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AFRICAN UNION

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BACKGROUND GUIDE 2009

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Official Welcome

Dear Delegates,

On behalf of Jennifer Tschetter, Adrien Anderson, and the NMUN Secretariat, we are pleased to welcome you to the 2009 National Model United Nations - DC Conference. We are thrilled to be directing the African Union at the Conference. While much of the world criticizes the African Union (AU) for an inability to create change, we strongly believe that regional bodies, such as the AU, can provide the solution to global and local problems. African countries are at a turning point in their histories and are on the cusp of making genuine political process. It is other African countries that can help their neighbors achieve this new sense of peace.

While this background guide is not meant to serve as your sole source of information, please use this background guide as the starting point for your research. While in other committees a "regional bloc" may be considered all of Africa, the regional specification of this committee requires you go above and beyond the normal level of research and have a deeper understanding of your Member State's foreign policy. The problems of conflict minerals, the situations in Zimbabwe, and peacekeeping operations (PKOs) reform are all extremely important issues being addressed in the AU. Each problem is different and hinders progress towards a positive African future. It is the duty of the AU to address these issues, as each holds significant importance. Conflict minerals illustrate the greed and corruption that continues to plague Africa and prevent progress; the situation in Zimbabwe serves as a depressing tale of what can happen in Africa when all things go wrong; and the issue of PKO reform is necessary, as PKOs are vital to African revitalization. We are looking forward to seeing your work on these issues in October.

History of the African Union

The African Continent has been, and continues to be, plagued by destruction, disease, acts of genocide, and poverty. One of the many organizations that work to curb these problems is the African Union (AU). The AU is composed of 53 Member States, and together they work diligently to make broad, sweeping changes on the continent. Though most of the African Nations are members of the AU, there are currently three suspended members (Guinea, Madagascar, and Eritrea) and one non-member (Morocco). The AU is a fairly young organization, but its roots trace back to the Organization for African Unity (OAU). The OAU was formed in 1963 and lasted for some time, yet it struggled to enforce its own decisions due to bureaucracy and inefficiency. Through the OAU's failures, the AU was created in 2002. The AU, headquartered in Addis Ababa, Ethiopia, is composed of eight committees, including: (1) the Assembly of the AU, which is the chief decision making body; (2) the Executive Council, which is responsible for trade and communications; (3) the Peace and Security Council, which is responsible for conflict resolution and prevention; and (4) the African Court of Justice. All bodies of the AU works to further an overarching African agenda, as the organization is based on the belief that a united Africa is the best way to preserve African independence, overcome common challenges, and allow Africa to take its rightful place in the international economy. It seeks to combat poverty, prevent corruption, and increase development. The organization focuses intensely on conflict resolution, the promotion of economic integration, political stability, and African unity. With the establishment of a New Partnership for Africa's Development (NEPAD) and the African Peer Review Mechanism (APRM), Member States have reaffirmed their dedication to achieving these goals and maintaining good governance. Most recently, the 13th meeting of the African Union was held in July 2009 in Libya.

I. Addressing Conflict Minerals in Central Africa

- What can the African states do to curb the illicit trade of minerals on the state, regional, and international level? Also, what can be done to prevent this problem from escalating into all-out warfare and spilling over into neighboring countries? Can this be done without creating more bureaucracy in the AU and using existing peacekeeping operations?

Africa's natural resources are routinely exploited, and conflict minerals are the latest in a string of resources that are used to finance war efforts. This misuse of natural resources has resulted in an increased number of deaths and missed opportunities for economic development and has garnered significant attention within the international community. The Kimberly Process, which focuses solely on conflict diamonds, was established by the United Nations General Assembly (UNGA) and imposes specific and extensive requirements on Member States to ensure the proper certification and classification of rough diamonds as "conflict free." While the Kimberley Process is

noteworthy, there has been no other broad solution for other exploited natural resources. There have been several resolutions passed by the United Nations Security Council (UNSC), the UNGA, and other committees within the United Nations that have addressed conflict resources and minerals on a country-by-country basis.

