donor to AU and RECs/RMs partnerships. The relationship between civil society and the state in Africa is often full of tension and mistrust, but the TfP experience has been different. The African think tanks and training centres have been able to develop constructive relationships with African countries, RECs/RMs and the AU. This is remarkable if one considers that the project deals with the sensitive area of security, and involves close cooperation and interaction with the military and police.

The Civilian and Police Dimensions of African Peace Operations

Another characteristic feature of TfP is its focus on the civilian and police dimensions of peacekeeping. The United States, the United Kingdom, France and several other countries have supported the development of Africa's military peacekeeping capacity, both bilaterally as well as via the ASF. Whilst there are thus several initiatives underway

focused on military capacity, TfP was initially the only programme to focus on the civilian and police dimensions. Later, Canada became more involved in police capacity building, and Germany and Japan also started to support civilian capacities. However, TfP has been the AU and RECs/RMs' most consistent partner on the civilian and police dimensions over this 20-year period.

THE RELATIONSHIP BETWEEN CIVIL SOCIETY AND THE STATE IN AFRICA IS OFTEN FULL OF TENSION AND MISTRUST, BUT THE TFP EXPERIENCE HAS BEEN DIFFERENT

The expertise TfP developed on the civilian and police dimensions of peace operations in Africa enabled its partners to contribute significantly to UN reform initiatives, such as the Civilian Capacity initiative and the UN Police Strategic Guidance Framework initiative. TfP was also catalytic in the generation of several other successful spin-offs. It helped to establish the African Peace Support Trainers Association (APSTA), which today is the official AU-recognised network of peacekeeping training centres in Africa, and also serves as the African chapter of the International Association of

Peacekeeping Training Centres (IAPTC). TfP's efforts to assist the AU to hire civilian staff resulted in a project, with Norwegian support administered by the Norwegian Refugee Council, which generates a number of African civilian experts for the AU Commission and African PSOs, forming the core expertise on civilian matters and planning at AU Headquarters today. In addition, Norway directly supports a number of posts within the AU Commission, including three police positions, and since 2008 the Norwegian police has seconded a police adviser to the East African Standby Force headquarters in Nairobi.

Research, Policy Development and Training

The TfP Programme combines research, policy development and training. It uses research to develop new knowledge on UN and African peacekeeping experiences, working closely with the UN and AU to gain access to field missions for empirical research. The research informs both TfP's policy development and training interventions. TfP works with the AU to support the development of the ASF, and especially its civilian and police frameworks, as well as policies in areas such as gender, conduct and discipline and the protection of civilians.

Similarly, TfP works with the UN to support the development of its gender, protection of civilian, local peacebuilding and civil affairs policies and guidelines. The research and policy development work, in turn, supports the development of training manuals and teaching materials, such as the *UN Civil Affairs Handbook*, the UN protection of civilians training package, and the UN Police course. This work also informs the training courses that TfP partners provide for African countries, the RECs/RMs, the AU and the UN.

Perhaps most interesting is the shift to in-mission training over the latter years of the project. The training component of the TfP project evolved significantly over the past 20 years as it continuously aspired to be more relevant, results-orientated and cost-effective. In the first phase, TfP conducted generic peacekeeping training in all Southern African Development Community (SADC) countries. The target group was military, police and civilians who might be interested in serving in AU or African peace operations. In the second phase, TfP conducted generic pre-deployment courses for civilian and police officers, as well as mission-specific pre-deployment courses for military and police officers. Whilst pre-deployment remained an important aspect of TfP training, in the third and fourth phases the partners shifted a significant portion of TfP's civilian and police training to in-mission training. The TfP partners also provided training to the AU missions in Burundi, Sudan

UN PHOTO/TOBIN JONES

The training component of the Training for Peace Programme evolved significantly over the past 20 years as it aspired to be more relevant, results-oriented and cost-effective.

The Training for Peace Programme is focused on assisting to build the capacity of the police and civilian dimensions of African peacekeeping operations.

and Somalia, including induction training for the civilian component of AMISOM.

Whilst only a small portion of those trained in the early years ended up serving in peace operations, in the latter years most of the people trained – including all of those trained in-mission – served in peace operations. This shift was informed, in part, by the research TfP itself conducted into how many people who received training ended up being deployed. The research concluded that as TfP has little influence over how people get selected to deploy, TfP could best achieve its aims by contributing to the capacity and skills of those already deployed.[5]

At the same time, TfP invested in developing the civilian and police dimensions of the ASF, including its

WHEN THE AU – PARTLY AS A RESULT OF THE WORK UNDERTAKEN BY TFP – EMBARKED ON A PROCESS OF ESTABLISHING AN AU ROSTER FOR AFRICAN PEACE OPERATIONS, TFP SHIFTED ITS SUPPORT TO THAT EFFORT

civilian standby roster, so that it could also contribute to ensuring that the AU and RECs/RMs have a ready supply of civilian and police peacekeepers to deploy when needed.[6] Since 2000, ACCORD, on behalf of TfP, entered into a memorandum of understanding with AFDEM, and in 2010 AFDEM became a TfP partner, in an attempt to also constructively engage with and develop Africa's civilian standby rostering capacity. When the AU – partly as a result of the work undertaken by TfP – embarked on a process of establishing an AU roster for African peace operations, TfP shifted its support to that effort.

Strategic Coherence and Programmatic Flexibility

The TfP Programme has benefited from a management structure that has ensured strategic coherence, whilst allowing for programmatic flexibility. Over the past 20 years the TfP Programme evolved through four phases, but its core identity and focus remains coherently centred on helping to build the capacity of the civilian and police dimensions of African peacekeeping operations through research, policy development and training. This is due to the consistent application of the principles governing the TfP partnership, a coherent strategic management approach and the stability of the partnership and its members.

The principles that govern the TfP Programme are African ownership, decentralisation and relevance. The programme is guided by the needs of the AU, the RECs/RMs, African member states and the UN. The Norwegian Ministry of Foreign Affairs trusts the partners to maintain a close working relationship with the UN, AU, RECs/RMs and African member states. This ensures that it is their needs and priorities that drive the future direction of the programme. The longevity of the programme has allowed meaningful relationships to be developed, and partners were able to build trust and credibility that increased over time as more joint initiatives were successfully completed. The Norwegian Ministry of Foreign Affairs also established an International Advisory Board (IAB) in 2000, to assist in ensuring that the TfP Programme was strategically informed. Further credibility and feedback was added to the strategic management of the programme through IAB members' networks.[7]

SEVERAL STAFF MEMBERS LEFT TFP TO JOIN THE AU, UN OR OTHER RELEVANT INSTITUTIONS AND, IN THIS WAY, THE TFP PROGRAMME CONTRIBUTED TO GENERATING STAFF AND BUILDING THE CAPACITY OF THE AU AND UN. THE SUCCESS AND IMPACT OF TFP IS THUS IN PART DUE TO THE NETWORK OF INDIVIDUALS WHO HAVE BEEN ENGAGED WITH, OR WERE ASSOCIATED WITH, TFP

The management structure of the TfP Programme changed with each phase. In general, it is highly decentralised in that the partners are responsible for their own programme design and implementation. Their programming has to be in line with the overall strategic direction provided by the Norwegian Ministry of Foreign Affairs, the IAB and partners in a cooperative strategic guidance process, but the partners have great leeway to give operational and programmatic meaning to how the strategic goals of the project are to be pursued. The annual meetings and periodic independent evaluations further help to generate feedback and to stimulate adaptation. This approach enables the TfP Programme to stay strategically coherent, whilst at the same time being highly relevant, innovative and adaptive to the changing needs of the AU, RECs/RMs, African member states and the UN. One of the assessments of the programme by the IAB and independent evaluators revealed that the TfP Programme

has managed to remain consistently ahead of the curve. The TfP Programme has been at the forefront of several major policy developments, including gender; women, peace and security; protection of civilians; civil-military coordination and mission integration; and the emergence of the civilian and police dimensions of peace operations.

The TfP Programme is also under continuous pressure to generate results that are relevant for the AU, RECs/RMs, African member states and the UN. Results are assessed by periodic external reviews and evaluations, as well as by the partners themselves, with guidance from the IAB. It has also been the practice to invite, in addition to the standing members of the IAB, representatives of the AU and UN to the annual strategic review sessions of the IAB. Over time, TfP became increasingly results-orientated and, in its fourth phase, the partners developed a fairly detailed results matrix. The focus on results and relevance for AU and UN peace operations contributed to the drive within TfP to be highly responsive to the changing needs of the AU and UN. In several cases, TfP partners helped to identify and innovate new AU and UN policy initiatives, such as the civilian and police policy frameworks of the ASF.

A best practice that emerged from TfP's own iterative, adaptive experience is to identify a policy process that is important for the AU or the UN, and which matches the objectives of the programme – for example, the civilian and police dimensions of African peace operations, the UN's Civilian Capacity initiative, the UN Police Strategic Guidance Framework or the emerging protection of civilians doctrine. TfP partners then work closely with the AU and UN for several years on these policy processes, using the TfP Programme's research, policy development and training programme interventions. This enables TfP partners to develop relevant expertise and build meaningful relationships with their counterparts in the AU and the UN. It also means that the research undertaken is policy-relevant and can feed into the development of training materials, thus creating a virtuous cycle around a policy stream that is judged to be important by the AU and the UN.

The longevity of the programme and the stability among the partners means that there is a strong sense of institutional continuity. As one can imagine, over 20 years a considerable number of people spent time with TfP. Most moved on, but some people remained associated with the programme over most of its lifetime, including the directors of ACCORD and the ISS and, since 2003, the head of the research unit at the KAIPTC. This means that the directors own the institutional memory and narrative of the history of the TfP. Several staff members left TfP to join the AU, UN or other relevant institutions and, in this way, the TfP Programme contributed to generating staff and building the capacity of the AU and UN. The success and impact of TfP is thus in part due to the network of individuals who have been engaged with, or were associated with, TfP.

One aspect that has perhaps been neglected in the various evaluations is the degree to which TfP has contributed to building the capacity of the TfP partners themselves. This effect can be seen in the degree to which the TfP partners are today recognised as important knowledge brokers by the AU, RECs/RMs, African member states and the UN. TfP was an important part of the developmental history of each of the partners, and also contributed to the development of African think tanks with expertise in the peacekeeping area. A closely related aspect is the degree to which TfP contributed to the TfP partners having access to and credibility with the AU and the UN. The TfP partners are seen today as critically important partners for the AU and the UN when it comes to developing new policies, as sources of credible research and as training providers. The partners have access to AU and UN missions to undertake empirical field research and are invited to conduct pre-deployment, orientation and in-mission training for AU and UN missions. The partners have also been closely engaged in the development of the AU and UN's policy process related to, among others, the development of the protection of civilian guidelines for the UN and the AU, new police doctrines for both institutions, the UN Civilian Capacities initiative, the UN Police Strategic Guidance Framework, the strategic assessment of AMISOM in 2012, the review of the ASF in 2013, and providing support for the UN High-level Independent Panel on Peace Operations in 2015, to name a few examples.

Conclusion

The TfP Programme is itself an interesting case study in terms of how a government such as Norway can work in partnership with think tanks like NUPI, ACCORD, the ISS and the KAIPTC, supported by the Norwegian police. The TfP Programme is a good example of a North-South-South cooperative partnership to support the AU, RECs/RMs, African member states and the UN. The programme is thus also an example of how state and non-state actors, from the North and South, can work together to make a meaningful contribution to the development of African and UN peacekeeping capacities.

In addition, TfP is an example of how African civil society organisations are working closely and constructively with the AU, RECs/RMs and African member states, even in the sensitive security arena. It is also telling that TfP's management model has been one that combined strategic coherence with programmatic flexibility, and that this model has generated flexible, responsive and innovative programming. Looking back over the years, one can track how TfP has evolved and adapted, based on the feedback that has been generated by its own monitoring and management processes, or with the help of the IAB and the independent external evaluations.

Over the past 20 years, Africa has developed considerable peacekeeping capacity, as reflected both in the increased role it is playing in UN peacekeeping operations and in the AU's actual mission record. All the independent external evaluations over the years found that the TfP Programme made a significant and meaningful contribution to this development. ▲

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Endnotes

1   In comparison, South East Asian countries together contribute approximately 30% of the UN's uniformed peacekeepers. Six of the top 10 UN troop-contributing countries are from Africa, with Ethiopia now the largest contributor to peace operations in the world if one takes both its UN (7 690) and AU (4 045) contributions into account. All UN statistics are based on the figures provided by the UN as of 31 March 2015, as available at: <http://www.un.org/en/peacekeeping/resources/statistics/factsheet.shtml>.

2   In 2013, the AU managed three peace support missions simultaneously: AMISOM, the African Support Mission in Mali (AFISMA) and the African Support Mission in the Central African Republic (MISCA). The author has estimated the numbers based on AU press statements and Lotze, Walter (2013) 'Strengthening African Peace Support Operations', Available at: <http://bit.ly/RzPSOn>. [Accessed 12 May 2014].

3   Norad (2015) *Building Blocks for Peace: An Evaluation of the TfP Programme,* p. 13.

4   Ibid.

5   Solli, Audun, De Carvalho, Benjamin, De Coning, Cedric and Pedersen, Mikkel (2009) *Bottlenecks to Deployment? The Challenges of Deploying Civilian Personnel to Peace Operations.* Security in Practice 3/2009. Oslo: Norwegian Institute of International Affairs.

6   De Coning, Cedric and Kasumba, Yvonne (eds) (2010) *The Civilian Dimension of the African Standby Force*. Durban: African Union and ACCORD.

7   The members of the IAB over the years included, among others: General (rtd) Martin Luther Agwai, Dr Jose Victor da Silva Angelo, Dr Francis Deng, Comfort Ero, Professor Ibrahim Gambari, Jean-Marie Guéhenno, Ambassador Monica Juma, Dr Funmi Olonisakin, Professor Ramesh Thakur and Sir Marrack Goulding.

DEVELOPMENT OF CIVILIAN CAPACITIES FOR AFRICAN PEACE SUPPORT OPERATIONS: CONTRIBUTIONS OF THE TRAINING FOR PEACE PROGRAMME

BY **ZINURINE ALGHALI AND YVONNE AKPASOM**

Introduction

When the African Standby Force (ASF) was conceptualised in the early 2000s, one important determinant for its operationalisation was the requirement for a multidimensional approach that would serve to address the comprehensive set of needs of countries as they transitioned from conflict to peace. This approach was appropriate given the human effects and implications of insecurity and conflict on the lives and livelihoods of civilians the continent over. In addition to the human toll, the rule of law, justice and other state functions and institutions became further decimated in these conflicts. As such, it became increasingly important that in finding solutions, efforts were made to address such issues as related to governance, human rights and development – all of which required attention beyond the hard military-security realm. In the peace operations context, an increased emphasis was thus placed on the need for greater cooperation and synergy between uniformed and non-uniformed personnel. Indeed, recent African Union (AU) operations – such as those deployed to Somalia, Mali and the Central African

Above: Peace operations require greater cooperation and synergy between uniformed and non-uniformed personnel.

The African Union is increasingly fielding multi-dimensional missions with increased civilian personnel. The African-led International Support Mission to Mali (AFISMA) was authorised with a significant number of civilian personnel, including a team of human rights observers.

Republic (CAR) – have been conferred decidedly complex and multifaceted mandates, calling on peacekeepers amidst other aspects to support state authorities in protecting their citizens; political transition and dialogue processes; stabilisation and post-conflict reconstruction efforts; and the restoration and consolidation of state authority.

In addition, the AU is increasingly fielding multi-dimensional missions with increased civilian personnel (in terms of mandated strength). Whilst the AU Mission in Burundi (AMIB) had roughly 25 international civilian staff, the AU Mission in Somalia (AMISOM) has an authorised civilian strength of 70 staff. The African-led International Support Mission to Mali (AFISMA) was authorised with 173 civilian personnel (including a team of 50 human rights observers), while the African-led International Support Mission to the CAR (MISCA) was authorised with 152 civilian personnel.

It is within this general context of the need for applying multidimensional approaches in peace operations that the Training for Peace (TfP) in Africa Programme was able to assert itself as a significant peace and security actor on the continent, specifically with its contributions to the development of civilian and police capacities for both AU and United Nations (UN) peace operations. Notably, the programme has focused its attention on the *development*

of these non-military capacities and then, increasingly, has supported the real-time *utilisation* of these capacities by these sending organisations. To these ends, the TfP Programme continues to support and contribute to the development of civilian (and police) capacities of the AU and UN peace operations in Africa through training, policy development and applied research.

This article highlights the work and achievements of the TfP Programme in the development of civilian capacities in the context of African peace support operations (PSOs). It also highlights some of the core challenges it has encountered in this endeavour and offers some recommendations to address these challenges.

The TfP Programme's Role in Support of the Civilian Dimension Project

The civilian dimension project was undertaken within the context of efforts to develop the ASF, the concept of which was approved by the AU in 2004, with the intention of providing the continent with a rapid and efficient conflict response capacity. Initial efforts to establish the ASF were focused heavily on the military component of the force, and it was only from around 2006 that there were more concerted efforts to develop the civilian dimension. Given the lack of civilian personnel in the AU Peace Support Operations Division (PSOD) at the time to directly manage and implement the civilian dimension agenda, the AU relied on the expertise and resources of external support partners and programmes such as TfP, which in collaboration with other actors and partners commenced work in earnest on the civilian dimension agenda. With this mandate in hand, the programme has to date been able to directly and indirectly contribute to a number of key areas in support of civilian capacities for the ASF and African-led peace operations.

