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Development



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The Africa Conflict Prevention Pool An Information Document

A Joint UK Government Approach to Preventing
and Reducing Conflict in Sub-Saharan Africa



Cover photo:

A young boy stands outside the remains of a house burnt down during factional fighting in southern Sudan.

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The Africa Conflict Prevention Pool

A Joint UK Government Approach to Preventing
and Reducing Conflict in Sub-Saharan Africa

Conflict in Africa remains one of the continent's biggest development challenges. The human, economic and development costs of conflict are immense. Without peace and security, development simply cannot take place. A peaceful and secure environment is frequently cited as the biggest priority for ordinary Africans across the continent. Instability in Africa also has global implications, creating zones of lawlessness open to exploitation by criminals and terrorists alike. It is for these reasons that conflict prevention, management and peace building in Africa remain a key priority for the UK Government.

The UK has a successful track record in supporting conflict prevention and resolution in Africa. However, we continue to strive for new approaches to resolve conflict and ensure peace and security. It was in pursuit of this goal that we established the Africa Conflict Prevention Pool.

The Africa Conflict Prevention Pool draws together the UK's expertise in diplomacy, development and defence, and in this way, it brings a holistic approach to supporting conflict prevention and resolution in Africa. Each of our three departments brings its own strengths to conflict prevention work. By pooling these resources and knowledge, we are able to provide stronger policy advice and a coordinated programme of support to conflict-affected countries and regional institutions in Africa.

The Africa Pool also provides an excellent framework for engaging with African institutions at the continental, regional and national level. It is particularly pioneering in its work at the regional level; an approach which recognises the regional dynamics of many African conflicts.

One of the key objectives of the Africa Conflict Prevention Pool is to assist the development of African conflict management capacity. In recent years we have seen African-led peace support operations play a vital role in Burundi, Liberia, Côte d'Ivoire and Sudan. We are proud of our support to these missions and, together with our G8 and EU partners, are committed to further developing African capacity over the coming years.

This report lays out the rationale behind the creation of the Africa Conflict Prevention Pool, provides an overview of the Pool's programme work and outlines the benefits of a joined-up approach to conflict prevention, resolution and post-conflict reconstruction.

In addition to raising awareness about this UK initiative, we hope that this report will demonstrate to other donors the benefits of a more holistic approach and encourage new partners to work with the UK to help bring peace and security to Africa.



Jack Straw
Secretary of State of Foreign
and Commonwealth Affairs



Hilary Benn
Secretary of State for
International Development



Geoff Hoon
Secretary of State for Defence

With its shared resources, decision making and PSA target, the Africa Conflict Prevention Pool represents a highly innovative way of working and a dedicated resource for tackling the complexities of conflict in Africa. The structure of the Africa Pool is designed to overcome unnecessary bureaucracy and help departments realise the benefits of joint working and information sharing.



Paul Boateng

Chief Secretary to the Treasury



HM TREASURY

	The Africa Conflict Prevention Pool In Brief	2
1	Introduction	3
1.1	Conflict in Africa	3
1.2	The Case for Joining-up the UK's Response to Conflict in Africa	4
2	The Africa Conflict Prevention Pool – Joined-up Government in Action	6
2.1	The ACPP Working at the Pan-Africa Level	7
2.2	The Regional Work of the ACPP	11
2.3	The ACPP Working in West Africa	11
2.4	The ACPP Working in Central Africa and the Great Lakes Region	12
2.5	The ACPP Working in East Africa and the Horn of Africa	13
2.6	The ACPP Working in Southern Africa	14
3	The Programme Work of the Africa Conflict Prevention Pool	16
3.1	What Kind of Activities Does the ACPP Support?	16
3.2	What Types of Approach does the ACPP Adopt for Conflict Prevention in Africa?	16
3.3	Thematic Areas of the Programme Work of the ACPP	19
4	Administering the Africa Conflict Prevention Pool: Structure, Targets and Finance	21
4.1	The Structure of the Africa Conflict Prevention Pool	21
4.2	Useful Dynamics of the Africa Conflict Prevention Pool	22
4.3	Delivering on Government Promises	24
4.4	Financing the Pool	25
4.5	Working with the Africa Conflict Prevention Pool	25
4.6	Contact Details	26
	Annexes	27
	Annex 1: Sample of ACPP Programme Activities	27

The Africa Conflict Prevention Pool in brief

- Was established in 2001 on the recommendation of a review of Conflict Prevention in Sub-Saharan Africa.
- Involves ministers and officials from three UK government departments: the Department for International Development (DFID), the Foreign and Commonwealth Office (FCO) and the Ministry of Defence (MOD).
- Is a tool for joint analysis, financing and coordination in areas where collaboration between the three departments can add value to UK conflict prevention activities.
- Works through the existing structures of the three departments, utilising in-country DFID offices, Defence Attachés, and Diplomatic Missions.
- Includes four Regional Conflict Advisers, working for all three departments and based in Abuja, Addis Ababa, Nairobi and Pretoria; these advisers enhance the Pool's ability to engage with African partners at the sub-regional level.
- ACP objectives and implementation plans are laid out in a jointly agreed UK Sub-Saharan Strategy for Conflict Prevention. This annually updated document identifies priority activities at the continental, sub-regional and national levels.
- The Sub-Saharan Strategy provides the implementation framework for UK activities in support of the G8 Africa Action Plan, and is closely aligned to other key multinational initiatives such as the European Union Common Position on Conflict Prevention.
- Is supporting a variety of initiatives designed to facilitate conflict resolution and peace processes, and to enhance African conflict management capacity. (Examples of ACP-funded programmes can be found at Annex 1).
- Has gained experience of different approaches to conflict prevention in Africa, and is actively learning the lessons of this experience.
- Is a major contributor towards achieving the UK's own target for conflict prevention, and in turn contributes towards poverty reduction and the Millennium Development Goals.
- Currently has a programmes budget of £60 million a year (€90 million), and an increasingly varied portfolio of projects. The Pool also has oversight of all UK Africa-related peace support operations expenditure including UN operations and support for other interventions.



Sudan: The 20-year conflict has had devastating consequences for local populations.

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1.1 Conflict in Africa

Conflict continues to be a huge problem in Africa. The lack of security and stability in many countries prevents ordinary people from going about their daily lives, and means that long-term development simply cannot take place.

The root or structural causes of conflict in Africa are complex and multi-faceted.¹ The post-Cold War era in Africa was marked by an upsurge in conflict. Armed conflict on the continent became more widespread and cases of internal conflict increased dramatically. The withdrawal of East-West patronage, aid and military assistance created further instability as weak and over centralised states in Africa became more vulnerable to internal dissent. As weakened authoritarian regimes lost internal control and external support, a number of states collapsed. States such as Liberia, Rwanda, Somalia, Sierra Leone and Zaire (DRC) became the focal point for wider regional instability, as neighbouring countries increasingly intervened and conflicts spilled over national borders.

In 2000, over half the countries in Africa and 20% of the population were affected by conflict. The extent of conflict was greater than in any other region in the world. The costs of this violence are unquantifiable but there is a clear correlation between such a violent history and Africa's continuing struggle against poverty and political insecurity. In 2003, 46% of all developing countries affected by conflict were in Africa, during the previous decade over 6 million people died, and over 20 million persons were displaced. In turn, war has led to consistent negative economic growth – at least 2% per year according to the World Bank.