Case Study: The Democratic Republic of the Congo
 UNSC Resolution 1856, passed in 2008, specifically addressed issues in the Democratic Republic of the Congo (DRC). This resolution includes plans to increase the number of peacekeeping troops in the DRC and facilitate talks to reduce hostilities. This resolution, however, lacks a framework to address the source of the problem. The Enough Project, which is supported by the Center for American Progress, a non-governmental organization, has created a four-step plan that addresses the root of the problems in the DRC. These steps include: "(1) shining a light on the supply chain; (2) identifying and securing key mines; (3) reforming governance; and (4) supporting economic opportunities for local minors." The most challenging, and yet most important, aspect of this plan is the establishment of accountability and transparency. While the Enough Project presents a solution for problems within the DRC, it does not provide a general solution for all areas afflicted by conflict over resources.

Conclusion
Despite international scrutiny on this subject, a general solution to the problem of conflict minerals has yet to be presented. It is the responsibility of the African Union to address this distinctly African problem; yet very little has been done by this body thus far to resolve the problem. Member States have attempted to address these issues independently. Is a broad, overarching solution possible, or must solutions for this problem be on a case-by-case basis? How can the international community prevent the escalation of conflict due to these minerals? What can the African Union do to ensure the safety of the African people and continued development while addressing the problem of conflict minerals?

II. The Situation Concerning Zimbabwe

- How can the African Union and the United Nations (UN) respond to the volatile situation in Zimbabwe? What policies can be enacted to decrease domestic unrest and increase cooperation within Zimbabwe's political system? What support and services can the international community offer Zimbabwe throughout this troublesome period?

While many are familiar with the unrest in Zimbabwe, few realize the extent to which the people of Zimbabwe continue to suffer. Although many sub-Saharan African nations face a plethora of economic, political, and social problems, the situation in Zimbabwe is catastrophic. The primary cause of this situation is the disarray of the Zimbabwean government and the troubled electoral process. The AU must work with two key actors to address the current crisis in Zimbabwe: President Robert Mugabe, leader of the Zanu-PF, and Prime Minister Morgan Tsvangirai, leader of the opposition party, Movement for Democratic Change (MDC).

Zimbabwe's Political History
Since 1980, when he assumed the presidency, Robert Mugabe has held unprecedented amounts of power in Zimbabwe. His expansion of executive power has hindered the democratic process; Zanu-PF has successfully maintained the presidency and control of the parliament, uninterrupted, for nearly 30 years. In March 2008, however, the MDC successfully gained a majority of the seats in parliament, and Morgan Tsvangirai successfully challenged Mugabe in the first round of presidential elections. In June 2008, however, Mr. Tsvangirai withdrew his name from the ballot before the second round of elections, stating that the electoral process was riddled with violence and, therefore, unfair. In spite of this claim, the election continued, and President Mugabe was sworn in for his sixth term in office. This resulted in extreme violence, and the international community challenged the election's validity. In an effort to end violence and placate the international community, Mugabe and Tsvangirai held talks to discuss a power-sharing government between August 2008 and January 2009. The international community put significant pressure on the parties to structure a representative government; for example, South Africa threatened to withhold $28 million in aid until an agreement was reached. Finally, in January 2009, Mugabe and Tsvangirai agreed to the National Unity Government, and in February 2009, Tsvangirai is sworn is as Prime Minister. Since the establishment of the National Unity Government, both Mugabe and Tsvangirai have condemned the violence in Zimbabwe. As of this writing, however, their condemnations have done little to control the violence.

Conclusion

The situation in Zimbabwe is urgent, and the African Union must lead the effort to help the Zimbabwean people. While it is difficult and unsavory for any international organization to impose regime change in a country, it is possible and highly recommended that aid and support are provided for both the citizens of Zimbabwe and the refugees that have fled to other countries. How can the African Union address the political situation in Zimbabwe, while recognizing the weak structure of the National Unity Government? How can the African Union ensure stability throughout future electoral periods?

III. Strengthening Peacekeeping Capabilities in Africa

- What are the strengths of the current peacekeeping operations (PKOs) in Africa? What are the problems? How can African Union peacekeeping forces be distributed throughout the continent? What policies should govern these forces in order to increase efficiency and effectiveness?

