

**Meeting the Challenge of  
Conflict Prevention in Africa**

Towards the Operationalization of the  
Continental Early Warning System

edited by  
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**DRAFT ROADMAP FOR THE  
OPERATIONALIZATION OF  
THE CONTINENTAL EARLY  
WARNING SYSTEM (CEWS)**

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# DRAFT ROADMAP FOR THE OPERATIONALIZATION OF THE CONTINENTAL EARLY WARNING SYSTEM (CEWS) <sup>1</sup>

ISSUE PAPER NO. 1

## I. INTRODUCTION

1. A core objective of the African Union (AU) is the promotion of peace, security and stability on the continent, as spelt out in Article 3 (f) of the AU Constitutive Act. To strengthen the African Union's capacity for the prevention, management and resolution of conflicts, the Assembly of Heads of State and Government adopted, in July 2002 in Durban, South Africa, the "Protocol Relating to the Establishment of the Peace and Security Council (PSC) of the AU", which entered into force in December 2003. Article 2 (1) of the Protocol defines the PSC as "a collective security and early-warning arrangement to facilitate timely and efficient response to conflict and crisis situations in Africa".

2. In conjunction with the Chairperson of the Commission, the PSC shall, inter alia, anticipate and prevent disputes and conflicts, undertake peace-making and peace-building functions and authorise the mounting and deployment of peace support missions [Articles 3 (a) and (b) and 7 of the PSC Protocol]. In these, the PSC shall be supported by a Panel of the Wise, a Continental Early Warning System, an African Standby Force and a Special Fund [Article 2 (2) of the PSC Protocol].

3. The establishment of a Continental Early Warning System (CEWS) is a requisite of the PSC Protocol as detailed in Article 12 (1) which states that, "in order to facilitate the anticipation and prevention of conflicts, a Continental Early Warning System to be know as the Early Warning System shall be established". The information and analysis gathered through the Early Warning System shall be used by the Chairperson of the Commission to "advise the PSC on potential threats to peace and security in Africa and recommend the best course of action" [Article 12 (5) of the PSC Protocol]. The Chairperson is also called "to use this information for the execution of the responsibilities and functions entrusted to him / her under the present Protocol" (ibid). Member states too are urged to "commit themselves to facilitate early action by the PSC and / or the Chairperson of the Commission based on early warning information" [Article 12 (6)].

4. According to Article 12 (2) of the PSC Protocol, the CEWS shall consist of:

- (a) an observation and monitoring centre – the "Situation Room" – which shall be located at the Conflict Management Division (CMD) of the African Union. The Situ-

1 This paper was presented at the Meeting of Governmental Experts on Early Warning and Conflict Prevention, Kempton Park, South Africa, 17–19 December 2006. Reference: PSD/EW/EXP/3(I)

ation Room shall be responsible for data collection and analysis “on the basis of an appropriate early warning indicators module”;

- (b) observation and monitoring units of the Regional Mechanisms for Conflict Prevention, Management and Resolution, which shall “be linked directly through appropriate means of communications to the Situation Room and which shall collect and process data at their level and transmit the same to the Situation Room.”

5. In order to analyse developments and recommend appropriate courses of action, the CEWS shall “develop an early warning module based on clearly defined and accepted political, economic, social, military and humanitarian indicators” [Article 12(4)]. In addition, to facilitate the effective functioning of the CEWS, Article 12(3) of the PSC Protocol requires the AU Commission to “collaborate with the United Nations and its agencies, other relevant international organizations, research centres, academic institutions and Non-Governmental Organizations (NGOs)”, and Article 12(7) stipulates that the Chairperson of the Commission “shall, in consultation with Member States, the Regional Mechanisms, the United Nations and other relevant institutions, work out the practical details for the establishment of the Early Warning System and take all the steps required for its effective functioning”.

6. During the July 2003 Summit of the African Union in Maputo, Mozambique, the Heads of State and Government mandated the AU Commission to take the necessary steps for the establishment of the CEWS. The series of activities set in motion by the Commission since then are detailed in the Concept Paper prepared for this meeting.

## II. KEY ELEMENTS OF THE CEWS

7. The purpose of the CEWS is the provision of timely advice on potential conflicts and threats to peace and security to enable the development of appropriate response strategies to prevent or limit the destructive effects of violent conflict. Thus, there is a strong link between information, analysis and action. In order to fulfil its purpose effectively, the following four key elements are essential to the operationalization of the CEWS:

- data collection ;
- strategic analysis;
- reports and engagement with decision-makers; and
- co-ordination and collaboration.

8. Although early warning systems do require an information technology (IT) enabled data collection and analysis infrastructure, this should not be regarded as the main component of such systems. The essential component is the analytical capability of staff tasked with early warning functions - data collection, analysis and the provision of policy options. The Conflict Management Division (CMD) already has some of these capabilities and resources, but not all – as will be discussed at length in the sections below.

