



**A BETTER PARTNERSHIP?
UN-AU COLLABORATION FOR PEACE OPERATIONS**

A workshop hosted by

**The Center for International Cooperation, New York University
&
The Future of Peace Operations program, The Henry L. Stimson Center**

1pm – 3pm, Friday 23 February 2007

**The Permanent Mission of Canada to the United Nations,
One Dag Hammarskjöld Plaza, 885 Second Avenue, 14th Floor, New York**

The Henry L. Stimson Center and Center on International Cooperation are pleased to invite you to a workshop on UN-AU relations, intended to address lessons learned and policy options for enhancing cooperation between the two organizations over planning, operations and resources.

The workshop will involve 25-30 participants including representatives of the UN Secretariat and the African Commission; representations of member-states and regional organizations to the United Nations; and members of the policy and academic communities from New York and Washington DC. All discussions will be confidential. A light lunch will be served.

Background

Peacekeeping in Africa has grown dramatically over the last six years, with the continent hosting more peacekeepers than any other region. As of November 2006, over 57,000 uniformed personnel were under United Nations command in Burundi, Côte d'Ivoire, the Democratic Republic of Congo (DRC), Ethiopia/Eritrea, Liberia, Sudan, and the Western Sahara. Meanwhile, the African Union (AU) has maintained its high-profile mission in Darfur since 2004, and 2007 is likely to see a gradual transition to a larger AU-UN "hybrid" operation there.

This transition follows a period of increased political and operational emphasis on closer collaboration between African regional organizations and the United Nations. The World Summit outcome document of 2005 called for the "forging of predictable partnerships and arrangements between the United Nations and regional organizations" and "a strong African Union". In 2006, the UN General Assembly's Special Committee on Peacekeeping welcomed efforts by the Department of Peacekeeping Operations to "implement a comprehensive program of support for African peacekeeping capacities" and "further develop the guiding principles for strengthening cooperation with regional arrangements."

Nonetheless, many innovations in the UN's relationships with the AU and African regional organizations such as ECOWAS have developed through *ad hoc* responses to operational needs rather than through long-term planning. Since 2000, the UN has taken on a series of missions

from ECOWAS and the AU, as in Sierra Leone, Liberia, Côte d'Ivoire and Burundi. Conversely, this year may see an AU force take over from the UN in Burundi.

In particular, the most significant operational laboratory for UN-AU cooperation has been Darfur, as the UN (in tandem with NATO and the European Union) provide operational assistance to the AU and its Mission in Sudan, AMIS; plan for a full-scale handover to a UN force; and, faced with the opposition of the Sudanese government, devise an alternative plan for a phased transition to a hybrid operation with shared command. This process has concentrated international attention on both new options for UN-AU links and on the existing, significant obstacles to realizing those options.

The UN is organized to support *UN-led* missions and *not* designed to support development of regional and sub-regional organizational capacity. Further, the UN is not well-prepared to assist in the deployment of regional forces on more than an *ad hoc* basis – even when the Security Council authorizes or blesses such missions. Finally, UN mechanisms for cooperating with the AU and other organizations have evolved in recent years, but there is still much to be achieved if “predictable partnerships and arrangements” for providing support such as staffing and planning, funding, logistics, or other material assistance are to be created.

Workshop

This workshop will focus on (a) the lessons of recent experiences in UN-AU cooperation in peace operations, particularly the operations in Sudan, and (b) what options could usefully address UN-AU complementarity for peace operations in the longer-term, including proposals to have the UN assist in funding and supporting regionally-led peace operations in Africa.

Workshop participants will consider current specific efforts, including the new UN Assistance Cell in Addis Ababa; the use of direct and indirect support from the UN to AMIS; the inception of a UN “light support package” for AMIS in 2006; and current planning for the phased transition to a fuller hybrid operation, including shared commands in 2007.

The meeting will then look at options for more strategic complementarity, considering how well these approaches have worked. What have been the most significant resource, personnel and logistical constraints to establishing field-level cooperation, as in support to AMIS? Is there a consensus between the AU, UN and member states on the role of the UN working with the African Union, and what the AU's priority needs are? Where can, or should, the UN play a role in support of AU operations broadly? What specific measures should member states endorse to enhance the UN Secretariat's ability to help plan, deploy and support operations led by the AU or other regional actors?

This workshop is part of the Henry L. Stimson Center's project on A Better Partnership for African Peace Operations, supported by the United States Institute for Peace.

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