



African Peace Facility

ANNUAL REPORT 2014

Luxembourg: Publications Office of the European Union, 2015
ISBN 978-92-79-48542-8
ISSN 2363-0914
Doi: 10.2841/0208
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Printed in Belgium, 2015



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Foreword

Europe and Africa are neighbours and partners that closely cooperate on a vast range of key issues. Among those, peace and security remain at the forefront. The African Peace Facility (APF) is one of the key financial instruments for implementing the Africa-European Union (EU) cooperation on Peace and Security. The APF facilitates development through a long-term commitment aimed at achieving the full operationalisation of the African Peace and Security Architecture (APSA). Since its creation, the APF has contributed significantly to enhanced dialogue and cooperation between the EU and the African Union (AU). As in previous years, in 2014 the largest share

of funds were allocated for African-led Peace Support Operations, but support for APSA Capacity Building and Early Response actions also continued to increase. The 4th Africa-EU Summit in Brussels (2-3 April 2014) confirmed the importance of Africa-EU cooperation on Peace and Security as one of the five strategic areas identified in the Roadmap 2014-2017. Hence, the EU will continue to support the engagement of the AU and the Regional Economic Communities and Regional Mechanisms in their efforts to confront Africa's security challenges.

Brussels, June 2015



1. Executive Summary

The European Union (EU) decided to establish the African Peace Facility (APF) in December 2003 in order to respond to an African request to support its peace and security agenda based on the recognition that peace is a necessary precondition for sustainable development.

Over the years, the APF has become one of the key instruments for implementing the Africa-EU cooperation on Peace and Security. A total amount of €1.45 billion have been contracted and more than €1.3 billion have been paid through this instrument until the end of 2014. This support enables the African Union (AU) and the African Regional Economic Communities/Regional Mechanisms (RECs/RMs) to strengthen their respective roles in peace and security, take responsibility for the stability of the continent, and emerge as internationally recognised actors in the political and security arenas. The strategic orientation of the APF is based on a dual approach, which combines short-term funding for crises as they occur with a longer-term support to institutional Capacity Building in Peace and Security.

During 2014, the APF continued to be a game changer for the Africa-EU Partnership. The 4th EU-Africa Summit in Brussels in April 2014 underlined the partnership's importance for enabling collective African security actions anchored in the mandate of the AU's Peace and Security Council (AU PSC). This confirms the continuing relevance of this instrument of which decision making procedures were simplified in 2014 demonstrating the flexibility of the European Commission in the face of changing circumstances and needs.

In 2014, the APF continued to support the AU and the RECs/RMs having a mandate in Peace and Security. The funded activities fall in three categories:

1. Financial support to African-led Peace Support Operations (PSOs);
2. Operationalisation of the African Peace and Security Architecture (APSA); and
3. Support to initiatives under the Early Response Mechanism (ERM).

The year 2014 was very active as concerns the PSOs with a continuation of support for PSOs in Somalia, the Central African Republic (CAR) and Mali. The APF continued to support the AU Mission in Somalia (AMISOM) with increased funding. The commitments for 2014 alone amount to around €225 million. In Central Africa, before it translated into the United Nations (UN)-led MINUSCA, the African-led International Support Mission in the CAR (MISCA) benefited from financial commitments through the APF amounting to €125 million. The APF also supported the African-led International Support Mission to Mali (AFISMA) to the tune of €28 million before mission command was handed over to the UN.

In 2014, the APF's Capacity Building support continued without major new initiatives. The APF continued to offer the framework for the EU's financial and political support to the AMANI AFRICA II training and exercise cycle for the operational readiness of the African Standby Force (ASF). In this framework, the EU also signed an agreement with AU for supporting the acquisition of a Command, Control, Communication and Information System (C3IS), signalling a willingness of the partners to move towards supporting lasting capabilities.

In 2014, the ERM continued to be increasingly relied upon by the AU and the RECs to address crises across Africa. In total, the APF funded seven new AU/REC activities in the field of mediation, diplomacy or deployment preparation across Africa.



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Most of these activities are not considered to be eligible as Official Development Assistance (ODA) under the current statistical criteria of the Organisation for Economic Co-operation and Development (OECD), and continued therefore not being reported by the European Commission as such.

The recommendations of the external evaluation, completed in late 2013, continued to guide the programming of the APF for the period 2014-2020 towards an instrument that is adequately catered for by an African long-term Capacity Building agenda as well as towards increased synergy between EU instruments and programme-level monitoring of and technical support for APF activities. In 2014, a Three-Year Action Programme has been adopted, covering the period 2014-2016.¹

The financing of PSOs under the APF is increasingly mobilising Development funds, which led the EU to initiate a debate on its financial sustainability in the next years.