THE TFP PROGRAMME CONTINUES TO SUPPORT AND CONTRIBUTE TO THE DEVELOPMENT OF CIVILIAN (AND POLICE) CAPACITIES OF THE AU AND UN PEACE OPERATIONS IN AFRICA THROUGH TRAINING, POLICY DEVELOPMENT AND APPLIED RESEARCH

The policy support work of the programme has been quite commendable. The development of the ASF Civilian Dimension Policy Framework in 2006 (at the direction of the AU PSOD) was the result of efforts by the TfP Programme partners – in particular, the African Centre for the Constructive Resolution of Disputes (ACCORD) and the Kofi Annan International Peacekeeping Training Centre (KAIPTC)[1] –

Initial efforts to establish the African Standby Force were focused heavily on the military component, but in recent years there have been more concerted efforts to develop the civilian dimension.

in consultation with a wide range of stakeholders and partners. The policy framework was eventually approved in 2008 by the AU Ministers of Defence, Safety and Security. The development of this policy framework was a critical step towards the articulation of the ASF civilian dimension concept, its purpose and mandate, its core structures and functions, and the key enabling requirements to ensure its optimum functionality. The framework established the basis and broad parameters upon which all other work on the civilian dimension would take place. Since this time, four out of the five ASF planning elements (PLANELMS) of the regional economic communities/regional mechanisms (RECs/RMs) have also developed and/or obtained approval for their respective civilian dimension policy frameworks, roughly in line with that provided by the AU.

In 2008, the TfP Programme supported the AU in a process that generated recommendations for the staffing, training, rostering and recruitment needs and requirements pertaining to the ASF civilian dimension.[2] The programme was also quite instrumental in the initial articulation of the needs and broad parameters of an African civilian roster, which was key to better ensuring that people who had been trained across the continent were lined up for possible employment in peace operations. Today, the AU and the RECs/RMs, largely through the financial and technical support of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and the German International

Centre for Peace Operations (ZIF), are in the final stages of a three-year process to establish the so-called African Standby Capacity (ASC) Roster, which is intended to support the identification, recruitment and deployment of civilian experts. Key products of the ASC Roster already in place include a database, a draft Human Resource Policy Framework for Recruitment, Selection, Deployment and Management of Civilian Personnel in AU Peace Support Operations, and a Selection Guidelines Manual. It is anticipated that the roster will become operational by the end of 2015.

In addition, in more recent years, the programme has, together with other partners, contributed towards the articulation of concepts around key substantive peace operations areas. These include, for instance, thematic areas such as the protection of civilians, gender, and conduct and discipline. These contributions by the TfP Programme have served to advance the policy discourse and generate further awareness and understanding of these issues and their implications for peace operations in Africa.

When it comes to the training of civilian experts, TfP has played an instrumental role over the years in better ensuring their preparation and orientation for peace operations environments, as well as their roles and functions, both at the predeployment and in-mission levels. This training function has been undertaken alongside or in collaboration with other key training initiatives as implemented by

The Training for Peace Programme has played an instrumental role in the training of civilian experts over the years and in ensuring their preparation and orientation for peace operations environments.

various other institutions and partners, specifically including the regional training centres of excellence (TCEs). The programme has also supported the ongoing work to develop minimum training standards for civilian capacity-building on the continent, as well as streamlining training for civilians across the subregions.

As mentioned previously, for a long time the AU PSOD lacked civilian personnel to develop and manage the civilian aspects of its work, and oftentimes outsourced its work to programmes such as TfP. In 2010, in the context of slow progress on the implementation of the civilian dimension agenda and in light of the need to ensure the multidimensional requirement of the ASF, the PSOD requested the TfP Programme to second a civilian officer to undertake the day-to-day implementation of the work at the PSOD – including, among other aspects, the development of a long-term work plan, the identification of funding for activities and programming, and the recruitment of longer-term PSOD civilian officers in the posts of policy officer, planning officer, training officer and rostering officer. An officer from the TfP Programme at ACCORD was duly seconded to the AU in the second quarter of 2010. By 2014, the PSOD had nine civilian personnel: four directly hired by the AU Commission (incidentally, two of these staff members were previously associated with the TfP Programme) and the rest on secondment to

the AU PSOD, AMISOM and the Economic Community of West African States (ECOWAS) via the Norwegian-funded Rapid Secondment Mechanism (RSM).[3] In addition, from 2011, a civilian advisor was seconded by the programme to support the head of the PSOD. With the establishment of a civilian component at the PSOD, planning and deployment processes assumed a more multidimensional and integrated character.

THE PROGRAMME HAS ALSO SUPPORTED THE ONGOING WORK TO DEVELOP MINIMUM TRAINING STANDARDS FOR CIVILIAN CAPACITY-BUILDING ON THE CONTINENT, AS WELL AS STREAMLINING TRAINING FOR CIVILIANS ACROSS THE SUBREGIONS

Key Challenges and Recommendations

Whilst the programme has played an instrumental role – especially vis-à-vis the areas of policy development and capacity-building for the ASF and AU peace operations in general – some challenges and lessons have emerged and will require attention going forward.

Greater Emphasis on Policy Implementation

Whilst there have been a number of policy formulation processes within the context of the AU's peace and security work, a major shortcoming has been related to the inability of the organisation (largely due to a lack of means and capacity) to implement its policies effectively and execute its strategies and programmes. On the civilian dimension, a relatively appreciable amount of work has been done in terms of the formulation of strategy and support to decision-making; however, partners such as TfP have experienced mixed results in their ability to positively influence the implementation and monitoring of the various policy products. As such, partners to the AU should engage in a

WHILST THE PROGRAMME HAS PLAYED AN INSTRUMENTAL ROLE – ESPECIALLY VIS-À-VIS THE AREAS OF POLICY DEVELOPMENT AND CAPACITY-BUILDING FOR THE ASF AND AU PEACE OPERATIONS IN GENERAL – SOME CHALLENGES AND LESSONS HAVE EMERGED AND WILL REQUIRE ATTENTION GOING FORWARD

meaningful dialogue with the organisation on how they can work collaboratively to ensure the execution of the three dynamic and mutually reinforcing processes: policy formulation, implementation and monitoring. Support should also be provided to devising relevant activities and programming for successful policy execution.

Narrowing the Training-deployment Dilemma

Whilst much emphasis and resources have been placed on the training of civilian experts for African peace operations, the TfP Programme – like many other training providers – has not been spared from the 'training-deployment gap' dilemma. To date, the deployment numbers of trained civilians have not been commensurate with the significant financial and other investments that have been made. This was revealed in the 2009 TfP report, *Bottlenecks to Deployment*,[4] which highlighted the systemic and administrative challenges that makes it extremely difficult for interested personnel (including TfP-trained personnel) to gain employment with organisations such as the UN and the AU. In addition, TfP has struggled to effectively maintain data on and track its trainees and assess the extent to which the trainings have had an impact in terms of the recruitment and deployment challenges faced by the sending organisations (whether the UN, AU or a REC). To address this challenge,

The Training for Peace Programme has struggled to effectively maintain data, track its trainees and assess the extent to which the trainings have had an impact in terms of the recruitment and deployment challenges faced by the sending organisations.

which is not unique to TfP, the programme was instrumental in supporting the articulation of the AU continental rostering system. At this stage, the programme is considering how to engage in current processes aimed at operationalising and populating the ASC Roster,[5] which is intended to provide trained expert capacity to the AU and RECs/RMs PSOs in a relatively short space of time.

To mitigate some of the associated training-deployment dilemmas, concerned TfP partner organisations have shifted from conducting generic peacekeeping and peacebuilding training to conducting training for personnel who are already in mission, such as those in AMISOM. Whilst there is surely merit in conducting training targeted at personnel who have already been deployed, a key lesson from the TfP experience has been the need to ensure that such training provided directly to peace operations align to the overall strategic intent of the AU, as well as the need to better discern which training activities will be more impactful for the concerned missions in relation to their mandate. The AU's role in this regard is pivotal, as has been demonstrated in its efforts aimed at improving its strategic engagement with training service providers to ensure they understand the strategic direction and thus conduct training targeted at core priority areas. Currently, the AU PSOD has an enhanced continental training framework and architecture that clearly articulates the roles and levels of responsibilities of the AU, RECs/RMs, member states, TCEs and AU PSOs.[6] In addition, an AU PSO course category has been created, with training standards for each of the AU PSO-specific training courses being developed.[7] These serve as strategic guidance and direction to partners such as the TfP, to provide the required support to AU missions such as AMISOM, which now have joint mission training cells (JMTC)[8] that coordinate relevant multidimensional training, as guided by the AU PSO course category, tailored to enhance mandate implementation.

Improved Support to the RECs/RMs

Since its inception, the ASF has represented an indigenous concept in support of the prevention, management and resolution of conflict on the continent, within the context of the African Peace and Security Architecture (APSA). The involvement of the RECs/RMs were seen as pivotal to the success of the ASF, specifically from an operational perspective, as each of the five regions were required to provide multinational standby forces that were optimally trained and equipped to common standards, operating to common doctrine. A roadmap for the establishment of the ASF was agreed upon between the AU and the regions in 2005, and in 2008, a memorandum of understanding was concluded between them on their respective roles and responsibilities vis-à-vis the mandating, planning, deployment, management and support of ASF operations. Despite the pivotal role of the regions for the ASF concept – and, indeed, for the entire APSA – the cooperation and coordination between the AU and the regions on

To mitigate some of the associated training-deployment dilemmas, concerned Training for Peace Programme partner organisations have shifted from conducting generic peacekeeping and peacebuilding training to conducting training for personnel who are already in mission.

specific strategic and operational aspects of the ASF remains relatively poor. In addition, to date the programme has not been optimally structured to support the regions in the development of their peace operations capacities, as per the roles and responsibilities assigned to them within the context of the APSA. This is especially so with reference to work on policy support. It is thus observable that the gap between the AU and the regions in terms of their ability to plan, deploy and manage multidimensional peace operations capacities continues to widen. In the immediate term, the TfP Programme, together with other partners, should place additional emphasis on supporting the regions to meet their targets to ensure the full operationalisation of the ASF.

Broadening the Focus of the TfP Programme

As has already been mentioned, the TfP Programme was established at a time when there was a critical need for the development of Africa's peace operations capacities and the need for the development of

The African Union Support to the Ebola Outbreak in West Africa (ASEOWA) mission deployed a number of civilian medical personnel to the affected countries.

multidimensional and integrated approaches for the planning, deployment and management of these operations. Whilst the focus on civilian (and police) capacity development has been relevant for peace operations, there has also been a greater emphasis by the AU and the RECs/RMs to respond to the wider elements of the APSA. In addition, a number of other peace and security scenarios are evolving beyond the peace operations context, for which civilian experts are also required. For example, the AU has established political missions following its peace operations deployments in Mali and the CAR.[9] The AU's African Solidarity Initiative (ASI)[10] is aimed at mobilising support from within the continent for countries emerging from conflict, and specifically provides for the deployment of civilian expertise in this regard. Furthermore, the AU Support to the Ebola Outbreak in West Africa (ASEOWA) mission employed a number of civilian medical personnel to the affected countries. These growing deployment scenarios represent an increasing requirement for civilian capacities across the continent. Staying abreast of these developments and their associated capacity needs will require possibly a broadening of the TfP Programme's mandate from its original conception, to ensure its ability

to provide the requisite support. Indeed, the programme could further support the AU in the articulation of a wider peace operations concept that takes into account this evolving context.

Conclusion

An appreciable amount of work has been achieved on the civilian capacity agenda since the TfP Programme was established in 1995. Several of those achievements can be attributed to the pioneering work of the programme, especially related to the implementation of work around the multidimensional imperative of peace operations. A tremendous amount of awareness and understanding has also been generated through TfP's work. Much remains to be done in an ever-evolving security landscape where capacity needs and requirements are constantly emerging. In maintaining its lead role and contribution to the development of the civilian (and police) dimension of AU and UN peace operations on the continent, the TfP Programme will have to maintain a dynamic strategic engagement with the AU and the regions, to ensure it is addressing core priority and niche areas.

However, it is worth noting that, as a ground-breaking programme, TfP has been prone to challenges in support

provided to the AU in enhancing the civilian (and police) dimensions of its PSOs, within a multidimensional context. These challenges can be attributed to the fact that TfP's support has been focused mainly on the enhancement of current AU missions management and the capacity of long-term PSOs through the ASF, which is part of the APSA and still in development. In addition, TfP's engagement with the AU has shown that it is not a very simple task for a programme consisting of civil society-type organisations to work with and support intergovernmental organisations such as the AU. This is because developing and implementing policy-related initiatives within the AU requires approval processes by AU policy organs (which meet at particular intervals) to endorse such policies and direct the implementation of processes that will facilitate the realisation of expected objectives.[11] Thus, the realisation of policy and process development and implementation has and will continue to be out of the control of the TfP Programme.

Notwithstanding, if the TfP Programme is able to ensure its commitment to the AU is at the centre and focus of its support[12] in a predictable, coordinated and sustainable manner,[13] then there will be immense opportunities for the programme to provide direct support to processes recommended by AU policy organs. This is based on the fact that the AU has demonstrated its willingness to work not only with the TfP Programme but with the Norwegian government as a whole, through the signing of a memorandum of understanding on the margins of the January 2015 AU Assembly of Heads of State in Addis Ababa, Ethiopia. Thus, the programme should capitalise on such demonstrated commitments, including engagement with the PSOD through its participation at the annual general and international advisory board meetings,[14] to align its support to identified and recommended processes and strategic areas of support that the AU prioritises. This will ensure the achievement of greater results by the TfP Programme in its support to the AU in enhancing the civilian (and police) dimensions of AU PSOs, within a multidimensional context. ▲

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Endnotes

1   This was done in association with, and with the support of, the African Peace Support Trainers Association (APSTA).

2   An ASF Civilian Staffing, Training and Rostering Workshop was held in Kampala, Uganda from 10 to 12 July 2008. The main recommendations of the workshop were subsequently endorsed by the Third Ordinary Meeting of the Specialised Committee on Defence, Safety and Security, 15 May 2009, in Addis Ababa, Ethiopia.

3   The RSM was established as a joint project between the AU Commission, the Royal Norwegian Embassy in Addis Ababa and the Norwegian Refugee Council (NRC) in June 2013. It is intended to support the development of the civilian dimension of AU peace support operations with reference to planning, deployment, management and support. The RSM is intended as an interim measure until such time that these needs can be addressed through the AU's internal mechanisms.

4   This study was led by the Norwegian Institute for International Affairs (NUPI), with contributions from other TfP partners, to understand the training-deployment dilemma and find ways of addressing this gap.

5   The ACS Roster is the official approved nomenclature of the initially referred to ASF Civilian Roster to ensure incorporation of military and police components, post-conflict reconstruction and development and mediation capacities beyond the Peace and Security Department, including Political and Social Affairs as well as other relevant departments.

6   This is in line with the ASF Training Policy, which is currently under review.

7   This process is currently being implemented, based on recommendations from the ASF Training Needs Analysis conducted in 2015 by APSTA.

8   The AMISOM JMTC was established in 2014 by the AU PSOD as the first-ever mission training cell within an AU PSO to coordinate mission training with strategic guidance and support from the AU PSOD.

9   AFISMA was followed by the AU Mission to Mali and the Sahel, whilst MISCA was followed by the AU Mission to the CAR.

10 Launched at the 19th Ordinary Session of the Policy Organs of the AU, held in Addis Ababa, Ethiopia in July 2012.

11 The Specialised Technical Committee on Defence, Safety and Security is one of the main AU decision-making organs for peace and security that holds one annual Ordinary Meeting, with the possibility of having one Extra Ordinary Meeting only when there is a really serious need to discuss or endorse particularly important and timely issues.

12 This commitment was made by the Deputy State Secretary of the Norwegian government during the International Advisory Board (IAB) Meeting in Oslo, Norway in November 2014.

13 The AU PSOD participated in the 2014 TfP IAB and reiterated that predictability, coordination and sustainability of support from TfP will definitely facilitate a more successful partnership and support to enhancement of AU PSO processes.

14 AU PSOD's participation in such meetings have been a way of ensuring linkages between TfP partners and the PSOD as a beneficiary of the programme, in terms of ensuring that the actual and prioritised needs of the AU PSOD are understood by TfP partners, to ascertain their support and contribution to the implementation of such initiatives in cooperation with the AU PSOD.

FROM RESEARCH TO PRACTICE: LINKING THE TRAINING FOR PEACE PROGRAMME'S RESEARCH TO POLICY DEVELOPMENT AND TRAINING IN PEACE OPERATIONS

BY **KWESI ANING AND FESTUS KOFI AUBYN**

Introduction

The planning, conduct and management of peace operations by the United Nations (UN), the African Union (AU) and its regional economic communities/regional mechanisms (REC/RMs) have improved significantly when compared to the early 1990s. Multiple factors have converged to explain this development, but critical among them is the impact of high-quality research undertaken by numerous stakeholders in the field of peace operations.

One of the many stakeholders that has contributed to policy development and training for peace operations through applied research is the Training for Peace (TfP) in Africa

Above: The Training for Peace Programme's Research Network on a field visit in Mogadishu, Somalia for the study on Policing in Peace Operations in Africa (January 2014).

The Kofi Annan International Peacekeeping Training Centre (KAIPTC) conducted a study on the processes of recruitment, selection, training and deployment of female police personnel to peace operations in four West African countries.

Programme. Since the inception of the TfP Programme in 1995 by the Norwegian government, it has worked through civil society organisations, training and research institutions to strengthen African civilian and police capacity for peace operations.