¹ For further information on the history of conflict in Africa and the primary, secondary and tertiary causes of conflict see: DFID, FCO & MOD, "The causes of conflict in Sub-Saharan Africa", Framework Document, October 2001.

The beginning of the new millennium has brought fresh hope for a new era of peace and stability in Africa. The reasons for this new optimism are seen in the sea-change of many violent conflicts, from Sierra Leone down to Angola, that have culminated in peace processes. Despite these positive developments, many parts of Africa continue to be beset by armed conflict, and conflict prevention, management and peacebuilding are priority issues at the national, regional and pan-African level. The UK remains strongly committed to assisting African countries to tackle conflict.

1.2 The Case for Joining-up the UK's Response to Conflict in Africa

The Africa Conflict Prevention Pool is about drawing together the work of three government departments to maximise the impact of UK supported interventions. These three departments are:

- The Foreign and Commonwealth Office (FCO)
- The Ministry of Defence (MOD)
- The Department for International Development (DFID)

Prior to the formation of the Pool, these departments were more inclined to act independently, engaging in the areas of conflict prevention where they had specific expertise and resources. Each of these Departments has a primary objective, and a particular area of expertise as follows:

- **The Foreign & Commonwealth Office** – *working for the United Kingdom's interests in a safe, just and prosperous world.*

With its diplomatic missions across the continent and representation in global and regional institutions, the **FCO** is well placed to prevent conflict through dialogue and mediation, to help bring conflicting parties to the negotiating table in pursuit of peace agreements, to ensure peace agreements are respected and to ensure that the international system and partners are actively working to secure peace and security.

- **The Ministry of Defence** – *defending the United Kingdom, and Overseas Territories, our people and interests, and acting as a force for good by strengthening international peace and security.*

The **MOD** has successfully engaged in peace support operations, both as part of United Nations and other multi-lateral operations and unilaterally, to bring stability to troubled regions and enforce peace agreements. Additionally, the MOD can bring expertise to assist with the transformation of national armed forces through training at all levels, and through the development of sub-regional peace support operations capacity.

- **The Department for International Development** – *eliminating poverty in poorer countries.*

DFID is concerned with poverty reduction and sustainable development in Africa and it recognises that security is a fundamental pre-condition for development. Many of DFID's programmes in Africa tackle the underlying causes of conflict on the continent. One of the root causes of conflict in Africa is the high incidence of poverty. Much of DFID's conflict-related work aims to protect fragile livelihoods, and promote good governance and access to justice, through police, judicial and security sector reform.

A cross-cutting review on Conflict Prevention in Sub-Saharan Africa, conducted in 2000, recognised that Government policy could be enhanced by joined-up working between the three government departments involved. The review underlined the comparative advantages of the individual departments and proposed a mechanism to formalise a more coherent and joined-up approach for UK Government conflict prevention work in Africa. As a result, the Africa Conflict Prevention Pool (ACPP) was established in April 2001. At the same time, a second pool, the Global Conflict Prevention Pool, was created to address conflict prevention outside of Africa.²

The ACPP in action:

“The UK Government has given Mozambique £3.7m to help implement the 2002 peace deal between the Burundi Government and three of four Hutu rebel groups”

UK-funded troops land in Burundi, BBC News Online, 18th October 2003

“In an effort to tackle the militia and try and restore some security, the pan-continental African Union sent 10 monitors to Khartoum on Tuesday to oversee a shaky ceasefire agreed in April. They are due to deploy in Darfur this weekend, with a further 110 to follow. Britain is to meet the £2m start-up costs on the observer force and expects the EU to provide a further £10m.”

90 Days to stop another disaster in Africa, The Guardian, 5th June 2004

² For further information on the Global Conflict Prevention Pool see DFID, FCO & MOD “The Global Conflict Prevention Pool: A joint UK Government approach to reducing conflict”.

The Africa Conflict Prevention Pool – joined-up government in action

Joining-up government work on conflict is part of the UK’s Modernising Government agenda, but it also brings very clear and specific benefits to the work of the departments engaged in conflict prevention activity. A pooled approach means that DFID, the FCO and the MOD can draw on each other’s specific skills and experience and exploit networks of resources and knowledge both in Whitehall and in the field. The common policies and objectives that have resulted from this new approach are increasing the impact of UK Government work on the ground in Africa.

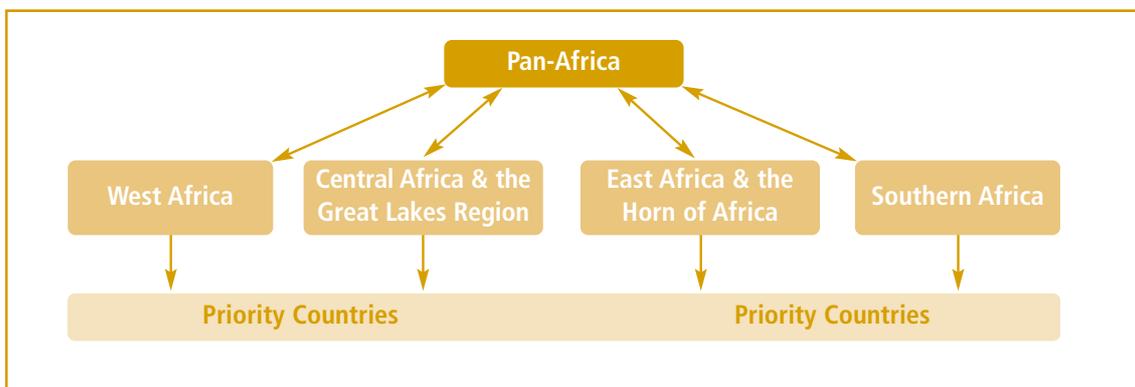
The ACPP works at several different levels. At the continental level, the Africa Pool is guided by the UK Sub-Saharan Strategy for Conflict Prevention. At the regional level, the Pool works through four Regional Conflict Advisers based in Africa; these are a recent innovation and an important resource. At the country level, the work of the Pool is based around the existing desk work and programmes of the three departments concerned.



Rwanda: Clay brick production for reconstruction work in conflict-affected rural areas.

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The levels at which the Africa Pool works are illustrated in the diagram below.



In addition to working at different levels, the Africa Pool also engages with a wide variety of partner institutions. At the global level the Pool is working with other donors and multilateral institutions towards a consolidated response to conflict in Africa. At the continental and sub-regional level, the ACPP works with regional bodies of member states, Non-Government Organisations (NGOs) and academic research institutes. At the national level, ACPP partners include government departments, national armed forces and police services, and local NGOs and civil society groups working at the grassroots level.

The Africa Conflict Prevention Pool is faced with a challenging and daunting agenda, but by working with such a broad spectrum of partners at so many different levels, the ACPP is able to draw together all of the different threads that make up the conflict landscape in Africa. By galvanising its work around these partner institutions, the Africa Pool is able to further increase its network of resources and expertise.