Peacekeeping operations have been in place since the creation of the United Nations. The first UN PKO was deployed in 1948 to Israel; since then there have been 63 UN PKOs. As indicated by the term "peacekeeping," the purpose of a PKO is to maintain stability in the face of the possible escalation of violence. While in theory PKOs are critical, in practice PKOs lack the tools and support necessary to be efficient and credible. The UN, which was created more than 50 years before the AU, has learned much throughout its history regarding effective and ineffective PKO policies; the AU would be well-advised to examine these lessons. Due to the AU's relative youth and instability, the PKOs which it chooses to deploy are severely under-funded and lack the necessary manpower. While the AU recognizes this, it has struggled to address the problem and has, instead, relied on the United Nations peacekeeping operations.

African Peacekeeping
The UN has been the leader in providing PKOs in Africa, including missions in Sierra Leone, Liberia, Cote d'Ivoire, and the Democratic Republic of Congo. Despite the AU's involvement in peacekeeping missions (for example, the AU has overseen a contingent of peacekeepers in Sudan since 2006), the AU has comparatively fewer and less extensive PKOs in Africa than the UN. Members of both the African community and the larger international community are hopeful that the AU will augment its peacekeeping operations, in part because this African organization is better equipped to address a distinctly African problem. While conflicts around the globe require PKOs, Africa's conflicts are unique in that they are predominately within a single nation. Interstate conflicts are more amenable to outside mediation than internal conflicts. Preemptive measures must be taken to reduce the likelihood of conflicts reoccurring. Many conflicts in Africa could be prevented through using peacekeepers to help efficiently reduce violence following and throughout civil conflicts. Peacekeepers are a positive influence before, during, and after conflicts to help prevent conflicts from escalating or turning violent, to aid in negotiating the resolution of conflict, and to reinforce and monitor agreed-upon solutions to help prevent the return to violence. Disarmament, demobilization and reintegration (DDR) are essential in preventing the escalation of violence; it is through DDR programs that the AU has attempted to reform their PKOs. As a body, the AU should not only create standards to deal with conflicts once they arise, but should work actively to prevent conflicts. What standards should be implemented? How can the AU expand its PKOs in Africa, and how can the AU expand its influence within its Member States in an effort to make political changes within conflict-ridden States?

Annotated Bibliography

History of the African Union

African Union (2009) *13th African Union summit*. Retrieved August 12, 2009, from
http://www.africa-union.org/root/AU/Conferences/2009/july/summit/13thsummit.html.
This page is the official page of the 13th African Union Summit held in Libya. It offers direct links to decisions and declarations made at this summit by the Permanent Representatives Committee, the Executive Council and the Assembly of the AU. Declarations can be found in full text for each of the three subcommittees that met.

African Union (2009). *African Union in a nutshell*. Retrieved August 1, 2009, from
http://www.africa-union.org/root/au/AboutAu/au_in_a_nutshell_en.htm.

This Web site is the official first glace look offered by the AU. It states the vision and goals of the African Union along with a brief description of the divisions within the AU. It also offers a brief list of important legislation passed by the body.

Open Society Institute Africa Governance Monitoring and Advocacy Project (AfriMAP). (2007). *Towards a people-driven African Union: Current obstacles and new opportunities*. Retrieved August 12, 2009, from http://www.afrimap.org/english/images/report/AU_People-DrivenNov07.pdf.
This document was drafted in 2006 by several members of different organizations that include AfriMAP, the African Network on Debt and Development and Oxfam GB. The goal of the document was to guide research for committee members of the AU to guide the upcoming summits. The research was endorsed by 10 NGOs throughout Africa and the World. Overall the documents list its research findings and recommendations for Member States and the committees.

I. Addressing Conflict Minerals in Central Africa

African Union. (2008). *From concept to implementation: The establishment of the Continental Early Warning System of the African Union*. Retrieved from http://www.africa-union.org/root/AU/AUC/Departments/PSC/PSC/CD/2_From%20Concept%20to%20Implementation.pdf.
This document offers the background on conflict resources and how it prevents peacekeeping through a series of case studies that include Sudan, Angola, Sierra Leon, and Liberia. It then goes on to discuss policy innovations and what is most likely to be successful. It discusses the creation of a series of mechanisms to prevent conflict from escalating that include a Peace and Security Council within the AU, a Continental Early Warning System, an African Standby Force and a Fund.

