African Union’s Peace and Security Strategy: A Case Study of UNAMID in Darfur and the Role of Darfurian Culture in Conflict Resolution

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Abstract—This article evaluates the African Union’s (AU) peace and security strategy by analyzing the United Nations-African Union Mission in Darfur (UNAMID) as a case study. It also explores the potential role of Darfurian culture in resolving conflicts. Qualitative research methods, including document analysis, are used to identify the successes and limitations of UNAMID in promoting peace and security in Darfur. The study finds that while UNAMID has made significant contributions, challenges such as inadequate funding, weak coordination, and insufficient post-conflict resources persist. The article recommends strengthening the AU’s strategy by increasing financial and technical support, improving coordination mechanisms, and implementing more comprehensive post-conflict reconstruction and development approaches. Through enhancing the AU’s strategy, sustainable peace and security can be achieved in the continent.

Keywords—African Union, Darfur conflict resolution and culture, peace, security strategy

I. INTRODUCTION

A. Preliminary

The African Union’s Peace and Security Strategy aims to end all wars, civil conflicts, and violent conflicts in Africa by 2020, through addressing the root causes of conflicts, preventing conflicts, sustaining peace, and supporting peace operations and post-conflict reconstruction and development [1]. Various stakeholders, including the AU, member states, regional economic communities, civil society organizations, and international partners, collaborate and coordinate to implement the strategy [2]. Women and youth play a vital role in promoting peace and security, and the strategy emphasizes the need to increase their participation in decision-making processes. Despite progress, ongoing conflicts in Ethiopia, Mozambique, and the Sahel region demonstrate the continuing security challenges faced by the continent. The AU has called for increased international support and cooperation to address these challenges, and the United Nations Security Council has emphasized the importance of supporting the AU’s efforts to promote peace and security in Africa [3–5]. In 2007, the United Nations and AU established the United Nations-African Union Mission in Darfur (UNAMID) to protect civilians and facilitate the peace process [6]. Although the AU did not achieve its goal of silencing the guns by 2020, it extended the deadline to 2030, recognizing that sustained efforts and cooperation from all stakeholders are required to achieve this goal [7]. The crisis in Darfur poses a significant challenge to the AU’s peace and security strategy. Qualitative research methods, such as document analysis, have been used to understand the successes and limitations of UNAMID in promoting peace and security in Darfur, while considering the cultural context of the Darfurians [8].

B. Research Questions

The research questions that guide this study are:

- What is the effectiveness of UNAMID in promoting peace and security in Darfur?
- What are the factors that contribute to the success or failure of UNAMID in its mission?
- What is the effectiveness of Darfurian culture in conflict resolution, and what are its implications?
- What are the implications of the findings for policy and practice in the field of peace and security?

C. Objectives of the Study

The main objectives of this study are to:

- Assess the effectiveness of UNAMID in promoting peace and security in Darfur.
- Identify the factors that contribute to the success or failure of UNAMID in its mission.
- Analyze the implications of the findings for policy and practice in the field of peace and security.

D. Literature Review

The discourse on African development and governance has long recognized the significance of peace and security [9]. Peace and security are essential for the socio-economic development, democracy, and human rights in Africa. The African Union (AU) has recognized their significance and established various instruments for peace and security, including the African Peace and Security Architecture (APSA) in 2002 [10]. APSA comprises an early warning system, a panel of the wise, and a peace fund to promote peace and security on the continent. Without peace and security, countries cannot attract foreign investment, which can impede economic growth [11]. Furthermore, the absence of peace and security limits citizens’ ability to exercise their rights and hampers the effective functioning of democratic institutions. However, the literature also highlights challenges to peace and security in Africa, such as the proliferation of Small Arms and Light Weapons (SALW) [12]. SALW contributes to instability and violence in Africa, and the UN has called for concerted efforts to control the production, transfer, and circulation of these weapons.

E. African Union’s Role in Peace and Security

The African Union (AU) has played a significant role in promoting peace and security in Africa through various
initiatives, including deploying peacekeeping missions, mediation, and conflict prevention [13]. The AU has also established institutions such as the Continental Early Warning System (CEWS) and the Panel of the Wise to enhance its conflict prevention and mediation capabilities [14]. However, critics argue that limited resources, capacity, and political will have hindered the success of the AU’s peace and security initiatives, and the UN’s lack of funding and logistical support has constrained the AU’s peacekeeping operations [15].

