



EPLO Conflict Prevention Newsletter

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EU-AFRICA RELATIONS: IN THE SPOTLIGHT

With less than four months to go before the European Union – African Union Summit in Lisbon, the spotlight on Africa has intensified. Drafting of the EU-Africa Joint Strategy has been underway in earnest since spring with the European Council ad-hoc working group on the strategy having their first meeting in June. This group made an unprecedented move at their 5 September meeting by inviting a delegation from the European Peacebuilding Liaison Office (EPLO) to bring an NGO perspective. EPLO stressed the need for a comprehensive view of peacebuilding, conflict sensitivity in all aspects of the Strategy, and the importance of involving civil society in both policy formation and implementation. A policy paper reflecting their input to the meeting will soon be available on the [EPLO website](#). The European NGO Confederation for Relief and Development (CONCORD) attended the 20 September meeting of the ad-hoc working group, a report of which is forthcoming on the [Europafrica website](#).

African civil society raised their voices in August in conjunction with the Heads of State Summit for members of the Southern African Development Community (SADC) in Lusaka, Zambia. Representatives of civil society and social movements issued a [Communiqué](#) outlining key concerns and recommendations regarding the EU-Africa Joint Strategy. The communiqué focuses on regional integration, economic development, and agriculture. There is a serious concern that the Strategy will undermine African capacity to cooperate with the EU by both adding to and confusing the multiple cooperation frameworks that exist already. The representatives called on the EU to suspend for at least three years the on-going negotiations on

Economic Partnership Agreements (EPA) which are currently slated to conclude at the end of the year and have come under significant criticism. The communiqué concludes with recommendations regarding the Strategy's approach to agriculture, including a call for a review of the EU's Common Agricultural Policy's impact on agriculture in Africa.

The next EU-AU Ministerial Troika meeting will take place on 31 October at which time the Strategy and its Action Plan will be finalised. A full calendar of both governmental and civil society activities relating to the Strategy is available on the [Europafrica website](#).

In addition to the events around the EU-Africa Joint Strategy, there has been flurry of activity regarding the future of EU-Africa relations in general. At the end of August, MEP Maria Martens submitted a [Draft Report on the State of play of EU-Africa relations](#) (Agenda Item 13) to the Committee on Development. While focusing on the Joint Strategy, the report discusses relations with Africa more generally and faces 212 proposed amendments. Amendments will be discussed 3 October.

In mid-September, Friends of Europe hosted a two-day international conference, [Africa Unbound: Development, Health, and Investment Strategies 2010-2020](#). Also focusing on the EU-Africa partnership in general, the conference brought together EU officials, political leaders, and representatives from civil society and the health industry. Commission President José Manuel Barroso and European Commissioner for Development and Humanitarian Aid Louis Michel both spoke of the
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Commission's role in working to achieve Millennium Development Goals (MDGs) and in promoting trade and investment in Africa through Economic Partnership Agreements. Doubts were raised as to the impact of the Lisbon Summit by Sir John Kaputin, Secretary General of the African, Caribbean, and Pacific (ACP) group of states, who also expressed concern that the negotiations for Cotonou II are moving too slowly. Many of the participants in the Africa Unbound conference crossed Park Leopold the next day to attend the Socialist Group in the European Parliament (PSE) conference, [Africa & Europe: Fair Partnership Dilemmas and Challenges](#). Opening with a keynote speech from Gertrude Mongella,

President of the Pan-Africa Parliament, the conference highlighted three key issues in panel discussions: Conflict prevention and development; MDGs and civil society engagement; and climate change. While former Mauritian President Karl August Offmann provided a heartening success story of building a conflict resilient society in Mauritius, other panelists were more critical of progress on the continent. François Grignon, Director of the Africa Programme at the International Crisis Group, had harsh words for African leadership which protects dictators rather than the general population, calling for a partnership that holds leaders accountable for the security of their people.

CHAD AND CENTRAL AFRICAN REPUBLIC: ESDP AND COMMUNITY SUPPORT

Determining that the situation in the border region between the Sudan, Chad and the Central African Republic (CAR) constitutes a threat to international peace and security, the UN Security Council unanimously passed Resolution 1778 (2007) on 25 September, establishing a multidimensional presence in Chad and in the CAR under Chapter VII of the UN Charter. The presence, which also comprises an ESDP mission, will allow troops to make use of force.

The presence is comprised of a UN mission (MINURCAT), including a maximum of 300 police and 50 military liaison officers, and an ESDP mission, which is authorised to take all necessary measures when it comes to protecting civilians in danger, particularly refugees and internally displaced persons (IDPs), and to the delivering of humanitarian aid, including the free movement of humanitarian personnel.

