

THE HIGH LEVEL PANEL REPORT ON THREATS, CHALLENGES AND CHANGE

When deep divisions became apparent among UN members in the course of 2003, the UN Secretary-General, Kofi Annan, created the *High-Level Panel on Threats, Challenges and Change* to ensure that the UN remain capable of fulfilling its primary purpose as enshrined in Article I of the Charter – “to take effective collective measures for the prevention and removal of threats to the peace.” The Panel was instructed to recommend clear and practical measures for ensuring effective collective responses to the common security problems and challenges facing Member States. It was chaired by former Prime Minister of Thailand, Anand Panyarachun, and included former Heads of State, former Ministers of Foreign Affairs (including Gareth Evans, president of the International Crisis Group) and former military and UN officials.

On 2 December 2004, the High-Level Panel submitted its report to the UN Secretary-General. The emphasis of the report lies strongly on prevention within all the areas defined as key threats to collective security, namely: economic and social

threats, including poverty, infectious disease and environmental degradation; inter-state conflict; internal conflict, including civil war, genocide and other large-scale atrocities; nuclear, radiological, chemical and biochemical weapons; terrorism and transnational organised crime. Below is a synopsis of those observations and recommendations made by the Panel that are most relevant to the Global Partnership’s objectives. Parts of the following text are taken directly from the Panel’s report, the full text of which can be found at <http://www.un.org/secureworld/>.

A Deputy Secretary-General for Peace and Security

In 1996, the post of Deputy Secretary-General was created, and helped bring far greater coherence to the UN in management reform and the social, economic and development field. The High-Level Panel proposes creating the position of a second Deputy Secretary-General, for Peace and Security. His or her tasks would comprise formulating integrated strategies and ensuring concerted action by systematically overseeing the work of the UN

system in the area of peace and security. This recommendation is aligned with, and even goes beyond, what the Global Partnership suggested in its submission to the High Level Panel on strengthening the UN’s capacity for leadership in prevention.

An improved framework for analysis and support for the Secretary-General

Also in line with the Global Partnership submission, the Panel recommends that the new Deputy be supported by an office of around 15 professionals capable of strategic analysis, planning and coordination, as well as being able to provide the Secretary-General with expertise on new threats. The report identifies a knowledge and experience gap, as well as a general lack of staff, within the Secretariat in the fields of conflict prevention and peacekeeping, the negotiation and implementation of peace agreements and peacebuilding – despite the massive increase in activities in these fields in the past fifteen years. The Panel suggests a one-time, far-reaching review and replacement of Secretariat personnel to fill this gap, as well as increasing the staff by sixty posts. ➔

THE NAIROBI CONFERENCE

Both the direct and indirect human cost of violent conflict in Eastern and Central Africa have been tremendous: the failure of military interventions, the lasting negative impact on communities and the high cost of peacekeeping operations and reconstruction indicate that a fundamental shift from reaction to conflict prevention is necessary for the promotion of peace and development.

Civil society has a strong role to play in conflict prevention in the region as the complexity, scale and diversity of conflict are too great for any single entity to deal with adequately. Due to their proximity to the communities involved in and affected by conflict, civil society actors may have the trust of conflict parties or insights that governments lack. Stronger ties and closer cooperation between governments and CSOs are therefore vital in the prevention of armed conflict in the region.

Nairobi Peace Initiative – Africa (NPI-Africa) is the initiator for the Global Partnership process in Eastern and Central Africa. On 26-29 October, NPI-Africa organised the Regional Conference “Towards Effective Partnerships for the Prevention of Armed Conflict and Peacebuilding” which brought together more than 60 civil society actors, researchers and academics as well as representatives from the Government of Kenya, COMESA, IGAD and the UN Special Representative for the Great Lakes Region.

The main objectives were the identification and analysis of key issues pertinent to conflict prevention and peacebuilding in the region, the creation of space for sharing experiences and lessons learned and collaboration between CSOs, UN and government representatives, generating a Regional Action Agenda, and forming a Regional Steering Group for the Eastern and Central Africa Region.