Moreover, the AU has established various instruments for peace and security, including the African Peace and Security Architecture (APSA) in 2002. APSA comprises several structures, such as an early warning system, a panel of the wise, and a peace fund, emphasizing that peace and security are indispensable prerequisites for socio-economic development in Africa [16]. However, challenges persist, such as the proliferation of Small Arms and Light Weapons (SALW), which require collaborative efforts from African countries, the AU, and the international community to control the production, transfer, and circulation of these weapons.

F. UNAMID in Darfur

The United Nations-African Union Mission in Darfur (UNAMID) was established in 2007 to protect civilians and ensure the delivery of humanitarian aid in Sudan’s conflict-ridden region of Darfur. However, concerns about its effectiveness and allegations of sexual abuse by some personnel led to the adoption of UN Security Council Resolution 2559 in 2020, which called for the gradual drawdown and eventual closure of the mission. UNAMID’s withdrawal in December 2020 marked the end of one of the largest and most complex peacekeeping operations in UN history. Responsibility for security and stability in Darfur was transferred to the Sudanese government, with the support of the UN Integrated Transition Assistance Mission in Sudan (UNITAMS), which was established in 2020 to support Sudan’s political transition.

G. Financial Aspect

According to a report by the UN Secretary-General, UNAMID’s budget was approved at $910.9 million for the period from 1 July 2017 to 30 June 2018, with an additional $486.0 million previously authorized for the operation. However, unpaid assessed contributions to the Special Account for UNAMID amounted to $244.7 million as of May 2018, with total outstanding assessed contributions for all peacekeeping operations amounting to $2,147.0 million.

In a 2022 article, Rupiya discusses the declining legitimacy of UNAMID and its connection to the evolving self-legitimation strategies of the UN and AU. Despite being seen as a model for peacekeeping cooperation between the two organizations initially, UNAMID faced challenges from various stakeholders, leading to the abandonment of the hybrid approach. The article highlights the operational issues, lack of joint strategic vision, and insufficient resources that contribute to the shortcomings of UNAMID and the UN’s African peacekeeping partnerships. Nevertheless, Rupiya argues that these issues are only problematic when viewed in the context of broader practices through which the UN and the AU assert, contest, and negotiate their roles in promoting peace and security in Africa.
consent, have been emphasized in addressing the tribal conflicts in Darfur. These mechanisms have been found effective in preventing, containing, and resolving conflicts between tribes [19]. The Native Administration has also played an important role in resolving conflicts and preserving the social fabric in Darfur [20].

The causes of conflicts in Darfur are multifaceted, including competition over resources, political power struggles, personal disputes, and environmental factors such as climate change and degradation [21]. Therefore, a range of approaches is necessary to address these conflicts.

The Sudanese Indigenous Model for Conflict Resolution, also known as the Judiyya model, has been found to be effective in restoring peace within the ethnic tribal communities of Sudan [22]. The model describes a process consisting of four stages: investigation, mediation, negotiation, and implementation. It emphasizes the importance of building trust, fostering communication, and ensuring that the parties involved have a say in the process.

Overall, a combination of community-based mechanisms, involvement of the Native Administration, and effective conflict resolution models such as the Judiyya model can be effective in resolving tribal conflicts and disputes in Darfur. A holistic approach is necessary to address the multifaceted causes of conflicts in the region.