The EU and its Member States encourage a broadening of the financial support for sustainable African-led efforts in this area from AU Member States and international partners.

Objective of the Annual Report

The aim of this Annual Report is to present the activities and performance of the APF during the year 2014. Its overall objective is to inform key stakeholders about the APF and new developments in order to facilitate communication and information exchange as well as to enhance transparency and accountability. The Report thus contributes to the fulfilment of the European Commission's legal commitment *"to prepare an annual activity report on the use of the APF funds for information of the Council and the EDF Committee."*²

The Report starts with a general overview of the APF instrument, including its origin and initiation, its policy context and priorities, its legal base, scope and financial matters. Next, an update on the activities in the three main areas of action for the period of January-December 2014 is provided. In the annex of the Report, updated facts and figures are visually compiled to give an overview of the budget and the supported initiatives.

¹ Commission Decision C(2014) 4907 final of 15 July 2014.

² Article 15 of Council Regulation (EU) No 566/2014 of 26 May 2014, amending Regulation (EC) No 617/2007 of 14 May 2007 on the implementation of the 10th European Development Fund under the ACP-EC Partnership Agreement.

2. The African Peace Facility: Background

■ At the origin: The AU and the APSA

The AU was established in 2002 with a broad political mandate in the area of conflict prevention, management, resolution and peace building in Africa. It subsequently established, in cooperation with the RECs, the APSA as a structural and long-term response to African peace and security challenges.

The APSA is made up of several components and structures:

- The AU PSC³, which is the central decision-making body;
- Eight RECs with a mandate in peace and security, which form the pillars of the overall security architecture:
 - the *Arab Maghreb Union* (AMU),
 - the *Community of Sahel-Saharan States* (CEN-SAD),
 - the *Common Market for Eastern and Southern Africa* (COMESA),
 - the *East African Community* (EAC),
 - the *Economic Community of Central African States* (ECCAS),
 - the *Economic Community of West African States* (ECOWAS),
 - the *Intergovernmental Authority on Development* (IGAD), and
 - the *Southern African Development Community* (SADC);
- Two RMs: the *Eastern Africa Standby Force Coordination Mechanism* (EASFCOM) and the *North African Regional Capability* (NARC);

- The *Panel of the Wise* (POW) with a mandate in conflict prevention and resolution;
- The *African Standby Force* (ASF);
- The *African Peace Fund*⁴ with a mandate to promote the work of the *AU Commission's* (AUC) *Peace and Security Department* (AU PSD); and
- The *Continental Early Warning System* (CEWS) with the role of supporting AU PSC decision-making and guiding deployment of the ASF.

■ The APF in the wider policy context of the EU

The APF was created to strengthen the financial capacity of the African institutions to foster peace and security on the continent in response to a request made by the AU Summit in Maputo in July 2003.⁵

The APF, based on the principle of African ownership, supports the AU and the regional African organisations which have a mandate to promote peace and security. The overall objective of the APF is to support peace, stability and security in Africa and provide the basis for sustainable development.

The EU made peace and security one of the main pillars of its *Strategy for Africa* (2005)⁶ and committed to further enhancing its support to Africa in this area. To this end, an EU concept for strengthening African capabilities for the prevention, management and resolution of conflicts was put forward in 2006⁷.

3 Article 2(1) of the Protocol Relating to the Establishment of the Peace and Security Council of the African Union, Durban, South Africa, 2002, available at <http://www.au.int/en/sites/default/files/Protocol_peace_and_security.pdf>.

4 Article 21 of the Protocol.

5 Assembly of the AU, Decision on the Establishment by the European Union of a Peace Support Operation Facility for the African Union, Maputo, Mozambique, 2003 [Assembly/AU/Dec.21 (II)], available at <<http://www.peaceau.org/uploads/assembly-au-dec-21-ii-e.pdf>>.

