Chairman’s Summary

13-14 July 2016

On the Road to Nairobi: Partnerships in Training & Capacity Building in Peacekeeping and Peacebuilding
Background

1. The Tokyo International Conference on African Development (TICAD) was established in 1993 upon a Japanese initiative as a forum to promote Africa’s peace, security and development. During the Fifth Tokyo International Conference on African Development (TICAD V) held in 2013, the Yokohama Action plan (2013-2017) was adopted to achieve the strategic goals of development and stability in Africa.

2. On 27-28 August 2016, TICAD will be held for the first time in Africa (Nairobi, Kenya). The Conference will bring together representatives of African countries, international and regional organizations, private sector and civil society, to discuss international support for Africa and review the achievements of the Yokohama Action Plan (2013-2017).

3. Within this context, the Cairo Center for Conflict Resolution and Peacekeeping in Africa (CCCPA) organized a two-day preparatory workshop on 13-14 July 2016, entitled “On the Road to Nairobi: Partnerships in Training & Capacity Building in Peacekeeping and Peacebuilding”.

The Workshop

4. The workshop was attended by 28 participants representing African peacekeeping training centers and think thanks, representatives from the Egyptian and Japanese Governments, the African diplomatic community in Cairo, the United Nations Development Program (UNDP), the United Nations Integrated Training Services (UNDPKO/ITS), the United Nations Department of Field Support (UNDFS), and representatives from peacekeeping missions.

5. In the opening session, Counselor M. Hatem Elatawy, Deputy Director and Director of Projects at CCCPA, noted that under pillar VI of Yokohama Action Plan (2013-2017), priority was given to issues of peace and security, including strengthening institutional management capacity for peace and security, conflict prevention, management and consolidation of peace. While much was achieved, including through sustained partnerships with African training centers, many of the challenges facing the continent remains unaddressed. The continuous evolution of the African Peace and Security Architecture (APSA), the United Nations (UN) reviews of peacekeeping and the peacebuilding architecture, coupled with the changing nature of challenges and threats facing the continent, require a substantial discussion on the way forward. Moreover, the implications for training in support to peace, security and stability in the continent must be at the center of the discussion.

6. H.E. Takehiro KAGAWA, Ambassador of Japan to Egypt, welcomed this workshop as it sets the scene for the TICAD VI, highlighting the importance of TICAD and its
unique character in providing an inclusive platform for governmental officials from Africa, Japan, and other countries and stakeholders (including international agencies, regional & sub-regional organizations, civil society and the private sector) alike, to openly discuss the challenges facing the continent, as well as the future of prosperity, peace and stability in Africa. Japan launched the TICAD process over 20 years ago, with peace and security in Africa a central issue in to the process. In this context, he underlined Japanese contributions to both UN peacekeeping missions, including most recently in South Sudan where Japanese personnel currently serve, as well as support to African peacekeeping training centers. Ambassador Kagawa noted that since 2008, Japan has provided 10 African peacekeeping training centers with more than $40 million for planning, implementation, and management of training courses. Japanese support also included the provision of expertise and personnel. He concluded by encouraging further cooperation and collaboration among African peacekeeping centers.

7. **H.E. Amr Aljowaily**, Deputy Assistant Foreign Minister of Egypt for United Nations Affairs, reiterated Egypt’s commitment to the maintenance of international peace and security, in particular in the African continent. He highlighted out Egypt is the only country at the moment with membership of both the United Nations Security Council (UNSC) and the African Union Peace and Security Council (AUPSC). Stressing that through this “simultaneous -membership”, Egypt is in a unique position to support the objectives of strengthening peace and security on both the regional, continental and global levels. Ambassador Aljowaily cautioned against leaning towards conflict management at the expense of conflict resolution, stressing that the end goal must always be available political settlement, and as such peacekeeping should be a means to an end, and not the objective in itself. He emphasized the importance of capacity building and training, the need to allocate resources within the context of the APSA, while pointing to the current chairmanship of Egypt of the North African Regional Capability (NARC), one of the five regional components of the African Standby Force (ASF).