This UNSC resolution allows not for a quick deployment of the ESDP mission, agreed by EU Member States in last July. It is important to note that the resolution allows the ESDP operation to take "all appropriate measures to achieve an orderly disengagement". France, with its already substantial presence in Chad, is expected to provide the bulk of the troops for the ESDP operation.

Resolution 1778 encourages furthermore the establishment of a special Chadian police force trained to maintain law and order in refugee camps and other relevant sites with concentrations of IDPs. The "Police Tchadienne de

Protection Humanitaire" (PTPH), which shall be recruited, trained and equipped by the UN, will engage up to 850 Chadian police and gendarmerie officers and deploy them in refugees camps in Eastern Chad. The European Commission intends to support this special programme with up to €10 million from the Instrument for Stability.

This Commission support will be part of the general Commission contribution of more than €50 million to a joint UN and EU initiative in Eastern Chad and the North East of the Central African Republic. Besides this support to a police mission, the EC will finance substantial rehabilitation and reconstruction work in the zones of return for the displaced persons and will continue its humanitarian assistance to the vulnerable people affected by the ongoing crisis.

On a related note, both the EU High Representative for CFSP, Mr. Javier Solana, and the Portuguese Presidency on behalf of the EU strongly condemned a recent attack on peacekeepers of the AU Mission in Sudan (AMIS). The assault happened in camp Haskanita in Darfur and left 10 soldiers dead and several more wounded. The incident once more underlines the need for all parties in the Darfur peace process to commit themselves to the cessation of hostilities and to join the efforts of UN, AU and EU to find a lasting solution to the conflict.

The UNSC 1778 is available [here](#).

SMALL ARMS AND LIGHT WEAPONS: THE END OF A TURF-WAR?

On 19 September, Advocate General Mengozzi delivered his opinion about a court case that will be key for the coherence of the EU's peacebuilding policy. The background to this unfortunate fact is a court case between the European Commission and the Council of the European Union (Case C-91/05) brought in 2005. The case brings to a head the long recognised lack of clear demarcation on legal competencies between the European Commission's development aid and the Council's Common Foreign and Security Policy (CFSP). In Case C-91/05, the Commission is seeking the annulment of a Council decision to offer financial support and technical assistance to the ECOWAS (the Economic Community of West African States) in its activities on combating the accumulation and spread of small arms and light weapons (SALW). According to the Commission, this measure should not have been made under Title V of the EU Treaty (TEU) — the part of the treaty concerning the CFSP — but as development aid under the EC Treaty (TEC).

The Commission, supported by the Parliament, argued that if there is a legal basis for community action (the Cotonou Agreement), then Council actions on the same issue (strengthening the capacity of ECOWAS to deal with small arms and light weapons) are an infringement on Commission powers and illegal under the EC Treaty. The Council's counter-position made a legal case for restricting Commission powers to areas that do not come under the objectives of CFSP. Beyond the legal talk, the bone of contention is the border between security policy on the one hand and development policy on the other. Whereas the Commission holds the view that the fight against the proliferation of small arms has become an integral part of its development cooperation policy, the Council remains wary of explicitly granting the Commission competence to pursue objectives such as peacebuilding and political stabilisation through its external assistance programmes. Given that these are also foreign policy objectives of the Union, some Member States fear that by taking peacebuilding measures into its development programmes, the Commission oversteps its competences.

Analysing both parties' arguments, Advocate General Mengozzi reminds first that the Community's competence in the sphere of development cooperation is not exclusive but is, according to the words of the EC Treaty, "complementary to the policies pursued by the

Member States". The fight against the proliferation of SALW, if considered as falling under development cooperation, could therefore not be an exclusive competence of the Community. The Advocate General then continues by analysing the development cooperation nature of SALW. In a developed argumentation, he states that "if a European Union action pursues the main aim of preserving peace and strengthening international security (and *a fortiori* if that is the exclusive aim) while at the same time contributing indirectly to the social and economic development of developing countries, any encroachment on the Community's competences is precluded" (§175) and that "if the two aims of the measure are indissociably linked, without one being secondary and indirect in relation to the other, the special nature of the relationship between the European Union and the Community should lead to priority being given to the Community legal basis because, in the context of that relationship, it seems to me particularly difficult, if not impossible as the law of the European Union stands at present, to contemplate recourse to a dual legal basis without breaching Article 47 EU" (§176). To conclude on this, he considers "that the fight against the excessive accumulation of small arms and light weapons does not, as such, fall outside the Community development cooperation policy but, on the contrary, may fall within it where a measure contributing to that fight has the exclusive or main object of development cooperation by contributing to the social and economic development objectives of that cooperation".