Enough Project (2009, April). *A comprehensive approach to Congo's conflict minerals-strategy paper*. Retrieved August 12, 2009, from http://www.enoughproject.org/publications/comprehensive-approach-conflict-minerals-strategy-paper.
The Enough Project is sponsored by an NGO which focuses on the protection of peoples from crimes against humanity. This specific plan focuses on a solution to Democratic Republic of Congo (DRC). It goes into the background of DRC's problem, their governance, and their natural resources. It also addressed the issue from the consumer side and cites this as the basis for conflict initiation.

Harsch, E. (2007, January). "Conflict resources: From curse to blessing." *Africa Renewal*, 20(4). Retrieved June 26, 2009, from http://www.un.org/ecosocdev/geninfo/afrec/vol20no4/204-conflict-resources.html.
Harsch offers an up-to-date outlook on conflict resources from an international sense. He examines the steps that have been taken by international and regional organizations and the conflicts that have arisen in several countries. He also offers his own ideas to curb the illicit trade of conflict resources.

Fleshman, M. (2001, January). "Targeting 'conflict diamonds' in Africa." *Africa Recovery*, 14(4). Retrieved June 25, 2009, from http://www.un.org/ecosocdev/geninfo/afrec//subjindx/144diam.htm
Fleshman offers a look into how past UN Security Councils (UNSCs) attempted to deal with conflict diamonds. He specifically looks at the case of Sierra Leone in the late 1990's. He also discusses in brief the process the UNSC used to combat "blood diamonds" at the industrial level and create international awareness for consumers.

Kimberley Process (n.d.). *Background*. Retrieved July 8, 2009, from http://www.kimberleyprocess.com/.
This Web site is the official website for the Kimberly Process. It offers the structure and facts about the process. This Web site also offers several links to related documents and resolutions.

Partnership Africa Canada. (2009). *Diamonds and human security*. Retrieved June 26, 2009, from http://www.pacweb.org/programs-resources-e.php
The Partnership Africa Canada (PAC) is a partnership with a non-profit organization in Canada and multiple states in Africa. It seeks to increase sustainable human development in Africa. The organization specifically addresses diamonds and human security and refers to a solution known at the Kimberly

Process. PAC is a major supporter of the Kimberly process because it asserts that it is highly successful in preventing conflict.

Peacebuilding Support Office and the United Nations Environmental Programme. (2007). *From conflict to peacebuilding: The role of natural resources and environment*. Retrieved June 27, 2009, from http://www.un.org/spanish/peace/peacebuilding/WorkingGrouponLessonsLearned/08.05.2008WGLLBackgroundNote.pdf
In this article, the UN Peacebuilding Support Office and the UN Environmental Programme work together to find a process to deal with nations ravished by war funded by natural resources. Through a series of case studies, the report reinforces the idea that identifying natural resources as a major problem is the first step towards finding a solution. Their evidence is well-researched and draws from many UN and scholarly documents.

United Nations (2008). *United Nations Security Council Resolution S/RES/1856*. Retrieved August 12, 2009, from http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/DRS%20SRES%201856.pdf.
This is the official UN Security Council resolution. It directly addresses the conflict in the Democratic Republic of the Congo. In the operative clause, steps are taken to further peace and security in the area and work to resolution of the violence in DRC.

United States Agency for International Development. (2005). *Minerals and conflict*. Retrieved July 27, 2009, from http://www.usaid.gov/our_work/cross-cutting_programs/conflict/publications/docs/CMM_Minerals_and_Conflict_Toolkit_April_2005.pdf
This United States Agency for International Development (USAID) document, published in 2005, gives the U.S. perspective and solution on conflict minerals in Africa. It first discusses the key issues. It then offers a "Toolkit" for success in Africa.

II. The Situation Concerning Zimbabwe

African Union. (n.d.). *Zimbabwe documents*. Retrieved June 15, 2009, from http://www.googlesyndicatedsearch.com/u/UAAU?q=zimbabwe&sa2=Search.
This Web site contains a list of all documents on the African Union Web site which pertain to Zimbabwe. In particular, there are several communiqués in which the African Union publicly states its stance on the poor situation in Zimbabwe. There are also several AU resolutions (or draft resolutions) which seek to aid humanitarian efforts in Zimbabwe.