9. It is essential that the early warning system is tailored to the requirements of the end-users, and fits within the existing and expected institutional resources. For the CEWS, the

priority end-users are the Chairperson of the Commission, the PSC and other Departments within the Commission. Others include various organs and structures of the AU, namely the Pan-African Parliament, the Panel of the Wise and the African Commission on Human and People's Rights. The relationship between the CEWS and these various end-users is detailed in the section titled "Reports and engagement with decision-makers".

### **Data collection**

**10.** It is the task of the CEWS to collect and analyse data in a systematised way, using an explicit framework. Pursuant to the provisions contained in the PSC Protocol, data collection and analysis shall be undertaken on the basis of an appropriate early warning indicators' module to be developed with clearly defined and accepted political, social, military and humanitarian indicators [Article 12 (2) and (4) of the PSC Protocol]. Although items 14, 15 and 16 below discuss the indicators module in more detail, a comprehensive description of the module is developed in the issue paper titled "Issue Paper No.2, Proposal for an Indicators Module".

**11.** The CEWS is envisaged as an open-source system where data is gathered from a variety of different sources, including, inter alia, governmental and inter-governmental actors, international and non-governmental organisations, the media, academia and think-thanks. While key sources of data include those generated by the AU itself (Commission, AU field missions and liaison offices), as well as that generated at the level of the RECs and Member States, collaboration with the United Nations, its agencies, other relevant international organisations, research centres, academic institutions and NGOs is clearly requested by the PSC Protocol. In fact, the Protocol urges the Commission to undertake this collaboration in order to facilitate the effective functioning of the Early Warning System as a whole [Article 12 (3)]. Additional relevant provisions, to be discussed below, include Article 16 (Relationship with Regional Mechanisms for Conflict Prevention, Management and Resolution), Article 17 (Relationship with the United Nations and other International Organisations), Article 18 (Relationship with the Pan-African Parliament), Article 19 (Relationship with the African Commission on Human and People's Rights) and, finally, Article 20 (Relationship with Civil Society Organisations).

**12.** Efficient management of data and information must include adequate collection, compilation, management and distribution systems. At present, and on a daily basis, the Situation Room (an integral part of the Early Warning Unit located in the Conflict Management Division) solicits, collates, screens and disseminates relevant information to a variety of stakeholders (such as the Bureau of the Chairperson of the Commission, the PSC, other Departments, Liaison Offices and Field Missions, as well as external stakeholders, including Member States). In addition to undertaking information sourcing on potential, actual and post-conflict situations as well as other relevant developments (elections, human rights and humanitarian situations), the Situation Room is responsible for producing various daily reports (News Highlights, Daily Reports, Flash Reports and other ad-hoc compiled reports). In order to accomplish these tasks, the Situation Room uses a wide variety of sources, including primary sources (from within the AU system such as from field missions) as well as internet-based sources from within and outside the African continent, including

media, the UN system, international organisations, think tanks, etc. Although significant progress has been made with regards to strengthening of the capacity of the Situation Room during the year 2005-2006, with improvements in its staffing and infrastructure, giving it some capacity for an effective data and information system, current processes require optimisation and some level of automation in light of the complexity involved in the collection, compilation and management of considerable amounts of information relating to a large number of countries and topics.

**13.** In order to optimise and systematise existing products and processes (i.e. News Highlights, Daily Reports, Flash Reports, Country profiles) and following the implementation of the CEWS, enable the creation of new ones (i.e. Early Warning Reports, etc.), this roadmap recommends the following: the introduction of an automated data gathering and processing system (including but not limited to news clippings); the introduction of an internal news trends tracking service; the development of a system of grading sources and reports to diminish information overflow and to increase efficiency; greater use of African information sources, particularly in indigenous languages; and, finally, the strengthening of the existing system of internal country profiles through the introduction of sub-national detail.

### **Strategic analysis**

**14.** Systematic information collection must be subjected to multiple levels of analysis in order to enable the development of policy options for the management, mitigation and prevention of violent conflict. As noted above, the PSC Protocol stipulates that the information and analysis gathered through the Early Warning System shall be used by the Chairperson to recommend best courses of action [Article 12 (5)]. This requires the existing strategic analytical capacities of the CMD (particularly the number, quality and seniority of its existing pool of desk officers and analysts) to be strengthened (see Annex B on human resources requirements).

**15.** Strategic analysis and the timely development of policy options requires the continuous monitoring of political, economic, social, military and humanitarian indicators [Article 12 (4)]. As required by the PSC Protocol, a core component of the CEWS is an early warning indicator's module - priority has therefore been given to the design and specification of such module. The indicators module has been developed bearing in mind a limited number of flexible easy-to-monitor indicators and easy-to-control thresholds, based on an inductive approach and bearing in mind financial and institutional constraints. Attention will be focused on a limited number of cases at first which either (i) are extremely likely to face violent conflict in the immediate future, or (ii) are already in conflict, or (iii) have been in conflict in their more recent past (for a detailed description of the module refer to Issue Paper No. 2 titled "Draft Proposal for An Indicators Module"). The implementation of the indicators module will allow the CEWS to undertake the systematic monitoring of risk indicators, including the analysis of trends and dynamics and their significance in their specific, structural contexts. While the immediate focus must be on significant threats of violence and loss of life, the indicators module must also focus on underlying structural causes of conflict.