<table>
<thead>
<tr>
<th>Warring Tribes</th>
<th>Place of Conflict</th>
<th>Date</th>
<th>Causes of Conflict</th>
</tr>
</thead>
<tbody>
<tr>
<td>Al-Razeqat - Al-Ma'aleya</td>
<td>Abu Karnaka village</td>
<td>1966</td>
<td>Competition over the parliamentary election</td>
</tr>
<tr>
<td>Al-Bani Halfah - Al-Muhriya</td>
<td>Wadi Kaya</td>
<td>1974</td>
<td>Al-Muhriya’s encroachment on Al-Bani Halfah’s private gardens</td>
</tr>
<tr>
<td>Al-Fallatah - Al-Qamar West</td>
<td>Wadi Balbal</td>
<td>1983</td>
<td>Conflict over local council boundaries - Humaydiya</td>
</tr>
<tr>
<td>Al-Dinka - Al-Razeqat</td>
<td>Abyei</td>
<td>1986</td>
<td>Armed killing and looting</td>
</tr>
<tr>
<td>Al-Razeqat - Al-Zaghawa</td>
<td>Mutur village</td>
<td>1997</td>
<td>National Council elections</td>
</tr>
<tr>
<td>Al-Habbaniyah - Abu Dirq</td>
<td>Qarba village</td>
<td>1998</td>
<td>Conflict over civil administration</td>
</tr>
<tr>
<td>Al-Razeqat - Al-Ma’aleya</td>
<td>Tiber</td>
<td>1991</td>
<td>Defense of honor</td>
</tr>
<tr>
<td>Awlad Qayd - Awlad Mansour</td>
<td>Al-Muhriya tribe area</td>
<td>2001</td>
<td>Theft and mutual accusations</td>
</tr>
<tr>
<td>Al-Fur - Al-Arab</td>
<td>South Kass</td>
<td>2002</td>
<td>Killing and burning</td>
</tr>
</tbody>
</table>

As shown in Table 1 outlines the various tribal conflicts and disputes that have occurred in the Darfur region of Sudan between 1956 and 2023. The table lists the warring tribes, the place and date of the conflict, as well as the causes of each conflict. The conflicts range from disputes over civil administration and local council boundaries to armed killings and looting. The table provides a historical account of the tribal conflicts and disputes in Darfur and highlights the complex nature of the issues that have plagued the region for many years.

3) UNAMID’s limitations in engaging with local communities and utilizing non-military means of conflict resolution

The United Nations-African Union Mission in Darfur (UNAMID) has been criticized for its limited engagement with local communities and underutilization of non-military approaches to conflict resolution [23]. Despite the UN Security Council’s call for UNAMID to protect civilians in Darfur, armed groups have continued to target and attack civilians, which has led to scrutiny of UNAMID’s effectiveness [24]. UNAMID personnel have been accused of not adequately comprehending Darfurian culture in regard to peace and conflict resolution, which has contributed to mistrust between UNAMID and local communities [25].

UNAMID’s emphasis on military intervention over non-military methods of conflict resolution has resulted in friction with local communities. The conflicts between tribes in Darfur have persisted due to UNAMID’s insufficient use of local conflict resolution methods [26]. UNAMID’s limited resources and capacity have hindered its ability to fully engage with local communities and address the root causes of conflicts.

Misconduct allegations against UNAMID personnel have also eroded trust between UNAMID and local communities [27]. The failure to effectively engage with local communities has been cited as a factor that has impeded progress towards sustainable peace in Darfur. It is essential to note, however, that UNAMID has encountered significant challenges in an intricate and volatile operational environment.

III. RESULTS AND DISCUSSIONS

A. Overview of UNAMID’s Operations in Darfur

The United Nations-African Union Hybrid Operation in Darfur (UNAMID) has played a significant role in promoting peace and security in the region. UNAMID has been successful in protecting civilians, facilitating humanitarian assistance, and supporting the peace process through its engagement with various stakeholders.

To protect civilians, UNAMID has conducted patrols, established and maintained protective sites, and provided escorts for humanitarian convoys [28]. The mission has also facilitated the delivery of humanitarian assistance in the region by providing logistical support and protection to humanitarian organizations [29].

UNAMID has played a key role in supporting the peace process in Darfur by engaging with various stakeholders, including the government of Sudan, armed groups, and civil society organizations, to promote dialogue and reconciliation. The mission has also provided technical assistance and capacity building support to local institutions to support the implementation of the Darfur peace agreement.

The presence of UNAMID in Darfur has led to a reduction in the number of violent incidents and has ensured that aid reaches those in need. While the mission’s presence in Darfur has come to an end, its achievements provide a foundation for ongoing efforts to promote peace and stability in the region.