Country profile: Zimbabwe. (2009, April 9). Retrieved June 15, 2009, from BBC News Web site: http://news.bbc.co.uk/2/hi/1064589.stm.
BBC country profiles are consistently updated and are an excellent source of information. This is a good resource for information regarding the status and structure of the government. It also gives information regarding the impact of politics upon free media in Zimbabwe.

Chan, S. (2001). *Robert Mugabe: A life and power of violence*. University of Michigan Publishers.
In order to understand the workings of Zimbabwe, it is necessary to understand the history and rise of Robert Mugabe. This book has a good introduction chapter that will help you with comprehending the ZANU history. The ZANU's hold of power and control contributed directly to the current situation.

International Crisis Group: Working to Prevent Conflict Worldwide. (n.d.). *Zimbabwe*. Retrieved July 4, 2009, from http://www.crisisgroup.org/home/index.cfm?id=1233.
The International Crisis Group gives up-to-date reports on the happenings in Zimbabwe. The Web site gives a detailed history of Mugabe's rise to power and changes over the last 28 years. This Web Site is consistently updated regarding the economic and political climate in Zimbabwe.

Timeline: Zimbabwe. (2009, August 3). Retrieved August 17, 2009, from BBC News Web site: http://news.bbc.co.uk/2/hi/africa/country_profiles/1831470.stm.

This Web site gives a detailed history of what is present-day Zimbabwe, dating back to 1200 C.E. As the timeline progresses, each event is described in greater detail. This Web site proves essential in understanding the history of the current violence and government.

III. Strengthening Peacekeeping Capabilities in Africa

Berman, E. G. & Sams, K. E. (2000). *Peacekeeping in Africa: Capabilities and culpabilities*. New York: United Nations Institute for Disarmament Research, Institute for Security Studies.
This book will help delegates understand why UN peacekeeping is not working and how AU PKO forces have the potential to be different. The book highlights the differences between AU and UN PKOs, as well as the differences between funding, makeup and deployment methods. Better understandings of how UN PKOs have failed will help delegates understand which types of methods have already been addressed to fix the situation.

Pan, E. (2005, December 2). *African Peacekeeping Operations.* Retrieved August 17, 2009, from the Council on Foreign Relations Web site: http://www.cfr.org/publication/9333/african_peacekeeping_operations.html.
Pan writes a concise fact sheet regarding African peacekeeping. Posed as a question and answer session, this Web site reviews country-specific missions and discusses the region in its entirety. The author also provides several helpful links to information on UN PKOs, reports regarding the region's efforts, and the official Web sites of the AU and the Economic Community of West African States (ECOWAS).

Routledge, N. M. (2004).   "Developmental peacekeeping: What are the advantages for Africa?" *African Security Review*. 13(2). Retrieved June 15, 2009, from http://www.iss.co.za/pubs/asr/13No2/CMadlala.htm.
This article gives an excellent interpretation on why the AU is the best mechanism to provide support for African conflicts. This document will help give delegates a unique African perspective of the problem. This article illustrates that there are new and innovative ways to address African problems.

Sharamo, R. (2008). "The African Union's peacekeeping experience in Darfur, Sudan." *Conflict Trends*. Retrieved July 20, 2009, from http://wwww.reliefweb.int/rw/RWFiles2006.nsf/FilesByRWDocUNIDFileName/AMMF-6VJE97-accord-sdn-13nov.pdf/$File/accord-sdn-13nov.pdf.
This is a great example of contemporary PKOs in Africa. Sharamo examines how AU PKOs have been ineffective in the Sudan. The author even goes so far as to provide a useful and concise "Lessons Learned" section, which details how the AU can create more effective PKOs.

United Nations. General Assembly. 63rd Session. (2008, August 4). *Implementation of the recommendations contained in the report of the Secretary-General on the causes of conflict and the promotion of durable peace and sustainable development in Africa, (A/63/212).* Retrieved June 14, 2009, from http://www.un.org/ga/search/view_doc.asp?symbol=A/63/212&Lang=E.
This report is a great example of what the UN has done in an effort to address PKO issues in Africa. The report discusses the progress of peace and sustainability in Africa throughout the many PKOs which have been deployed here. While there is much work that needs to be done for African progress, this report cites past accomplishments as rubrics for future success.