The Nairobi Conference

The Regional Action Agenda that resulted from the conference is still in the process of being finalised and endorsed, but will be available on the Global Partnership website (www.gppac.net) in the near future. However, with the International Conference on the Great Lakes Region (see box) held just three weeks later an additional set of ten recommendations was made, addressed specifically to the participating governments of the Great Lakes Conference. What follows is a summary of those recommendations. ➔

➔ continued: *The high level panel report*

A special Peacebuilding Commission

The Panel recognises that enforcing and keeping peace, though essential, are not sufficient for long-term recovery. It recommends that serious attention be paid to the longer-term peacebuilding process in all its facets. As of yet, there is no place in the United Nations system explicitly designed to avoid state collapse or decline into war, or to assist countries in transition from war to peace. Therefore, the Panel recommends that the Security Council establish a Peacebuilding Commission, whose core functions should be providing early warning of countries at risk of sliding towards state collapse, and organising proactive assistance in preventing that process from developing further, in partnership with the national government. It should also assist in the planning for transitions between conflict and post-conflict peacebuilding, and marshal and sustain the international community's efforts in post-conflict peacebuilding over whatever period may be necessary.

Security Council Reform

The Panel believes that reform of the Security Council is crucial in dealing with the new threats to global security, and with the imbalance of power between its members. The report offers two different models for reform, based on four guiding principles: the decision-making involvement of the main contributors to the UN should be increased;

the countries involved in the decision-making process should be more representative of the broader membership, especially of the developing world; the effectiveness of the Security Council should not be impaired; and the democracy and accountability of the body should be increased.

In the first model, the Council is enlarged by six permanent seats without the right of veto, and three rotating seats with two-year terms. In the second model, the Council is enlarged by eight rotating seats with four-year terms, and the possibility of re-election.

Use of Force and Preventive Action

The Panel is not in favour of rewriting or reinterpreting article 51 of the United Nations Charter. It states that, according to international law, a threatened state may take military action so long as the threat is *imminent*. On preventive action, i.e. in response to a non-imminent threat, the report states that any member state should first consult with the Security Council, which can authorise such action if it chooses too. If it does not, there is, by definition, time to respond by other means, such as persuasion, negotiation, deterrence and containment. "To those who are impatient with such a response" according to the Panel, "the answer must be that in a world full of perceived potential threats, the risk to the global order [...] is simply too great for the legality of unilateral preventive action [...] to be accepted. Allowing one to so act is to allow all."

The Role of Civil Society

The Panel supports a strong role for Civil Society in all areas of identified threats and states that it "...believe[s] that civil society and NGOs can provide valuable knowledge and perspectives on global issues". It fully endorses the recommendation of the Panel of Eminent Persons on UN-Civil Society Relations that the General Assembly establish a better mechanism to enable systematic engagement with civil society. It also welcomes greater civil society engagement in the work of the Security Council. In the field of preventive diplomacy, mediation and peacebuilding, the Panel recommends giving additional resources to the Department of Political Affairs and restructuring it, taking into account the need for greater interaction with national mediators, regional organisations and NGOs in conflict resolution, and greater consultation with and involvement in peace processes of important voices from civil society, especially those of women.

We, as the Global Partnership, are very positive about the report of the High Level Panel, and support many of the points and recommendations made. These recommendations are far-reaching and very strongly promote the field of conflict prevention and peacebuilding. One of the main aims of the Global Partnership is to organise and institutionalise this field within the UN system, and the report offers concrete ways in which to do so.

➔ continued: *The Nairobi conference*

1. Because there is currently no specialised agency with a regional approach to conflict prevention, the regional conference recommends that the Intergovernmental Authority on Development (IGAD) be transformed into such an agency, and renamed the Intergovernmental Authority on Peace for Development (IGAPED).
2. It is important that a fund for post-conflict reconstruction and peacebuilding be set up, to be administered through the

International Conference on the Great Lakes Region

November 20 saw the signing of the Dar es Salaam Declaration at the conclusion of the first summit of the International Conference on the Great Lakes Region, held under the auspices of both the African Union and the United Nations. Heads of State and government from Angola, Burundi, Central African Republic, the Republic of Congo, Democratic Republic of Congo, Kenya, Rwanda, Sudan, Tanzania, Uganda and Zambia signed the declaration which aims at bringing about peace and security, democracy, good governance and development in the region. It provides a follow-up mechanism, with a second conference planned for November 2005.