Current TfP partners include the Kofi Annan International Peacekeeping Training Centre (KAIPTC) in Ghana, the African Centre for the Constructive Resolution of Disputes (ACCORD) in South Africa, the Institute for Security Studies (ISS) in South Africa, and the Norwegian Institute of International Affairs (NUPI) in Norway. With a focus on training, rostering, policy facilitation and applied research, the TfP Programme and its partners have contributed actively to placing the civilian, police and multidimensional aspects of peace operations on the international and African peace and security agenda.

This article examines the diverse research undertaken by TfP partners in supporting policy processes and training for peace operations. It specifically looks at how TfP research over the years has impacted on policy development and training for peace operations in Africa. The article begins by providing an overview of the different research undertaken by TfP partners. Although research by TfP partner institutions differs in terms of priorities and emphasis, the article focuses on the four thematic areas of the programme: women, peace and security; the protection of civilians; civilian capacity; and police capacity. The next section examines the linkages between TfP research and policy development in peace operations, on the one hand, and TfP research and training, on the other. The article concludes by providing pragmatic recommendations on how the relationship between TfP research, policy development and training can be further enhanced for sustainable peace and security in Africa.

Overview of TfP Research Undertaken by Partner Institutions

Research is an important component of the TfP Programme, and forms the basis of most activities and programmes undertaken by TfP and its partners. While TfP partners conduct most of their research on their own, some studies are undertaken collaboratively with other institutions. The objective of research carried out by partners

has primarily focused on building sustainable capacity for peace operations in the UN, AU and African REC/RMs, albeit with different priorities and emphases. The bulk of TfP research has focused on areas such as women, peace and security; the protection of civilians; civilian capacity; police capacity; critical African peace and security policy issues; and several thematic topics important for peace operations and peacebuilding in Africa. Reports and peer-reviewed articles on different aspects of these thematic areas have been published by TfP partners in the form of paper series, manuals, handbooks, occasional papers, policy briefs, monographs, books and academic journals. TfP research findings have also been presented in several policy-oriented conferences organised by the partners, the UN, AU, RECs/RMs and other organisations.

Women, peace and security

The implementation of UN Security Council (UNSC) Resolution 1325 and subsequent resolutions have a special focus on all TfP activities. In view of this, TfP partners have carried out several studies on women, peace and security in efforts to achieve the objectives set out in the various UNSC resolutions. Two important studies by the KAIPTC are worth mentioning. Between 2013 and 2014, the KAIPTC conducted a study on the processes of recruitment, selection, training and deployment of female police personnel to peace operations in four West African countries (Ghana, Burkina Faso, Liberia and Sierra Leone).[1] Within the same period, the KAIPTC undertook a training needs assessment on conflict-related sexual violence (CRSV) in Mali, in collaboration with the UN Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict (UNOSVC).[2] The results of these two studies showed significant gaps and challenges in the implementation of UNSC Resolution 1325. Similarly, NUPI carried out research on the implementation of UNSC Resolution 1325 in peace operations, focusing on the AU Mission in Somalia (AMISOM) and the UN Organisation Stabilisation Mission in the Democratic Republic of the Congo (MONUSCO).[3] The study report was particularly significant for policy and capacity-building, due to the prevalence of issues such as sexual violence and human rights abuses. The ISS also developed a cross-cutting gender manual for peace operations in 2013, as part of its technical support to the Southern African Regional Police Chiefs Cooperation Organisation (SARPCCO) and East African Police Chiefs Cooperation Organisation (EAPCCO). The manual provides concrete tools for civilians, police and military personnel to apply gender perspectives in their work.

Civilian dimension

ACCORD has published two important books relating to the civilian dimension of peacekeeping: the *Civil Affairs Handbook* in 2012[4] and *The Civilian Dimension of the African Standby Force* in 2010.[5] Both books are utilised by
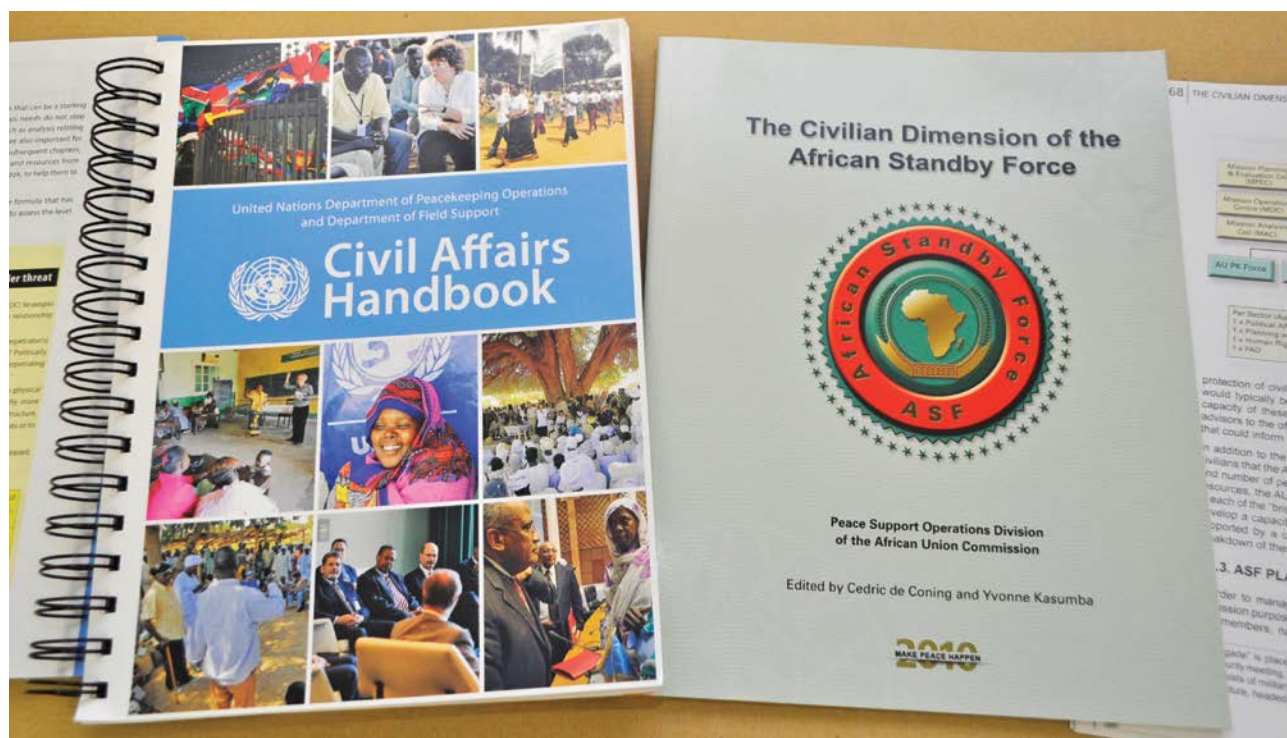
The *Civil Affairs Handbook* (2012) and *The Civilian Dimension of the African Standby Force* (2010) publications are used by the United Nations and African Union (AU) in the training of civilian peacekeepers and the development of policies for the civilian dimensions of AU missions.

The Training for Peace Programme's Research Network's 2013 research report revealed that training for police officers that are deployed to African Union peace operations should be differentiated to take into consideration the robust nature of such missions.

the UN and AU in the training of civilian peacekeepers and the development of policies for the civilian dimensions of AU missions. Similarly, NUPI published several research reports and papers on triangular cooperation for developing civilian capacity in South Sudan, as part of its support to the UN civilian capacity reform initiative.[6] The country was singled out as a testing ground for the operationalisation of civilian capacity reform by the UN Secretary-General.[7] A report and a policy brief were also published by the KAIPTC in 2009 and 2010 respectively on the civilian component of the Economic Community of West African States (ECOWAS) Standby Force.[8]

Police dimension

Research in the area of policing in peace operations received special attention from partners, when they decided to establish a joint TfP Research Network in 2013. The network, which comprises all the TfP partners, agreed to conduct joint research in Somalia, Mali and Darfur on policing in AU and UN peace operations. The focus on the three missions followed the recommendations of the TfP police review report in January 2013,[9] as well as the research undertaken in preparation for the 'Strategic Guidance Framework for International Police Peacekeeping – Framing

the Framework' Challenges Forum Research Seminar on UN police reform, held in Oslo, Norway in March 2014.[10] All the fieldwork was completed in 2014 and four reports, containing the findings from the AU and UN missions in Darfur, Mali and Somalia, have been published.[11] The reports highlighted the need for effective training and capacity-building of police personnel in the missions, and the need to enhance the status of police officers and policing in peace operations. Most importantly, the studies indicated that training for police officers who are deployed to AU peace operations should be differentiated to take into consideration the robust nature of those missions, which entail more security risks and different tasks in the field. Apart from the partners' joint research, special field research on policing in peace operations was undertaken by the ISS in preparation for in-mission training for police officers in the UN Mission in South Sudan (UNMISS) in 2013.[12]

Protection of civilians

The KAIPTC has produced four different publications on the protection of civilians, focusing on the UN mission in Côte d'Ivoire and the 2011 intervention of the North Atlantic Treaty Organisation (NATO) in Libya.[13] In 2012, ACCORD published a special issue of *Conflict Trends* magazine on the

CONFLICT TRENDS

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ACCORD
20 YEARS OF CONTRIBUTING TO PEACE

Protection of Civilians in Peacekeeping in Africa

In 2012, the African Centre for the Constructive Resolution of Disputes (ACCORD) published a special Issue of *Conflict Trends* on the 'Protection of Civilians in Peacekeeping in Africa'.

protection of civilians in peacekeeping in Africa. NUPI has also published extensively on the subject, including a book in 2013.[14]

In addition to TfP's four main thematic focus areas, research by partners has also been concentrated on different issues related to peace operations in Africa. For example, studies have been conducted on the unintended consequences of peacekeeping;[15] challenges and opportunities for the AU Peace and Security Council;[16] the role of ECOWAS in Mali and Guinea Bissau;[17] UN peacekeeping and prospects for conflict resolution in Africa; big data and new technological developments;[18] the HIV/AIDS dimensions of disarmament, demobilisation and reintegration and security sector reform processes in post-conflict reconstruction;[19] the responsibility to protect in Africa;[20] and the future of Africa's peace operations.[21]

Linking Research to Policy Development in Peace Operations: The TfP Experience

The relationship between research and policy development is not always direct, due to the complexities related to tracing causality in an environment where there are multiple intervening factors. There are also challenges related to isolating the effect a particular research publication

may have had. Monitoring the outcomes of TfP-funded research on policy-making processes was mentioned in the 2014 TfP evaluation report by the Chr. Michelsen Institute as one of the difficulties confronting the effective tracing of research impact on policy.[22] Research informs policy incrementally and over time. TfP research has influenced policy development in peace operations in several ways. Since the creation of the TfP Programme almost two decades ago, the partners have made crucial contributions in advancing policy debates on relevant African and global peacekeeping and post-conflict issues, as well as the policy development of African institutions in relation to peace operations.[23] In particular, the TfP Programme has contributed to AU policies – for example, the Peace Support Operations Department (PSOD) documents on the African Standby Force (ASF), especially in the areas of the civilian and police dimensions of the ASF. The cumulative impact of the TfP Programme was reflected in the invitation extended to TfP partners – by both the AU and the UN – to host the consultations of the UN High-level Independent Panel on Peace Operations in Addis Ababa, and to make substantive inputs to both the African Common Position on the UN Panel as well as directly to the UN Panel.[24]

SINCE THE CREATION OF THE TFP PROGRAMME ALMOST TWO DECADES AGO, THE PARTNERS HAVE MADE CRUCIAL CONTRIBUTIONS IN ADVANCING POLICY DEBATES ON RELEVANT AFRICAN AND GLOBAL PEACEKEEPING AND POST-CONFLICT ISSUES, AS WELL AS THE POLICY DEVELOPMENT OF AFRICAN INSTITUTIONS IN RELATION TO PEACE OPERATIONS

Generally, the different research studies conducted by partner institutions have increased the knowledge available for policy development at the national, regional and international levels; broadened the scope of existing policies; and promoted the emergence of new ideas, policies and skills in peace operations. NUPI's 2013 research project. titled 'Learning from Experience – International Police Reform', which sought to generate new knowledge about policing in peace operations to improve police trainings and functions, is a case in point.[25] TfP research has also helped the UN, AU, African RECs, AMISOM and UN missions in Sudan, South Sudan and Liberia to formulate, document, analyse and apply innovative ideas and practices from past and current peace operations.[26] In addition, various research studies by TfP partners have encouraged the development of

The Training for Peace Programme has provided specialised needs-based training courses for more than 9000 civilian and police officers about to be deployed or already deployed to United Nations and African Union missions.

a common understanding and application of peacekeeping doctrines within Africa.

TfP's research on the civilian and police component has been more relevant to policy work. One example is ACCORD's ASF civilian dimension book, which was developed in collaboration with the AU. The publication has been utilised extensively by the AU, RECs and state and non-state actors in developing regional-specific civilian dimension policy frameworks and shaping the role of civilians in AU peace operations. Likewise, the *Civil Affairs Handbook*, developed in partnership with the UN Department of Peacekeeping Operations (DPKO), also serves as a reference guide for new and experienced civil affairs officers in both UN and AU missions. As a continuation of this work, NUPI has conducted research on local peacebuilding and supported policy processes to develop UN guidelines for understanding and responding to local perceptions and state-society relations in peacekeeping missions. This work has also increasingly involved the AU, which is facing similar challenges in newly liberated areas in Somalia. More significantly, another document that has provided policy-makers with a one-stop reference point for decision-making on West African regional security is the *KAIPTC*

Compendium of ECOWAS Peace and Security Decisions, Protocols and Peace Agreements, published in 2010.[27] The compendium is a compilation of all ECOWAS's security-related instruments, which was previously difficult to access in one comprehensive document. Also important is the ISS's included guidance on gender mainstreaming, developed for the South Africa National Defence Force (SANDF) in 2013. Through this guidance, the SANDF has defined its direction on gender mainstreaming with respect to peace and security on the African continent. NUPI has also been active in indirect policy support to the Norwegian Ministry of Foreign

THE PUBLICATION HAS BEEN UTILISED EXTENSIVELY BY THE AU, RECS AND STATE AND NON-STATE ACTORS IN DEVELOPING REGIONAL-SPECIFIC CIVILIAN DIMENSION POLICY FRAMEWORKS AND SHAPING THE ROLE OF CIVILIANS IN AU PEACE OPERATIONS

Affairs and the UN, through its research on the protection of civilians, the implementation of UNSC Resolution 1325 and the police dimension of peace operations.

TfP research impact on policy development is also evident in the provision of technical assistance to the UN, AU and missions in Africa. Between 2010 and 2011, TfP supported the UN DPKO in the development of the Protection of Civilians Strategic Framework and assisted with the implementation of the framework in specific missions. In 2013, TfP partners also supported UN Police reform (the Strategic Guidance Framework) and UN missions such as UNMISS, and participated in the AU assessment team of the ASF. In the same period, the TfP supported and cooperated with the African Peace Support Trainers Association (APSTA) to enhance needed civilian capacities of AU missions, such as AMISOM.

The Nexus between TfP Research and Training

TfP has, since 1995, provided specialised needs-based training courses for more than 9 000 civilian and police officers about to be deployed or already deployed to UN and AU missions.[28] Research within the programme contributes to improving these trainings and other capacity-building initiatives. TfP research is used in designing, updating and improving training curricula and, moreover, serves directly as training material for courses. For example, an assessment and evaluation by the ISS in 2013 led to the redesign and upgrading of the standard UN Police Officers Course (UNPOC) to respond to the changing demands of the peacekeeping environment. The revision of the UNPOC was finalised in 2014, with additional upgrading in accordance with the new UN policy for policing in peace operations.

At the global and continental levels, TfP partners are involved in the development of AU and UN training standards and curricula for the police and civilian dimensions of peace operations. In 2013, TfP partners supported the UN DPKO in the development of the protection of civilians training materials and assisted in the training or capacity-building of personnel in certain African missions, such as AMISOM.

Research has also helped to develop new understanding, knowledge and approaches that provide the basis for more effective training and education by partners. Hitherto, the conduct of training was not based on any needs assessment. Today, however, the training methodology of almost all TfP partner institutions is based on research and specific mission needs. ACCORD's engagement with UNMISS and the provision of mission-specific training for the civil affairs

UN PHOTO/ISAAC BILLY

Research on female participation in peace operations has led to an increase in participation of women police officers in all training courses, including English language courses, to increase female inclusion in United Nations and African Union peace missions.

officials of the mission is an example of how research findings have been used to advance training. Equally, the KAIPTC has developed an innovative approach to working out new training courses and updating existing courses, based on research conducted by the TfP Programme. KAIPTC courses in conflict prevention, police pre-deployment training, police middle management, the prevention of sexual and gender-based violence, and CRSV were developed according to this methodology. At the KAIPTC, TfP publications have either served directly as training material for courses or as guidance for the development of training curricula and manuals.[29] In 2013, findings from a TfP-funded training needs assessment on CRSV in Mali was used to develop the curriculum for the KAIPTC CRSV course, in collaboration with the UNOSVC.[30] ISS research on policing in peace operations has also been instrumental in the development and updating of its pre-deployment training materials for SARPCCO, EAPCCO and personnel about to be deployed to UN and AU peace operations.