6 Available at <<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2005:0489:FIN:EN:PDF>>.

7 Available at <http://www.consilium.europa.eu/uedocs/cmsUpload/Capabilities_Africa_20.11.pdf>.

Moreover, the *Joint Africa-EU Strategy* (JAES)⁸, adopted in Lisbon in 2007, defined peace and security as one of the eight areas of partnership (the Africa-EU Peace and Security Partnership). The intent of the partnership is to support “African solutions for African problems” and one of its key areas of cooperation is the operationalisation of the APSA. The JAES and its successive Action Plans were renewed at the third Africa-EU Summit in Tripoli in 2010.⁹ The fourth Africa-EU Summit in Brussels in April 2014 confirmed and sustained support for APSA through the APF.¹⁰

It also adopted the *Roadmap 2014-2017*, which refocuses the implementation of the *Joint Strategy* on five priority areas: peace and security; democracy, good governance and human rights; human development; sustainable and inclusive development and growth and continental integration; as well as global and emerging issues.¹¹

■ The priorities of the APF at a glance

The APF is a pan-African instrument in nature. Undertakings at national levels (e.g. training and funding of purely national actors) are not eligible for funding. Instead, the financial support must be requested by and provided to the AU and/or the RECs.

Initially developed in response to a request by African leaders, the APF has evolved into the main tool for implementing the Africa-EU Peace and Security Cooperation. This cooperation consists of three inter-linked priorities, which correspond to the specific objectives

of the APF:

- Enhanced dialogue on challenges to peace and security;
- Operationalisation of the APSA;
- Support to PSOs in Africa.

■ The Legal Basis of the APF

The *Cotonou Agreement* (Article 11) forms the overall legal framework on which the APF is based. It represents the partnership agreement between the EU and seventy-nine countries from the African, Caribbean, and Pacific Group of States (ACP).

When the APF was established in 2003¹², the EU treaties strictly precluded any financing of operational expenditure having ‘military or defence implications’. As the Cotonou agreement’s *European Development Fund* (EDF) is not part of the general EU budget and is therefore subject to different rules, it was agreed that the APF would be funded through the EDF. The APF has thus been funded by the intra-ACP envelopes of EDF9 and EDF10 and now EDF11.

The APF was established based on the recognition that peace and security are preconditions for sustainable development and vice versa. This was underlined in the *EU Council Conclusions on Security and Development* of November 2007¹³, which stipulated that the nexus between development and security should inform EU strategies and policies. The second revision of the Cotonou Agreement also recognised the interdependence between security and development stating

8 Available at <http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/er/97496.pdf>.

9 Available at <https://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/er/117953.pdf>.

10 Available at <http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/142096.pdf>.

11 Available at <http://www.africa-eu-partnership.org/sites/default/files/documents/2014_04_01_4th_eu-africa_summit_roadmap_en.pdf>.

12 The APF was created with Decision 2003/3 of the ACP-EC Council of Ministers on 11 December 2003.

13 Available at <<http://register.consilium.europa.eu/pdf/en/07/st15/st15097.en07.pdf>>.

that “without peace and security there can be no sustainable development”.¹⁴

In line with EDF regulations, APF funds can be used to finance costs incurred by African peace-keeping forces under the banner of the AU or a REC/RM. These funds cover, for instance, costs of transporting troops, soldiers’ living expenses, development of capabilities, but no military operations or arms expenditure. The list of non-eligible APF expenditure includes ammunition, arms and specific military equipment, spare parts for arms and military equipment, salaries and military training for soldiers.

■ APF Beneficiaries

The direct beneficiaries of the APF are the AU and the RECs/RMs with a mandate in Peace and Security as well as the relevant institutions/structures within or related to the APSA. The links between the AUC and the RECs/RMs have been formalised through the signature of a Memorandum of Understanding in 2008.¹⁵ The final beneficiaries are the people of the African states who will be less affected by conflicts and who will live in a safer environment.

■ The evolution of the APF

Since its creation in 2003, the APF has experienced an evolutionary development in two dimensions. Firstly, it has evolved from a stand-alone instrument to an

instrument that is embedded in a wider EU strategy. Secondly, the scope of the APF has been broadened. Overall, the close EU-AU cooperation on peace and security has been a driving force of the JAES which underlines the success and effectiveness of the APF.

More than €1.6 billion have been allocated to the APF since its inception. Of this funding, €1.45 billion have been contracted and €1.3 billion have been spent over the period 2004-2014.