**16.** The CEWS indicators module must be based on a common framework of indicators which has to be accepted by Member States [Article 12 (4)]. By incorporating a series of automation measures and taking into account existing standards (such as, for example, those of the APRM and CSSDCA), this framework must ensure a degree of objectivity in the selection of cases to be brought on the political agenda and in front of the PSC. Easy-to-monitor indicators, easy-to-control thresholds, as well as the possibility of scaling and readjustment, guarantee that the indicators module adequately fulfils its functions.

### **Reports and engagement with decision-makers**

**17.** In order to support the African Union in the management of acute situations of conflict and instability, disruptions and disasters, as well as systematise the engagement of the PSC with potential situations, the CEWS must have the ability to engage decision-makers appropriately. As highlighted in items 3 and 9 above, the CEWS is tasked with generating timely and effective policy options for a select number of key decision-makers, including the Bureau of the Chairperson of the Commission, the PSC and other stakeholders. The presentation of analysis and options for response is therefore critical and must be tailored to the specific requirements of these key AU structures. Enhancing diversity in the format of information and analysis provided, building in a level of flexibility to meet decision-makers requirements and enabling feedback from decision-makers to strengthen the system have been built into the design of the CEWS.

**18.** In the sections above, this roadmap identified a series of processes for improving the quality, efficiency and utility of existing report types, in particular News Highlights, Daily Reports, Mission Reports, Flash Reports, etc. Some of these processes are currently under implementation as noted in item 12. In addition, this roadmap proposes a key additional report type, which will be possible as the CEWS (and in particular the indicators' module) is implemented: the Early Warning Report. Based on perceived potential and /or developing conflict situations, these reports will be triggered when a combination of composite key indicators cross a predetermined threshold.

**19.** Improved existing reports (News Highlights, Situation Reports, Mission Reports, Flash Reports) as well as new types of reports (Early Warning Reports) will serve as the primary tool for engagement with decision-makers. In order to ensure effective and timely engagement by decision-makers, the production, use and distribution of these reports will be guided by regularity, appropriate timing, standard formats and appropriate storage and retrieval systems. Assuring quality (comprehensiveness, reliability and relevance), efficiency (timeliness) and objectivity require dedicated staff tasked with the production and distribution of CEWS reports.

**20.** The strategic development of appropriate modes of engagement with the Chairperson of the Commission is a primary concern in this roadmap. The central role assigned to the Chairperson of the Commission specifically as regards efforts and initiatives to prevent, manage and resolve conflicts is clear in the PSC Protocol (Article 10). The Chairperson of the Commission is urged to "bring to the attention of the Peace and Security Council any matter, which, in his / her opinion, may threaten peace, security and stability in the

Continent” [Article 10 (2, a)]. The Chairperson of the Commission is given a considerable mandate as he/she “may, at his/her own initiative or when so requested by the Peace and Security Council, use his/her good offices, either personally or through special envoys, special representatives, the Panel of the Wise or the Regional Mechanisms, to prevent potential conflicts, resolve actual conflicts and promote peace-building and post-conflict reconstruction” [Article 10 (2, b)]. Equally important are the responsibilities entrusted to the Chairperson of the Commission as regards implementation and follow-up of the decision of the PSC, including mounting and deploying peace support missions and keeping the PSC informed of development herein. [Article 10 (3, b)].

**21.** It is therefore critical that the CEWS strengthens existing modalities of engagement with the Chairperson of the Commission, building on current strengths and tested practices, as well as developing areas which require it – particularly in the provision of early warning information and policy options. An example of this engagement regards Chairperson’s Reports to the Peace and Security Council. Article 10 (3, c) requires the Chairperson of the Commission to “prepare comprehensive and periodic reports and documents, as required, to enable the Peace and Security Council and its subsidiary bodies to perform their functions effectively”. Since the establishment of the PSC in March 2004, close to 50 Chairperson’s Reports have been issued, often dealing with on-going conflicts or crises (Darfur, Côte d’Ivoire, Liberia, Burundi, DRC) and often containing a level of unstructured early warning information. The purpose of the Chairperson’s Reports to the PSC is to allow for early and preventative action if required, on-going monitoring and management of situations / events / issues, the tabling of initiatives and strategic planning.