TFP RESEARCH HAS CONTRIBUTED TO INCREASED KNOWLEDGE IN ISSUES RELATED TO PEACE OPERATIONS AND HAS ENHANCED THE PLANNING, MANAGEMENT AND IMPLEMENTATION OF PEACE OPERATIONS IN RESPONSE TO THE CHANGING DYNAMICS OF CONFLICT IN AFRICA

Furthermore, based on a needs assessment conducted by the ISS and the KAIPTC, new training courses have been developed for police mid-level management in response to the training gaps that were identified between the strategic and tactical levels. Research on female participation in peace operations has also led to an increase in the participation of women police officers in all training courses organised or funded by the programme and the introduction of special driving courses, as well as English language courses, to increase female participation in UN and AU peace missions.[31]

Concluding Thoughts

Research, policy support and training have been, and continue to be, highly significant and reinforcing of the overall strategic design of TfP interventions. As demonstrated in this article, TfP research has contributed to increased knowledge in issues related to peace operations and has enhanced the planning, management and implementation of peace operations in response to the changing dynamics of conflict in Africa. It has also advanced policy debates on

relevant peacekeeping and post-conflict issues in Africa, and promoted the emergence of new ideas, policies and skills in peace operations. In addition, TfP research is used to design, update and improve curricula/modules and training material for courses.

While TfP research has made a positive impact on training and policy development in peace operations, more could be done to enhance the effective use of research results. First, the synergies between TfP researchers, policymakers and peacekeeping trainers need to be enhanced. Second, better means of sharing research outputs with policymakers should be developed to enable effective access to and use of research results. Presenting research findings in summary form, using clear and simple language, documenting all partners' research in accessible databases and organising regular roundtables to promote research findings with media assistance can help in this regard. Third, TfP research should be more tailored to the impending priorities and needs of policymakers, and not individual and institutional interests. In this regard, the discourse should not only focus on how research feeds into policy development and training, but rather how policy and training needs influence research. Lastly, TfP researchers need to understand decision-making processes, especially within the African RECs, and what roles they can play to better support such processes. Overall, the TfP Programme's research impact on policy development and training has significantly improved the planning, conduct and management of peace operations by the UN, AU and REC/RMs in Africa. ▲

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30 Annan, Nancy and Avoxe, Evelyn (2013) *op. cit.* The courses have been conducted in Côte d'Ivoire and Mali to enhance the capacity of approximately 120 participants from national security agencies, peacekeeping related organisations, academia and civil society organisations with skills to prevent and respond to conflict-related sexual violence.

31 The Norwegian Police Directorate – a supporting partner in the TfP Programme – conducted a driving and English course for 68 female police officers of the Malawi National Police in February 2013, to help them pass the UN Selection Assistance and Assessment Team test for peace operations.
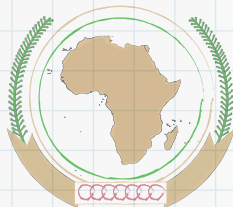
Beyond Numbers:
The Impact of TfP Training on Peacekeeping in Africa

By Olivia Victoria Ajax and Ndubuisi Christian Ani

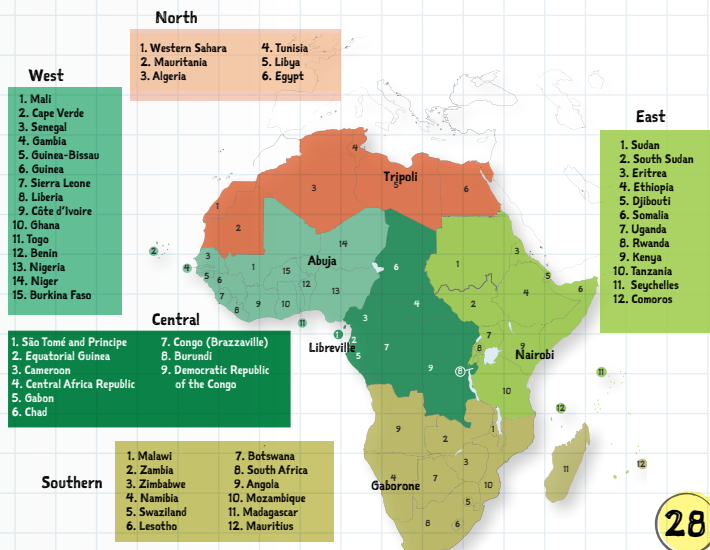## What is the Training for Peace Programme?

THE ROYAL NORWEGIAN
MINISTRY OF FOREIGN AFFAIRS

The Training for Peace (TfP) Programme is an international capacity-building programme funded by the Norwegian Ministry of Foreign Affairs. Its strategic goal is to build sustainable African capacity for peace operations in the United Nations (UN), African Union (AU) and African regional economic communities/regional mechanisms (RECs/RMs). The programme seeks to contribute to this goal in two ways: through the development of competent peacekeeping personnel, and by supporting the strengthening of organisational systems in the UN, AU and RECs/RMs. To achieve the first objective, TfP partners provide contextual and high-quality training, as well as contribute to the development and strengthening of well-functioning recruitment and roster systems. The second objective is achieved through supporting the development of appropriate policy frameworks utilised by the stakeholders in peace operations, as well as carrying out relevant and high-quality research.

ISS PHOTO

North
1. Western Sahara
2. Mauritania
3. Algeria
4. Tunisia
5. Libya
6. Egypt

West
1. Mali
2. Cape Verde
3. Senegal
4. Gambia
5. Guinea-Bissau
6. Guinea
7. Sierra Leone
8. Liberia
9. Côte d'Ivoire
10. Ghana
11. Togo
12. Benin
13. Nigeria
14. Niger
15. Burkina Faso

Central
1. São Tomé and Principe
2. Equatorial Guinea
3. Cameroon
4. Central Africa Republic
5. Gabon
6. Chad
7. Congo (Brazzaville)
8. Burundi
9. Democratic Republic of the Congo

East
1. Sudan
2. South Sudan
3. Eritrea
4. Ethiopia
5. Djibouti
6. Somalia
7. Uganda
8. Rwanda
9. Kenya
10. Tanzania
11. Seychelles
12. Comoros

Southern
1. Malawi
2. Zambia
3. Zimbabwe
4. Namibia
5. Swaziland
6. Lesotho
7. Botswana
8. South Africa
9. Angola
10. Mozambique
11. Madagascar
12. Mauritius

Tripoli

Abuja

Libreville

Nairobi

Gaborone

TfP Programme Partners

THE NORWEGIAN INSTITUTE OF INTERNATIONAL AFFAIRS (NUPI)	THE INSTITUTE FOR SECURITY STUDIES (ISS)	THE AFRICAN CENTRE FOR THE CONSTRUCTIVE RESOLUTION OF DISPUTES (ACCORD)	THE KOFI ANNAN INTERNATIONAL PEACEKEEPING TRAINING CENTRE (KAIPTC)	THE AFRICAN CIVILIAN STANDBY ROSTER FOR HUMANITARIAN AND PEACEBUILDING MISSIONS (AFDEM) LEFT TFP IN 2013	+ SUPPORTED BY	THE INTERNATIONAL SECTION AT THE NORWEGIAN POLICE DIRECTORATE (POD)	THE EASTERN AFRICA STANDBY FORCE COORDINATION MECHANISM (EASFCOM)

TfP's Training Methodology and its Impact on Peace Operations in Africa

The TfP Programme's training methodology has evolved over the years in response to the changing needs of peace missions on the continent, as well as in response to recommendations from external evaluations that sought to increase the impact of training. This evolution came about from conducting once-off trainings to engaging in training processes based on tailor-made in-mission courses, pre-deployment or induction courses and other specialised training courses. The courses – delivered through a combination of lectures, case studies, group discussions and exercises, presentations, visual aids, role-playing and debates – provide for a collaborative approach to learning.

The programme's training methodology is undertaken in the following generic sequence, which seeks to target the specific needs of civilian, military and police personnel at the operational level of peace operations.[1] This process varies slightly from partner to partner.

1. Training needs, assessment & research
2. Training design & curriculum development
3. Actual training: in-mission, pre-deployment & training of trainers
4. End of training evaluation
5. Linking training & rostering
6. Long-term evaluation - lessons learned & best practices

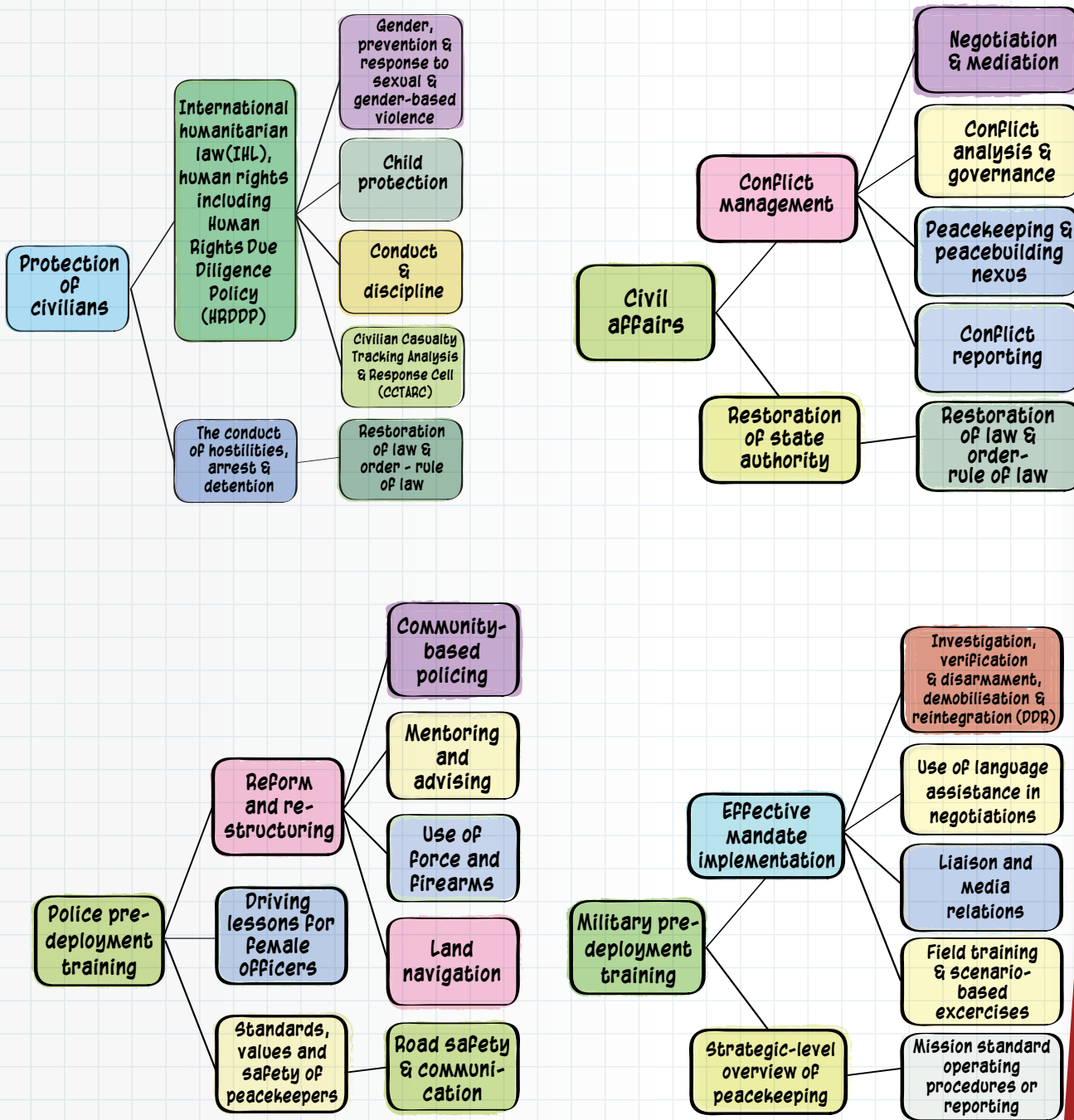Result: personnel receive relevant and high-quality training

The TfP Programme's use of training needs assessments and research informs the various courses it conducts. The training process illustrated above, which focuses on a results-based approach, engages the programme to be more responsive to the needs of AU and UN missions in shaping training in Africa. The TfP Programme contributes to discussions on lessons learned and best practices for the harmonisation and standardisation of multidimensional training for peace operations in Africa, pioneered by the African Peace Support Trainers Association (APSTA), and works closely with the AU to achieve this. The pre-deployment and in-mission training processes are very effective in preparing competent peacekeeping personnel in the required and relevant knowledge needed to carry out their roles and functions in several thematic or cross-cutting issues in the mission.
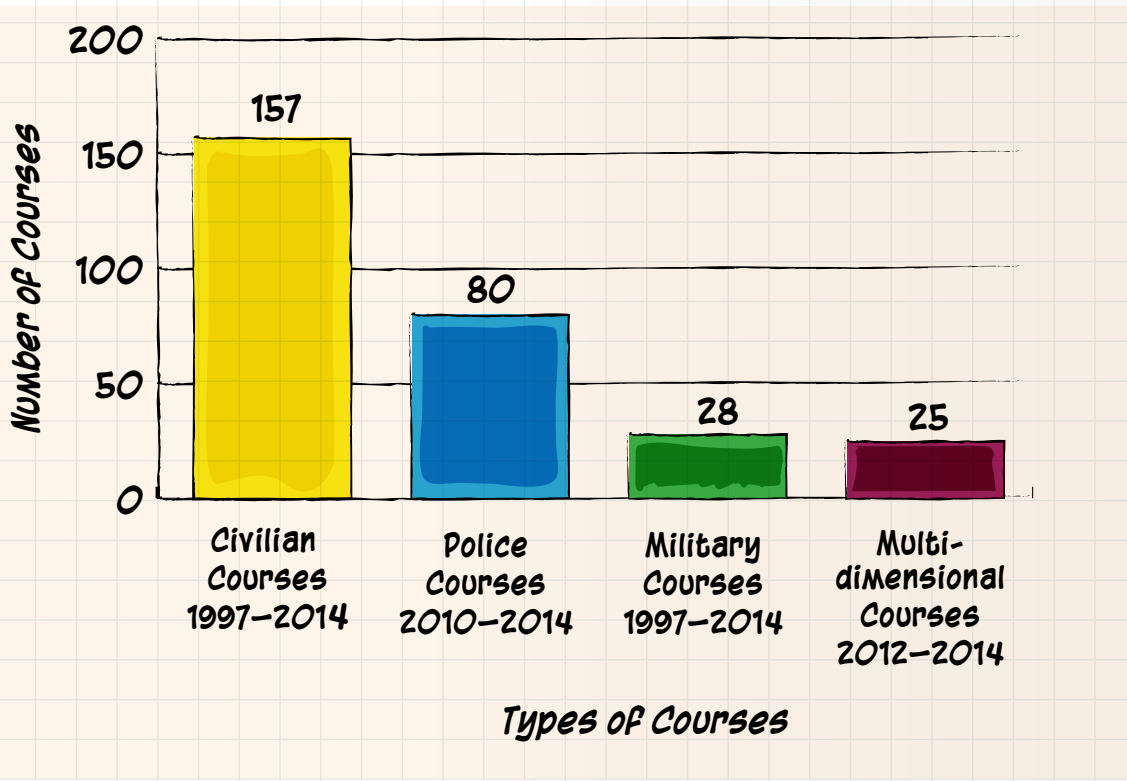
Overview of TfP Training

Training conducted by the TfP Programme is based on key thematic areas. These include conflict-related sexual violence, gender in peace support operations (PSOs), protection of civilians (PoC) and conflict management. The training comprises pre-deployment training, in-mission training, specialised training, field training and scenario-based exercises, and the training of trainers.

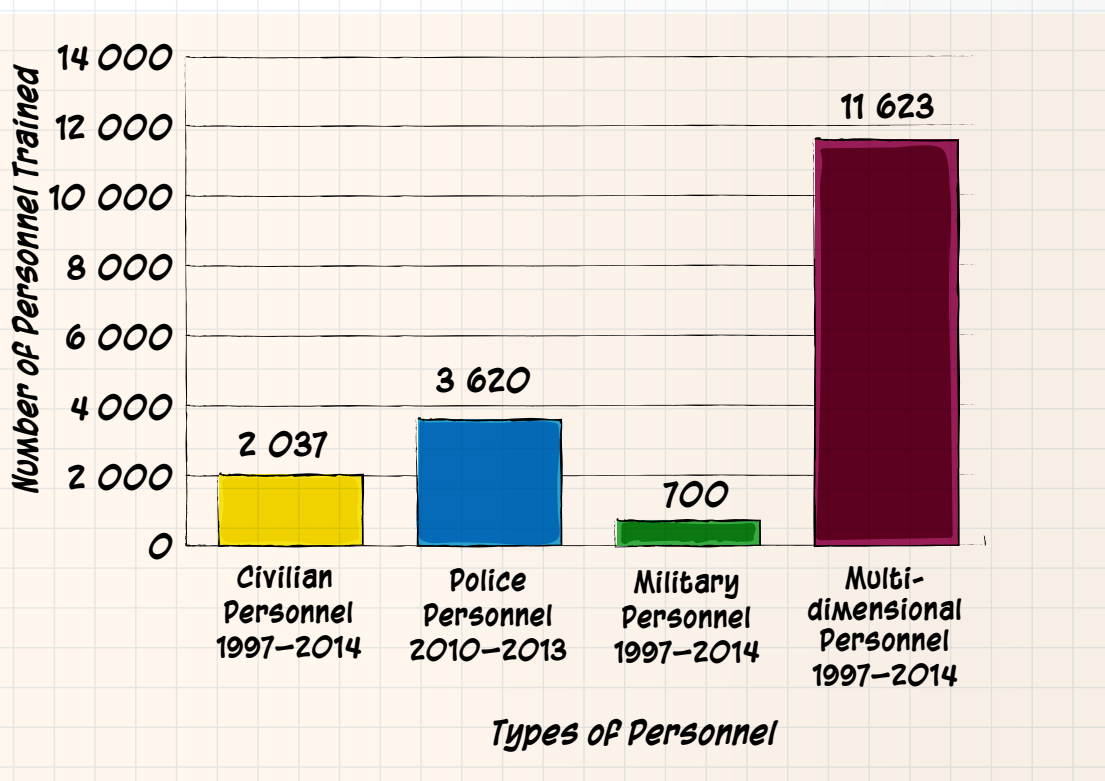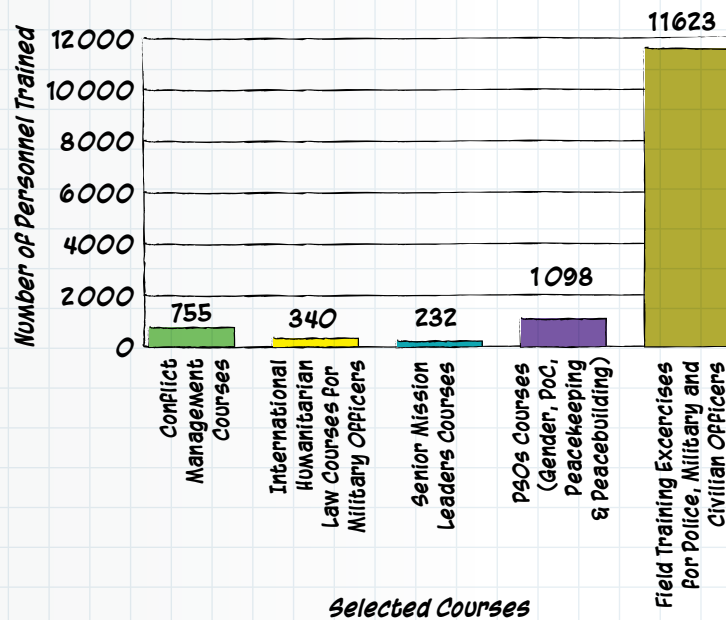TfP training courses have built capacity in the following areas.