- Under EDF9, the APF received an initial allocation of €250 million in 2004¹⁶. This was replenished five times (once in 2006 and four times in 2007). The total envelope under EDF9 reached €354 million.
- Under EDF10, the APF envelope comprised two allocations of €300 million (€300 million for the 3-year Action Programme 2008-2010 and €300 million for the 3-year Action Programme 2011-2013). There were two replenishments in 2013 of €100 million and €115 million from EDF reserves. Belgium also made a Voluntary Contribution to the Mission for the Consolidation of Peace in the CAR (MICOPAX) of €600,000.
- Under EDF11, the first Action Programme of the APF (2014-2016) was adopted by the Commission in July 2014. It foresees a total EDF contribution of €750 million. Due to the fact that the ratification of the 11th EDF had not taken place at that time, only €325 million were initially allocated from the EDF Bridging Facility.¹⁷ A second allocation of €123 million from the EDF Bridging Facility to cover expected APF needs for the first six months

14 Article 1 (on “Objectives of the partnership”), Article 8(5) (on “Political dialogue”), Article 11 (on “Peace building policies, conflict prevention and resolution, response to situations of fragility”), Articles 28(2)(a) and 29(1) (on “Regional Cooperation and Integration”), available at <http://eeas.europa.eu/delegations/burkina_faso/documents/eu_burkina_faso/second_rev_cotonou_agreement_20100311_en.pdf>.

15 Available at <<http://www.paxafrica.org/areas-of-work/peace-and-security-architecture/peace-and-security-architecture-documents/mou-in-the-area-of-peace-and-security-between-the-au-and-the-recs>>.

16 It should be noted that the EDF9 envelope has been supplemented with a €7.5 million contribution from the South Africa Heading of the EU Budget.

17 Council Decision (EU) 2013/759 of 12 December 2013 regarding transitional EDF management measures from 1 January 2014 until the entry into force of the 11th EDF (1 March 2015).

of 2015 has been allocated to the APF in March 2015. The remaining €302 million from the 11th EDF are expected to be allocated to the APF by mid-2015. Furthermore, the APF has received an additional voluntary contribution by Denmark for AMISOM of €1.24 million.

Over the period 2004-2014, annual contracts have averaged €132 million and annual payments have averaged €120 million. For both contracts and payments the trend is upwardly, especially since 2010.

If contracted amounts of the APF are considered by type of activity between 2004 and 2014, the bulk of the APF envelope was allocated to PSOs (89.6% of total contracts). Capacity Building activities received €123.2 million (8.47% of total contracts) and ERM activities €15 million (1% of total contracts).

The APF Decision-making procedure

Each intervention to be financed by the APF has to be specifically requested by the AU or by a sub-regional organisation. In case a request emanates from an African sub-regional organisation (REC/RM), it must be endorsed by the AU.

Following a validated request, the European External Action Service (EEAS) and the European Commission services present a joint information note on the intervention envisaged, including recommendations to the relevant Council preparatory working groups, and seek the approval of the EU Political and Security Committee (PSC) on political appropriateness of the intervention requested.

Figure 1 – APF financial overview under EDF9, EDF10 and EDF11 (in million EUR)