3. COMESA Trade and Development Bank. This fund could contribute to activities that will help prevent recurrence of conflict, such as trauma counselling and reconciliation.
4. Governments should implement in full the Nairobi Declaration on Small Arms and Light Weapons, and commit themselves to a regional approach to the control of illicit arms.
5. Given the increased use of sexual violence as an instrument of war, the conference recommends that governments in the region create special courts and legislation to deal with these offences.

6. Governments should also support and facilitate research into gender-based violence, and lobby the UN to pass a resolution that condemns rape as an instrument of war.
7. With the number of resource-based conflicts on the increase, the conference made a series of recommendations regarding the creation of a code of conduct, accountability and transparency in the management and use of natural resources in the region, and the development (in cooperation with CSOs) of an early warning system.
8. A number of recommendations were made regarding the protection and healing of refugees, and the sensitisation (in cooperation with CSOs) of local communities on the rights of and the need to co-exist peacefully with refugees and IDPs.

CONTACT

European Centre for Conflict Prevention
PO Box 14069
3508 SC Utrecht
The Netherlands
Tel: +31-30-242 7777
Fax: +31-30-236 9268
info@conflict-prevention.net
www.conflict-prevention.net

The European Centre for Conflict Prevention acts as the International Secretariat for the Global Partnership for the Prevention of Armed Conflict as well as the secretariat for the International Steering Group.



➔ continued: *The Nairobi conference*

8. Encouraged by the emerging political will to respect human rights and the rule of law, a series of recommendations deal with the strengthening and monitoring of human rights and the abuse thereof in the region.
9. In recognition of the relationship between poverty and conflict, the conference recommends that governments in the region redouble their efforts towards poverty reduction through a set of both existing and new mechanisms and methods, and show a united front when negotiating with international instruments such as the WTO.

10. Finally, a set of country- and issue-specific recommendations were made.

The recommendations were forwarded to the office of the UN Special Representative on the Great Lakes Region and the Kenya Ministry of Foreign Affairs for consideration in the drafting of the Dar es Salaam Declaration during the Regional Preparatory Committee meeting in Kampala, Uganda on November 8 and 9. Prior to this preparatory meeting NPI-Africa had the opportunity to give input in the draft Declaration during a meeting called by the Kenyan Ministry of Foreign Affairs, where they were able to further share ideas stemming from the recommendations.

OBJECTIVE OF THE GLOBAL PARTNERSHIP

The primary objective of the Global Partnership for the Prevention of Armed Conflict is to create a fundamental shift in how the world responds to conflict by developing a common platform for effective action in conflict prevention from the community to the global level.

AIMS

1. To explore the roles of civil society in conflict prevention and peacebuilding
2. To identify mechanisms for interaction between civil society, the UN, regional organisations and governments and promote improved interaction between CSOs and the UN
3. To establish regional and international conflict prevention and peacebuilding networks and to strengthening existing ones
4. To produce Regional Action Agendas and a Global Action Agenda for conflict prevention and peacebuilding
5. To articulate a policy change agenda aimed at achieving a shift to prevention in how governments and the international community view and address conflict
6. To implement awareness raising activities on conflict prevention and peacebuilding

FUNDING & SUPPORT

Ten governments have thus far decided to support the programme: Austria, Canada, Denmark, Germany, Ireland, the Netherlands, Norway, Sweden, Switzerland, and the United Kingdom, as well as the Autonomous Community of the Basque Country, Spain. A number of NGOs and institutions also support the programme: NCDO, World Vision, Cordaid and Novib/Oxfam the Netherlands. Many other organisations are supporting the regional processes.

The Global Partnership has also received support in the form of letters from UN Secretary-General, Kofi Annan; EU Commissioner for External Relations, Christopher Patten; Executive Director of UNIFEM, Noeleen Heyzer; and Deputy Permanent Representative of Italy to the U.N., Minister Aldo Mantovani, on behalf of the European Union.

THE BALKAN ACTION AGENDA FOR SUSTAINABLE PEACE

As a result of previous armed conflicts, the Balkans remains a region of high tensions, in which violent conflicts still exist and where new violence is a threat. In the last decade, many efforts have been made in conflict prevention and peacebuilding in the region. These efforts have improved the situation compared to that of ten to fifteen years ago but have not yet created sustainable peace.