2.1 The ACPP Working at the Pan-Africa Level

The UK's overall approach to conflict prevention in Africa revolves around three broad objectives:

- 1) to support the building of African conflict management capacity;
- 2) to assist with conflict prevention, management and post-conflict reconstruction in a number of priority sub-regions and country conflicts;
- 3) to support pan-African initiatives for security sector reform, small arms control and to address the economic and financial causes of conflict.

These objectives and their respective implementation plans are laid out in the UK Sub-Saharan Strategy for Conflict Prevention. This document is updated annually to reflect the ever-changing dynamic of conflict.

The strategy has as its overarching goal the improvement of both the UK Government's effectiveness and its international support for conflict prevention in Africa. As a member of the G8 group of industrialized countries³, the UK is working actively to implement the interventions laid out in the G8 Africa Action Plan. The ACPP Sub-Saharan Strategy for Conflict Prevention provides the implementation framework for UK activities in support of the G8 Africa Action Plan, as well as UK commitment to other key multinational initiatives such as the European Union Common Position on Conflict Prevention and the recommendations stemming from the UN Secretary General's Report on the Causes of Conflict and the Promotion of Durable Peace and Sustainable Development in Africa.

³ Other member states are: Canada, France, Germany, Italy, Japan, Russia and the USA. The European Union is also represented at the G8 Meetings.



Somalia: Peacekeepers from Botswana meeting with local residents in Bardera.

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The G8 Africa Action Plan (G8 AAP) – Promoting Peace & Security

In relation to promoting peace and security in Africa, the G8 AAP commits to the following interventions:

- Supporting African efforts to resolve the principal armed conflicts on the continent.
- Providing technical and financial assistance so that, by 2010, African countries and regional and sub-regional organizations are able to engage more effectively to prevent and resolve violent conflict on the continent, and undertake peace support operations in accordance with the United Nations Charter.
- Supporting efforts by African countries and the United Nations to better regulate the activities of arms brokers and traffickers and to eliminate the flow of illicit weapons to and within Africa.
- Supporting African efforts to eliminate and remove antipersonnel mines.
- Working with African Governments, civil society and others to address the linkage between armed conflict and the exploitation of natural resources.
- Providing more effective peace-building support to societies emerging from or seeking to prevent armed conflicts.
- Working to enhance African capacities to protect and assist war-affected populations and facilitate the effective implementation in Africa of United Nations Security Council resolutions relating to civilians, women and children in armed conflict.

Supporting the African Peace and Security Architecture

The African Peace and Security architecture is guided by the African Union, and extends to the sub-regional level, through the regional economic communities. The African Union (AU) Peace and Security Council was inaugurated in May 2004 and now represents the principal mechanism for conflict management in Africa. Through the Africa Pool, the UK will support the AU in establishing an effective peace and security architecture based around the Peace and Security Council, a Common African Peace and Security Agenda and the African Stand-by Force (made up of five sub-regional brigades). The UK will in this context, support sub-regional mechanisms for conflict management such as those operated by the Economic Community of West African States (ECOWAS), the Inter-Governmental Authority on Development (IGAD) and the Southern African Development Community (SADC).

The following examples of UK support to the African Peace and Security architecture were all funded from the Africa Conflict Prevention Pool:

Support to the IGAD-led Peace Processes in Somalia and Sudan

Through the ACPP, the UK has provided support to two separate peace processes in the Horn of Africa: ongoing discussions towards a comprehensive peace agreement between the Government of Sudan and the SPLA; and the ongoing Somalia National Reconciliation Conference to establish a transitional federal government. Both of these processes were brokered by IGAD (the Inter-Governmental Authority on Development). The UK has provided financial and diplomatic support to the two peace processes, both of which have taken place in Kenya.



Mozambique: Communications infrastructure such as reliable roads are crucial to post-conflict reconstruction.

African Union Peace Support Mission to Burundi

In December 2003, the ACPP responded to African Union appeals to the international community for support for the African Mission in Burundi (AMIB). Through the ACPP, the UK provided £3.7 million to facilitate the deployment of a 217-strong contingent of Mozambican troops as part of the AMIB force. The ACPP also provided a further £2 million contribution to the African Union AMIB Trust Fund. The Mission has now been successfully “blue-hatted” and is under UN control as ONUB – it will continue to receive UK support via the Pool’s Peace Support Operations budget.

African Union Monitoring Mission to Darfur, Sudan

The ACPP was able to swiftly respond to an AU appeal for the deployment of military observers to the troubled Darfur region in western Sudan. The ACPP agreed to meet some of the start-up costs with a contribution of £2 million for the observer mission, which deployed military observers to the region in June 2004. The ACPP facilitated the UK’s timely response to the AU appeal, and without this joined up funding mechanism in place, the disbursement of these funds would have been a lengthy process, holding up the deployment of AU observers and exacerbating the situation in Darfur.

Supporting the Eastern Africa Stand-by Brigade (EASBRIG)

Through the British Peace Support Team (BPST) based at Karen, Nairobi, the UK has played a supportive role in the establishment of the Eastern Africa Stand-by Brigade, one of the five regional brigades making up the African Stand-by Force. The BPST provides military training and assistance to Armed Forces from the sub-region, and the Kenya-based Peace Support Training Centre. EASBRIG will operate out of Nairobi, based in the same military complex as the sub-regional Peace Support Training Centre. EASBRIG is expected to be operational by 2005.

African-led Peace Support Operations in West Africa

In 2003, the ACPP provided financial assistance to two ECOWAS Peace Support Operations in West Africa. In Cote d’Ivoire, the Pool provided a £3.5 million support package to facilitate the deployment of Ghanaian troops as part of ECOMICI. This package included transport, communications and observation equipment, and support for ECOWAS running costs.

The ACPP also provided a financial package of £400,000 to ECOMIL in Liberia. The Pool funds were largely used to cover running costs of the Nigerian deployment.

Both missions were subsequently “blue-hatted” and UK support to UNOCI and UNMIL has continued via the Peace Support Operations budget.

2.2 The Regional Work of the ACPP

In addition to working with institutions at the pan-African level, the Africa Pool works at the sub-regional level in the four regions of Sub-Saharan Africa. The regional economic commissions are important focal points for this work as they extend the African Peace and Security architecture to the sub-regional level. In addition to supporting this institutional development, the ACPP also works to tackle specific dynamics of conflict in each sub-region, and to address the regional nature of many African conflicts.

2.3 The ACPP Working in West Africa

In West Africa the ACPP is working to ensure that peace and security are maintained in the Mano River Union (Guinea, Liberia and Sierra Leone) and in neighbouring Côte d'Ivoire. These countries have a long history of cyclical violent conflict and the maintenance of peace and security and post conflict reconstruction are vital for the security and economic development of the sub-region. Two important thematic issues are:



- the potential for armed groups to pass from one country to another, spreading insecurity across the sub-region;
- the role of natural resource exploitation in fuelling conflict across West Africa.

