

Conference on Security, Stability, Development and Cooperation in Africa (CSSDCA)

REPORT OF THE SECRETARY GENERAL ON THE IMPLEMENTATION OF THE CSSDCA

I. INTRODUCTION

Council will recall that the 36th Ordinary Session of the Assembly of Heads of State and Government, held in Lome, Togo, adopted the CSSDCA Solemn Declaration on 11 July 2000. The main features of the Solemn Declaration include: a Declaration of Principles, a Plan of Action and an Implementation Mechanism. The Implementation Mechanism provides for the establishment of a Standing Conference, which should meet every two years during the Ordinary Session of the Assembly of Heads of State and Government. The leaders also agreed to convene review meetings of the Plenipotentiaries and Senior Officials to monitor the implementation of the CSSDCA decisions in-between sessions of the Standing Conference. Additionally, the Secretary-General was requested to initiate arrangements for designating, within the Secretariat, a Unit to coordinate CSSDCA activities and to take necessary measures to ensure the detailed discussions of the various Calabashes in order to implement the CSSDCA Process. In this regard, the Secretary-General was requested to coordinate the consultations with a view to ensuring the convening of the meetings on the Calabashes.

Following the Lome Summit, a number of initiatives were taken by the General Secretariat in order to actualize the Implementation Mechanism, including consultations with Member States on how to operationalize the CSSDCA in the work programme of the OAU, the implementation of the decision to establish, within the Secretariat, a Unit to coordinate CSSDCA activities, and preparations for the convening and hosting of detailed discussions at the Security, Stability, Development and Cooperation Calabashes for submission to a Ministerial Review Conference, prior to the convening of the First CSSDCA Standing Conference, as envisaged in the Implementation Plan. At the Seventy-Third Ordinary Session of the Council of Ministers meeting in Sirte, Libya, on 22-26 February 2001, Council was briefed on the progress made and steps taken by the General Secretariat in this regard, as well as the difficulties encountered, with particular emphasis on the issue of resource constraints.

Subsequently, to ensure adequate financial provisions for the CSSDCA Process, the Secretary-General addressed letters to various leaders to urge them to make contributions to sustain the CSSDCA Process. On its own part, the Advisory Committee on Administrative, Financial and Budgetary Matters approved the sum of US\$500,000 as programme budget for the CSSDCA Process in the 2001- 2002 Financial Year. The funds enabled the take-off of the CSSDCA Process. Thus at the Seventy-Fifth Ordinary Session of the Council Of Ministers held in Addis Ababa from 9-15 March 2002, the Secretary-General submitted a status report on the progress made and steps taken to implement the CSSDCA Process since the Seventy-Third Ordinary Session of the Council of Ministers in Sirte, Libya, on 22-25 February 2001.

Since the meeting of the Council of Ministers in Addis Ababa in March 2002, further progress has been made in regard of the establishment of the CSSDCA Unit and the convening of the second Experts meeting for detailed discussions of the Security and Stability Calabashes of the CSSDCA. Similarly, the programme of cooperation with international organizations such as the United Nations and the Organization for Security and Cooperation in Europe has advanced further and there has been progress in the drive to secure the provision of adequate financial provisions for the implementation of the CSSDCA Process.

II. ESTABLISHMENT OF THE CSSDCA UNIT

Since the meeting of the Seventy-Fifth Ordinary Session of the Council in March 2002, various steps have been taken to implement this Decision of the Council. The Unit has been incorporated into the formal structure of the Secretariat and as part of this process, two Senior Political Officers on P-4 Grade have been recruited for Security and Stability and Civil Society Affairs respectively, as regular staff officers of the CSSDCA Unit within the OAU/AU Secretariat. Arrangements are underway for the recruitment of another officer on the same grade for the Development and Cooperation

Calabashes. Moreover, the appointment of the Senior Coordinator and the support staff were regularized in June 2002 in order to make the Unit fully operational.