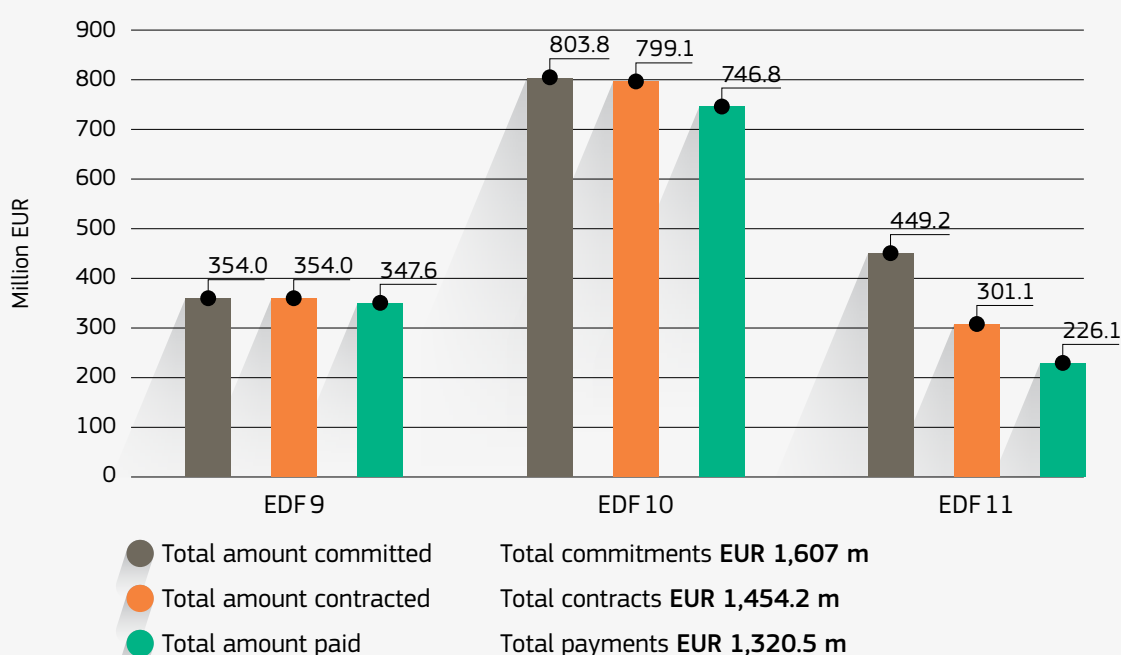


Figure 2 – Evolution of contracted amounts and payments, 2010-2014 (in million EUR)

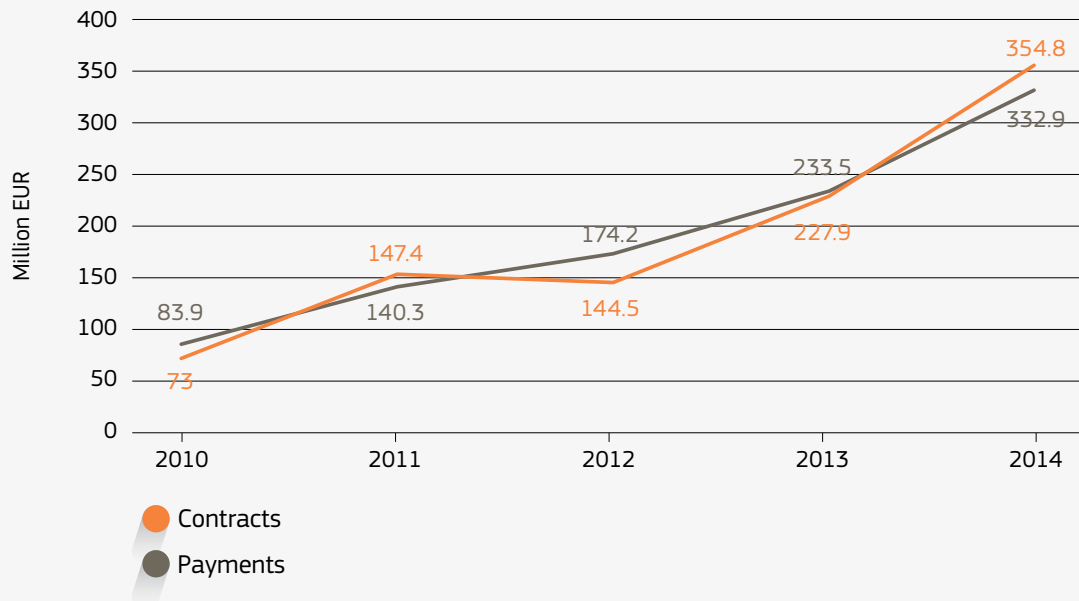
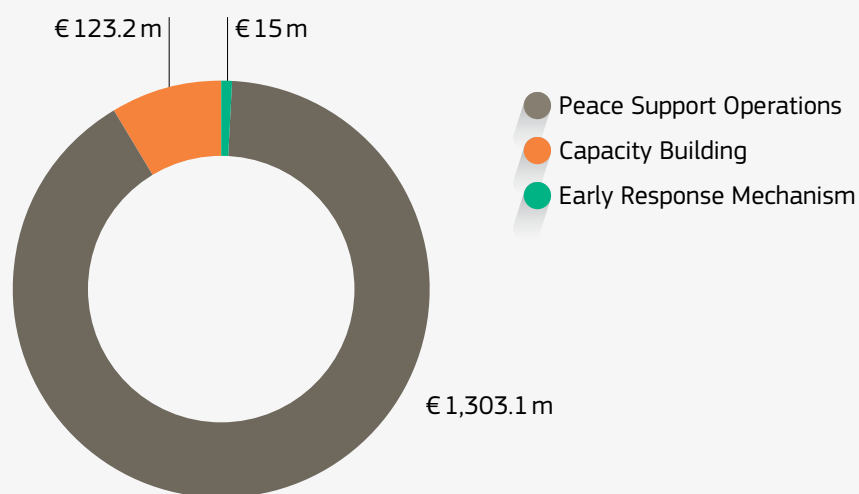


Figure 3 – APF contracted amounts per type of activity, 2004-2014 (in million EUR)¹⁸



¹⁸ €12.9 million for Audit Evaluation Technical Assistance are not included in this figure.