**22.** With regard to the item above, this roadmap recommends the following. Firstly, the production by the Chairperson of the Commission of regular reports to the PSC (two or three a year) addressing the overall peace and security situation in the five regions of the Continent (West, Central, South, North and East). By covering all relevant developments within concerned regions (rather than focusing on a specific conflict situation), and extensively using the information generated by the CEWS and in particular the Early Warning Reports, these region-specific reports will bring to light potential threats to peace and security and therefore strengthen the Chairperson’s prevention mandate. Secondly, and once the CEWS is fully operational, this roadmap recommends the inclusion where appropriate of structured early warning focused sections in the regular Chairperson’s Reports to the PSC. Although many of the issued Chairperson’s reports have included a level of early warning information and analysis (particularly in sections dealing with the “Security Situation”, “Humanitarian Situation” and “Human Rights Situation” of cases), the introduction of structured early warning information and analysis generated by the CEWS itself (again, where appropriate) should strengthen the development of appropriate policy and response options.

**23.** At the level of the Assembly of Heads of State and Government of the Union, as per Article 7 (1, q) of the PSC Protocol, the Peace and Security Council shall, in conjunction with the Chairperson of the Commission, “submit regular reports to the Assembly on its activities and the state of peace and security in Africa”. At the moment, these reports are submitted twice a year to the Assembly of Heads of State and Government. By enabling

the systematic identification of trends and potential conflict situations, the implementation and further development of the early warning processes and products detailed in this roadmap, can be used to strengthen the section of these reports that deals with the state of peace and security in Africa.

**24.** As mentioned above, conflict prevention is a fundamental priority of the African Union – a priority that requires the engagement of several of the organisation’s bodies and institutions, in particular the Commission and its Chairperson, the Peace and Security Council and the Panel of the Wise. As noted in several of the sections above, in addition to being a core objective of the PSC (Article 3, b), the prevention of conflicts is a principle which underlies the action of the PSC. As stated in Article 4 (b), the Peace and Security Council shall be guided, *inter alia*, by “early responses to contain crisis situations so as to prevent them from developing into full blown conflicts”. Several activities are central to this prevention function, in particular early warning, the intrinsically related function of preventive diplomacy [which the PSC and the Chairperson of the Commission are given as specific functions under Article 6 (b)] as well as other types of early action (both at a direct as well as indirect structural level). With regard to preventive diplomacy (good offices, mediation, conciliation), the Panel of the Wise is specifically tasked with supporting the efforts of the PSC and those of the Chairperson of the Commission (Article 11). The role of the CEWS in providing timely, comprehensive, reliable and objective advice as well as a structured environment for the development of policy options and response strategies by these decision-makers is critical.

**25.** This roadmap also prioritises other types of interaction with decision-makers such as on-demand briefings and unstructured interaction. In this regard, the Situation Room, in its role as “Point-of-Contact”, plays a critical role. The Situation Room provides a point of contact service between the AU and its various field missions, Member States as well as other Organisations; replies to requests for information and inquiries from a wide variety of stakeholders relating to the Peace and Security Department as a whole; and serves as the main contact point between the CMD and UNDPKO.

**26.** The implementation of additional strategies for engaging decision-makers, and in particular the development of an effective outreach strategy in support of key AU structures as well as other stakeholders outside the AU is a critical priority. In this regard, the ability to simultaneously reach as well as integrate the views, policy initiatives and recommendations of a number of key AU institutions is critical (systematic feedback loop). Article 18 (1) of the PSC Protocol clearly states that “close working relations with the Pan-African Parliament in furtherance of peace, security and stability in Africa” must be maintained. The presentation of an annual report to the Pan-African Parliament on peace and security in the continent [Article 18 (2)] and the ability of the PSC to submit reports upon request by the Pan-African Parliament through the Bureau of the Chairperson of the Commission [Article 18 (3)] will require the implementation of the CEWS according to this roadmap. A similar type of relationship is called for as regards the African Commission on Human and People’s Rights (Article 19), while particular focus is given in the PSC Protocol to the relationship with the Regional Mechanisms for Conflict Prevention, Management and Resolution (Article 7 (j) and Article 16) developed in item 19 below, with the United Nations and

other international organisations (Article 17) and with Civil Society Organisations (Article 20) – developed in item 19 below. As regards the Pan-African Parliament and the African Commission on Human and People’s Rights, this roadmap recommends that these bodies address the PSC at least twice a year on issues pertaining to peace and security in the Continent.

**27.** As noted in item 4 above, Regional Mechanisms for Conflict Prevention, Management and Resolution are a constituent part of the overall security architecture of the Union [Article 16 (1)] and the CEWS [Article 12 (2)]. While this roadmap will deal in detail with issues and strategies of coordination with the RECs in the section below, it is necessary to refer to the modalities of engagement with RECs for the purposes of reporting and decision-making. The PSC Protocol is clear in this regard: it calls for a close working relationship with Regional Mechanisms [Article 16 (1)] where “Regional Mechanisms concerned shall, through the Chairperson of the Commission, keep the Peace and Security Council informed of their activities” [Article 16 (3)]. To this end, and following close consultation with RECs, this roadmap calls for the implementation of a system of regular exchange of information, the convening of periodic meetings (at least once a year) and the systematic participation of Regional Mechanisms “in the discussion of any question brought before the Peace and Security Council whenever that question is being addressed by a Regional Mechanism” [Article 16 (6)]. For a more detailed discussion on strategies of coordination and collaboration with RECs see section below.