The Nansen Dialogue Network in the Balkans leads the Global Partnership process there as the regional initiator, in cooperation with the Bulgarian School of Politics and the Albanian Peace and Disarmament Project. Between April and August of this year national meetings as well as three Regional Steering Group meetings were held, all of which led to the formulation of recommendations on conflict prevention and peacebuilding finalized in the Regional Action Agenda.

The Regional Conference, held 4-6 November in Igalo, Montenegro, was the crowning event of a year long process that brought together 125 eminent civil society members from Bosnia and Herzegovina, Croatia, Macedonia, Serbia and Montenegro including Kosovo,



Drafting the Balkan Action Agenda

Albania and Bulgaria as well as UN representatives. Gathered around the shared goal of sustainable peace in the Balkans, this vast array of NGO and INGO representatives formulated the Balkan Regional Action Agenda at the Balkan Regional Conference on Peacebuilding and Conflict Prevention.

The main goal of this process is to contribute to sustainable partnerships between governments and civil society to institutionalise the mechanisms and processes for conflict prevention and peacebuilding on the local, national and regional level. The Regional Action Agenda provides a joint platform on conflict prevention and peacebuilding in the Balkans.

The Balkan Regional Conference and the Regional Action Agenda were based on the guiding principles of: peaceful co-existence and non-violence; the values embedded in the Universal Declaration of Human Rights; diversity and multiculturalism; a shift from crisis management to conflict prevention and peacebuilding; sustainability; accountability and transparency; partnership for conflict prevention between governments, CSOs and INGOs; reconciliation; inclusiveness and equality; a shift from national security toward human security; interethnic dialogue. The following is a summary of the key recommendations of the Balkan Action Agenda: ➔

STATEMENT OF COMMITMENT

The International Steering Group of the Global Partnership has produced a Statement of Commitment which individuals and organisations can sign. This assures their involvement in the Global Action Agenda process including general updates on the status of the programme. To sign on, please visit www.gppac.net.

REGIONAL INITIATORS

Central and East Africa

Nairobi Peace Initiative-Africa
Ms. Florence Mpaayei
Email: fmpaayei@npi-africa.org

West Africa

West Africa Network for Peacebuilding
Mr. Emanuel Bombande or
Ms. Victoria Kumbour
Email: ebombande@wanep.org;
vkumbour@wanep.org

Southern Africa

African Centre for the Constructive
Resolution of Disputes
Mr. Senzo Ngubane
Email: senzo@accord.org.za

Latin America and the Caribbean

Regional Coordination for Economic
and Social Research
Mr. Andrés Serbin
Email: sanrafaelsr@fibertel.com.ar
and info@cries.org

North America

Canadian Peacebuilding Coordinating
Committee
Mr. David Lord
Email: cpcc@web.ca

and

Interaction
Mr. Gottlieb Duwan
Email: gduwan@interaction.org

South Asia

Regional Centre for Strategic Studies
Mr. Sridhar Khatri
Email: edcrss@sri.lanka.net;
sridhar@rcss.org

The Pacific

Citizen's Constitutional Forum
Ms. Jone Dakuvula
Email: jdakuvula@ccf.org.fj

Southeast Asia

Initiatives for International Dialogue
Mr. Augusto N. Miclat Jr.
Email gus@iidnet.org

Northeast Asia

Peace Boat
Mr. Tatsuya Yoshioka
Email: gppac@peaceboat.gr.jp

Central Asia

Foundation for Tolerance International
Ms. Raya Kadyrova
Email: fti@infotel.kg

Middle East and North Africa

European Centre for Conflict Prevention
Ms. Juliette Verhoeven
Email: j.verhoeven@conflict-prevention.net

Western Commonwealth of Independent States

Nonviolence International
Mr. Andre Kamenshikov
Email: akamenshikov@mail.ru

The Caucasus

International Center on Conflict & Negotiation
Ms. Tina Gogueliani
Email: iccn@iccn.ge