Protection of civilians

- International humanitarian law(IHL), human rights including Human Rights Due Diligence Policy (HRDDP)
  - Gender, prevention & response to sexual & gender-based violence
  - Child protection
  - Conduct & discipline
  - Civilian Casualty Tracking Analysis & Response Cell (CCTARC)
- The conduct of hostilities, arrest & detention
  - Restoration of law & order - rule of law

Civil affairs

- Conflict management
  - Negotiation & Mediation
  - Conflict analysis & governance
  - Peacekeeping & peacebuilding nexus
  - Conflict reporting
- Restoration of state authority
  - Restoration of law & order-rule of law

Police pre-deployment training

- Reform and re-structuring
  - Community-based policing
  - Mentoring and advising
  - Use of force and firearms
  - Land navigation
- Driving lessons for female officers
- Standards, values and safety of peacekeepers
  - Road safety & communication

Military pre-deployment training

- Effective mandate implementation
  - Investigation, verification & disarmament, demobilisation & reintegration (DDR)
  - Use of language assistance in negotiations
  - Liaison and media relations
  - Field training & scenario-based excercises
- Strategic-level overview of peacekeeping
  - Mission standard operating procedures or reporting

Recorded Number of Courses Conducted by TfP[2]

Number of Courses (y-axis): 0, 50, 100, 150, 200

- Civilian Courses 1997–2014: 157
- Police Courses 2010–2014: 80
- Military Courses 1997–2014: 28
- Multi-dimensional Courses 2012–2014: 25

Types of Courses

Recorded Number of Civilian, Police and Military Personnel Trained[3]

Number of Personnel Trained (y-axis): 0, 2 000, 4 000, 6 000, 8 000, 10 000, 12 000, 14 000

- Civilian Personnel 1997–2014: 2 037
- Police Personnel 2010–2013: 3 620
- Military Personnel 1997–2014: 700
- Multi-dimensional Personnel 1997–2014: 11 623

Types of Personnel

Recorded Number of Civilian, Military and Police Personnel Trained in Selected Courses 1997–2014[4]

Bar chart — Number of Personnel Trained vs Selected Courses:
- Conflict Management Courses: 755
- International Humanitarian Law Courses for Military Officers: 340
- Senior Mission Leaders Courses: 232
- PSOs Courses (Gender, PoC, Peacekeeping & Peacebuilding): 1098
- Field Training Excercises for Police, Military and Civilian Officers: 11623

United Nations Security Council Resolution (UNSCR) 1325 and TfP Training

As part of its work on the multidimensional aspects of peace operations, the TfP Programme strives to contribute to the implementation of UNSCR 1325[5] and other cross-cutting issues related to women, peace and security. The statistics shown below provide a general overview on the TfP training and the statistics of women on the African continent whose capacity has been built.[6]

Recorded Number of Female Representation in Selected Courses 1997–2014

Bar chart — Number of Female Personnel Trained vs Selected Courses:
- Conflict Management Courses: 154
- IHL Courses: 15
- Senior Mission Leaders Courses: 19
- PSO Courses: 107
- Field Training Excercises: 400
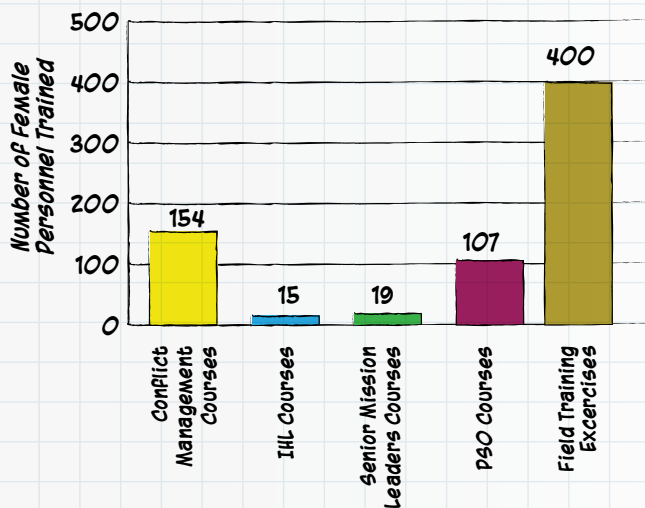
Gender Representation in Police Training

Bar chart — Male & Female Personnel Trained vs Gender Representation:
- Male: 2 599
- Female: 1 021
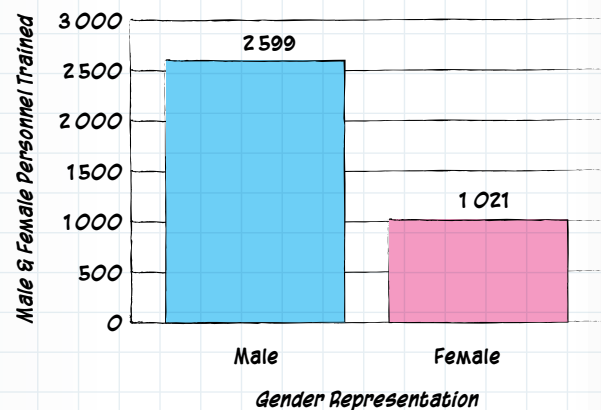
Examples of TfP Training Impact

The civilian component of peace operations	The mid-term review of Norwegian cooperation with ACCORD noted that the civilian training was of high quality, adaptable and well-contextualised.[7] Most trainees noted that the training courses have helped them to undertake civilian roles and functions more effectively. This is demonstrated by their ability to respond appropriately to political challenges and work harmoniously with key stakeholders in communities by utilising the skills derived from TfP training.[8]
The police component of peace operations	Police roles in AU and UN PSOs have become increasingly diverse as peace operations have developed more complex mandates. As a result, training and other needs of AU and UN missions have become increasingly specialised.[9] The review further noted that TfP partners have helped build capacity by facilitating training through the training of trainers. Such training was recognised as sustainable, as it enables African actors themselves to conduct training. The evaluation also found that the volume of training is impressive, with more than 3 700 trainees attending TfP-supported courses in the evaluation period.[10]
The military component	TfP training courses have increased the capacity of military personnel to demonstrate core values and competencies in respecting international humanitarian law in African peace operations.[11]

Training Handbooks and Curricula Developed by the TfP Programme to Support Multidimensional Peacekeeping Training Processes

Curriculum for Conflict Management, 2014

Conflict Management for Peacekeepers and Peacebuilders Course, 2008

Curriculum on Conflict Reporting, 2014

Civilian Military Coordination Handbook, 2010

Gender in Peacekeeping: A Practitioner's Manual, 2013

UN Civil Affairs Handbook, 20123
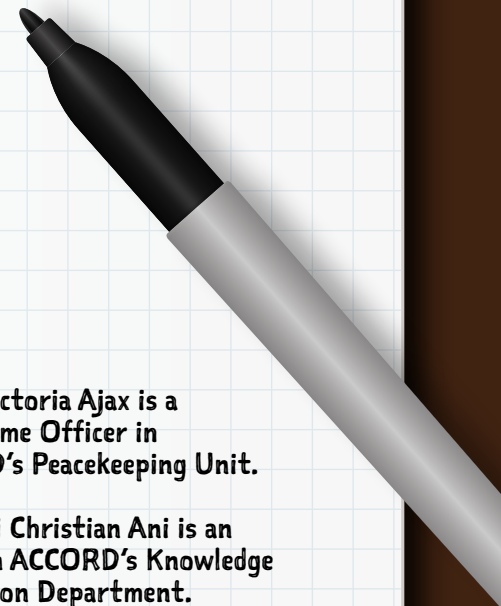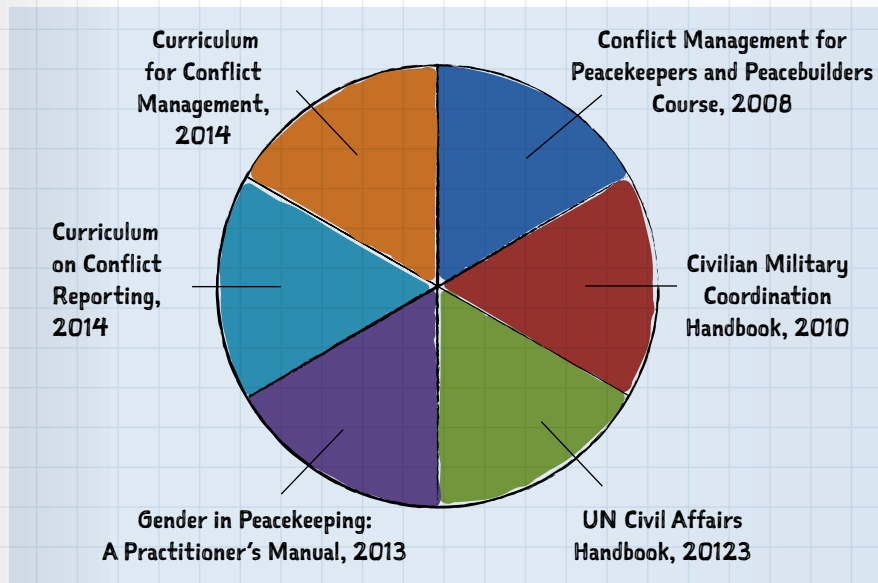
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Ndubuisi Christian Ani is an Intern in ACCORD's Knowledge Production Department.

Endnotes

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2   Norad (2014) 'Building Blocks for Peace: An Evaluation of the Training for Peace In Africa Programme', pp. 37–44, Available at: <http://www.norad.no/globalassets/import-2162015-80434-am/www.norad.no-ny/filarkiv/evalueringsavdelingens-filer/building-blocks-for-peace--an-evaluation-of-the-training-for-peace-in-africa-programme.pdf> [Accessed 22 April 2014]; and TfP/ACCORD (2012) *Consolidated Training Statistics*.

3   The statistics for police personnel were obtained by calculating the total number of police personnel trained on the Training of Trainers, Pre-deployment and Special courses from the Norad evaluation report, as well as the ISS and POD *2014 Annual Progress Report*, pp. 1–20.

4   TfP/ACCORD (2012) Consolidated statistics document.

5   UNSCR 1325 is a landmark international legal framework that addresses not only the inordinate impact of war on women, but also the pivotal role women should and do play in conflict management, conflict resolution and sustainable peace.

6   All gender statistics were obtained from partner institutions and *Norad Report 2015*, p. 34.

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8   Evaluation of UNMISS Conflict Management Training Package, November 2013 (unpublished).

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10 Norad (2014) op. cit., p. 34.

11 TfP (n.d.) *Consolidated Annual Progress Report 2012* (unpublished).

STRENGTHENING POLICING IN AFRICAN PEACE OPERATIONS: THE ROLE OF THE TRAINING FOR PEACE PROGRAMME

BY **GUSTAVO DE CARVALHO, ONNIE KOK AND ANN LIVINGSTONE**

Over the past 20 years, several initiatives have been developed to support African multidimensional peace operations (POs). These initiatives have been developed in response to the dramatic changes in the international community's reaction to violent conflict. In this context, rule of law (RoL) is a critical challenge for countries emerging from conflicts. And while military and civilian components have also engaged in developing strategies towards strengthening RoL at national and local levels, no PO component has been more affected than that of the police,

whose principal role is to assist in the development of RoL frameworks in countries emerging from conflict.

The international community has identified a wide range of RoL activities, including developing a national police

Above: The role of internationally deployed police in peace operations has expanded rapidly over the last decade, and has included executive mandates that safeguard law and order while also facilitating the development of domestic police services.

The African Union Mission in Somalia's (AMISOM) police units work with their counterparts in the Somali national police to provide security to Mogadishu, in addition to training and mentoring national police officers on policing techniques and practices (November 2012).

capacity within the host country; supporting actions for the protection of civilians (PoC) under imminent threat; assisting security sector reform (SSR); supporting the disarmament, demobilisation and reintegration (DDR) of ex-combatants; mentoring the building of the judicial and correctional services institutional infrastructure within the criminal justice chain; and addressing issues of sexual abuse, sexual and gender-based violence and violence against children and vulnerable persons as critical components of a stable and secure state.

The aim of this article is to briefly examine the evolving context of POs and international responses on the African continent, to detail the evolution of policing roles and responsibilities. It discusses how police officers' required skills and knowledge are now focused on building the capacity of police personnel, who are able to effectively and efficiently implement their mission's mandated tasks.

This article reviews the shift towards increasing the continental PO responses in Africa, which has resulted in adapting training needs and organisational capacities and capabilities to prepare police personnel for deployment to PO missions. African institutions and partnerships

have supported the development of those capacities and challenges, supported capacity building through innovative approaches, and assisted in the development of policies. To illustrate how institutions have supported overall African PO responses, this article examines the Training for Peace (TfP) Programme partnership's work with African police.

The Development of Peace Operations in Africa, and its Police Components

In societies emerging from war, citizens often fear local police, who may have been associated with the conflict. Deploying to these communities, United Nations Police must do more than help rebuild damaged infrastructure – they must repair broken faith in the authorities.

Jan Eliasson
United Nations Deputy Secretary-General[1]

During the last 60 years, peacekeeping operations have evolved from monitoring and observer missions into multidimensional and sometimes integrated POs mandated to take on tasks that are designed to create an enabling

The Kofi Annan International Peacekeeping Training Centre (KAIPTC) has conducted several trainings for police officers on the continent, including training for the United Nations Mission in Darfur (UNAMID).

environment for the implementation of an overarching peace process. The 1990s demonstrated the increased challenges faced by the United Nations (UN) in responding to conflicts worldwide, but particularly in Africa. During that time frame, there were few regional responses, as the Organization for African Unity (OAU) had a limited role in supporting countries in conflict. The emergence of the African Union (AU) from the OAU in 2002 set the groundwork for a more robust response to continental conflict. History is rife with examples of ineffective international and regional responses during the early 1990s, as evidenced by the responses to violent conflicts in Rwanda, Somalia and the former Yugoslavia.

With the end of the cold war, *An Agenda for Peace* (1992) outlined the changes to the international community, with particular emphasis on 'New Departures for Peacekeeping',[2] making note of the difficulty in obtaining the necessary numbers of police needed to support post-conflict reconstruction of institutions of democratic governance. Generally speaking, whether POs were deployed to the African continent or elsewhere, they relied heavily on the military to implement the mandates. Police were categorised as civilians and were referred to as civilian police (CIVPOL), and their specific roles and responsibilities

were poorly defined. The reality was that there was no clear role for the police component in terms of actually effecting change, developing local capacity and supporting RoL implementation and development.

Recent interventions by the UN have shown the continued evolution of POs, with more robust approaches to ensuring that peace processes are not derailed by spoiler elements and that the PoC under imminent threat in these conflict environments remains a priority. Not only has the UN involvement in peacekeeping operations continued to evolve in response to the conflict landscape, but POs by regional organisations such as the AU have also increased their range of responses to conflicts on the continent. For example, AU-led POs have faced significant challenges trying to create conditions favourable for implementing the RoL framework that includes PoC and with sufficient security to enable political dialogue, as well as the capacity for the host country to develop national solutions to the conflict.[3]

The role of internationally deployed police in POs has expanded rapidly over the last decade, and has included executive mandates that safeguard law and order while also facilitating the development of domestic police services. The role of police was further reinforced in *The Report of the High Level Panel on UN Peace Operations*, known as

the 'Brahimi Report', which focused on improving UN peacekeeping operations.[4] In 2000, this report called for a "doctrinal shift" in the use of police and other RoL elements to support a greater focus on reform and restructuring activities.[5] The panel recommended that police work together with their justice, corrections and other RoL colleagues in a coordinated and integrated manner. This led to the creation of the Police Division in 2000 and, in 2007, it became part of the Department of Peacekeeping Operations (DPKO) Office of Rule of Law and Security Institutions (OROLSI).[6]

Development of the African Police Capacity for Peace Operations

While AU member states recognise that police play a central and strategic role in the restoration of public safety and security, the police were not fully involved in the initial stages of the African Peace Support Architecture (APSA). APSA was aimed at providing a systematic African continental framework that would provide "African solutions to African challenges" in relation to the prevention, management and resolution of crises and conflicts.[7] Within APSA, the African Standby Force (ASF) was designed as

one of its main pillars, and was designated as part of the operational response mechanism.