III. DETAILED DISCUSSIONS OF THE CALABASHES

Council will recall that the First Experts Meeting on the Development and Cooperation Calabashes was held in Midrand, Gauteng, South Africa, from 9-13 December 2001. As the Secretary-General noted in his report to the meeting of the Council in March 2002, the First Experts meeting helped to clarify the objectives of the CSSDCA process, within the context of the emerging African Union, and addressed the issue of complementarity with the New Partnership for Africa Development (NEPAD). It adopted a Memorandum of Understanding on the Development and Cooperation Calabashes for submission to the Ministerial Review Conference as part of the preparations for the First Standing Conference of the CSSDCA, scheduled to be held on the margins of the first Summit of the African Union in Durban, South Africa, in July 2002. The Memorandum of Understanding offers a pragmatic framework for translating the general and specific principles contained in the CSSDCA Solemn Declaration into core values and key commitments that would serve as a framework for action. This framework, which is based on decisions and resolutions already adopted by the OAU, provide a means of asserting key targets or performance indicators that would enable the Union to assess progress over any period of time in the implementation of Decisions and commitments taken by Member States.

The Experts meeting on the Security and Stability Calabashes was held in Addis Ababa, Ethiopia, from 14 to 17 May 2002. The outcome of that meeting was the adoption of a Memorandum of Understanding on the Security and Stability Calabashes of the CSSDCA. With the conclusion of the two Experts meeting on Development and Cooperation and Security and Stability Calabashes respectively, the General Secretariat brought to a successful conclusion the efforts to fulfill the mandate given by the Heads of State and Government at their 36th Ordinary Session in Lome for a detailed discussion of the various Calabashes of the CSSDCA. The two Memorandum of Understanding have thus been consolidated into a general Memorandum of Understanding on Security, Stability, Development and Cooperation to be considered by the Ministerial Review meeting for submission to the First Standing Conference of the CSSDCA in Durban, South Africa in July 2002 (Annex1).

The Memorandum of Understanding on the Security, Stability, Development and Cooperation Calabashes provides an all-inclusive framework for a peer review structure within the African Union. It is important to stress that this framework is based on resolutions, declarations and decisions taken by the continental organization since its establishment in 1963. The process of developing this monitoring and evaluation framework for the African Union has nonetheless been dynamic and exhaustive. The complex and holistic exercise has been underpinned at all levels by a framework of consensus that has often resulted in the expansion of its frontiers.

The outcome is a process and structure that the continent can be justifiably proud of as being faithful to the desires and wishes of the African Heads of States who mandated its development and the hopes and aspirations of the African people whose expectations and welfare, it was designed to cater for. The Memorandum of Understanding clearly enunciates the core values that guide all undertakings in the continent in the sphere of security, stability, development and cooperation in an holistic context that relates the various areas to each other as integrated elements in the bid for African development and democratic renewal. both of which are conceived as logical preconditions for each other. Subsequently, it enumerates the commitments, obligations and actions that Africans have subscribed to as a framework for realizing these values and goals. It also highlights common sets of benchmarks for evaluating compliance to ensure proper monitoring. The benchmarking criteria and indices provide the basis for assessing performance and the establishment of a framework for promoting common progress through improvements in general and/or overall standards of performance.

It should be recalled that the detailed discussion of each Calabash was preceded by the presentation and analysis of a policy discussion paper in which the framework of common and existing consensus of values, commitments, obligation, action and benchmarks were comprehensively discussed. In the process, Member States were offered the opportunity to explore the legitimacy and validity of their previous commitments in the light of contemporary developments and realities. Significantly, the

result was that Member States reaffirmed their continued commitment to previous obligations and in some rare cases, even sought to expand them in the light of international decisions taken after the original decisions and resolutions at national, continental and international levels.

More significant still, is the fact that the obligations and frameworks of behaviour set for values, commitments, and actions to be taken, and key performance indicators meet the highest comparable regional and international standards. It is also remarkable that the Member States in consensus did not just stop at agreeing on standards but went on to affirm their readiness to stand by them in very clear and unequivocal terms by stating that " we commit ourselves to respect and implement all this undertakings in the conformity with Articles 9(e) and 23 (2) of the Constitutive Act of the African Union".

This is clear demonstration that in the spirit of the new African Union, African states and peoples are determined to move together in the search for democracy, development and good governance as a continent. Capacity differences do exist but this has simply strengthened the determination to forge a common agenda and common purpose to bridge them. To this end, Member States agreed on the precise requirement of common diagnostic tools and measurement criteria for assessing performance and cross-referencing inputs for assessments from all stakeholders in African states and society. The primary source of reference will be national review mechanisms but inputs are also required from civil society, parliamentarians and the private sector. Thus the peer review process is designed as a comprehensive mechanism involving vertical and horizontal approaches.