**28.** Close cooperation and continued interaction with the United Nations and its agencies, but in particular the Security Council (as the institution with the primary responsibility for the maintenance of international peace and security) and the Office of the Secretary-General, are highlighted in Article 17 of the PSC Protocol. The holding of periodic meetings and regular consultations on issues of peace, security and stability in Africa as well as the invitation of UN system organisations to address the PSC on issues of common interest are called for in the PSC Protocol [Article 17 (3) and (4)]. Because of the critical importance of the United Nations System (as a key decision and policy-maker with a considerable implementation presence at regional, national and sub-national levels in Africa), the ability of the CEWS as an open-source based system to adequately reach as well as integrate the analysis, policy initiatives and recommendations of the United Nations and other international organisations has been provided for in the current roadmap (i.e. an example of this regards the need to integrate early warning information / analysis concerning emerging natural and humanitarian disasters and situations of conflict produced by OCHA)

### **Co-ordination and collaboration**

**29.** Regional Mechanisms for Conflict Prevention, Management and Resolution are a constituent part of the overall security architecture of the Union [Article 16 (1)] and the CEWS [Article 12 (2)]. The section above, dealt with the modalities of engagement between the CEWS and the RECs for the purposes of reporting and decision-making. This section will discuss issues of coordination and harmonisation and propose workable implementation strategies.

**30.** As integral components of the overall security architecture of the Union, and as a result of their activities in the fields of peace, security and stability, Regional Mechanisms are given an important and specific role in the development and implementation of the CEWS. The PSC Protocol recognises that aspects of harmonisation and coordination are important as a means to assuring that their “activities are consistent with the objectives and principles of the Union” and calls for an effective partnership between the Regional Mechanisms and the PSC (Article 16). And, as noted in item 27 above, Regional Mechanisms are urged to continuously inform the PSC on their activities and when necessary brief the PSC – a request that is based on reciprocity as detailed in Article 16 (3), which states that “the Peace and Security Council shall, through the Chairperson of the Commission, also keep the Regional Mechanisms fully and continuously informed of its activities”. Also noted above, and as regards practical modalities of collaboration, Article 16(4) of the Protocol states that, “in order to ensure close harmonisation and co-ordination and facilitate regular exchange of information, the Chairperson of the Commission shall convene periodic meetings”. Furthermore, Article 16(8) states that, “in order to ensure co-ordination and co-operation the Commission shall establish liaison offices to the RECs”.

**31.** Issues of harmonisation and co-ordination of existing early warning systems with a view to the establishment of the CEWS are central to this roadmap. In this regard, consultations with the Regional Mechanisms brought to light the varying levels of development and implementation of regional early warning systems. The PSC Protocol allows for considerable latitude in this regard as it simply states that the “observation and monitoring units of the Regional Mechanisms (are) to be linked directly through the appropriate means of communications to the Situation Room, and shall collect and process data at their level and transmit the same to the Situation Room” [Article 12 (2, b)]. Rather than attempt to create a single, unified system applicable to all early warning systems involved, and following closely the recommendations of the RECs, this roadmap proposes the development of a “continental framework” of information and analysis sharing able to build and supplement the efforts already developed by Regional Mechanisms. The need to optimise existing systems will require further elaboration and consultation between the AU and the RECs on some level of ‘division of labour’ (i.e. where because of their proximity, RECs would be comparatively stronger on sub-national data). A framework Memorandum of Understanding between the AU and the RECs in the area of conflict prevention, management and resolution is currently being finalised, which will provide additional clarity on this issue. Nevertheless, this roadmap proposes a series of practical steps in item 23 below.

**32.** In order to achieve the required harmonisation and coordination of all early warning systems components of the CEWS, as well as build and supplement on their specific strengths and experience, this roadmap proposes a number of practical strategies. First and foremost, this roadmap calls for the continuation of efforts to nurture a closer working relationship with regional mechanisms: including, but not limited to, regular exchange of information, convening of periodic meetings (at least once a year and specifically on early warning), strengthening of existing personnel exchange programmes and joint training and capacity building activities, and, finally, the establishment of liaison offices in both the AU and the RECs (some of these strategies are called for in Article 16 of the PSC Protocol). The establishment of a secure website for the exchange of information between the Situ-

ation Room and the observation and monitoring units of the Regional Mechanisms is a critical priority. The series of consultations undertaken with the RECs has already advanced the development of a “continental framework” of information and analysis sharing – but more is required in the form of additional consultations and discussions. Nevertheless, it is clear that the holding of periodic meetings between the AU and the RECs specifically on peace and security issues – such as the meetings of 22–23 March 2005 and 24–25 October 2005, where valuable information on on-going conflicts and efforts to address them was shared by all participants – have strengthened a closer working relationship between the institutions concerned. Finally, the AU and the RECs must join efforts to adequately address the challenges posed by the need for investment and capacity-building on early warning at all levels.