In its 2003 policy framework, the ASF was framed as a multidisciplinary body,[8] with pre-set readiness standards to support the implementation of POs. However, the reality is that the police were not fully involved in the operationalisation of the ASF, and the process of systematic integration of the police component to the framework only began in 2008, five years after the establishment of the force. As a result, the military has been heavily represented at the expense of both the police and, to a lesser degree, the civilian components.

While the AU member states have invested heavily in the development of their police capacities, through worldwide

THE PANEL RECOMMENDED THAT POLICE WORK TOGETHER WITH THEIR JUSTICE, CORRECTIONS AND OTHER ROL COLLEAGUES IN A COORDINATED AND INTEGRATED MANNER

The Police Training and Development Unit of the African Union Mission in Somalia (AMISOM) conducts a two-week training programme in criminal investigation at General Kaahiye Police Academy in Mogadishu, for 160 policemen and policewomen of the Somalia police force (October 2012).

The Police Strategic Support Group was established in February 2013, to bring strategic police representation to the same level as that of the military, and to ensure that police participate equally and are heard in all aspects of peace operations decisions, planning, execution, monitoring and evaluation.

multilevel experiences in peacekeeping operations; bilateral and multilateral capacity enhancement programmes designed to develop police capacities for PO planning; and resource mobilisation, deployment, management and liquidation, there has not been a coherent approach to developing African policing capacities. Acknowledging the challenges faced by the police component, the Police Strategic Support Group (PSSG) was established in February 2013 to begin to bring police representation to an equal level with the military within APSA. The PSSG is currently focused on establishing a police identity and representation within the AU Peace Support Operations Division (PSOD), and supporting the development of AU Police (AUPOL) policies, guidelines and standard operating procedures (SOPs).

Within the existing AU police component, several issues need to be addressed to strengthen the roles and responsibilities of the police deployed to AU-led POs. First, strategic police representation at the AU PSOD is a high priority. Second, identified gaps in police policy development

and in the guidelines and standard operating procedures, result in slow and inconsistent development of the police component. This lack of standardised and harmonised approaches to policing is also reflected in the various regional policing practices. Third, the lack of standardised training creates inconsistency in policing knowledge and skills, and affects interoperability within the ASF. Finally, variances among the regional economic communities/regional mechanisms (RECs/RMs) with regard to policing affects how the ASF is able to meet its objectives.

TfP Interventions in Developing the Police Capacity in Africa

As previously noted, several African institutions have supported the development of the policing component in POs in Africa, in response to the needs presented by these changing POs. This section provides a case study on how TfP partners have assisted in the development of innovative and context-specific approaches to PO challenges in Africa. The Norwegian government has funded the TfP partnership[9] since 1995, focusing on developing African PO capacities, with particular attention on the roles and responsibilities of civilian and police components. When the TfP was first established, the idea of multidimensional peacekeeping was still new and there was little data to indicate that UN peacekeeping was having significant success in responding to the long-term conflicts on the African continent.

To support the development of police capacities in Africa, the TfP Programme was implemented in four phases. The first phase (1995–2002) focused on supporting the development of regional capacities by delivering training to the Southern Africa Development Community (SADC). While police components were still increasing their presence in POs globally, this phase enabled TfP to create a space for African police officers to be exposed to a peacekeeping environment for the first time. In this phase, while the police dimension was not initially foreseen as a major component of TfP, it became apparent that the changing demands of POs required stronger focus from TfP on this matter.[10] Acknowledging the limited experience and capacity of SADC member states in deploying police components to POs, this phase focused on developing regional training exercises, including support in developing the Blue Crane exercise[11] in 1999. TfP partners, namely the African Centre for the Constructive Resolution of Disputes (ACCORD) and the Institute of Security Studies (ISS), had a critical role in supporting the process. Around the same time, the first UN Police Officers Course (UNPOC) held in South Africa was organised by ISS in November 1998, and topics on civilian policing were included in lectures and training activities organised by the Norwegian Institute of International Affairs (NUPI) and ACCORD.

With the changes in the context of POs, there was the realisation of a critical need for Africa to develop not only the capacity of police officers, but also that of the newly created

AU. Among TfP partners, a division of labour emerged, with ACCORD primarily dealing with civilian aspects and the ISS primarily engaged in police components. As the ASF was being developed in this initial stage, the TfP was extended beyond southern Africa and eventually included all of sub-Saharan Africa. The inclusion of the Kofi Annan International Peacekeeping Training Centre (KAIPTC) within the TfP framework in 2006 was a critical moment for the continentalisation of the partnership's approaches. The KAIPTC has since engaged in several training activities for police officers on the continent, including training for the UN Mission in Darfur (UNAMID) and the training of police officers in West Africa.

AMONG TFP PARTNERS, A DIVISION OF LABOUR EMERGED, WITH ACCORD PRIMARILY DEALING WITH CIVILIAN ASPECTS AND THE ISS PRIMARILY ENGAGED IN POLICE COMPONENTS

Phase II (2002–2007) focused primarily on building a self-sustaining capacity for training police peacekeepers, based on APSA. A mushrooming of international and continental initiatives occurred in this period, with the aim of supporting all the newly created structures, as well as managing the increased numbers and roles of African countries in deploying peacekeepers. For example, the ISS and ACCORD served as founding members of the African Peace Support Trainers Association (APSTA),[12] designed to provide support to African peacekeeping training institutions through the facilitation of best practices and capacity-building support to the AU and RECs.[13]

With a stronger understanding of the expected niche areas that the AU was aiming to engage, Phase III (2008–2010) focused on the operationalisation of the ASF by developing several policy processes, as well as an operational roster of trained police who could deploy to POs. It was identified that to operationalise the ASF, training content had to be expanded to include PoC, DDR and SSR, and to systematically integrate UN Security Council Resolution (UNSCR) 1325 for police to be prepared to function effectively and efficiently in a mission. Monitoring and evaluation activities were encouraged to ensure a continuous feedback system aimed at improving training materials, methodologies and approaches. In this phase, the TfP partnership benefited from support from the Norwegian Police Directorate (POD), which provided both training delivery and development support to partners to meet the growing demand for police officers' training courses and trainers experienced and knowledgeable in POs.

In the first years after its creation, the AU had limited capacity to meet its objectives. This resulted in a dependence on external providers – such as the TfP Programme – to provide support in capacity building, policy development and conducting needs assessments. In the subsequent years, the AU gained capacity to articulate its own needs and increased its international support, requiring partners such as TfP to shift their focus. Consequently, Phase IV (2011–2015) focuses on the continued development of police personnel, and the strengthening of the AU police component. This phase is characterised by stronger ownership by the AU of its own processes, and providing guidance to partners on its specific needs. During this period, evidence-based research is assisting with the revision of training materials to reflect the AU's needs more accurately, and to respond to the tasks that police would be mandated to implement in the dynamic and high-threat environment of POs. Policy and technical advice through opportunities such as the PSSG has increased during the current phase.

Example 1: Assistance in the Creation of a Reflective Environment for POs in Africa

Over the last 20 years, one critical factor has been the capacity of the TfP Programme to enhance African evidence-based and applied research that specifically explores emerging trends and issues related to the concept of RoL, and its implementation in POs. Of particular importance has been the need to reflect all of the justice chain (police, courts, corrections) and how these are interlinked. If the mission is to be successful in meeting the RoL-mandated tasks, there must be a solid foundation upon which to build the institutional frameworks integral to the RoL. The issue of local contexts has been studied carefully by TfP partners in a way that provides evidence-based recommendations in support of rebuilding institutional infrastructures necessary for a strong RoL environment, based on human rights principles. Of particular importance in the African context is to examine the actual attitudes, practices and perceptions of policing and the RoL framework, and to understand how these affect the development and delivery of police services. The most critical aspect of the evidence-based research is the incorporation of the findings into training modules, scenarios and exercises. Training needs assessments have benefited from the rigour of the evidence-based research methodology, as well as policy development. Monitoring and evaluation methodologies have benefited from being grounded in an evidence-based research methodology that provides a continuous feedback system to both researchers and training institutions. In 2014, all TfP partners conducted a joint research exercise, aiming to better understand the role of police components in POs in Africa. The research focused on Somalia, Mali and Darfur, and sought to provide assistance to the AU through a reflection on critical developments in the field and a better understanding of the strengths and weaknesses of its police components in relation to the roles played by police in UN missions.

Example 2: Assistance in Supporting the Development of African Police Capacity

The TfP Programme has been instrumental in providing training focused on building the capacity of African police for POs since its inception in 1995. Both generic and mission-specific training courses have been developed, reviewed and implemented, and there has been a concerted effort to increase the numbers of trained female police officers who can deploy to POs.[14] As a means for enhancing learning retention and effectiveness, the ISS/TfP, for instance, has focused on an adult learning methodology and building training content that is rich in realistic scenario-based modules, which provides an opportunity to practise decision-making in the classroom, where mistakes are not as costly as in mission. However, given the increasing focus on technical and specialised skills and knowledge needed by police to successfully implement their mandated tasks, training materials have been updated to reflect not only the African-specific context but also to prepare mid- to senior-level police planners and managers. These courses enhanced the knowledge, skills and qualities of mid-level managers to implement the mission's mandate, considering the strategic policing framework, regulatory framework and realities of the operational environment. Other types of training included pre-deployment training, which was aimed at enhancing the specific skills and attributes of African police officers such as RoL, PoC, human rights, community policing and the prevention of sexual-based gender violence (SBGV), which are required for officers to perform their daily operational duties and responsibilities as AU/UN police officers who contribute towards the effective implementation of AU/UN mission mandates. Training has also focused on enhancing the knowledge and skills of gender police advisors to AU and UN missions in Africa on how to engage with the community and partners, compiling a SBGV prevention and response plan, using training and mentoring to support local policy capacity, and addressing gender inequality.

United Nations police (UNPOL) conducts a training on drug trafficking for Malian police and army officers in Timbuktu, Mali (December 2013).

HOWEVER, GIVEN THE INCREASING FOCUS ON TECHNICAL AND SPECIALISED SKILLS AND KNOWLEDGE NEEDED BY POLICE TO SUCCESSFULLY IMPLEMENT THEIR MANDATED TASKS, TRAINING MATERIALS HAVE BEEN UPDATED TO REFLECT NOT ONLY THE AFRICAN-SPECIFIC CONTEXT BUT ALSO TO PREPARE MID- TO SENIOR-LEVEL POLICE PLANNERS AND MANAGERS

Example 3: Assistance in the Development of AU Policing Policies

To ensure awareness and understanding of police roles and responsibilities within POs, the TfP Programme was instrumental in the development of the PSSG, with a particular role played by the ISS. The PSSG is designed to bring strategic police representation to the same level as that of the military, and to ensure that the police participate equally and are heard in all aspects of PO decisions, planning, execution, monitoring and evaluation. The PSSG is currently supporting the AUPOL in developing its police identity, role definition, mission, vision, organisational structure and core values and functions to advocate for itself within APSA, which was – and remains – a high priority. Future tasks of the PSSG include developing an AU police policy, and the guidelines and SOPs needed to function effectively and efficiently.

The Police Strategic Support Group is currently assisting the African Union police (AUPOL) to develop its police identity, role definition, mission, vision, organisational structure, and core values and functions to advocate for itself with the African Peace Support Architecture (APSA).

In this ever-changing context, these examples of specific TfP Programme engagements illustrate the development of a continental capacity in response to PO challenges in Africa, particularly in relation to the police component. They further provide an example of overall assistance from a strategic, operational and tactical level and focus attention on mission pre-deployment training and preparation courses; national capacity development activities; in-mission training assistance; and organisational support to the UN DPKO Police Division, AU and African RECs/RMs.

Conclusion

Overall, the TfP Programme has provided a mechanism that has resulted in increased capacity-building support to APSA, as well as to expanding its geographic reach across the continent and enhancing the TfP partnership. Understanding the evolution of the TfP Programme within this context shows that the work towards strengthening APSA has operated under a wider continental partnership. It is important that as the police roles and responsibilities in both the UN and AU responses to violent conflict continue to evolve, it will be necessary for all partners and parties to assess how they can better meet future challenges.

Fostering partnerships such as the TfP Programme provides a strong and coherent means for addressing current challenges, and anticipating future responses necessary in the service of peace. ⚑

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7   African Union (n.d.) 'The African Peace and Security Architecture', Available at: <http://peaceau.org/en/topic/the-african-peace-and-security-architecture-apsa>.

8   African Union (2003) 'Policy Framework for the Establishment of the African Standby Force and the Military Staff Committee (Part 1)', Available at: <http://www.peaceau.org/uploads/asf-policy-framework-en.pdf>.

9   Training for Peace (TfP) Programme partners originally comprised the Institute for Security Studies (ISS), the African Centre for the Constructive Resolution of Disputes (ACCORD) and the Norwegian Institute for International Affairs (NUPI). Later, the partnership was joined by the Kofi Annan International Peacekeeping Training Centre (KAIPTC) and supported by the Norwegian Police Directorate (POD).

10 Training for Peace (2013) *Review of the Training for Peace in Africa (TfP) Police Dimension: 1995–2012.*

11 The Blue Crane exercise was a multinational and multi-dimensional peacekeeping exercise conducted by SADC in 1999, with the aim to strengthen the capacity of SADC member states in the field of peacekeeping. At the time, it was the largest exercise conducted by the REC.

12 The ISS hosted the Secretariat of APSTA for several years.

13 African Peace Support Trainers Association website, Available at: <http://www.apsta-africa.org/index.php/en/>.

14 For the past two years, ISS/TfP has achieved an average of 40% plus of female training participants.

THE TRAINING FOR PEACE PROGRAMME'S CONTRIBUTION TO GENDER MAINSTREAMING IN AFRICA'S PEACE OPERATIONS

BY **IRENE LIMO**

Introduction

Violent conflicts affect women, men, boys, girls, the young, the old and those from particular ethnic or religious groups in different ways. Gender, age and culture may influence the type of risk someone is vulnerable to, as well as their role in the conflict. These factors may also affect their coping mechanisms, their specific needs during post-conflict recovery and their roles in building peace. Peacekeeping and peacebuilding efforts thus have a better chance of being effective if they are sensitive to these diversity issues.[1] The ultimate goal of all peace efforts is a lasting, sustainable peace, and the use of a gender perspective represents a means to this end. Over the years, many policy frameworks globally, and particularly in Africa, have echoed and reflected a critical normative shift towards greater gender parity in peace processes.

The United Nations Security Council (UNSC) also emphasises the involvement of all genders and, more particularly, the critical importance of women's participation in political processes, including in times of peace and conflict and at all stages of political transitions. In 2000, the UNSC adopted the ground-breaking Resolution 1325 on Women,

Above: The United Nations Security Council adopts Resolution 1325, urging an enhanced role for women in preventing conflict, promoting peace and assisting in post-conflict reconstruction within United Nations operations. The Resolution calls on all actors involved to adopt a gender perspective when negotiating and implementing peace agreements, and further calls on all parties to armed conflict to fully respect international law applicable to the human rights of women and girls, as civilians and as refugees (31 October 2000).

The Training for Peace Programme is committed to strengthening recruitment and training of female peacekeepers (and trainers) for peace operations.

Peace and Security (UNSCR 1325) – the first resolution to link women's experiences of conflict to the international peace and security agenda. It focuses on the disproportionate impact of conflict on women, and calls for their engagement in conflict resolution and peacebuilding. The year 2015 marks the 15th anniversary of UNSCR 1325 on Women, Peace and Security. In preparation for the 2015 United Nations (UN) High-level Review, the Secretary-General has commissioned a global study on the implementation of UNSCR 1325[2] to highlight examples of good practice, implementation gaps and challenges, and priorities for action.

The Training for Peace (TfP) in Africa Programme[3] seeks to build capacities to support multidimensional peace operations in Africa through training, policy support, applied research, and recruitment and rostering. One of the primary objectives of the TfP Programme is supporting and contributing to gender mainstreaming in Africa's peace operations. This objective specifically aims to support the development of policies targeted at implementing UNSCR 1325, UNSCR 1820[4] and other normative developments relevant to cross-cutting issues involving women in peace and security, and strengthen the recruitment and training of female peacekeeping personnel (and trainers) for peace operations, in line with UNSCR 1325. This article[5] focuses on how TfP has contributed to the efforts of gender mainstreaming in Africa's peace operations in conflict and post-conflict situations. It also highlights the opportunities

for TfP to further strengthen gender mainstreaming in Africa's peace operations.