**Summary of Discussion**

**UN Peacekeeping and Peacebuilding Reviews: Implications for Training and Capacity Building in Africa**

8. The recurrent theme during the second session was the implementation of the recommendations of the High Level Independent Panel on Peace Operations (HIPPO). It was noted that in his Report in response to the report of the HIPPO, the United Nations Secretary General (UNSG) set out an action plan to make UN peace operations better fit for purpose; most notably by enhancing capabilities and performance. It was also noted that for UN peace operations to succeed in
today’s highly complex and hostile environments, there is a need for UN peacekeepers to possess adequate capabilities to enable them to fulfill their mandate, increase their effectiveness, respond to threats and reduce causalities. Within this context, the responsibility of Member States in ensuring that their contingents meet professional standards was raised, and emphasis was made on the need for pre-deployment training to be realistic, combined with scenario based simulation exercises and skills, to conform to UN standards and policy, and to allow for speedy integration into missions.

9. The session further discussed the recommendations of the aforementioned UNSG Report regarding training and capacity-building, which outlined four recommendations to strengthen the overall peacekeeping training architecture: a) the establishment of a partnership capacity in ITS-UNDPKO; b) the certification of delivery of pre-deployment training, as part of the police and force generation process; c) strengthening mobile training teams to assist member states with pre-deployment trainings; and d) the establishment of a training of trainers (TOT) center to provide support to Member States and field missions. UN officials highlighted that global and regional partnerships in peace & security is a shared responsibility between the UN, peacekeeping training community and Member States, where the latter commit to train its personnel while abiding by UN training guidelines and material.

10. Preventing Sexual Exploitation and Abuse (SEA) in peacekeeping gained particular attention. The rigorous measures the UN has adopted related to misconduct were also raised, and participants discussed measures undertaken by UN Member States, which included their commitment to certify that pre-deployment trainings included awareness of SEA. Despite receiving pre-deployment training, SEA remains a behavioral issue by UN peacekeepers that may stem from cultural attitudes. Consequently, trainings alone may not be effective in addressing SEA misconduct, hence the need to reevaluate SEA trainings and measure their impact on behavioral changes.

11. Since the primacy of politics was one of the major recommendations of the HIPPO. The peacekeeping community should start designing trainings within the context of a wider political environment, rather than seeing trainings solely as a technical exercise. Sustainable peace is achieved through political solutions, rather than military engagement. There is a need for implementing the paradigm shift called for in the HIPPO review at all levels, given that realistic mandates would enable training centers to properly assist and equip peacekeepers and peacebuilders, and support the goals of preventing conflict and sustaining peace. A consensus emerged as to the need for more focused training in conflict prevention and preventive diplomacy.
12. The resources allocated for peacebuilding activities, including for training, remain a challenge. Despite the rise of demand for peacebuilding, it remains overlooked, under-resourced and under prioritized. In this context, the example of the failure of the UN strategic review processes to recommend support for the African Union Post Conflict Reconstruction Development (PCRD), which is an institution specifically created for peacebuilding efforts in Africa, was highlighted. Participants argued that the failure of the international community to support the PCD will hamper the ability of the AU to deal with post conflict situations.

13. The role of peacekeepers in countering-terrorism and violent extremism, and consequently the need for relevant trainings, was raised during the discussions. It was noted that the HIPPO report highlighted that peacekeeping operations are not the appropriate tool to countering-terrorism and violent extremism. However, such challenges facing AU missions were raised, including the African Union Mission in Somalia (AMISOM). In this regard, one suggestion was presented to support training and research centers to provide training courses on countering terrorism, with specific emphasis on particular missions like AMISOM. In this context, the lack of training courses for mediators was noted and contrasted to the potential important role mediators can play in negotiating and communicating with armed groups.

14. Training responses are still lacking integrated approaches at all levels of mission specific training. In that context, participants underlined that although integrated trainings are conducted at senior levels, middle level trainings for troop- and police-contributing countries (TCCs/PCCs) and civilians continue to be conducted separately.