**33.** Several of the items above highlighted the importance of collaboration with a wide variety of stakeholders beyond AU structures and governmental / intergovernmental actors – a function of the open-source nature of the CEWS. International organisations, research centres, academic institutions and NGOs are considered integral to the adequate functioning of the CEWS – in fact, as noted, the PSC Protocol urges the Commission to undertake this collaboration in order to facilitate the effective functioning of the Early Warning System as a whole [Article 12 (3)]. The call for a “strong partnership for peace and security” with relevant international organisations beyond the UN and its agencies [Article 7 (k)], as well as the encouragement of “non-governmental organisations, community-based and other civil society organisations, particularly women’s organisations”, to actively participate in efforts towards peace in Africa (Article 20) are further evidence of their importance. Specific strategies of Civil Society participation in the CEWS are detailed in Issue Paper No. 3 titled “Civil Society Participation in Conflict Prevention in Africa: An Agenda for Action”. The proposal for the development of an accreditation policy specifically tailored to the active participation of Civil Society in the CEWS (over and above the accreditation policy currently in place by ECOSOC) is in this regard critical.

**34.** In defining the Rules of Procedure of the PSC, the PSC Protocol allows for “any Regional Mechanism, international organisation or civil society organisation involved and / or interested in a conflict or a situation under consideration by the PSC, to be invited to participate, without the right to vote, in the discussion” [Article 8 (10, c)]. The CEWS recognises that international organisations, NGOs, the media, human rights groups, academia, community-based organisations, think-thanks are simultaneously primary sources of information as well as basic response partners – as a result, the identification of key civil society partners and their involvement in the development and implementation of the CEWS has been a strategy prioritised. Their continued contribution as the CEWS is implemented (as sources of information, partners on the ground and policy options’ formulators) will be essential.

### **III. RESPONSIBILITIES AND ROLES IN THE ESTABLISHMENT OF THE CEWS**

**35.** The sections above dealt in detail with the specific responsibilities that several of the African Union’s organs have in the establishment and future functioning of the CEWS - Items 27, 28, 29, 30, 31, 32 described in detail the responsibilities and roles of the RECs (as

constituent parts of the overall security architecture of the Union) in the design, implementation and functioning of the CEWS.

**37.** The role of Member States of the Union is critical as evident from several provisions of the PSC Protocol. First and foremost, Member State shall “extend full cooperation to, and facilitate action by, the PSC for the prevention, management and resolution of crises and conflicts” [Article 7 (4)]. In fact, as detailed in Article 12 (7), “the Chairperson of the Commission shall, in consultation with Member States, the Regional Mechanisms, the United Nations and other relevant institutions, work out the practical details for the establishment of the Early Warning System and take all the steps required for its effective functioning.”

**38.** On a practical level, while Member States agree that the PSC acts on their behalf in carrying out its duties under the Protocol [Article 7 (2)]: they also agree to accept and implement its decisions [Article 7 (3)]. Although Member States do not have the power to oppose the inclusion of items in the PSC’s agenda, they can submit agenda proposals to the PSC [Article 8 (7)] and may be invited to participate in PSC meetings whenever they consider that their interests may be affected [Article 8 (10, b)]. Finally, Member States “shall commit themselves to facilitate early action by the Peace and Security Council and or the Chairperson of the Commission based on early warning information” [Article 12 (6)].

**39.** On a more practical level, and in order to enable the Chairperson of the Commission to make well-informed judgements about potential conflict, Member States could give him access to information that is sensitive in terms of content and sources. It goes without saying that the Commission will need to develop appropriate procedures for handling such information.

**40.** Finally the United Nations may be called “to provide the necessary financial, logistical and military support for the African Union’s activities in the promotion and maintenance of peace, security and stability in Africa, in keeping with the provisions of Chapter VIII of the Charter”. [Article 8 (10, b)].

#### **IV. OBJECTIVES, OUTPUTS AND MAIN ACTIVITIES**

**41.** This section outlines the outputs and main activities in accordance with five key objectives to achieve a fully functional and operational CEWS. These key objectives are to:

- Collect, compile, archive, manage and distribute information;
- Continuously monitor the socio, political, economic and other situations across the continent, to analyze data and to articulate policy and preventive response options in real-time;
- Support AU’s management of acute situations of conflict and instability, disruptions and disasters;
- Systematise the engagement of the PSC with potential conflict situations and issues; and
- Develop strategies for engaging decision makers on the effective use of specific reports.

## **OBJECTIVE 1: Collect, compile, archive, manage and distribute information**

### **42. Outputs**

- Daily Situation Reports (Improved)
- Daily News Highlights (Improved)
- Country Profile Resource

### **43. Main Activities**

- The production of situation reports with structured and scaled measures;
- The provision of public news clipping service, with automated compilation and indexing;
- The provision of internal news trends service, with graphic presentation;
- The linkage to more African and multi-lingual media sources ;
- The support of internal information exchange and tasking requirements; and
- The production of internal country profiles, with sub-national detail, updated annually.