The Economic Community of West African States (ECOWAS) has in the last decade deployed peace support operations to Sierra Leone, Liberia and Côte d'Ivoire. Building on this conflict management capacity is one of the key goals for the sub-region. In this respect, the UK will continue to support ECOWAS implementation of the Common African Peace and Security Agenda, principally through funding for sub-regional training centres such as the Kofi Annan International Peacekeeping Training Centre. In addition, the UK has seconded a Lieutenant Colonel to the ECOWAS secretariat in Abuja as a Liaison Officer in support of this work.



Sierra Leone: Illegal diamond mining has fuelled conflict; these diamonds are worth about \$9,000 locally.

Following the UK military intervention in Sierra Leone, we have been actively involved in all aspects of post-conflict reconstruction, in the most successful cross-agency cooperation to date. Together with Sierra Leone, Ghana and Nigeria remain regional priority countries for UK engagement. Working through the Ministry of Defence training teams, the ACPP is supporting the reform and development of the armed forces and security sectors in these countries. These security sector reform programmes also represent an important contribution towards the establishment of a West African Stand-by Brigade. The Africa Pool is collaborating with other bilateral donors working on similar programmes in francophone West African states.

2.4 The ACPP Working in Central Africa and the Great Lakes Region

In the Great Lakes Region, the Africa Conflict Prevention Pool is focused on supporting the implementation of negotiated peace settlements in the Democratic Republic of Congo (DRC) and Burundi. Although these settlements are country-specific, the conflicts are interrelated, and their negative political, security and economic effects can be felt across the sub-region from Kenya to Congo-Brazzaville. Through its policies and programmes, the ACPP will continue to emphasise the urgent need for sustained, coherent international support for these negotiated settlements.



The sub-region has seen the deployment of the first African Union peace support operation – the African Mission in Burundi. The ACPP has been active in its support for this mission (see section 3.1 above), and will continue to support initiatives to bring peace to the sub-region.

The ACPP is supporting a Multi-Country Demobilisation and Reintegration Programme in the Great Lakes Region. Given the regional nature of current and recent conflicts, and the multiple armed groups involved, DDRRR (Disarmament, Demobilisation, Reintegration, Repatriation and Reinstallation) programmes have a crucial role to play in bringing peace and security to the sub-region. The ACPP will continue to provide support to ongoing peace processes in the Great Lakes Region. A series of NGO grassroots peacebuilding initiatives is helping to support this peace process. The UK has prioritised multilateral working, with partners in Africa as well as in Europe, to ensure that the implementation of peace settlements is not undermined by a lack of local political will or weak international engagement.



Rwanda: Post-conflict reconstruction in Gitarama District: rebuilding houses destroyed by war.

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2.5 The ACPP Working in East Africa and the Horn of Africa

In East Africa and the Horn, the priorities for conflict resolution are Somalia, Sudan and northern Uganda. Fully inclusive solutions are needed to these ongoing conflicts, ensuring that the voices which are normally excluded from elite dialogue are heard and taken into account. The maintenance of a sustainable peace agreement between Ethiopia and Eritrea is also vital to sub-regional stability.



The African Union Commission is based in Addis Ababa, Ethiopia; this lends an extra dimension to the Pool's work in the Horn of Africa as it engages both with the African Union and the regional economic commission, the Inter-Governmental Agency for Development. The ACPP is providing a strong framework of support to develop conflict management capacity in the sub-region. By supporting regional training centres and AU deployments to conflict areas, the Pool is providing crucial assistance to develop peace support capacity. Additional support to and engagement with sub-regional initiatives to manage, mitigate and resolve ongoing conflicts will include the provision of funds, advice and political support.



Somalia: Children playing on an abandoned tank in Mogadishu.

© Paul Lowe/Panos Pictures

The Africa Pool is providing assistance to ongoing peace processes in Sudan and Somalia, and has supported an African Union deployment to Darfur. A series of NGO grassroots peacebuilding initiatives is helping to support these peace processes amongst conflict-affected communities in Sudan, Somalia and northern Uganda. In Uganda and Ethiopia, the ACPP is assisting the implementation of security sector reform programmes. Activities at the national level such as the promotion of defence reviews, security sector reform, exchanges of best practice and support to academic and civil society networks form a holistic security sector reform programme that underpins sub-regional initiatives.

2.6 The ACPP Working in Southern Africa

The Southern Africa sub-regional programme lays out key priorities and lines of approach at both regional and national levels. At the sub-regional level the UK will encourage and support the restructuring of SADC to enhance the region's capacity for implementing the Common African Peace and Security Agenda. South Africa and Mozambique are also engaged in peace support operations in the Burundi, and South Africa continues to play an important diplomatic role within the Great Lakes Region.



South Africa, Zimbabwe and Angola have been identified as priority countries for UK engagement. In South Africa the UK will continue to provide military advice and training support with a focus on developing long-term capacity for Peace Support Operations both in South Africa and more widely throughout the Southern African region. South Africa will play an important part in the development of the regional African Stand-by Brigade.

In Zimbabwe we would like to see a return to a democratically accountable government implementing pro-poor policies and an end to the present political, economic and humanitarian crisis. The near-term focus is on strengthening civil society as an important catalyst for improving governance and democracy.

Angola is a country emerging from decades of civil unrest and conflict. The challenge over the next few years will be to prevent Angola slipping back into conflict. Corruption and lack of transparency are major impediments to progress in establishing properly working systems of political, economic and corporate governance. Presently the UK is supporting conflict vulnerability and assessment work as well as encouraging the media's contribution to peacebuilding.



Angola: Children playing football in a destroyed factory.

© Eleanor Curtis

The Programme Work of the Africa Conflict Prevention Pool

3.1 What Kind of Activities Does the ACPP Support?

Over the last three years the Africa Conflict Prevention Pool has funded a wide variety of conflict prevention and peacebuilding activities across the continent. Together, the Pan-African strategy and sub-regional work plans guide all Africa Pool programme interventions, ensuring a strong coherence across sub-regional initiatives. Programmes that receive funding from the pool tend to be those that demonstrably benefit from inter-departmental collaboration. Whilst one department takes the lead, there is close interaction between the three principal departments.

The Africa Conflict Prevention Pool has a strong thematic focus on the following issues: enhancing peace support operations capabilities; security sector reform; demobilisation, disarmament and reintegration; curbing small arms proliferation and misuse; and the economic and financial causes of conflict. In its support for pan-African efforts at security sector reform, small arms control and addressing the economic and financial causes of conflict, the Africa Conflict Prevention Pool is working closely with other UK Government initiatives, including the Global Conflict Prevention Pool and the Extractive Industries Transparency Initiative.

At Annex 1, is an illustrative list of programmes currently funded by the Africa Conflict Prevention Pool. It is by no means exhaustive but provides an overview of the nature and scope of the interventions. All of these programmes are jointly implemented with national governments and local organisations, and many are also in partnership with other bi-lateral and multi-lateral donors. As the list demonstrates, the programmes funded by the Africa Conflict Prevention Pool encompass a wide range of activities in various parts of the continent, to address different types and levels of conflict.

3.2 What Types of Approach does the ACPP Adopt for Conflict Prevention in Africa?

Conflict Resolution

Conflict resolution initiatives such as those in Uganda and Sudan are vital in the pursuit of peace agreements and the ending of hostilities. These programmes take place at both an official level and a grassroots community level, with concurrent initiatives combining to give a more inclusive peacebuilding programme. Once a ceasefire or peace agreement has been reached, Disarmament, Demobilisation and Reintegration programmes such as those being undertaken in the Great Lakes Region, Southern Sudan and Liberia contribute to a secure and safe environment.