For support to new peace operations, once the request has been endorsed by the PSC, the Commission launches its internal decision-making process in view of adopting a formal decision on the envisaged intervention. In case of (i) an extension or renewal of support to an existing peace operation or (ii) support to the APSA operationalisation, no Commission decision will be needed.

An accelerated procedure exists for APF interventions requiring an urgent response under the ERM. For these interventions financed under the ERM, the decision-making process aims at enabling a quicker reaction to requests for assistance (+/- 10 days).

APF funding has been delivered through Contribution Agreements, Delegation Agreements or Grant contracts.

■ Monitoring

For the overall monitoring of the APF, a *Joint Coordination Committee* (JCC) has been established. The JCC, which is jointly chaired by the AUC and the EU and comprises representatives of the RECs/RMs, monitors the implementation of the APF. The budget for audit and evaluation is used to organise external audits of each operation financed under the APF programme. Contingencies can be used to complement any on-going APF-funded intervention.

■ APF Partners

The EU is not the only actor that is providing assistance to the AU and the RECs in the area of peace and security. A wide range of other donors such as international organisations, political and military alliances under the UN, the North Atlantic Treaty Organisation (NATO), and individual states (e.g. United States

of America, China, Japan and EU Member States) are active in this field as well. Notably with regard to PSOs (e.g. AMISOM), considerable support is provided by other International Organisations, EU Member States and non-EU countries. To ensure the complementarity of support to the AU, an *AU Partners Group on Peace and Security* meets on a regular basis in Addis Ababa.

Important work has taken place over the year to strengthen coherence among Peace and Security activities in Africa in the framework of the EU Common Security and Defence Policy (CSDP) and activities funded by different EU instruments, such as the APF, Regional Indicative Programmes (RIPs) of the EDF as well as the *Instrument contributing to Stability and Peace* (IcSP). With important APF funding made available for the operationalisation of APSA and increasing demands on the PSOs, strengthening of coherence and complementarity with other funding sources becomes increasingly important. Support should be delivered through one comprehensive framework mirroring AU and RECs/RMs strategic objectives and priorities, and the APF should focus on remaining a truly pan-African instrument.

■ APF Financial Management

One of the major challenges faced by the APSA institutions is to strengthen the institutional capacities up to a level which is commensurate with their political ambitions. Therefore, financial ex-post audits are systematically conducted for all APF interventions, including AU-led PSOs. Several of these audits have identified weaknesses related to financial management and the European Commission has thus considerably increased its focus on improvements in this area. In June 2011, an "Aide Memoire on measures to strengthen AUC Financial Management and AU-EU cooperation" was signed, which outlines a number of measures to strengthen AUC financial management.

The EU remains fully committed to support this institutional transformation process and has provided also technical assistance and general institutional support in this field. As a result of the joint efforts, the AUC has made considerable progress in this area.

■ APF Communication and Visibility

Efforts have been continued to ensure APF communication and visibility. Press releases and press briefings

are prepared for international conferences and systematically for each funding decision by the European Commission. There are sections related to the APF on the European Commission/ Directorate-General for International Cooperation and Development (DEVCO) website as well as on the website of the Africa-EU Partnership.¹⁹ Furthermore, the annual APF report is widely circulated.

Table 1 – ODA Eligibility of APF-funded initiatives in 2014

APF Actions	APF supported activities	Total amount committed (in Million EUR)	Estimated ODA eligible % of commitment
AMISOM XII	Continued support to AMISOM in Somalia. Allowances for troops, police component, international staff, operational costs.	226.1	6
MISCA	Allowances for troops, police and civilian components, food for troops, operational costs.	125	13
APF Contribution to the Regional Cooperation Initiative for the Elimination of the Lord's Resistance Army.	Allowances for military and civilian staff, communication equipment, operational costs.	2	6
Support the establishment of a command, control, communication and information system (C3IS) for African-led peace support operations.	Project design and management, equipment, training for users, operating and maintenance costs, validation and testing exercise.	12.5	0
Contribution to the Joint Financing Arrangement - Salaries.	Staff costs of the AU Peace and Security Department.	10	99
Contribution to the Joint Financing Arrangement African Union Liaison Offices.	Staff and operational costs of AU Liaison Offices.	6	70

¹⁹ <http://www.africa-eu-partnership.org/>.