On the specific case to which this opinion relates, the Advocate General concludes that the Joint Action of the Council strictly relates to security and does not have a specific development objective. Advocate General Mengozzi therefore proposes that the Court dismiss the action.

More important than the final conclusion of the Advocate General is the muddled policy context in which this case was brought. This clarification on the division of competencies between the first and second pillar on an essential peacebuilding activity was needed. On the basis of this opinion, the Court will finalise this case soon.

The opinion of the Advocate General is available [here](#).

TRAININGS AND CONFERENCES

Swisspeace Annual Conference:

On 13 November, the annual conference of **swisspeace** will focus on "environmental peacebuilding". Experts from scientific and development communities will explore the links between renewable natural resources and conflicts. Acting as a platform of exchanges between researchers and practitioners, the conference will also look into challenges and best practices for the peaceful management of water and land in developing countries in Africa, South America and Central Asia. More info [here](#).

Trainings:

The **Academy for Conflict Transformation** (Bonn, Germany) offers a series of [Advanced Training Programme](#) in English. The programme in October includes trainings on topics such as Principles of conflict transformation and Civil Peace Service, Methods of conflict analysis, Third-party intervention - how and with what aim? and Consulting in a conflict context.

Peaceworkers UK (London) organises a one-day course on "introduction to civilian protection" on 18 November. More information [here](#).

CONCORD Photo Exhibition

The launch of the photo exhibition "Emerging views on Europe" will be held on the eve of "Poverty Eradication Day" on 16th October at 6 pm in the European Parliament in Brussels. Mr Josep Borrell, Chairman of the European Parliament Development Committee, sponsor of the exhibition, and Olivier Consolo, CONCORD director, will welcome you with a fair trade cocktail. On this occasion, Mrs Gillian Ayong Ameck, trustee of ACTION for Conflict Transformation in Africa, will introduce the new publication *African Voices on Africa-Europe relations*. More information: [Agnès Philippart](#): Tel: 02/743.87.77.

TWO NEW PUBLICATIONS TO UNDERSTAND THE ROLE OF EUROPE IN THE WORLD

Quaker Council for European Affairs: Peace and Peacebuilding - Some European Perspectives

This publication is one of the outcomes of the 2006 QCEA conference, and aims to look at the role of the European Union in peacebuilding – both from a European and a global perspective. The publication provides texts from the conference and summaries of some of the workshops. The booklet gives a very useful overview of the main peace and peace building terminology. Furthermore, the reader is given a practical overview of the main EU institutions engaged in peacekeeping, i.e. different instruments, policy concepts, approaches and mechanisms at disposal in this framework. A separate section deals with the question of what an EU contribution to peace could look like. More far-reaching concepts, such as the (global) discussion on responsibility to protect are equally dealt with in the paper.

You can download the publication using this [link](#).

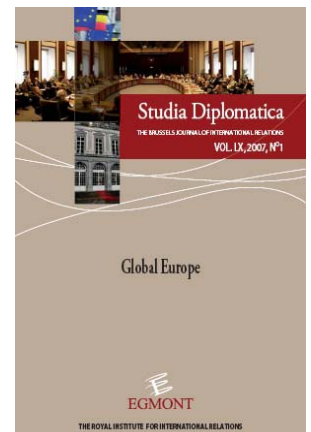


Global Europe — Special Edition of the Brussels Journal of International Relations

On the occasion of the 50th anniversary of the Treaty of Rome and the 60th anniversary of the Institute itself, the Egmont Royal Institute of International Relations published a special edition of *Studia Diplomatica – The Brussels Journal of International Relations* on the issue of Global Europe.

The first part deals with the security policies of the EU, with specific case studies on the Middle East and DRC. A second part focuses on the Community dimension of external relations, particularly on trade. The third part gives a special attention to an essential part of the European Security Strategy, the need for building an effective multilateralism. This section pays special attention to the relations the EU is building with some of its main partners, the US, China, Russia and the UN. A final part looks more on the inside of the EU as a global actor and analyses how the EU is developing its concepts, institutions and capabilities to play its role in the world.

This special issue is available on the Egmont Institute [website](#).



EPLO MEMBER ORGANISATION FOCUS: QUAKER COUNCIL FOR EUROPEAN AFFAIRS—QCEA

The Quaker Council for European Affairs (QCEA) is a founder member of EPLO and is proud and pleased to have been involved in this network from well before its formal creation. It adds much to the work we are able to do in our advocacy for peace.

QCEA was founded in 1979 to provide a Quaker presence to the European Institutions and to undertake Quaker advocacy work (what we call 'speaking truth to power') on issues related to peace, human rights and economic justice. We focus our work on both the European Union and the Council of Europe.