Disarmament, Demobilisation and Reintegration (DDR)

DDR is a post-conflict process the main goal of which is to break the cycle of violence by providing a viable alternative way of life for former-combatants.

Disarmament & Demobilisation is the process of separating the soldiers (adults – male & female and children) from their weapons and transforming them from combatants to former-combatants. The soldiers, together with other non-combatant members of the demobilising force such as porters, cooks and “bush wives”, are assembled and their details processed to facilitate the reintegration phase.

Reintegration is the stage where the former-soldiers and associated non-combatants re-enter civilian life through reintegration into the community. In some cases, a number of demobilised soldiers will be incorporated into newly (re)formed national armed forces as part of a Security Sector Reform programme.

The acronym DDR is often expanded to encompass more activities specific to the area in which the programme is being implemented, for example DDDR in Liberia and DDDRR in regional programmes such as the Mano River Union and the Great Lakes Region (the additional “R”s stand for “Rehabilitation” and “Repatriation or Reinstallation” respectively).

African Peace Support Operations

African-led peace support missions at the sub-regional and pan-African level are becoming increasingly engaged in responding to African conflicts. Pool-funded training centres such as those in Ghana and Kenya are facilitating the development of peace support operations capacity among troop-contributing African countries. The UK Ministry of Defence has deployed four sub-regional training teams in Africa, where their principle mandate is to support the development of African peace support operations capacity. The ACPP has also provided funds to the Ghanaian, Mozambican and Nigerian Armed Forces to facilitate their deployment on African-led missions in Côte d’Ivoire, Burundi and Liberia.

Managing Armed Forces

In post-conflict societies, an important intervention to prevent future conflicts is the creation of effective and democratically accountable armed forces and police services. The UK has been instrumental in taking forward the Security Sector Reform (SSR) agenda and providing support to SSR programmes in Sub-Saharan Africa. In Sierra Leone the UK is working with both the Armed Forces and the Police to create a professional and accountable security sector, this programme also has close links with Safety, Security and Access to Justice work to give a holistic and integrated approach. Other countries that have recently received UK support and advice on SSR issues include Ethiopia, Uganda, Nigeria and Ghana.

Security Sector Reform (SSR)

The Security Sector's responsibility is to provide professionally trained, non-political, and properly balanced and equipped forces operating within a democratic framework. The State's obligation is to provide a National Security Policy, together with leadership and resources to allow the Security Sector to deliver its services.

The Security Sector Reform agenda is in practice much broader than just the armed forces and police service, it extends to encompass all of the functions of the justice system that ensure safety, security and access to justice, especially for poor people.

Security Sector Reform programmes help governments of developing and transitional countries fulfil their legitimate security functions through reforms that will make the delivery of security more accountable, as well as effective and efficient, thereby reducing the potential for both internal and external conflict. SSR also plays an important longer-term role in developing peace support operations capacity.⁴



Congo: Ex-Cobra militiaman being trained for the new integrated national army.

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Support to the Media

The media is a crucial information resource in both conflict and post-conflict areas. The development of accurate objective broadcasting can provide communities with important information about peace talks, humanitarian programmes, and resettlement schemes. In both the Great Lakes Region and Angola, the Africa Pool is supporting several media development projects.

⁴ For further information on Security Sector Reform see: DFID, Understanding and Supporting Security Sector Reform. For further information on Safety, Security and Access to Justice see: DFID, Safety, Security and Accessible Justice: putting policy into practice.

Small Arms and Light Weapons

Various international and African Non-Governmental Organisations are involved in mapping the extent of small arms proliferation in Africa and National Action Plans for Arms Management and Disarmament are underway or planned in a series of countries. The UK's Small Arms and Light Weapons (SALW) agenda is set by the Global Conflict Prevention Pool's thematic strategy, however, given that many of the SALW programmes have an African focus, the two Pools work closely together on this issue.



Sudan: A woman carrying water passes a pile of weapons belonging to SPLA soldiers.

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Economic and Financial Causes of Conflict

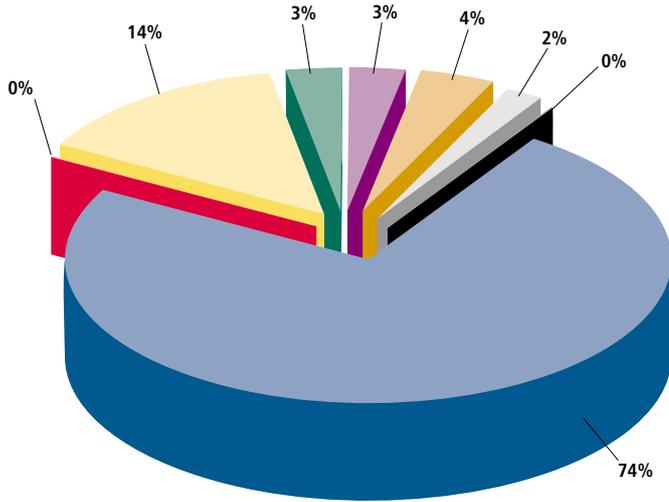
Countries whose economies are dependent on natural resources such as oil and minerals, face a high risk of conflict. In a conflict situation, the illegal exploitation of natural resources can fuel or prolong wars, as seen in Sierra Leone and the DRC. Conversely, increased competition for scarce resources can also fuel conflict: wars of resource scarcity can result from drought, land degradation and population increases. The Africa Pool is also working with the Extractive Industries Transparency Initiative to address current and latent economic and financial causes of conflict in a number of countries, including Nigeria, the DRC, Angola and Sierra Leone.

3.3 Thematic Areas of the Programme Work of the ACP

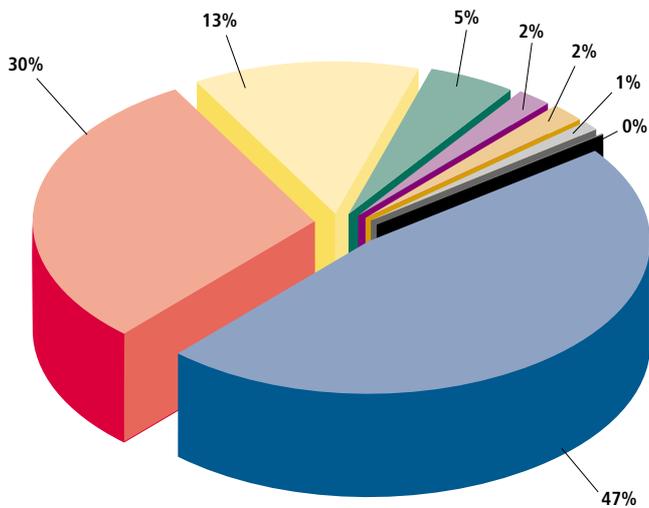
As the following series of pie charts demonstrates, the Africa Pool works on a diverse range of thematic areas related to conflict prevention management and peacebuilding in Africa. This diversity reflects the Pool's ability to draw together defence, diplomatic and development expertise within the UK government to take a holistic approach to conflict prevention in Africa. This is one of the clear strengths of a joined-up approach and in this respect, the Africa Pool is better placed to address the root causes of conflict, thus making a tangible long-term difference to the lives of conflict-affected populations.⁵

⁵ Some aspects of conflict work are covered by other parts of Whitehall. For example, work on the Small Arms and Light Weapons and Economic and Financial causes of Conflict thematic areas is covered by the Global Conflict Prevention Pool and the Extractive Industries Transparency Initiative respectively. For this reason they are not included in these pie charts.