B. Assessment of UNAMID’s Contributions to Peace and Security in Darfur

In 2007, the United Nations-African Union Mission in Darfur (UNAMID) was established to protect civilians, facilitate humanitarian aid, and support the peace process in the region. Despite making significant contributions to peace
and security in Darfur, the mission has faced various challenges, including insufficient resources, logistical obstacles, and a lack of cooperation from some conflict parties. A 2020 United Nations study evaluated UNAMID’s effectiveness and recommended several measures, including addressing the root causes of the conflict, promoting greater cooperation among parties, and improving coordination among humanitarian, development, and peacebuilding actors to overcome the challenges facing Darfur.

1) Relevance

The relevance of UNAMID’s mission is evident in the context of the ongoing conflict in Darfur. The mission’s mandate is to protect civilians, facilitate humanitarian assistance, and support the peace process. This mandate remains relevant today, as Darfur continues to experience armed conflict and insecurity, displacement, and humanitarian crises. UNAMID has contributed to stabilizing the security situation in Darfur, preventing violence against civilians, and ensuring the provision of humanitarian assistance.

2) Effectiveness

UNAMID’s effectiveness in achieving its mandate has been mixed. On the one hand, the mission has made some significant contributions to peace and security in Darfur. It has protected civilians, facilitated humanitarian assistance, and supported the peace process through its engagement with various stakeholders. On the other hand, the mission has faced significant challenges in fulfilling its mandate, including inadequate resources, logistical constraints, and limited cooperation from some parties to the conflict. These challenges have limited UNAMID’s effectiveness in achieving its mandate.

3) Efficiency

Efficiency refers to the extent to which UNAMID has used its resources to achieve its objectives. The mission’s efficiency has been hampered by logistical constraints, limited resources, and other challenges. These challenges have affected the mission’s ability to carry out its activities effectively and efficiently. The study suggests that addressing these challenges is critical to improving the mission’s efficiency.

4) Impact

The impact of UNAMID’s mission can be seen in the reduced levels of violence against civilians, the increased provision of humanitarian assistance, and the improved security situation in Darfur. The mission has also played a critical role in supporting the peace process. However, the mission’s impact has been limited by the challenges it has faced, including inadequate resources, logistical constraints, and limited cooperation from some parties to the conflict.

5) Sustainability

Sustainability refers to the extent to which UNAMID’s impact is likely to endure after the mission has been withdrawn. The study suggests that the sustainability of UNAMID’s impact depends on the success of the peace process and the ability of the Government of Sudan to maintain stability and security in Darfur. The mission’s withdrawal in 2021 raises concerns about the sustainability of the gains made by UNAMID.

6) Challenges

The study identifies several challenges facing UNAMID, including inadequate resources, logistical constraints, and limited cooperation from some parties to the conflict. The mission has also faced challenges in implementing its mandate, particularly in protecting civilians and facilitating humanitarian assistance. The security situation in Darfur remains fragile, and the conflict has continued to cause displacement and humanitarian crises.

7) Strengthening conflict resolution efforts

Addressing Root Causes, Building Partnerships, and Coordinating Efforts:

- **The importance of addressing root causes of conflict:** UNAMID’s experience in Darfur highlights the importance of addressing the root causes of conflict to promote sustainable peace and security. In Darfur, conflicts over land, resources, and governance have contributed to the ongoing conflict. Thus, addressing these underlying issues is crucial in promoting long-term peace.

- **Partnerships between the UN and regional organizations:** The study suggests that partnerships between the UN and regional organizations such as the African Union are crucial in addressing complex peace and security challenges. In Darfur, the African Union has played a significant role in promoting peace and stability, and its partnership with the UN has been critical in the success of UNAMID’s mission.

- **Effective coordination among humanitarian, development, and peacebuilding actors:** UNAMID’s experience highlights the need for effective coordination among different actors involved in conflict resolution processes. This coordination is critical to ensure that efforts are complementary and not contradictory, and that resources are used effectively.

- **The role of native culture in conflict resolution:** Traditional leaders and local communities can play a vital role in promoting peace and stability in conflict-affected areas. United Nations-African Union Mission in Darfur.

8) Recommendations

The study recommends several actions to address the challenges facing UNAMID. These include providing adequate resources and logistical support, addressing the root causes of the conflict, promoting greater cooperation among parties to the conflict, and strengthening the capacity of the Government of Sudan to maintain stability and security in Darfur. The study also recommends improving coordination among humanitarian, development, and peacebuilding actors to address the complex challenges facing Darfur. The study suggests that the UN should continue to support the peace process in Darfur and maintain a presence in the region to ensure the sustainability of the gains made by UNAMID.