This outcome commends the foresight and wisdom of the African Heads of State that met in Lome in July 2000, their adoption of the CSSDCA Solemn Declaration and the decision to establish the CSSDCA Process. So far, in the short period of its implementation, the CSSDCA Process has added an urgent and vital dynamism and vigour to the activities of the OAU/AU Secretariat. It has provided a forum for the progressive development and advancement of common values and a structure that consolidates the constructive implementation of the agendas of the Political and Community Affairs Department by relating activities in the sphere of security, stability, development and cooperation more closely to each other and interfacing their initiatives.

The CSSDCA Process has also developed a framework of activity that would serve the monitoring and evaluation goals of the Assembly of Heads of State and Government as prescribed in article 9(e) of the Constitutive Act of the African Union. It was in recognition of the contribution and the important role that the CSSDCA Process could play in advancing the goals of the African Union and facilitating their implementation that the Experts from various Member States that met in Addis Ababa from 14-17 May 2000 proposed in the Memorandum of the Understanding that the CSSDCA Unit as the Coordinating Mechanism, should be strengthened, enlarged and endowed with adequate resources and funds as well as other enabling capacities to take initiatives within the structure of the envisaged Commission of the African Union, so as to perform its tasks efficiently and effectively, particularly in respect of the implementation of decisions adopted by Member States.

IV. INTERACTION WITH INTERNATIONAL ORGANIZATIONS

As a follow-up to the joint OAU/CSSDCA-OSCE Workshop of 7-8 February 2002, the OSCE in close coordination with the Austrian Embassy in Addis Ababa, arranged for a small fact finding mission by representatives of the OAU/CSSDCA to Vienna to carry on with the information exchange initiated by the OAU/CSSDCA-OSCE Workshop in Addis Ababa, Ethiopia.

The mission, who took place from 17-23 June 2002, sustained the momentum generated by the Workshop of February 2002 by enhancing the prospects for consolidation of a follow up-agenda into a formal partnership between the OAU/AU and the OSCE. It also provided valuable information about the conduct and operations of the OSCE and how it can be used to enhance the operations of the CSSDCA Process in the areas of conflict prevention, management and resolution, the respect and promotion of human rights and election observation. In addition, an Officer from the Political Cooperation Division, which focuses on human rights and democracy issues, visited the Warsaw office of the OSCE on invitation in late May 2002. Moreover, the CSSDCA Unit is currently engaged in consultations with the Government of Netherlands, which is to assume the Chairmanship of the OSCE in October, to arrange joint workshops on election observation, confidence-building measures

and the proliferation of small arms and light weapons in the second half of 2002 and early 2003 respectively.

Significantly also, the Framework of Cooperation between the United Nations and the Organization of African Unity of the Fifty-Sixth Session of the UN General Assembly in December 2001 took "note of the declarations and decisions adopted by the Heads of State and Government of the Organization of African Unity at its Thirty-Sixth Ordinary session, held at Lome, Togo, from 10-12 July 2000, in particular AHG/Decl.4 (XXXVI) on the Solemn Declaration on the Conference on Security, Stability, Development and Cooperation in Africa" and requested "the United Nations to extend full Cooperation and support to the Organization of African Unity in the Implementation of the Solemn Declaration on the Conference on Security, Stability, Development and Cooperation in Africa". Following this, the Bilateral meeting between the UN and the Organization of African Unity, co-chaired by the Deputy Directors of Africa 1 and 11 of the UN and the Head of the Permanent Mission to the UN, placed emphasis on the need for strong support for the CSSDCA.

V. LINKAGE WITH AFRICAN CIVIL SOCIETY ORGANIZATIONS

In furtherance of Decision CM/Dec.605, Council was informed at its last meeting in March that the OAU General Secretariat convened a second OAU-Civil Society Conference on Developing Partnership between the OAU and the African Civil Society Organizations to be held in Addis Ababa, from 11-14 June 2002. The purpose of the Conference was to serve as a follow-up to the first Conference held in June 2001. Its main objective was to establish a mechanism that would facilitate an interface between the African Civil Society and the African Union, as well as to provide inputs and explore modalities for effective engagement of Civil Society Organizations within the framework of the CSSDCA. The Conference also sought ways of enlisting the support of and inputs from African Civil Society for the establishment of African Union, with particular reference to the New Economic and Social Council (ECOSOC).