15. During the discussion, there was a consensus that partnerships between the UN, the African Union (AU) and TCCs/PCCs should be widened to include peacekeeping training centers, civil society organizations and research institutions. This will provide the opportunity for better coordination, design of training approaches, and enhancing monitoring and evaluation approaches as an accountability tool.

**Training and Capacity Building for an Evolving African Peace and Security Architecture (APSA)**

16. The strategic goals of the training directives developed by the AU are threefold: a) to direct the development of strategic multidimensional capabilities for the African Standby Capacity (ASC); b) to implement harmonized training initiatives, and c) to enhance personnel’s knowledge and skills within peacekeeping operations context. The sharing of responsibility for the training was also discussed, specifically the responsibility of the AU/Regional Economic Communities & Mechanisms (RECS/RMs) at the strategic level (including
determination and issuance of the strategic training directives, policies, standards and guidelines), missions for the operational level (including the utilization of AU strategic policies, frameworks and curricula to develop and implement mission-specific training to enhance mandate implementation), and the member states for the tactical level (including the training of personnel to serve in national military, police and civil services).

17. However, it was agreed that training centers of excellence (TCEs) had the major role in the training framework. As a consequence, there is a necessity for collaboration among the African Union Commission (AUC), the RECs/RMs and the training institutions to ensure coherence of training, through harmonization, standardization and implementation of training. It was also argued that the AUC and RECs/RMs should develop guidelines on the linkage between rostering and training of civilians to ensure that experts eligible for deployment are well trained and adequately prepared prior to deployment.

18. The challenges facing APSA, most notably; in coordination, sustainability and partnerships, were also discussed. Although Amani Africa II Exercise (AAII) was a success for the AU, participants stressed that the problems of coordination was evident during the AAII, including the lack of training received by most of the personnel deployed. In addition, questions regarding the sustainability of the APSA were raised, specifically in continued dependence on external sources for its operationalization.

19. The Fischer Needs Assessment of the APSA, the Gambari African Standby Force (ASF) Assessment, together with the ASF Training Needs Assessment, highlighted the need for the AU to engage TCEs in ensuring that training programs are aligned to with the requirements of the ASF, especially if the trainings offered by TCEs are not aligned to specific operational roles and the needs of the ASF. There are no common standards for the certification of trainings between TCEs, and hence there is a need to enhance information sharing within the training architecture, including APSTA, as well as reviewing, strengthening and streamlining the training architecture, as to avoid duplication of efforts.

20. Participants highlighted the need for tailor-made training and capacity building for emerging threats facing the African continent and the APSA today, most notably the threats of terrorism and extremism. Moreover, participants clarified that initiating a coherent strategic training architecture within the APSA will require the development of common training standards and methodologies, the development and design of curriculum plans, and the implementation of standard training curricula.
Partnerships in Training and Capacity Building in Peace and Security

21. Local ownership is critical for the effective involvement of the international community with host nations. Some participants argued that there is an obligation on the international community to provide assistance to local actors in meeting the national training needs, so as to ensure national ownership. Moreover, there was a consensus among the participants that the international community should focus on institutions building and human resources development for national governments, regional standby forces and peacekeeping training centers, as capacity building is a prerequisite for enhanced national ownership.

22. The 16th goal of the 2030 Agenda for Sustainable Development (SDG) referred to the commitment of member states to promote peaceful societies for sustainable development, which includes conflict prevention, peacebuilding activities, and inclusive political processes, rule of law, justice, and human rights. Moreover, citing priority 5 of the APSA roadmap that grants priority for collaboration with international partners, participants emphasized the need for the provision of technical assistance. Other sources of funding of the APSA were also discussed, including the possibility of raising funds from the private sector, as well as the contributions of African member states in the budget of APSA.

23. It was noted that trainings might not necessarily correspond with AU and RECs/RMs training needs, hence the need for international partners to shift the attention towards the AU needs as opposed to preparing and training personal to contribute to UN peace operations, which remains the focus of the international support to the African Union and its member states (TCCs & PCCs). There was also an agreement on the need to establish a modality to track the rate of deployment of trainees, while noting that training centers face a challenge in measuring this.