C. Analysis of the Findings

According to Duursma [30], host-state resistance against peacekeeping missions is a strategy employed by civil war states to balance internal and external sovereignty. Accepting a peacekeeping mission can strengthen a state’s external sovereignty but limits the ability of government troops to
conduct counter-insurgency efforts, thus eroding internal sovereignty. Host-states can resolve this dilemma by accepting a peacekeeping mission to prop up their external sovereignty while limiting the effectiveness of peacekeepers in areas where peacekeeping activities potentially interfere with the efforts of government troops to regain the monopoly on the use of violence. This study highlights the crucial role that UNAMID has played in promoting peace and security in Darfur [30]. UNAMID’s presence has significantly reduced violence against civilians and facilitated humanitarian assistance to vulnerable populations. The research also underscores the need to address the root causes of the conflict, such as land disputes, marginalization, and political exclusion. The United Nations Development Program (UNDP) has been working with the Government of Sudan to address these issues through the Darfur Community Peace and Stability Fund, which supports community-based initiatives aimed at promoting social cohesion and addressing grievances [30].

D. Interpretation of the Results

According to Andrew Natsios [31], Sudan is facing significant economic and political challenges that have complicated the situation in Darfur. Despite the efforts of UNAMID to promote peace and security, there are limitations such as inadequate funding and weak coordination mechanisms that require attention. The study emphasizes the need for a comprehensive approach to address the root causes of the Darfur conflict and recommends involving all stakeholders in conflict resolution, including local communities and traditional leaders, and prioritizing post-conflict reconstruction and development. Natsios also highlights the unresolved issues of citizenship, security, oil management, wealth-sharing, and human rights violations in Sudan, particularly in Darfur. The United Nations Security Council has released a press statement in July 2021, urging all parties to cooperate with UNAMID and other international partners to maintain peace and security in the region. The study’s implications emphasize the importance of addressing the root causes of the conflict and prioritizing post-conflict reconstruction and development in the region. To sustain the gains made by UNAMID and achieve long-term peace and stability in the region, it is crucial to address these challenges.

E. Comparison with Previous Studies

Several previous studies, including reference [32], have identified challenges that are similar to those highlighted in this study. These challenges include inadequate funding and resources, weak coordination mechanisms among stakeholders, and insufficient attention to post-conflict reconstruction and development. However, this study contributes new insights into the factors that contribute to the success or failure of UNAMID’s mission in Darfur, such as the need for a comprehensive approach that addresses the root causes of the conflict.

Recent events in Sudan have also highlighted the ongoing challenges facing UNAMID in promoting peace and security in Darfur. For instance, the Security Council expressed concern over the continued violence and displacement in Darfur in 2021 and called for increased efforts to promote peace and stability in the region.

Overall, this study’s findings are consistent with previous research and underscore the ongoing challenges facing UNAMID in promoting sustainable peace and security in Darfur. What sets this study apart is its emphasis on the need for a comprehensive approach that addresses the root causes of the conflict and prioritizes post-conflict reconstruction and development. Another study, by Elzarov [29], titled “Bringing Hope and Saving Lives: Joint Humanitarian Logistics Initiatives in Darfur”, also highlights the importance of effective coordination and collaboration between humanitarian actors and peacekeepers in promoting peace and stability in Darfur.

The study also identifies several challenges and limitations that need to be addressed to ensure the success of the AU strategy. Inadequate funding and resources are one of the critical challenges facing the AU and UN, making it difficult to support the implementation of the strategy and resulting in significant operational and logistical constraints for UNAMID. The study emphasizes the need for increased funding and resources to support the mission’s operations and ensure its effectiveness.

Effective coordination among stakeholders is also essential in achieving the objectives of the strategy. The lack of coordination among various actors has hindered the mission’s ability to implement its mandate effectively. The study recommends the need for stronger coordination mechanisms and partnerships among stakeholders to improve the implementation of the strategy.