The Complexities of Gender Mainstreaming in Africa's Peace Operations

Peacekeepers work in difficult circumstances where challenges such as gender-based violence, culture specific gender roles and unequal power relations between peacekeeping personnel and the civilian population have to be addressed adequately. For peacekeepers to fulfil their mandates and to respond to these challenges, the integration of a gender perspective in all spheres of peacekeeping missions is essential. Numerous international documents have been prepared, and treaties and statements passed, to support the existing UN and African Union (AU) frameworks for strengthening gender in peace operations.[6] However, within the African context, these mechanisms and frameworks, coupled with the numerous regional and national frameworks for integrating gender in peace and security, create more complications in mainstreaming gender in peace processes. Different regional organisations and member states apply different laws and processes to integrating gender in their peacekeeping processes that are unique to their context. Thus, the application of international frameworks such as UNSC resolutions, international humanitarian law, and protocols and conventions on women, peace and security further add to the coordination challenges

Female Somali National Army soldiers receive training from the Djiboutian contingent of the African Union Mission in Somalia (AMISOM), at a camp in Belet Weyne (February 2013).

among actors and processes. This has led to the slow implementation of UNSCR 1325 in Africa. Further, member states have the primary responsibility for implementing UNSCR 1325 and related resolutions. The provision of competent troops and personnel, experts on gender, women in the armed forces and female candidates for leading positions in operations depends entirely on national decisions.[7] These national decisions are based on national laws and frameworks, which are often largely masculine in priority and character.

While there are many provisions for gender mainstreaming in Africa's peace operations, these have mostly remained as strategies on paper, lacking the requisite political will and financial support for them to be translated into action for impact. Globally, 35 countries have developed and launched national action plans (NAP), with nine of these countries in Africa.[8] Several other countries have committed to developing NAPs. The NAPs developed and launched have faced challenges of funding and coordination that have greatly impeded their effective implementation. Further, there are over 2 500 indicators on women, peace and security, collated by UN Women into 400 groupings and categorised according to the four pillars[9] of UNSCR 1325.[10] With this many indicators, it is challenging to monitor and evaluate the implementation of the resolutions and frameworks –

more so in Africa, where there are many competing interventions and actors on women, peace and security. Thus, the reach and impact of gender-related initiatives are not well documented. Over the years, TfP has strengthened its support to respond to these implementation gaps of UNSCR 1325 through its various programme initiatives and research, reflected in this article.

Gender Training for Effective and Sustainable Peacekeeping

Given the dynamic nature of peacekeeping and the unique challenges that peacekeeping personnel face on a daily basis, there is a need to ensure that they are adequately equipped with the knowledge, skills and attitudes required to perform their duties. Training is therefore important, to ensure that peacekeepers are adequately prepared with the requisite knowledge and skills to perform their mandated tasks in missions.[11] Training, education and scenario-based exercises in peacekeeping form part of the many factors that determine the success or failure of peace operations. Despite the predominance of women in crisis spots, peacekeepers are seldom trained in gender issues. More often, the integration of gender training in national and regional training curricula in support of peace support operations is ad hoc. Both male and female peacekeepers need to acquire basic knowledge and a conceptual understanding of gender and security issues specific to the host nation, so that they can support the implementation of the mission mandate effectively. Gender training thus addresses the gap between the goal of gender equality and the standard practices of peacekeeping. Gender training has further sought to draw the attention of peacekeepers to the complex impact of conflict on the lives of women and girls, and of the need to engage them as agents of change in post-conflict peacebuilding processes.[12] The TfP Programme focuses on providing training support in responding to these gender training gaps and the challenges faced by peacekeepers.

Balanced Gender Considerations in Training

The idea of gender promotion in peacekeeping is often directly associated with the presence of female peacekeepers in peace missions. In fact, recognising that mixed operations – made up of women and men – could have a positive impact in conflict resolution represents the first step towards gender awareness within peacekeeping operations. Since its establishment 20 years ago, TfP has supported the women, peace and security agenda in Africa through advocating for fair gender representation in training. These efforts seek to ensure that balanced gender considerations influence the selection of the personnel who go for peacekeeping training, and who are expected to serve in missions. An effective way to promote gender mainstreaming in peacekeeping missions is to integrate a gender perspective into peacekeeping selection and training. This approach of engendering the selection process provides for a qualified team with fair balance between male and female personnel

to support gender considerations in the mission area. These considerations include issues of conflict-related sexual violence (CRSV), where most survivors are women and girls. Mission experience has shown that in Africa, these female survivors of sexual violence relate better to female peacekeepers. TfP partners have worked with the UN, AU and regional and national training institutions in Africa to increase the number of women who attend peacekeeping-related courses. Drawing from TfP partners' experiences, the Kofi Annan International Peacekeeping Training Centre (KAIPTC) has made efforts to bridge the gender gap since its inception in 2003 by ensuring that academics, experts, policy-makers, practitioners, national security institutions, peacekeepers and civil society organisations in Africa are equipped with the knowledge and tools that enable effective gender mainstreaming. From 2003 to 2014, the KAIPTC trained about 12 045 participants (3 116 being women) on topical security issues that include gender, peace and security across Africa.[13]

Gendered Training

Incorporating a gender perspective by having gender sessions in the mainstream training undertaken by the UN, AU and regional and national training institutions enables peacekeeping personnel to better understand the social context and gender dynamics in which the operations are carried out. Gender training has been promoted as a key strategy in efforts to mainstream gender perspectives in UN peacekeeping operations.[14] The UN and the AU have each placed emphasis on gender training for both civilians and uniformed peacekeepers. The training methodology adopted by the TfP Programme to support the UN and AU involves mission-specific research and training needs assessments to ensure that both the needs of male and female peacekeepers and the host community are responded to by the training. The evolution of the gender training regime in peacekeeping over the past decade has also seen the development of specialist modules to guide the in-depth training of personnel working in different components of peacekeeping missions.[15] Further, as the complexity of roles and responsibilities of peacekeepers in peace operations have evolved, so have the tasks of the police regarding the rule of law, human rights and the protection of civilians, including women and children. These new emerging roles and responsibilities are reflected in the findings of the research undertaken by the Norwegian Institute of International Affairs (NUPI) on sexual and gender-based violence.[16] The partners have responded to the capacity gaps arising from the increased expectations of what peacekeepers are expected to do by adjusting the content of the training to incorporate gender. This adjustment is supported by the increase in the development of training materials, packages and courses for gender mainstreaming informed by training needs assessments and police-contributing countries' specific requirements.

On the civilian side, civil affairs has been identified as the single largest civilian component within peacekeeping operations. Civil affairs officers are well placed to identify and support men and women's participation in both formal and informal peace efforts.[17] The TfP Programme within the African Centre for the Constructive Resolution of Disputes (ACCORD) has trained civil affairs officers in UN missions such as the UN Mission in South Sudan (UNMISS) and the UN-AU mission in Darfur (UNAMID) on a spectrum of conflict management courses, ensuring that gender perspectives are integrated into the training. This was achieved by incorporating gender in the course content, case studies and scenario-based exercises, which has provided the mission personnel with the requisite skills and knowledge to apply gender perspectives in their conflict management and protection of civilians work. The programme ensures that even the peacekeeping trainers are trained on gender, so as to enhance their delivery in gender training. This is key, because many of the peacekeeping trainers are drawn from a military background and are often unfamiliar with gender issues.

### Gender-specific Training

The TfP Programme has, over time, adopted approaches that respond to the gender training needs in Africa's peace operations. To this end, the programme conducts a mix of pre-deployment, in-mission and specialised trainings on gender, CRSV, sexual exploitation and abuse, to name a few. TfP/ACCORD has trained on gender and the protection

UN PHOTO/CHRISTOPHER HERWIG

An effective way to promote gender mainstreaming in peacekeeping missions is to integrate a gender perspective into peacekeeping selection and training.
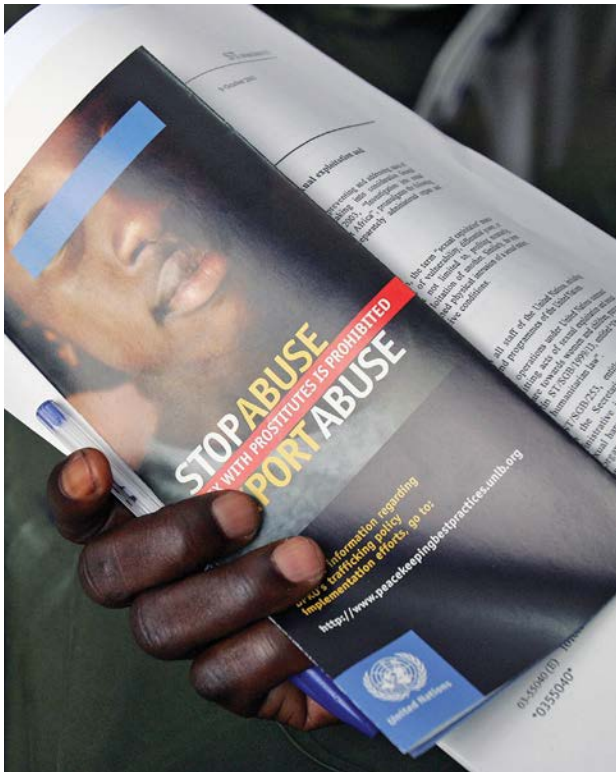
United Nations Operation in Côte d'Ivoire (UNOCI) peacekeepers participate in a sexual exploitation awareness training in Bondoukou (July 2005).

of women and girls in peace operations, targeting civilian, police and military personnel. A recent example of this is the ACCORD-AU mission in Somalia (AMISOM) joint training, which targeted officers from the Federal Government of Somalia and strengthened participants' capacities to respond to the protection of civilians and gender issues in armed conflict in Somalia.

UNSCR 1325 recognises and emphasises the critical role that member states play in employing a gender dimension in peacekeeping.[18] Police pre-deployment training is one of the approaches TfP has adopted in supporting member states to realise this objective. The engagement of the Norwegian National Police Directorate (POD) as a supporting partner to TfP has focused on giving more female police officers opportunities to serve in peacekeeping missions. In the past, female officers found that the required driving skills, necessary before being deployed into missions, were very challenging to attain. POD thus supported driving courses in several African countries, including Ghana – which now continues to conduct its own driving courses for female police officers, following the joint training programme with POD. Driving courses for female police officers have also been conducted in Kenya and Malawi. At the time of writing this article, the Malawi Police Force had 59 female police officers ready for deployment. Other initiatives include the Gender and Child Course for Peacekeepers and the Gender,

Child and Vulnerable Persons Protection Course, both developed and run by the Institute for Security Studies (ISS). The POD and the ISS also conducted an Integrated Gender and Sexual Gender-based Violence (SGBV) Course in 2014, with 71% female participation.[19]

Ending Sexual Violence in Africa's High-intensity Conflict Environments

In war and conflict situations, sexual violence is a uniquely destructive act and method of war that poses a grave threat to international peace and security.[20] These adverse effects of sexual violence have been brought to the fore by high-level UN voices. The UN Special Representative on Sexual Violence in Conflict, Zainab Hawa Bangura, noted: "Sexual violence in conflict needs to be treated as the war crime that it is; it can no longer be treated as an unfortunate collateral damage of war."[21] The commitment of the UN, AU and other actors in preventing sexual violence in conflict has also informed TfP's support in developing policies and interventions to respond to the sexual-related security needs of such vulnerable groups in conflict.

Policy Support

The development of UNSCR 1325 NAPs is promoted as a practical means through which states can translate their commitments into action in both domestic and foreign policy on issues of gender, peace and security. Among the pillars of the NAPs is the protection of women and their rights in conflict. TfP partners thus emphasise ending CRSV and strengthening the protection of women on the continent through policy support. A gender mainstreaming strategy emphasises the importance of addressing the different impacts and opportunities that a particular programme or policy may have on women and men, ensuring that gender concerns are taken into account in programmes. This has been another entry point for the TfP Programme in supporting gender policy efforts in peacekeeping. TfP/ACCORD worked with AMISOM in 2013 to develop a gender mainstreaming strategy for integrating gender into the work of the mission. This has impacted positively in the operations of the mission through institutionalised gendered training, gender-sensitive budgeting and gendered programming.

Training

Gender and CRSV must be considered in all mediation efforts, and in the implementation of ceasefire and peace agreements. This is supported by the TfP Programme through harmonising the training standards on mission planning being undertaken by the AU. The utilisation of the training tools developed provides for the inclusion of gender and CRSV issues at the strategic level, particularly in planning for missions to be deployed under the African Standby Force (ASF) to support peace agreements. Furthermore, various training courses undertaken by the TfP Programme in gender and CRSV issues allows for

The United Nations Special Representative of the Secretary-General on Sexual Violence in Conflict, Zainab Hawa Bangura, has indicated that sexual violence in conflict needs to be treated as a war crime and that it should no longer be treated as the unfortunate collateral damage of war.

increased capacity of the peacekeepers to respond to these issues in the field. All partners with a training mandate have engaged extensively on courses specifically focused on preventing CRSV.

Applied Research

TfP has carried out research and supported policy processes to address gender-specific challenges in peace operations in Africa, in areas such as gender mainstreaming, women in conflict and post-conflict settings, and sexual-based violence. NUPI has extensively researched and published policy papers, reports and peer-reviewed articles[22] on countries such as Liberia, Mali and Somalia on these topics. NUPI has also carried out applied research on the implementation challenges of UNSCR 1325 in Africa's peace operations, drawing experiences from AMISOM, the UN Mission in Liberia (UNMIL) and the UN Organisation Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). Similar research has been conducted by partners to examine the ways in which women peacekeepers contribute to the operational effectiveness of peace operations, and how these contributions may or may not differ from those of male peacekeepers.

Strengthening Efforts on Conduct and Discipline, and Prevention of Sexual Exploitation and Abuse in Africa's Peace Operations

Increasingly, missions are being deployed where there is no peace to keep and no peace agreement to defend, and where grave abuses are being committed against civilians. Among the responsibilities of peacekeepers is preventing violence, especially gender-based violence – which, in this context, refers to violence targeting women or men on the basis of their gender or sexual orientation. While carrying out their responsibilities, the peacekeepers are expected to uphold principles of good conduct and discipline and not exploit the host community, including vulnerable groups. The presence of peacekeepers has been known to increase incidents of prostitution and trafficking, exposing the host community and peacekeepers to risks associated with such vices. This has warranted the UN, the AU and other actors to develop and strengthen mechanisms and frameworks for conduct and discipline within the mission area.

The engagement of the TfP Programme within ACCORD on conduct and discipline dates back to 2008, when ACCORD supported the AU in developing the concept specific to AU peace operations. This support has continued, and has expanded to include sexual exploitation and abuse (SEA). ACCORD worked with AMISOM to strengthen the capacity of its leadership in the prevention of SEA in the mission area. This led to a greater understanding of SEA issues among the leadership and uniformed and civilian personnel, who integrated and mainstreamed the provisions of the policy in their work, thus strengthening the protection of civilians by the mission. ACCORD's most recent engagement included support to the AU in 2014 to strengthen the draft Conduct and Discipline policy framework to be used in AU peace operations.

Following research undertaken in 2011, the KAIPTC, in collaboration with TfP and the UN Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), conducted a training course in 2013 on SEA in fragile, conflict and post-conflict situations. This training led to reduced cases of SEA in the mission area, due to a deeper understanding of the issues among peacekeepers. TfP partners have also published on issues of SEA to guide policy processes on peace operations. ACCORD's *Conflict Trends* publication has featured topics on the protection of civilians and more specifically SEA, its impact on mission mandates and recent developments on the same. TfP's gender-related research and publications have also been used extensively in training on SEA in peace operations in Africa and other regions.

Opportunities for Engagement with the Women, Peace and Security Agenda

With the UN High-level Review taking place in October 2015, and the finalisation of the global study on UNSCR 1325, many recommendations for further strengthening the implementation of UNSCR 1325 beyond 2015 will be made. The issues of women, peace and security are also being discussed in the review of the UN peacebuilding architecture,[23] as well as in the post-2015 development agenda.[24] It is evident from all the reviews and assessments that the vast majority of casualties in today's wars are women and children. Women, in particular, face devastating forms of sexual violence, which are sometimes strategically used to achieve military or political objectives.[25] CRSV has often become a weapon of choice as it is cheap, silent and effective. This form of violence remains chronically under-reported, due to fear and stigmatisation. There should therefore be more qualified and trained peacekeepers and peacemakers to strengthen and facilitate communication and reporting.

SIGNIFICANT GAPS STILL REMAIN IN THE EFFECTIVE IMPLEMENTATION OF INTERNATIONAL MECHANISMS, AND IN THE PROVISION OF SUPPORT AND SERVICES FOR THOSE MOST VULNERABLE IN CONFLICT, INCLUDING WOMEN

UNSCR 1889 (2009) requires the UN system to collect and analyse data on the particular needs of women and girls in post-conflict situations, to improve the system-wide response to their security challenges and increase the participation of women and girls in decision-making.[26] TfP and other relevant actors should therefore conduct or commission periodic research or studies on the extent and magnitude of the problem of gender mainstreaming in armed conflict. This will complement the UN's efforts in addressing the implementation challenges of UNSCR 1325, and will also assist in increasing the level of gender statistics in conflict situations. As a post-2015 agenda item, it is also important for TfP to continue its policy support for the inclusion of women at peace negotiation tables, and highlighting women's security as a major priority in conflict resolution. Also important is the continued emphasis and promotion of women's participation in post-conflict reconstruction efforts, and their empowerment in development initiatives and the work of peace missions.

Noting the importance of the security and judicial sectors, there should be emphasis on awareness-raising among organs of governments and within the AU structure on the implementation of UNSCR 1325. Key partners, including TfP, should also urge governments (that have not done so) to develop and operationalise NAPs to implement UNSCR 1325, along with its accompanying resolutions.[27] In addition, TfP should continue to support the implementation of existing national and regional plans, laws, policies and protocols that support men and women's participation in peace processes at the national and regional levels. There is also a greater need for partners to engage with regional organisations on strengthening gender in peace operations.