2001-2002 ACCP Programme Expenditure

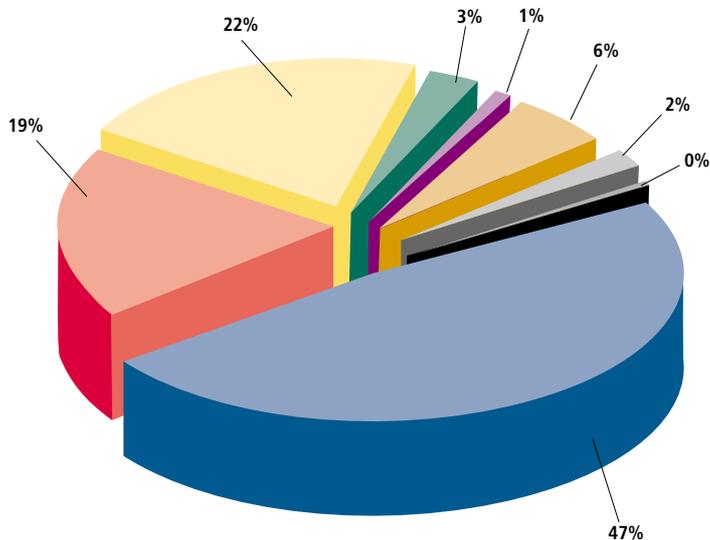


2002-2003 ACCP Programme Expenditure



- Security Sector Reform
- Disarmament, Demobilisation and Reintegration
- Enhancing African Peace Support Operations Capacity
- Political Dialogue and Peace Processes
- NGO/Civil Society Grassroots Peacebuilding Programmes
- Support to the African Peace and Security Architecture
- Media Projects in Conflict-affected Areas
- Research and Conflict Analysis

2003-2004 ACCP Programme Expenditure



Administering the Africa Conflict Prevention Pool: Structure, Targets and Finance

4

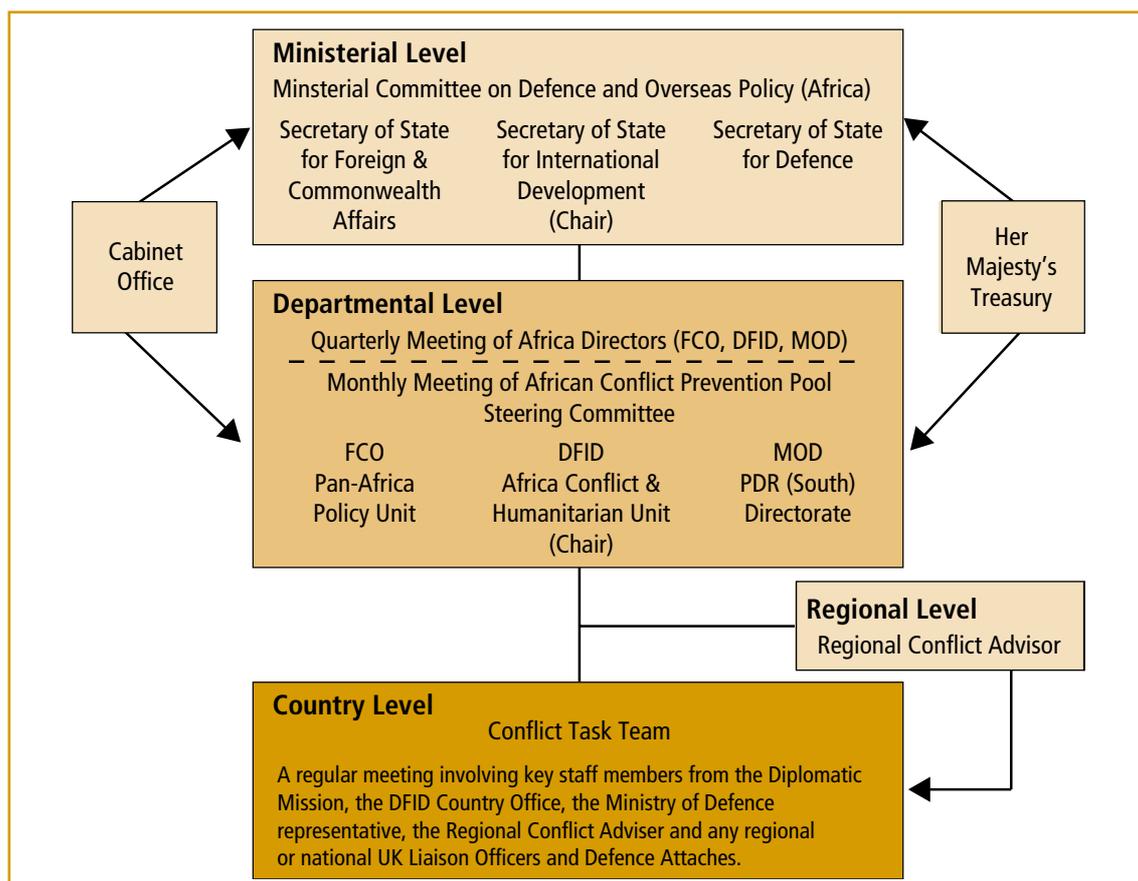
4.1 The Structure of the Africa Conflict Prevention Pool

DFID, FCO and MOD officials work closely to formulate policy documents, implement joined-up strategies and administer the programmes funded by the Pool. At the ministerial level this partnership is reflected in the biannual Ministerial Committee on Defence and Overseas Policy (Africa). The committee is chaired by the Secretary of State for International Development and provides the strategic direction for the Pool. Throughout the year, officials from the three departments work in close collaboration, formalised by a monthly meeting of ACPP officials and a three-monthly meeting of the Directors of the respective Africa Divisions. The Africa Conflict and Humanitarian Unit in the Department for International Development Africa Division acts as the ACPP Secretariat and is responsible for the day-to-day running of the Pool.

Joined-up at Every Level

This joined-up network extends to the country level, where the UK's work is coordinated by country conflict task teams. Regular meetings are attended by key staff members from across the three departments and provide an excellent forum for interaction and policy discussion which can then be shared with officials in Whitehall.

The diagram below lays out the structure of the pool management mechanisms:



The work of UK Africa officials in London and in country offices and missions is augmented by the ACPP network of four Regional Conflict Advisers based in Africa. The Regional Conflict Advisers are a recent and innovative addition to the Africa Pool structure. They provide an important regional perspective to the Pool's work, and engage with networks and initiatives for conflict prevention and conflict management at the sub-regional level.