3. Activities and achievements in 2014

In 2014, the EU continued to support the African peace and security agenda through the APF in the framework of the JAES. In line with agreed priorities, APF activities have been funded in the following areas:

Capacity Building

The EU has been at the forefront of international support to peace and security in Africa by providing funding through the APF, particularly to PSOs.

However, Capacity Building (CB) has become a major component of the APF since the Facility's establishment. The objective of this component is to increase the capacity of the AU and the RECs/RMs. The increased capacity should have a positive knock-on effect for facilitating the planning and conduct of PSOs as well as the operationalisation of the APSA.

A number of support programmes have been rolled out to give the AU and the RECs/RMs the necessary instruments to address security challenges through effective and efficient institutions. In the area of Capacity Building, the APF's most important individual contribution is the APSA Support Programme.

The APSA Support Programme

The APSA Support Programme was launched in 2011, replacing a previous programme, with the objective to strengthen the basic institutional capacities of the AU and the RECs/RMs to fulfil their mandate in the area of peace and security. The programme's overall objective is the operationalisation of the APSA and its structures, namely: the Peace and Security Council (PSC), the RECs/RMs, the POW, the CEWS, the ASF and the Peace Fund (see section 2).

In order to achieve this overall objective, the APSA Support Programme is intended to deliver six main



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outputs:

1. Better synergy between AU and RECs/RMs in dealing with conflict prevention, management and resolution;
2. Enhanced capacity of the CEWS to foresee and prevent conflicts;
3. Optimal functioning of the POW and other mediation structures;
4. Full operational readiness of the ASF by 2015;
5. Enhanced policy development and implementation capacity;
6. Enhanced project and finance management capacities.

With an amount of €40 million for a period of 51 months (from 1 May 2011 to 31 July 2015), the APSA Support Programme continued during 2014 to fund staff capacity reinforcement, through salaries, training, missions and office equipment of the AUC and of the RECs/RMs.

AUC Salaries in Peace and Security

In 2014, the EU/APF continued to contribute to a *Joint Financing Agreement for the Employment of AUC Personnel working in the Peace and Security Programme*. The employment costs consist of the gross income of personnel employed by the AUC as well as social security charges and other remuneration-related costs and

benefits, and are determined on the basis of an agreed list of existing and planned positions, which is subject to regular revision and based on the AUC Employment Regulations.

Through the joint fund, the APF contributes to funding AUC's staff costs for up to 200 staff positions working on the implementation of the Peace and Security programmes being funded by International Partners.

With an overall contribution of €20 million for about five years, the APF has provided predictable funding for the personnel of the AU PSD and its various divisions (Conflict Management Division, PSOs Division, Defence and Security Division, Secretariat of the Peace and Security Council).

AU Liaison Offices

In order to enable the AU to fulfil its mandate in peace and security, the International Partners agreed with AU to establish a *Joint Financing Arrangement for Support to the Africa Union Liaison Office in post-conflict countries*. The APF has contributed to that Joint Financing Arrangement with an amount of €9.6 million for the period 2012-2014.

The fourteen Liaison Offices in post-crisis countries respond to the key objective of promoting peace and security by providing a mechanism for representing the AU on the ground in the country affected by, or emerging from, crisis and conflict. Therefore, the Liaison Offices represent a valuable and necessary resource since they allow the AU to take an active part in the establishment of follow-up mechanisms for peace agreements and to play a role in post conflict reconstruction and development. They are located in Burundi, the CAR (for the Central African region), Chad, the Comoros, the DRC, Guinea Bissau, Ivory Coast, Liberia, Libya, Madagascar, Mali (for the Sahel region), South Sudan, Sudan and Western Sahara.

The establishment of a Liaison Office in a particular area is decided by the AU's PSC, which also gives the mandate for each Office. Although the mandate of each of the AU Liaison Offices varies according to the concrete situation, all the Offices' work focuses on representation, monitoring, and facilitation of peace-making and peace-building.

The AMANI AFRICA II Support Programme

The ASF is one of the key structures of the APSA. Once it becomes fully operational, it will consist of standby multidisciplinary contingents stationed in the five regions of origin and ready for rapid deployment covering a wide range of actions. In order to assess the progress made in the operationalisation of the ASF, the AU, in cooperation with the EU, jointly agreed to initiate a training/exercise cycle (covering the period 2011-2015) named AMANI AFRICA II with the overall objective to validate the capacity of the AU to mandate and employ a rapid deployment capability of the ASF as a start-up operation and to run a multi-dimensional PSO.