In conclusion, while UNAMID has made significant contributions to peace and security in Darfur, several limitations and challenges need to be addressed. The study highlights the need for increased resources, improved coordination, and greater attention to post-conflict reconstruction and development to ensure the success of the AU strategy in Darfur. Addressing these challenges is critical to ensuring that the gains made by UNAMID are sustained, and peace and stability are achieved in the region in the long term.

IV. CONCLUSION

A. Summary of the Study

This study provides a comprehensive assessment of UNAMID’s effectiveness in promoting peace and security in Darfur. While the mission was partially successful in achieving its objectives, there were several challenges and limitations that hindered its full implementation. The study emphasizes the need for a comprehensive approach that addresses the root causes of the conflict and prioritizes post-conflict reconstruction and development. The lack of cultural understanding and trust between UNAMID and local communities has contributed to the continuation of conflicts even after UNAMID’s departure. To achieve lasting peace, it is crucial that UNAMID addresses these limitations and adopts a more comprehensive and culturally sensitive approach to conflict resolution. Failure to do so has resulted in the continuation of conflicts in Darfur, highlighting the need for increased resources, improved coordination, and greater cooperation among stakeholders to address the underlying drivers of the conflict.
B. Implications of the Findings

The study’s findings suggest that there is a need for increased resources for UNAMID to be able to effectively carry out its mandate in Darfur. The mission faced significant challenges in fulfilling its mandate, including inadequate resources, which hindered its ability to fully implement the AU strategy in Darfur. Therefore, there is a need for the international community to increase its support to UNAMID to enable it to fulfill its mandate effectively.

The study also emphasizes the importance of improved coordination among stakeholders involved in peacebuilding and security in Darfur. Weak coordination mechanisms were identified as one of the challenges facing UNAMID in fulfilling its mandate. Therefore, there is a need for stakeholders to work together in a more coordinated manner to address the root causes of the conflict and promote sustainable peace and security in the region.

Furthermore, the study highlights the need for greater cooperation among stakeholders, including the government, civil society, and international partners. Addressing the root causes of the conflict requires a comprehensive approach that involves all stakeholders. Therefore, the government and civil society need to be more involved in the peacebuilding and security process to ensure that their voices are heard and their concerns are addressed.

Overall, the study’s findings have important implications for policy and practice in the field of peace and security in Darfur. The study highlights the need for increased resources, improved coordination, and greater cooperation among stakeholders to address the root causes of the conflict and promote sustainable peace and security in the region.

C. Suggestions for Further Research

To elaborate on the suggestions for further research, it is important to note that the study has identified governance, land, and resource issues as the root causes of the conflict in Darfur. Further research could explore these issues in greater depth to identify specific strategies for addressing them. For example, research could examine how governance structures and institutions in Darfur can be reformed to better address the needs of all citizens, including marginalized groups.

In addition, the study also highlights the need to assess the effectiveness of UNAMID’s exit strategy. As UNAMID prepares to transition out of Darfur, it will be important to assess the impact of its presence and identify any remaining security challenges. Further research could evaluate the effectiveness of UNAMID’s current exit strategy and provide recommendations for ensuring a smooth transition to a sustainable security architecture in the region.

Furthermore, the study suggests that future research could explore the role of regional and international actors in promoting peace and security in Darfur. The study identified a lack of coordination and cooperation among stakeholders as a major challenge facing UNAMID’s mission. Future research could examine how regional and international actors can work together to address the root causes of the conflict and support sustainable peace and development in Darfur.

In conclusion, the study’s suggestions for further research highlight the need for continued efforts to address the underlying drivers of the conflict in Darfur and to evaluate the effectiveness of peacekeeping and peacebuilding efforts in the region. By conducting further research, policymakers and practitioners can identify effective strategies for promoting sustainable peace and security in Darfur.

**ABBREVIATIONS**

AU: African Union
APSA: African Peace and Security Architecture
CEWS: Continental Early Warning System
Judiyya: The Judiyya is a tradition-based model that has been practiced for centuries within Dufur’s tribal community
SALW: Small Arms and Light Weapons
UNDP: The United Nations Development Program
UNITAMS: UN Integrated Transition Assistance Mission in Sudan
UNAMID: United Nations-African Union Mission in Darfur

**CONFLICT OF INTEREST**

The author declares no conflict of interest.

**REFERENCES**


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