VI. FUNDING OF CSSDCA

The General Secretariat is also seriously engaged in efforts to secure adequate resources to support the work of the CSSDCA Unit. To this end, it has been involved in consultations with the Governments of the Federal Republic of Nigeria and the Government of South Africa to redeem pledges made at the inception of the CSSDCA Process and secure more financial support for the CSSDCA Process.

Both the Federal Republic of Nigeria and the Republic of South Africa have responded positively to the request. In a joint note delivered to the Secretariat on 23 October 2002, the two Governments confirmed the availability of the funds for immediate transfer to the OAU Secretariat and their readiness to release the money as soon as the conditions for its disbursement are agreed upon. The Governments of Nigeria and South Africa emphasized that they "have made this contribution as a demonstration of their commitment to the CSSDCA initiative which they believe will contribute immensely to the achievements of the objective of the African Union particularly in the areas of peace, stability, development and cooperation".

VII. CONCLUSION AND RECOMMENDATIONS

Finally, the integration of the CSSDCA Process into the work programme of the OAU/AU adds a new dimension to the development of the Organization and it is fortuitous that this is taking place at precisely the same time in which the OAU is transiting into the African Union. In offering a framework for the adoption of common values and monitorable targets that would enable higher standards of performance and efficiency, the CSSDCA offers the OAU a unique instrument for transformation into the African Union. Its utility and added value lies in its potential to serve as a major vehicle through which the OAU /AU can collectively translate into concrete, achievable and measurable results, the vision and Agenda of the Organization in the area of peace, security, development and integration. The consolidation of the CSSDCA Process would also have a wider impact on decision-making processes and implementation of decisions within the OAU/AU and Africa's relationship with the wider international community.

The monitoring Mechanism of the CSSDCA offers the African Union a comprehensive peer review process that is premised on the combination of a bottoms-up and top-down approach. The Framework of Implementation and monitoring performance contained in the Memorandum of Understanding will involve Governments through inter-Ministerial Committees, Regional Economic Communities (RECs), Civil Society Organizations and independent research agencies. Thus it involves a process of interaction at various levels that would allow for and encourage cross verification and cross-substantiation, as well as mediation at the same levels to promote changes.

The diagnostic tools include a series of key performance indicators that are already agreed upon but there is also a provision for expanding spatial and political boundaries where the framework of consensus supports such innovations or where other international instruments within and outside the OAU/AU framework at the regional, continental and international levels permits and demands such adaptability.

The challenge confronting the CSSDCA process now is to develop an appropriate infrastructure to ensure proper monitoring using the agreed benchmark criteria and indices, with targets and measurement criteria for determining compliance. Agreed benchmark criteria and indices requires a framework of political legitimacy which is conferred on the CSSDCA Process by the Solemn Declaration and the Memorandum of Understanding agreed upon by states. The models of best practices established by the Memorandum of Understanding provide frameworks for measurements that are built on consensus and devoid of national or parochial sentiments or preferences. The Memorandum endorses mechanisms with provisions for powers of review action. More significantly, the peer review process offered by the CSSDCA entails of framework of internal self-adjustment and self-correction that is not time-bound or limited in membership and scope or directed by external demands. This gives it an African derived legitimacy that should be valuable in terms of Africa's relationship with the outside world.

Finally, the CSSDCA Process offers a concrete tool for facing challenges of the future. Thus it seems appropriate, even now, to begin to examine challenges that would follow the First Standing Conference. If the Standing Conference uphold the validity and substance of the undertakings thus far, the task of the CSSDCA Process after the First Standing Conference would be to consolidate arrangements for the implementation of the Memorandum of Understanding, This would involve elaborating the comprehensive work programme for its activities, with critical emphasis on the standardization and refinement of diagnostic tools and measurement criteria for its operations. As part of this process, the CSSDCA Process has an advocacy role to sensitize the international community, civil society and Regional Economic Communities, the UN and other international organizations to the decisions and obligations undertaken by African States in the spheres of security, stability and development and to solicit technical, moral and financial support for them.