Regional Conflict Advisers

- **Four Regional Conflict Advisers have been appointed to work on conflict issues at the sub-regional level, and ensure coherence in UK Government conflict prevention activities across their region.**
- **These advisers are drawn from the staff of the three Departments and thus bring together diplomatic, development and defence experience within the advisory network.**
- **The advisers cover the four regions of Sub Saharan Africa: West Africa (based in Abuja), East Africa and the Horn of Africa (based in Addis Ababa), Central Africa and the Great Lakes Region (based in Nairobi) and Southern Africa (based in Pretoria).**
- **The use of Regional Conflict Advisers is a relatively recent development for the Africa Conflict Prevention Pool. They are an important innovation as they allow the Pool to harmonise conflict prevention work across an entire region, and provide critical entry points for the Government's work with sub-regional organisations. Along with other specialist advisers, they make up the UK Government's Africa Regional Conflict Network.**

4.2 Useful Dynamics of the Africa Conflict Prevention Pool

Interest in the Conflict Prevention Pools has been expressed by other bilateral donors involved in conflict prevention activities and it is hoped that the Africa and Global Pool models may provide a useful illustration of how bilateral donors can increase their efficiency in supporting countries in conflict prevention, management and peacebuilding.

Some of the benefits of a pooled approach, from an African Pool perspective, are highlighted below.

Funding

Although the additional finances are of considerable importance, the ACPP is far more than just a fund. Resources can now be deployed quickly and effectively, with minimal bureaucratic hurdles, to key conflict situations. Due to departmental funding constraints, the UK's support to AU and ECOWAS peace support operations would have been problematic without the Pool mechanism. Whilst the annual budget of the Africa Pool is relatively small in comparison to wider UK Government expenditure in Africa, the programmes it funds and the policies it develops should be seen as a catalyst to ensure coherence and effectiveness of UK intervention.

Policy Coordination

As well as obvious financial incentives for greater interdepartmental coordination the Pool also represents clearly demonstrable advantages in terms of achieving departmental objectives. Because of this, departments are far quicker to build a consensus for action in conflict situations. In order to be effective, there must be a strong synthesis between the strategic policies set by the Africa Conflict Prevention Pool, and the programmatic work it funds.

Networks and Communication

Various types of expertise – including SSR, DDR, country specialist and other geographical and thematic experience and policy guidance – are now available to the UK Government's Africa officials. In pressurised conflict situations these types of established networks are invaluable.

Working on the Ground

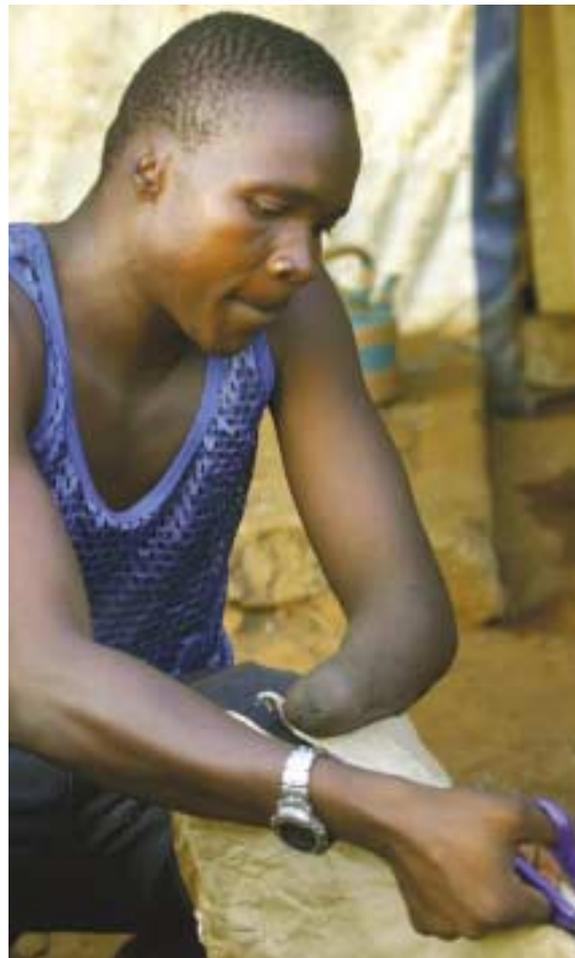
Collaboration between DFID, FCO and MOD on specific programmes is not a new concept. However, the Pool takes this process a step further with closer coordination occurring at all levels, from senior management in London to operational activities on the ground.

Best Practice and Lesson Learning

Conflict prevention itself represents an emerging agenda for the UK and other governments and agencies. In short, it is a complex and often difficult area in which to achieve genuine impact. The Pool mechanism has tended to help in sharing lessons and approaches with a wider audience in UK Government and beyond thereby improving the chances of successful interventions.

Africa Focus

Resolving conflict in Africa is important in the short, medium and long term. The Pool has served to ensure the UK's ongoing commitment to a key international issue.



Sierra Leone: An amputee, victim of the civil war, trains to become a tailor.

© Fredrik Naumann/Panos Pictures

Efficiency Savings

There are also potential administrative pitfalls in a pooled approach and the ACPP is designed to minimise these. To this end the ACPP:

- Exploits rather than replicates existing Africa structures. The evidence base for Pool work therefore comes from the experts in the field.
- Allows for departmental added value. Where a specific department has a clear operational advantage, it takes the lead in carrying out Pool work. This is balanced by joint monitoring and policy guidance.
- Is managed by a small core of Africa officials.



Uganda: Mother and child in the burnt-out remains of their home, torched by the Lord's Resistance Army.

© Liba Taylor/Panos Pictures

4.3 Delivering on Government Promises

The Public Service Agreement governing conflict prevention is a joint target shared between DFID, FCO and MOD and it forms part of the Government's Service Delivery Agreement. This agreement lays out the framework for measuring progress against the Government's stated aims and targets. Through their joint Public Service Agreement, the three Departments have adopted the following target for the 2002 Spending Review Period (SR02):

“Improved effectiveness of the UK contribution to conflict prevention and management as demonstrated by a reduction in the number of people whose lives are affected by violent conflict and a reduction in potential sources of future conflict, where the UK can make a significant contribution.”

The SR02 PSA has proven difficult to measure in practice, as reliable statistics documenting numbers of people whose lives are affected by armed conflict are understandably elusive. A new PSA target will come into effect in 2005, running until 2008. The text of the new target reads as follows:

“Improved effectiveness of UK and international support for conflict prevention, through addressing long-term structural causes of conflict, managing regional and national tension and violence, and supporting post-conflict reconstruction, where the UK can make a difference.”

The improved effectiveness of UK and international support will be assessed using a range of internal and external measuring systems, combining narrative reporting with statistical data to give a realistic and accurate assessment of progress.

4.4 Financing the Pool

The Conflict Prevention Pools not only pool the expertise and knowledge of the three Departments involved, but in a unique funding arrangement they also pool their financial resources. Each department contributes funds to the Africa Pool; these funds are then supplemented by Treasury to give an annual budget that is shared between the departments for programming activities. Given the unpredictable nature of peace support operations and the fluctuations in requirements from year to year, the peace support element of the pool budget is flexible and is funded directly from Treasury as operations dictate.