We have found that through EPLO, we are able not only to further our advocacy on issues such as enhancing the EU's civilian capabilities, but also to bring about the slow change in mind-sets of decision-makers which is necessary to move the mood from military to civilian intervention. We base much of this on the EU's history as a peace project. We aim to be a critical voice, but one that appeals to the EU's aspiration and its better nature.

Quakers believe that there is that of God in everyone. We mean by that that everyone has the potential for good within them and that each of us is able to get in touch with this. But we also believe that it is important to reach out to this in others in order to bring out the best in them. This is the basis on which we do advocacy – it informs our message as much as it does our methods.

Quakers believe in the inherent equality of all people. This means that policies of governments and of institutions such as the European Union and the Council of Europe should be based on the fundamental belief in the equality of all. Clearly, reality is far removed from this. There are still glaring inequalities within our society at local, regional, national and international level. Our messages will always start from the point where we focus on the basic equality of all.

QCEA has two broad purposes. One is to bring our messages to the decision-makers. This involves research, participation in discussions and networks, development of advocacy messages arising from both and finding ways to get them across. Our work within EPLO is a very important part of this.

The other is to educate first Quakers but also others in sympathy with Quakers about the European Institutions and their policies. We want to enable all those with whom we work to be effective in their own advocacy and to be able to play their part in a well-functioning democracy. To that end, we produce a monthly newsletter (Around Europe) which is accessible in paper form but also electronically; we produce briefing papers on key issues; we produce occasional reports and we have a website at www.quaker.org/qcea. One of the most recent reports is on '[Peace and Peacebuilding – Some European Perspectives](#)' which attempts to provide a simple overview and critical analysis of the EU's conflict prevention and crisis management instruments and capabilities. Please find more details on page 4 of this newsletter.

We also run an annual Study Tour each year. This is an opportunity for around 15 to 20 people from different countries (generally mainly European) to come to Brussels, to visit the institutions, to hear about their work and the work of QCEA and our NGO partners and to discuss current policy issues. We include visits to either Luxembourg (European Investment Bank, European Court of Justice) or Strasbourg (Council of Europe, European Court of Human Rights, European Parliament in Plenary). For 2008, we have made available a number of places on the Study Tour for participants from new Member States to be identified through the Conflict Prevention Network of which EPLO is a member.



QCEA staff team—July 2007

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PUBLICATIONS AND EVENTS

Dietmar Nickel and Gerrard Quille, [In the Shadow of the Constitution: Common Foreign and Security Policy/European Security and Defence Policy Adapting to a Changing External Environment](#), NYU School of Law, The Jean Monnet Working Papers, n°02/07.

This paper discusses important issues, particularly from a parliamentary perspective, that should be discussed more widely if ESDP is to provide real added value in the pursuit of CFSP and be sustainable in the face of future external crises and internal political debate. This paper puts forward arguments on addressing the so-called double-democratic deficit where there is a need for improved transparency, debate and democratic scrutiny of ESDP, which will otherwise remain in the shadow of the constitution.

Report of the UN Secretary General on developments in Guinea-Bissau and on the activities of the United Nations Peacebuilding Support Office in that country.

As the EU is thinking about the launch of a new ESDP mission in Guinea Bissau, this report provides with a good overview of the situation in that country. The report focuses on developments in efforts to attain the Government's financial stability objectives and security sector reform and to improve political dialogue. The report is available [here](#).

1325 EU Partnership

On 11 October, the 1325 EU Partnership and the EPLO Gender, Peace and Security group will discuss the topic "A briefing on operational strategy in ESDP operations – 1325 in action". [More](#)



THE EUROPEAN PEACEBUILDING LIAISON OFFICE — EPLO

EPLO is the platform of European NGOs, networks of NGOs and think tanks active in the field of peacebuilding, who share an interest in promoting sustainable peacebuilding policies among decision-makers in the European Union.

EPLO aims to influence the EU so it promotes and implements measures that lead to sustainable peace between states and within states and peoples, and that transform and resolve conflicts non-violently. EPLO wants the EU to recognise the crucial connection between peacebuilding, the eradication of poverty, and sustainable development world wide and the crucial role NGOs have to play in sustainable EU efforts for peacebuilding, conflict prevention, and crisis management.

EPLO advances the interests of its members through common policy positions and consequently advocating for those common positions. EPLO disseminates information and promotes understanding of EU policies of concern to its Members. The Office builds also solidarity and cooperation amongst its members and with other relevant NGO networks. Finally, EPLO raises awareness about the contribution the EU should make to peacebuilding and the need to hold the EU accountable to its own political commitments of helping secure peace within and outside its borders.

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