## **OBJECTIVE 2: To continuously monitor the socio, political, economic and other situations across the continent, to analyze data and to articulate policy and preventive response options in real-time**

### **44. Outputs**

- Flash Reports derived from regular monitoring (Improved)
- Early Warning Reports derived from regular monitoring
- Situation Room functioning as “Point-of-Contact” (Improved)

### **45. Main Activities**

- The design, specification and continuing evaluation of an indicator based early warning module;
- The EW monitoring of situations and incidents pursuant to the Protocol;
- The analysis of trends and dynamics in their structural context;
- The articulation of policy and preventive options ;
- The harmonization and coordination of a continental framework;
- The establishment and coordination of partnerships for EW as recommended by the Protocol.

## **OBJECTIVE 3: To support AU’s management of acute situations of conflict and instability, disruptions and disasters**

Better information on conflict situations and on the strategic environment and improved reporting system and information management will allow for:

### **46. Outputs**

- Mission Reports (Improved)
- Chairperson’s Reports to the PSC
- Inclusion, where appropriate, of structured early warning information, analysis and policy options in the Chairperson’s Reports to the PSC

**47. Main Activities**

- The monitoring and analysis of developments and dynamics in crisis situations ;
- The monitoring and assessment of AU and other interventions;
- The coordination of crisis information among AU field missions including feedback between field missions and desk officers;
- The support of logistics for AU field missions;
- The articulation of policy and crisis response options and assessment criteria.

**OBJECTIVE 4: Systematise the engagement of the PSC with potential conflict situations and issues**

**48. Outputs**

- Early Warning Reports tabled for discussion in the PSC;
- Chairperson's Reports to the PSC addressing the overall peace and security situation in the five regions of the Continent (two per year);
- Strengthened PSC+Chairperson's Reports to the Assembly of Heads of State and Government – the section that deals with the state of peace and security in Africa (two per year) ;
- PSC Report to the Pan-African Parliament on peace and security in Africa (once a year);
- Strengthened link between early warning and preventive diplomacy through appropriate support and closer engagement with the Chairperson, the Panel of the Wise and other relevant actors.

**49. Main Activities**

- Facilitate the inclusion of specific reports as a regular agenda Item of the PSC. Most critical in this regard is the Early Warning Report;
- Support the reporting process in the PSC (through the Chairperson's Bureau);
- Support the work of structures such as the Panel of the Wise to undertake special missions on behalf of the Commission as tasked by the Chairperson of the Commission;
- Engage, as directed, with the Pan-African Parliament, ECOSOCC the African Commission of Human and Peoples' Rights, and other AU Structures.

**OBJECTIVE 5: Create informal channels for AU Chairperson's engagement with PSC members and other critical actors**

**50. Outputs:**

More effective action by the AU and PSC

**51. Main Activities:**

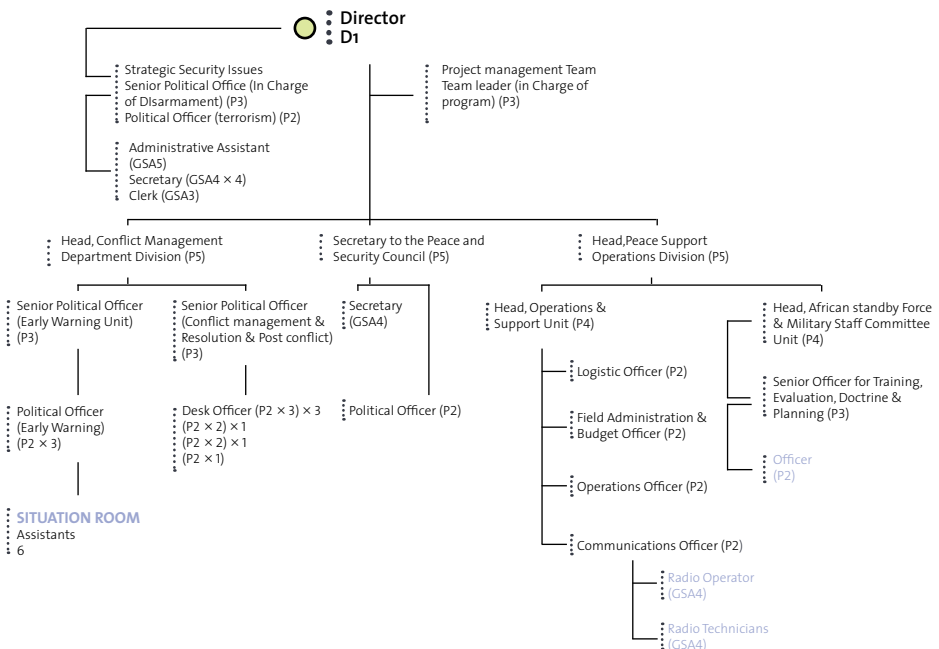
- Work with Bureau of the Chairperson to facilitate and systematise Special Off-the-Record meetings with concerned PSC members and other critical actors such as expert groups or civil society actors – to galvanize action by the whole of the PSC;

- Schedule periodic meetings between the Panel of the Wise and the PSC;
- Work with outside institutions to take up / research on specific issue e.g. academics, other experts, and civil society actors;
- Commission and undertake strategic research to inform Council processes and decisions;
- Develop communications and outreach strategies to support the Panel of the Wise and to promote special missions.

