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## Presentation of the Prodi Report

Honourable members of the UN Security Council,

I am thankful for the opportunity you gave me, as Chairman of the *United Nations Panel on modalities for support to African Union peacekeeping operations*, to present the results of our work.

Let me first address two basic issues:

- First, I deeply acknowledge both the quality of individual contribution that each member provided during the intense work of the Panel and the generous support received by the UN staff. And I am particularly thankful to Secretary General Ban Ki-moon.
- Second, it has been clear from the very beginning that while the Terms of Reference of the Panel were framed in technical terms, the issues have strong political implications

The foreword to the Panel's report clarifies the link between peace and development.

**No peace means no development.** Yet the complexities inherent in this statement are such that it is often difficult to reconcile the need for regional engagement against the capabilities available.

The responsibility of regional actors to address issues of peace and security in their own regions is indisputable.

**This is not to say that the African Union, or the Regional Economic Communities, should replace the United Nations.**

Rather, it is to reinforce the principles of the UN Charter, and develop a framework in which our collective response can ensure an appropriate answer to any given circumstance.

It was with this in mind that the Panel approached its work and, in delivering its report, I hope that we can move towards a more systematic approach in our response to challenges to peace and security in Africa.

If the African Union is to play its full part, it must have means to support future short term operational deployments, and the capacity to develop the essential capabilities necessary for the long term.

In addressing the High Level meeting, chaired by President Mbeki, in April last year, I underlined the need for closer cooperation between the international and the regional levels, and the need for a more effective response by the international community in a crisis situation.

We are in a new era in which the scale and complexity of the challenge demand increased cooperation between all actors.

Addressing that challenge calls for effective relationships, improved coordination and a clear understanding of each other's strengths and weaknesses.

We have come a long way in the last few years and I acknowledge the enormous progress that has been made by the African Union and the Regional Economic Communities of Africa.

We can all learn from this process.

However, it needs to be consolidated so that **it can truly enhance the capacity of the African Union to contribute to global security**, and enable it to play “a front-line role in international efforts to bring peace to the continent.”

Indeed, the ability of the African Union to respond to continental crises within the context of a broader international framework requires significant capabilities.

Developing those capabilities requires the permanent support of the international community, including less traditional partners and donors. We must do it in spite of the present competition for scarce resources.

Achieving this objective requires improved coordination, new mechanisms and brand new instruments.

Thanks to the African Peace and Security Architecture (APSA) significant progress has been achieved in many fields, from conflict prevention to the



deployment of peacekeeping missions and the development of long term capacity.

We must ensure further progress in this direction.

The APSA cannot operate in isolation and the report emphasizes the importance of establishing a 'shared vision' between the UN and the AU when addressing issues of mutual concern.

This implies a strong coordination between the two Councils.

The joint meetings that have already taken place represent a major step forward, **but the Panel is keen to encourage a more regular exchange through which greater continuity of approach could be cultivated and a 'shared vision' truly established.**

At the level of the AU Commission and the UN Secretariat, the Panel recognizes the great progress made and the solid basis for cooperation established, both in terms of supporting operational deployments and long term capacity building.

Nonetheless there is still significant room for improvement.

Limiting the operational support to individual missions is understandable, but it does not necessarily promote sustained cooperation.

If the AU Commission and the UN Secretariat aim to develop the level of cooperation necessary to support effective mutual synergy, they must be able to work together in a more structured way.

To this end, the Panel recommended the creation of a mechanism through which the respective organisations could exchange views on a more regular basis.

Various potential models exist that can be used in order to implement this process without creating new structures.

The ability to work together can be constrained by the limited resources of the AU Commission. **Improving coordination is not sufficient.** It has to be supported by the institutional capacity that will increase the African ownership of the process.

This can only be achieved once the Commission will be properly staffed by skilled personnel provided by AU member states.

Inevitably, it is military capability that catches the headlines in terms of the development of the African Standby Force (ASF), but the Report underlines the point that peace on the African continent cannot be achieved through the deployment of military force alone.

Capacity needs to be developed across a wide range of activities such as intelligence, early warning, conflict prevention and post conflict reconciliation and reconstruction. Here (I repeat) the need to develop a ‘shared vision.’

As recently declared by the present President of the African Union, Muammar Gaddafi, if Africa does not develop a common political view will never be in charge of its peaceful destiny.

Developing a ‘shared vision’ is one thing, implementing it is another.

This requires partnership underpinned by credible capability, and this requires resources.

The Panel examined a range of possible options by which greater financial predictability could be built and sustained in the long term. The technical details of this proposal must be carried on in the next future.

The recommendation that the UN legislative bodies approve the use of **assessed contributions** under certain criteria recognises the importance of the UN/AU relationship, as well as the advantages to be gained by exploiting the AU's comparative advantage in quickly deploying a bridging operation until conditions are established for longer term UN engagement.

The Panel was sensitive to the wide range of different views on this proposal and it expressed the opinion that it is time for the UN to deepen all the aspects concerning the role of the AU in resolving peace and security issues. Of course in coordination with the efforts of the UN.

Similarly, the recommendations concerning the necessity of logistic support require much closer examination.

In particular, there is an opportunity to break with some of the traditional approaches of the past, and take advantage of more innovative ideas that avoid the need to stockpile large quantities of equipment, something that is increasingly important in the present economic climate.



**In relation to long term capacity building, the Panel recommended the establishment of a multi-donor trust fund.**

The very concept of the multi-donor fund implies that all those who have interests in a peaceful Africa shall be called to contribute with financial, human and technical resources in order to build this capacity.

New donors were encouraged, are encouraged and will be encouraged to start and increase their contribution.

If, as we do hope, the large multi-donor fund is successfully established, its size and complexity will require expertise that is found in very few international institutions.

This is why in the start-up phase, we recommend the involvement of the UNDP. However, in order to ensure the progressive empowerment of the AU, the Headquarters of this structure will be placed in Addis Ababa. The African Union is expected to take over full responsibility in a short period of time and thereafter **have full ownership of the fund.**

Moreover, it should be stressed that from the very beginning the African Union will be in charge of defining priorities and projects in the area of capacity building.

In various meetings with the heads of state and government of countries **interested** in supporting the role of the African Union in peacekeeping, I have found a general positive attitude regarding our proposal of a multi-donor fund dedicated to long term capacity building.

This idea requires also additional examination in order to define the detailed modalities and to determine how it can work in synergy with existing mechanisms such as the Africa Peace Facility (APF), supported by the European Union.

In conclusion I would emphasize that some of the recommendations can be implemented relatively easily, particularly those dealing with strengthening the political relationship between the UN and the AU. Some of them are already moving forward as part of an ongoing process. Others require much more detailed analysis than was possible under the Panel.

The Panel conducted the bulk of its work when the consequences of the current economic downturn were not yet fully expressed. Nonetheless it is important that support for the AU will increase in the future. **It is too important.** We have to work better together and we have to find more efficient instruments of cooperation.

All of us must be engaged in developing the AU's capacity. The support of AU Member States is as critical as the material support of non-African UN member states. Ownership must belong to Africa but all member states, particularly those with interests in Africa, need to be committed to supporting the process. It is clear that there can be no development without peace. **It is also clear that peace in Africa affects not only African future, but the future of all of us.**



This report should be seen as a significant step in a longer process that will require further consultation and work for the development of its recommendations.