The Balkans

Nansen Dialogue Network
Ms. Tatjana Popović
Email: nansen@sezampro.yu

Northern and Western Europe

European Centre for Conflict Prevention
Mr. Paul van Tongeren
Email: info@conflict-prevention.net

NGO-UN Conflict Prevention Working Group

Mr. Jack Patterson
Email: jpatterson@afsc.org

International Steering Group

International Secretariat, ECCP
Email: info@conflict-prevention.net

→ continued: *The Balkan Action Agenda*

- 1. Peace Education:** Peace Education should be introduced into all sectors of society to strengthen the capacities of citizens and societies to deal with conflicts non-violently, and to transform destructive conflict into dialogue. NGOs can be a strong partner to authorities and other stakeholders in developing peace education.
- 2. Inter-ethnic dialogue, human rights, minorities and human security:** It is essential that government and CSOs cooperate through coordinated action, critical dialogue and monitoring to promote human security and the growth and sustainable development of tolerant, ethnically diverse societies. Inter-governmental and international actors play a key role in facilitating and creating space for productive engagement in this area.
- 3. Peacebuilding through gender perspective:** A viable strategy for gender awareness is one of the preconditions for sustainable peace in the whole region. A regional platform should be developed that will encourage women and men to include women's contributions to awareness of issues of sex and gender in all programmes of conflict prevention and resolution, building and sustaining peace, as well as reconstruction and building of society at local, national and regional level.
- 4. Returnees and Integration:** With an unofficial estimate of one million refugees and Internally Displaced Persons (IDPs) conditions should be created that are conducive for the sustainable return and integration of refugees and IDPs in the region and to strengthen democratic development.
- 5. Transitional processes and EU Integration:** The goal is to accelerate the transition process towards open, democratic and peaceful societies in the Balkans through EU integration.
- 6. The role of religious communities in peacebuilding:** The objectives are to promote inter-religious understanding and reconciliation processes; overcome ethnic and religious prejudices; develop tolerance and dialogue using the respect that religious communities enjoy in all societies and nations all over the Balkans; achieve greater interaction

North American Consultation meeting

On Tuesday, November 9 the U.S. Steering Committee for the Global Partnership and the Woodrow Wilson International Center for Scholars co-hosted a consultation on the U.S. Action Agenda for the Prevention of Armed Conflict. Based on output from the live feedback session, as well as written input from a broad range of civil society stakeholders, the Steering Committee has developed a draft Action Agenda. This draft served as the basis for discussion at a North American regional consultation in Ottawa, on December 9, and the hemispheric meeting the following day.

between religious communities and other stakeholders. Strategic programs must be developed that focus on research, discussion and education.

- 7. Dealing with the past:** Dealing with the past in post-conflict, transition countries is a crucial pre-requisite to achieving sustainable peace. In order to enable comprehensive integration, such modalities as are introduced must be fully supported by governments, and fully supportive of all citizens of all ages, in particular victims of mass atrocities and all other human rights violations. In order to process violations of international humanitarian law and support local judiciaries prosecuting war crime suspects, full cooperation with the International Criminal Tribunal for Former Yugoslavia, other ad hoc tribunals and the International Criminal Court is essential.
- 8. Interaction between different actors** Cooperation between governments, civil society and inter-governmental organisations is the key to successful conflict prevention and peacebuilding.

The NGOs that gathered in Igalo will undertake a number of efforts to support the guiding principles and recommendations, such as working with peace educators to develop effective networks for disseminating the idea of peace education in the Balkan region and coordinating their efforts in developing more effective interactions with governments in the region and IGOs so as to strengthen the common endeavour of regional peacebuilding.

For the full text of the Balkan Action Agenda, see www.gppac.net and www.nansen-dialogue.net.

CALENDAR OF EVENTS | 2005

- | | |
|----------------------|--|
| February, 1-2 | • NE Asia: Regional Conference in Tokyo, Japan |
| February | • Regional Conferences in: Southern Africa, Latin America and the Caribbean and Southeast Asia |
| | • All-Africa Meeting for GPPAC, Nairobi, Kenya |
| | • National Consultations in The Pacific |
| | • North Caucasus: NGO-conference on the sub-regional action plan |

FOR THE EXTENDED CALENDAR OF EVENTS, PLEASE SEE WWW.GPPAC.NET