## ANNEX

### HUMAN RESOURCES

1. At the Maputo Summit, the Heads of State and Government approved a new staff structure complement for the Commission of the African Union that provides for a staffing complement of 56 persons for the Peace and Security Department. Subsequent decisions provide for internal adjustments within the staffing structure of the AU up to the level approved by the Maputo Summit.



2. The regular staffing structure for the AU, and subsequent discussions, have not taken fully into account the detailed requirements for the operationalization of the Continental Early Warning System (CEWS). Clearly the AU cannot not succeed in implementing its obligations as stipulated the Protocol of the PSC on conflict prevention and early warning into reality if it does not provide for sufficient senior and capable staff for the CEWS as part of the regular staffing structure of the AU.

3. The African Union’s Partners have committed significant resources to the AU Peace and Security Department to enhance its human resource capability. The Commission intends to utilize the extra-budgetary resources from the partners, to the staff required for the operationalization of the CEWS. Ideally, the structure and staffing for CEWS should be as outlined in the (table below).

#### RECOMMENDED STAFF REQUIREMENTS AND RESPONSIBILITIES FOR CEWS

| Job Title                             | Grade | Key Responsibilities   |
|---------------------------------------|-------|--|
| Senior Officer<br>Early Warning       | P5    | <ul style="list-style-type: none"> <li>• Overall coordination of staff Analysts, designated desk officers and other staff; and management of CEWS</li> <li>• Overall responsibility for preparation of Early Warning Report to be presented to the PSC</li> <li>• Preparation of periodic analysis</li> <li>• Coordinate all CEWS reports</li> <li>• Review and provide quality control for reports and analysis</li> <li>• Oversee strategic initiatives</li> <li>• Lead the development of outreach strategy for CEWS</li> </ul> |
| Senior Analysts (5)<br>(1 per region) | P4    | <ul style="list-style-type: none"> <li>• Prepare Early Warning Reports</li> <li>• Prepare Special Reports</li> <li>• Liaise with RECs</li> <li>• Provide training to staff on early warning indicators module workshop and annual review/ refresher training</li> <li>• Oversee workshops with the RECs</li> </ul>   |
| Liaison Officers (1)                  | P4    | <ul style="list-style-type: none"> <li>• Coordinating and harmonizing with the RECs, UN, academic institutions, NGOs, etc.</li> </ul>  |

|   |      |   |
|---|------|---|
| Analysts (10)<br>2 per region                                       | P3   | <ul style="list-style-type: none"> <li>Engage in systematic trend tracking to supplement daily narratives</li> <li>Analyze daily news highlights to prepare short analytical briefings</li> <li>Work closely with Situation Room to generate initial analysis when threshold is crossed</li> <li>Work with Desk Officers to prepare Chairperson's Reports following special events and incidents</li> </ul> |
| Editor (1)  | P3   | <ul style="list-style-type: none"> <li>Editing of all reports</li> </ul>  |
| Coordinator <sup>1</sup><br>Situation Room                          | P2   | <ul style="list-style-type: none"> <li>Coordinate the daily activities of the AU Situation Room</li> <li>Supervisors the Sit room assistants</li> <li>Responsible for data collection for CEWS</li> </ul>   |
| Assistants <sup>2</sup><br>(4 Additional)<br>for the Situation Room | GSA5 | <ul style="list-style-type: none"> <li>Monitor events and news highlights from Situation Room</li> <li>Provide relevant data to analysts for development of Early Warning Report</li> <li>Report production and dissemination</li> <li>Acts as the point of contact between the PSD, member states and other relevant stakeholders</li> </ul>   |
| Communication Assistants <sup>3</sup><br>(1 Additional)             | GSA5 | <ul style="list-style-type: none"> <li>Assists the Situation Room in incoming and outgoing communications</li> <li>Are responsible for maintaining the updated list of contacts</li> </ul>  |

- 1 The position of Situation Room Coordinator currently extra-budgetary needs to be integrated in the AU structure and upgraded to P2
- 2 There are already four (6) Situation Room assistants in the AU Budget and two (2) in extra-budgetary support. There is need for an additional four (4) Sit Room assistants
- 3 There is an extra-budgetary provision for one (1) communication assistant, and there is need for an additional one (1) more.