ACPP budget allocations 2002-2008						
	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008
Programmes	£50,000,000	£50,000,000	£60,000,000	£60,000,000	£63,000,000	£64,500,000
Peace Support Operations	Varies annually, currently based on UK contribution of 7.45% towards total UN peace support operations costs in Africa.					

4.5 Working with the Africa Conflict Prevention Pool

The ACPP is primarily a means of improving and building on the existing work of UK Government Africa officials, largely through greater interdepartmental coordination. Any organisation wishing to work with the UK on conflict prevention in a specific African country should therefore, in the first instance, direct their inquiry to the appropriate country office or desk. Pan-African or regional proposals should be forwarded to the ACPP team in London for further discussion with Regional Conflict Advisers. Proposals are assessed against priorities under the relevant ACPP or HMG strategy.

4.6 Contact Details

Africa Conflict Prevention Pool Secretariat

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Foreign and Commonwealth Office

Pan Africa Policy Unit
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FCO Switchboard: +44 (0) 20 7008 1500

www.fco.gov.uk

Ministry of Defence

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Northumberland Avenue
London
SW1N 5BP

MOD Switchboard: +44 (0) 20 7218 9000

www.mod.uk

Annex 1: Sample of ACPP Programme Activities

West Africa	
Sierra Leone	
Sierra Leone Community Safety and Security Project	A programme to improve safety, security and respect for people's rights by re-establishing an effective and accountable police service.
International Military Advisory & Training Team	Provides military training and assistance to the Government of Sierra Leone and the RSLAF to develop the capability of the armed forces to be an effective and accountable force, able to cope with external and internal threats.
Community reintegration Programme	A programme to design and implement a replicable model for the reintegration and resettlement of ex-combatants and internally displaced persons into local communities and society as a whole.
Ghana	
ECOMICI Peacekeeping Force in Côte d'Ivoire	Funding for the deployment of Ghanaian Military personnel to aid the ECOWAS peace support operation in Côte d'Ivoire.
British Military Advisory & Training Team	Assistance to support the Ghana Armed Forces Command and Staff College and the Kofi Annan International Peacekeeping Training Centre, including PSO training for Ghana and other pan-African countries in order to enhance peace support operations skills and capacity, and to reinforce the accountability and professionalism of the armed forces. Additionally, to support the development of the KAIPTC as a sub-regional centre of excellence for PSOs.
Nigeria	
British Defence Advisory Team	Support for the Security Sector Reform programme and associated military assistance and training to assist the development of the Nigerian Armed Forces as a professional military capable of fulfilling its role within Nigeria in support of the civilian authorities, and within the region by contributing troops for peace support operations.
Peacebuilding programme	Support for interfaith programmes run by Coventry Cathedral's International Centre for Reconciliation, including the establishment of a national group of religious leaders in order to reduce the level of Muslim-Christian conflict, ongoing programmes of conflict resolution and prevention in Kaduna State and Plateau State, and initiatives to bring community leaders into the reconciliation processes.

East Africa and the Horn of Africa	
Sudan	
Joint Military Commission: The Nuba Mountains Cease-Fire Agreement	To assist in implementing and maintaining the Nuba Mountains Cease-Fire Agreement.
IGAD Verification Monitoring Team	To monitor the cease-fire in the Sudan peace process and to ensure that both sides are keeping to the agreements.
Disarmament, demobilisation and reintegration of child soldiers.	Support to UNICEF for the setting up of systems to facilitate the disarmament, demobilisation and reintegration of child soldiers and the return, reunification and reintegration of vulnerable children to their families and communities.
Uganda	
Acholi-land Conflict Reduction Framework	The provision of appropriate, timely and effective support to conflict reduction and peacebuilding in Acholi-land.
Support to the development of FM Radio in Kitgum and Gulu	A programme of support to a self-sustaining, editorially independent radio station providing quality, accurate programming (including on peace and development issues) to at least 70% of the population in Gulu and Kitgum districts.
Support to the Ugandan Defence Review	Support to the Government re-appraisal of Ugandan Defence Policy, Strategy and Defence Forces leading to more open, accountable and transparent policy, procedures and practices.
Kenya	
British Peace Support Team (Eastern Africa)	Military training and assistance to contribute to SSR and achieve a responsible and democratically accountable security sector and to increase sub-regional peace support operations capacity.
Central Africa and the Great Lakes Region	
Regional	
The Great Lakes Parliamentary Forum on Peace (Amani Forum)	Assistance to develop a sustainable regional forum with national cross-party branches in order to strengthen the role of parliaments and MPs in the politics of peace-making in the Great Lakes Region.
UK contribution to the Great Lakes Multi-Country Demobilisation and Reintegration Programme	A UK contribution of US \$25 million (approximately £17.5 million) over 5 years to the World Bank's Trust Fund for the Multi-Country Demobilisation and Re-Integration Programme (MDRP) covering Angola, Burundi, Central African Republic, DRC, Congo, Namibia, Rwanda, Uganda and Zimbabwe.
BBC Great Lakes Lifeline Service	To provide an informative, reliable and objective radio service broadcasting throughout the Great Lakes Region.

Democratic Republic of the Congo	
UK Contribution to Operation Artemis – Bunia, Ituri Province	Funding for the deployment of 85 British Army Engineers in Bunia as part of the EU emergency stabilisation force. The soldiers rebuilt the runway at Bunia airport, a task of vital importance enabling EU & UN deployments to access this remote region and facilitating the delivery of humanitarian aid.
Southern Africa	
Regional	
Preventative Action Programme – Southern Africa	A programme in partnership with The African Centre for the Constructive Resolution of Disputes (ACCORD) to enhance Southern Africa’s capacity for conflict prevention, management and resolution. The programme is building the capacity of civil society organisations, Government, political parties, community leaders and other key stakeholders to undertake preventive action.
South Africa	
British Peace Support Team (South Africa)	Military training and assistance to the South African National Defence Force to further develop a Joint Peace Support Operations capability.
Mozambique	
Assistance to the Mozambican Contingent of the African Mission in Burundi	The provision of military vehicles and communications equipment to the Mozambican Armed Forces to facilitate their deployment as part of the inaugural Africa Union peace support operation in Burundi.
Angola	
Expansion of Radio Ecclesia	A programme to widen the broadcasting coverage of Radio Ecclesia to provide informed, objective and unbiased information to the Angolan provinces and people living outside Luanda.
United Nations Integrated Regional Network (IRIN) Radio Soap Opera project in Angola	A soap opera designed to transmit information in an engaging format to rural communities, IDPs and refugees, which will help them reduce their vulnerability and empower them.
Vulnerability and Conflict Impact Assessment for the Third Social Action Fund (FAS III)	A survey to provide information to the Government of Angola, FAS management, the World Bank and other stakeholders on the constraints to and opportunities for social capital building in post-conflict Angola.
Pan-Africa	
Support to the African Union’s (AU) Conflict Management Centre (CMC)	A programme of capacity building support to the AU Conflict Management Centre in order to enhance the CMC’s ability to analyse crises and formulate strategic options to the Secretary General.





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