24. Triangular cooperation between the UN, TCCs and the donor community was discussed. In that regard, the triangular partnership between TCCs, Secretariat and a third country providing resources, special equipment and expertise was presented as a model for collaboration. One example discussed was “Enhancing the Rapid Deployment of Engineering Capabilities of African Countries”, which was developed by the UN, funded by the governments of Japan, Switzerland, the United States of America and Brazil, and hosted and implemented in Kenya. The project aims at training Engineering units capable of being deployed to peacekeeping missions at short notice, deliver equipment, and build the capacities of local trainers. It was noted, however, that this project is again limited to UN missions, and hence need to emulate similar projects for AU missions as well.
Japanese Support for Training and Capacity Building in Africa

25. Discussions ensued regarding the support of Japan to the African training centers in training on peacekeeping and peacebuilding. It was pointed out that the two sides have improved their partnerships through lessons learned and accumulated experience.

26. Discussions highlighted the investment that the Government of Japan made in support of African training centers; specifically to develop their infrastructure and training facilities, capacity building for their staff, and administrative support. Appreciation to the support of the Government of Japan was unanimous, both in terms of financial support and technical expertise. Furthermore, the flexible nature of the support and the ability of local actors to direct resources – after consultation with the Japanese Government – allowed for a rapid response to urgent needs (e.g. responding to the Ebola outbreak).

27. It was also agreed that there are a number of challenges that continue to face the African training institutions, including the lack of adequate training infrastructure, and the lack of accommodation facilities. The importance of predictability and sustainability of funds were also highlighted. There is a need to continue the support to training centers, not only to implement their mandated activities, but also for meeting future needs. The idea of establishing a regional and continental system of training that collaborates with the UN and the AU peace and security architecture was also raised. In addition, participants expressed the necessity to consider the changing of peacekeeping and peacebuilding requirements on the ground (e.g. protection of civilians, transnational threats, national reconciliation etc...), as it reflects on the developments required in training and capacity building.

28. Regarding the future Japanese-African cooperation in the field of peacekeeping and peacebuilding, participants highlighted the importance of shifting the focus towards preventive diplomacy in order to enable the APSA, including the Panel of the Wise and AU mediation efforts. There is a need to consider the importance of information sharing, communication and information technology to deal with peace and security challenges, and to develop the human resources, required skills and techniques for that specific purpose.

29. Finally, it was the need to mainstream the expertise of the African centers and the Government of Japan was underscored, as well as the importance of presenting a harmonized voice to benefit global and continental discussions on training for peace and security.

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Recommendations

The purpose of this workshop is to prepare for the TICAD VI Conference to be held in Nairobi on 27-28 August 2016, by providing the following recommendation in relation to training and capacity building in peace and security

- There is a dire need for African training institutions together with the APSTA to engage in joint needs assessment with the Government of Japan and UNDPKO, in order to meet the newly emerging requirements.
- There is a need to expand the Japanese project cycle for training and capacity building for multiple years.
- Emphasize capacity building on preventive diplomacy and conflict prevention as priority areas together with peacekeeping and peacebuilding.
- Establishing a transitional plan for local ownership and sustainability to minimize the full dependency on the external resources.
- Triangular partnerships are necessary to enable peacekeeping capabilities. The need for greater collaboration between African training institutions among themselves, as competition is overshadowing collaboration which eventually results in the duplication of efforts.
- As Africans, there is a need to focus on African solutions for African problems, by implementing the specific findings and recommendations of the recent UN strategic reviews.
- There is a need for the RECs to realize the position of the AU as the regional entity determining and drawing the standards for African support to peace operations. There is also a need to ensure that the RECs are engaged at the AU level and that the latter continuously briefs the RECs.
- Despite the renewed focus on peacebuilding, funding remains concentrated on peacekeeping, hence the importance for partners and donors to give attention to peacebuilding as well.
- The necessity to focus on rostering systems in order to ensure the conduct of mission-specific trainings.
- The importance of developing policies, guidelines, standards as well as training materials together with RECS in order to identify the specific skills required.

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