Conclusion

Significant gaps still remain in the effective implementation of international mechanisms, and in the provision of support and services for those most vulnerable in conflict, including women. The effects of gender mainstreaming have so far been limited. To overcome the shortcomings of gender mainstreaming, an integrated framework for action is required. Gender mainstreaming practices should address both institutional and structural barriers faced by different groups of women and men in conflict settings. Therefore, gender analysis should inform all gender mainstreaming actions and other interventions in peace and security. To this end, the experts on gender must be substantially involved in designing, implementing and monitoring gender mainstreaming programmes and policies for gender analysis to be credible and relevant. The number of female peacekeepers in the current peace missions in Africa is low – it is a gap that will likely take longer than anticipated to bridge. To be able to respond to the gaps created by the low number of women in peacekeeping, male peacekeepers should be given gender sensitivity training to further strengthen their understanding of such issues, and for them to respond appropriately to the needs of survivors of sexual violence in conflict. Gender training thus serves as one of the key strategies for enhancing the knowledge and understanding of peacekeepers, to enable them to apply more gender-sensitive approaches to peacekeeping, more particularly in the prevention of sexual violence in conflict.

More concerted efforts should also be considered to further build the capacities of uniformed and civilian peacekeepers to respond to gender-specific issues in peace missions, and at a strategic level. This goes hand-in-hand with further strengthening policy processes on gender in peace operations to generate enhanced awareness and understanding of the implications of gender interventions for peace operations in Africa. Ending sexual violence is not a responsibility that governments alone can bear. There is a need for a coherent and comprehensive approach to address sexual and gender-based violence in Africa. The TfP Programme and other similar initiatives should thus support those efforts that seek to realise the objectives of the UN and AU in mainstreaming gender for effective implementation of the mission mandate. ▲

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3 TfP partners include the Kofi Annan International Peacekeeping Training Centre (KAIPTC), which focuses on civilians, police and the military; the Institute for Security Studies (ISS) in Pretoria, which focuses on police; the African Centre for the Constructive Resolution of Disputes (ACCORD), which focuses on civilians; and the Norwegian Institute of International Affairs (NUPI), which focuses on research. The African Civilian Response Capacity for Peace Support Operations (AFDEM), which focuses on recruitment and rostering, left the TfP partnership in 2013. Supporting partners are the Eastern Africa Standby Force Coordination Mechanism (EASFCOM) and the Norwegian Police Directorate (POD), which focuses on police.

4 In 2008, the UN Security Council adopted Resolution 1820, which explicitly links sexual violence as a tactic of war with women's peace and security issues. This Resolution reinforces Resolution 1325 and highlights that sexual violence in conflict constitutes a war crime, and demands that parties to armed conflict immediately take appropriate measures to protect civilians from sexual violence. These measures include training troops and enforcing disciplinary measures.

5 The author acknowledges the contributions of the TfP partners to this article.

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PEACE OPERATIONS REVIEW AND IMPLICATIONS FOR THE TRAINING FOR PEACE PROGRAMME: STRENGTHENING UNITED NATIONS AND AFRICAN UNION OPERATIONS IN AFRICA

BY **JAMES PUMZILE MACHAKAIRE**

Introduction

This article reflects on the review of United Nations (UN) peace operations by the UN High-level Independent Panel, appointed by the UN Secretary-General in October 2014, and on its implications for Africa and the Training for Peace (TfP) in Africa Programme. Africa's security environment has deteriorated, with difficult security challenges defying solutions. Contemporary conflicts are riddled with evolving hybrid and asymmetric threats that weave a complex pattern of interconnected terror, mayhem and destruction. These threats continue to undermine the human security platform and destabilise African states and their citizens. The UN, African Union (AU) and regional economic communities/regional mechanisms (RECs/RMs) are courageously working to respond to these challenges.

"The world is changing and UN peace operations must change with it if they are to remain an indispensable and effective tool in promoting international peace and security."[1] These words were spoken by the UN Secretary-General, Ban Ki Moon, when he announced the establishment of the

UN High-level Independent Panel on Peace Operations on 31 October 2014. The UN Panel was tasked with undertaking a comprehensive assessment of the state of UN peace operations to date, and identifying the needs of the future. In its terms of reference, the UN Panel was tasked to cover the changing nature of conflict, evolving mandates, good offices and peacebuilding challenges, managerial and administrative arrangements, planning, partnerships, human rights and the protection of civilians, and the capabilities of the uniformed services for peacekeeping operations.

Above: United Nations (UN) Secretary-General, Ban Ki-moon (center right), meets with members of the High-Level Independent Panel for the Review of Peace Operations (18 November 2014). The Panel was established by the Secretary-General on 31 October 2014 and tasked with undertaking a comprehensive assessment of the state of UN peace operations.

In response to the conflict escalation in Africa, the African Standby Force was established, which entailed the five main regions of Africa establishing standby formations.

Peacekeeping Challenges on the African Continent

The African continent has not been immune to new and emerging conflict dynamics. If anything, Africa has been worst hit by these new phenomena compared to other regions. Making comparative reference between the rest of the world and Africa over the past 40 years and commencing with the 1990s genocide in Rwanda; the Burundi crisis; the clan wars of Somalia; the Eritrea–Ethiopia war; the Sudanese civil war; Morocco and the Polisario Front; the Darfur conflict; the civil war in South Sudan; the unending carnage in the Democratic Republic of the Congo (DRC); the devastating civil wars in Sierra Leone and Liberia; the uprisings in Tunisia, Egypt and Libya; the Comoro Islands, Côte d'Ivoire, Mali and Central African Republic (CAR) conflicts; the Lesotho electoral dispute and a few more that remain latent, Africa has numerically witnessed more conflicts than any other region of the world.[2] African conflicts have been characterised by extreme violence and atrocities committed against innocent and defenceless civilians.

These conflicts have elicited responses from the AU, but interventions have not guaranteed sustainable peace. Most conflicts continue to simmer, and electoral processes bring to the surface the deep-seated, underlying social and political tensions that manifest in identity, ethnic, religious and cultural dimensions. The recent election-related tensions in Lesotho and the current tensions in Burundi preceding the upcoming elections are cases in point. The African continent has been challenged to its full capacity to respond, and this has necessitated a review of the African peace operations capacity and responses to conflicts, and associated guiding mandates. In essence, the traditional tool provided for under Chapter VII of the UN Charter[3] has become ineffective in response and has therefore pushed Africa to craft a 'fit for purpose' response that is more realistic. The 'stabilisation approach' – armed military intervention that seeks peace in a volatile environment – has produced better results, and has thus become the modus operandi and tool of choice for Africa.

As conflicts escalated in Africa, the Heads of State and Government Summit of 2003 decided to establish the African Standby Force (ASF), believing this to be the most

THE AFRICAN CONTINENT HAS BEEN CHALLENGED TO ITS FULL CAPACITY TO RESPOND, AND THIS HAS NECESSITATED A REVIEW OF THE AFRICAN PEACE OPERATIONS CAPACITY AND RESPONSES TO CONFLICTS, AND ASSOCIATED GUIDING MANDATES

appropriate and ideal method to respond, manage and hopefully remove the rising scourge of conflict from the continent. It was decided then that the five main regions in Africa would establish standby formations that would constitute the building blocks of the ASF. The preference for peaceful intervention to conflicts through preventive diplomacy, mediation and negotiation also called for the establishment of mediation mechanisms and capacities in the RECs/RMs. By 2005, four of the five regions had established standby structures that included mediation mechanisms.

The UN peace operations review came at a most opportune moment in the history of conflict management on the African continent. The AU was considering carrying out a similar assessment of its peace operations, following the findings and recommendations of an independent panel of experts in a 2013 assessment of its peace and security structures, when the UN High-level Independent Panel on Peace Operations conducted its assessment.[4] It was therefore only logical that the findings of the UN Panel be adopted for further analysis, consideration and use by the AU.

THE UN PEACE OPERATIONS REVIEW CAME AT A MOST OPPORTUNE MOMENT IN THE HISTORY OF CONFLICT MANAGEMENT ON THE AFRICAN CONTINENT

The Transformation of Peace Operations in Africa

A widely recognised lesson is that in the African security landscape, the traditional principles of multidimensional UN peacekeeping missions no longer fit because virtually all African peace operations are deployed in places where there is no peace to keep, due to continued violent conflict. Deploying stabilisation missions characterised by robust peacekeeping to stop the fighting, stabilise the security situation, and protect civilians and the peacekeepers themselves, has thus become the norm. This new realisation justified a review of the operational tactical approach. The changing conflict dynamics inevitably foster reform of the current approaches to peace operations by encouraging innovative and widely consultative considerations and flexible adaptation to new circumstances, adopting best practices and lessons learned from elsewhere and own operations, conducting constant reviews and thoroughly monitoring and evaluating operations.

While the conduct of operations planning is not yet fully systematic, despite significant training on the multidimensional character of contemporary peace operations, the skills acquired in the ASF are beginning to influence understanding within authority structures, for the need, relevance and value of coordinated and integrated planning. The ASF, which has consistently been building peacekeeping capacity over the past two decades, is a structure of the African Peace and Security Architecture (APSA), and this signifies African recognition of the

UN PHOTO/BLAGOJE GRUJIC

The United Nations (UN) flag is hoisted during a ceremony in Bamako, Mali, marking the transfer of authority from the forces of the African-led International Support Mission in Mali (AFISMA) to the UN Multidimensional Integrated Stabilisation Mission in Mali (MINUSMA).

importance of collaboration, cooperation and coordination among the AU, RECs and the UN.

Coordination and Cooperative Partnerships among African Peace Operations Stakeholders

Closer consultation, collaboration, cooperation and coordination among all AU peace operations stakeholders should generate trust, confidence and ownership of peace operations on the continent. The complex relationships between terrorism and criminal networks have reduced the impact of traditional peacekeeping, because such hybrid and asymmetric threats challenge existing peacekeeping capacities, skills and capabilities. However these threats can be diffused with dedicated cooperation.[5] Terrorism transcends borders and conflict hotspots are not predictable, hence the greater need for cooperation and coordination among states and regional organisations. This should be enhanced by timely information-sharing among the key role players to enable effective responses to the diverse threats evolving in Africa.[6]

Robust peace operations capabilities have so far managed to contain aggression and ensure basic stability. This should not be viewed and taken as an end in itself, because political problems require political solutions that

Community-based mediation is one of the African Union's preferred conflict resolution approaches.

ensure the establishment of sustainable solutions. African peace operations capacities have developed considerably with the facilitation of the UN through the UN Office to the AU (UNOAU) mission support, which has enabled the deployment of a significant number of peacekeepers in Africa in recent years. In 2014, the UNOAU Commission's Peace and Security Department signed a Joint Framework for an Enhanced Partnership in Peace and Security, which is an effective tool that frames, promotes and guides joint work, coordination, cooperation and support in responding to conflict challenges on the continent.[7]

The AU – the body with the ultimate authority on continental matters – has also recognised the value of partnerships with the RECs/RMS and signed legal instruments that govern relationships within the framework of the APSA. However, there should be a shared need between the AU and RECs/RMs to see improved cooperation and collaboration among the APSA partners. Partnerships are therefore central to the interventions designed in response to conflict challenges. Collaboration among African partners should be pursued relentlessly, and the relevant coordination structures should be established beforehand. The UN Security Council, in Resolution 2167,[8] underscored the importance of developing effective partnerships in the area of peacekeeping between the UN and regional organisations.

Significantly, the interaction between the UN and the AU is better now, due to cooperation and consultation among the leadership and officials. The successes of the AU-mandated responses in the Comoros, Mali and CAR signify positive consultations and collaboration within the leadership levels and show progressive improvement of peace operations capacity on the continent. The tensions that characterised the UN, AU and the Economic Community of West Africa (ECOWAS) during the Mali and CAR interventions will not resurface at any time if all the underlying inequalities and asymmetries in power are clarified in good time. However, it would be important for the UN and AU to understand that the RECs, with their in-depth subregional and local knowledge, are important partners and provide a good platform to respond to conflict timely, holistically and effectively.

Peaceful Resolution of Disputes

The AU's Constitutive Act calls for the peaceful resolution of disputes – but most often dialogue or mediation have not been the first tools of choice by the AU to intervene in the pursuance of peaceful outcomes. The UN and AU have both encouraged the formation of regional mediation structures,[9] which should work together with the AU Panel of the Wise[10] to intervene and help resolve conflicts peacefully. Most African conflicts revolve around electoral disputes and issues of democratic governance, so there should be scope for peaceful intervention first. Like the UN, the AU equally has the authority and mandate to ensure that member states adhere to the principles of good governance, democracy and human security to minimise potential for conflict.

Mediation is one of the preferred conflict resolution approaches that has been adopted by the AU. The recent launch of the Pan-African Network of the Wise (PanWise)[11] complements the efforts of the Panel of the Wise, special

The need for capacity-building training and experience-sharing workshops aimed at deepening the knowledge and skills of mediators and building a pool of high-level mediators on the continent, is critical.

envoys and diplomats, and good offices. PanWise aims to promote a much broader mediation approach that ensures the involvement of local, national, civil and regional actors in building sustainable and competent conflict resolution capacities on the continent.

The African conflict landscape is volatile, and professional knowledge and expertise in conflict intervention and management has been marginal. Mostly, African interventions are cushioned in a strong belief in political and military power. As such, the few intervention attempts on the continent have yielded staggering successes. Despite dialogue and mediation being recognised as useful tools for conflict prevention and resolution, not enough time and resources are committed to the development of these skills when compared to the massive investments made in building military capacities. The need for capacity-building training and experience-sharing workshops, aimed at deepening the knowledge and skills of AU mediators and building a pool of high-level mediators on the continent, is critical. Further, appointed mediators, who are often deployed in highly complex environments, should have the considerable support of country and regional analytical, thematic communications and management, and administrative and financial expertise, for them to be effective.

The exclusion of women from mediation activities within the African intervention framework undermines and robs Africa of the value and benefit that women

The appointment of Bineta Diop as the African Union (AU) Special Envoy for Women, Peace and Security is a significant indicator that the AU is promoting the visibility and status on women in continental peace and security matters.

The exclusion of women from mediation activities undermines and robs Africa of the value and benefit that women bring into conflict intervention efforts.

bring into conflict intervention efforts.[12] However, the appointment of Bineta Diop as AU Special Envoy for Women, Peace and Security has been a significant indicator that the AU is promoting the visibility and status of women in continental peace and security matters. Another significant contribution by women in issues of high-level diplomacy, under the auspices of the AU, was Graça Machel's[13] intervention in the Kenyan crisis, which served to douse the anger of women by ensuring their involvement in the search for peace. The Report of the Secretary-General on Women, Peace and Security clearly outlines the UN's efforts to address gender imbalances in mediation, peace and security. The AU and RECs/RMs have also taken a cue from such UN efforts.

Mission Support Capacity

Despite the current weaknesses in AU mission support to its peace operations, the Peace and Security Division (PSOD) works tirelessly to improve resource support to peace operations. The cooperation between the UN and AU through the AU Mission in Somalia (AMISOM) and the UN Support Office to AMISOM (UNSOA) has been embraced as a model that will gradually empower and capacitate the ASF in mission support through knowledge transfer. While working hard to build internal capacity to support deployed missions effectively, the AU may still need international assistance for its deployed missions. However, only recently – with the adoption of Agenda

THE PROTECTION OF CIVILIANS CONTRIBUTES TO A PEACEFUL MISSION ENVIRONMENT, AND PROTECTION MANDATES HAVE BEEN FOUND TO REDUCE HUMAN SUFFERING IN CONFLICT AREAS SIGNIFICANTLY

2063 that opens a new chapter in cooperation between the AU and the private sector – is there recognition of the relevance of the private sector to freeing Africa from dependence.

Protection of Civilians

The violent nature of contemporary conflicts has emphasised the need for collective and coordinated responses to confront emerging threats. For effective responses to threats, clear and appropriately worded mandates have become a necessity, to remove the ambiguities often associated with mandates. The protection of civilians contributes to a peaceful mission environment, and protection mandates have been found to reduce human suffering in conflict areas significantly. Recent AU peacekeeping operations mandates have shown substantial change in their wording, which now contains a specific focus on the protection of civilians.

Implications for TfP

The UN High-level Independent Panel on Peace Operations brought to the fore the need for an African debate on the future of African peace support operations. The report of the UN Panel is due to be released in June 2015, and is likely to reveal weaknesses that cut across all the peace and security structures – from the international to the continental, and to the regional and national levels. The TfP Programme was also reviewed in 2014, and it would be useful for these two reviews (UN and TfP) to be read against each other so that complementarities and synergies can be identified. Strategies for the future can then be formulated and appropriate decisions taken.

Various independent evaluations over the 20-year history of the TfP Programme have found that it has made a meaningful contribution to the development of civilian and police capacity in Africa. The evaluations also found that the TfP Programme evolved and adapted as peace operations shifted from traditional peacekeeping to integrated and multidimensional peace support operations, and that TfP has consistently been ahead of the curve. As the AU – and, to some degree, the UN – is now shifting towards stabilisation operations, TfP is already supporting the AU with the development of related stabilisation and protection of civilian courses. The work of the UN Panel and the research of the TfP Programme suggest that some of the most important attributes a programme such as TfP needs to have is the ability to be flexible, adaptive and innovative. This can only happen when such a programme has clear goals and objectives, coupled with a management structure that facilitates responsiveness to changing needs and encourages adaptation. ▲

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Endnotes

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11   PanWise is a pan-African network, established by the AU, that brings together various mediation actors and mechanisms to strengthen, coordinate and harmonise prevention, early response and peacemaking efforts carried out by various actors in Africa under a single umbrella.

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