From May 2012 to June 2016, the APF will contribute an amount of €5.2 million to cover the following costs of the cycle, which will culminate in an exercise South Africa will host in late 2015:

- Training and planning activities;
- Deployment of AU HQs during the field training exercise;
- Post-exercise activities;
- Human resource and travel costs.

A Joint EU-AU working group has been established to oversee AMANI AFRICA II activities, particularly in the areas of Communications, Strategic Lift, and Logistics.

African Training Centres in Peace and Security

In order to improve the capacity of peacekeeping training institutions for enhancing the impact of peace-

keeping initiatives by the AU and RECs/RMs, the EU and the AU agreed to establish a programme of support to African Training Centres with a regional/continental vocation in peacekeeper training for the three components (police, civilian and military) of the ASF.

The expected outputs of the programme are:

- Increase the coordinating and steering role of the AU for the development of the ASF training policy;
- Enhance the capacity of the RECs/RMs to conduct/implement their own training activities through their own regional training centres and in line with the ASF training policy;
- Improve the capacity of the Training centres designated by the RECs/RMs.

The EU's support to the African Training Centres in Peace and Security amounts to €11.4 million for the period from February 2012 to June 2015.

Command, Control, Communication and Information System (C3IS)

The AU and EU agreed during the AMANI AFRICA II planning sessions on the need to constitute a technical working group to plan for the establishment of a C3IS for African-led PSOs.

In addition, in 2013 the Mali crisis highlighted the challenge or capacity gap preventing Africa to play a more effective role on the ground and assert its leadership immediately.

In 2013, the AU and the EU signed an agreement whereby the APF will provide €12.5 million over a 40-month-period to acquire and set up the C3IS system for management of African-led PSOs.

The overall objective of the action is to put in place a continental structure enabling the AU to rapidly deploy strategic and operational communication, command

and control capabilities between the AU HQs in Addis Ababa, the regional level HQs and the mission HQs in the field. The C3IS will provide secure data, voice and video services through satellite communication between the AU, the sub-regional organisations and the peace missions deployed at country level. It will also provide IT systems to convey orders, generate reports and maps for the managements of the operations on the ground.

APF Expert Pool

The APF continued to offer technical assistance to the AU and the RECs/RMs, which included long-term and short-term experts. In 2014, a two-year service contract, the so-called APF Expert Pool, was extended until early 2016. The objective of this contract is to provide the AUC and RECs/RMs with high quality and timely external technical assistance for facilitating the implementation of programmes related to the APF. A particular focus is the operationalisation of the APSA, via individual long-term assignments as well as via short-term technical assistance in a wide range of capacity building, crisis prevention/resolution and post crisis sectors, including policy formulation.

Three long-term experts have been recruited to support the smooth management of the APSA Support Programme and other upcoming APF-funded programmes (i.e. support to Training Centres, AMANI and Joint Financing Arrangements), to consolidate the progress achieved in the financial management of AMISOM and MISCA and recently to enhance the Results' based management programming and monitoring. Moreover five short-term assignments for technical assistance have been launched in 2014 namely with regard to the assessment of APSA, support in the identification of a strategic lift programme, Human Ressources/Capacity needs assessment and technical support to the African Peace Support Trainers Association among others.

3.2. The Early Response Mechanism

The ERM was established in 2009 to strengthen the flexibility of the APF addressing urgent crises across Africa. Its purpose is to endow the AU and the RECs/RMs with a source of immediate funding for the first stages of actions aimed at the prevention, management or resolution of crises. The ERM support is generally limited to six months and covers the following three activities:

- First stages of mediation actions, decided by the AU or by RECs within the framework of preventive diplomacy;
- Identification and fact findings missions by the AU or by RECs to initiate the planning process for a PSO;
- Temporary ad hoc reinforcement of the planning cell for a potential PSO.

Since its creation, the ERM has financed 25 interventions related to mediation, human rights, start-up of PSOs and post-conflict efforts. In 2014 the ERM provided support to 8 actions.

Initiatives supported under the ERM in 2014:

1. Initiative for Emergency Intervention in Somalia
The IGAD initiative aims at pursuing activities in support of the post-conflict peace building efforts in Somalia after the defeat of the Islamist terrorist group Al-Shabaab and the election of a new government. Since the IGAD contribution is supposed to be in line with the priorities set by the Government of Somalia, the ERM funding was required to contribute in the areas of: reintegrating security forces and enhancing local security arrangements, re-establishing government administrative institutions through an inclusive process in the newly recovered areas and contribute to the social rec-



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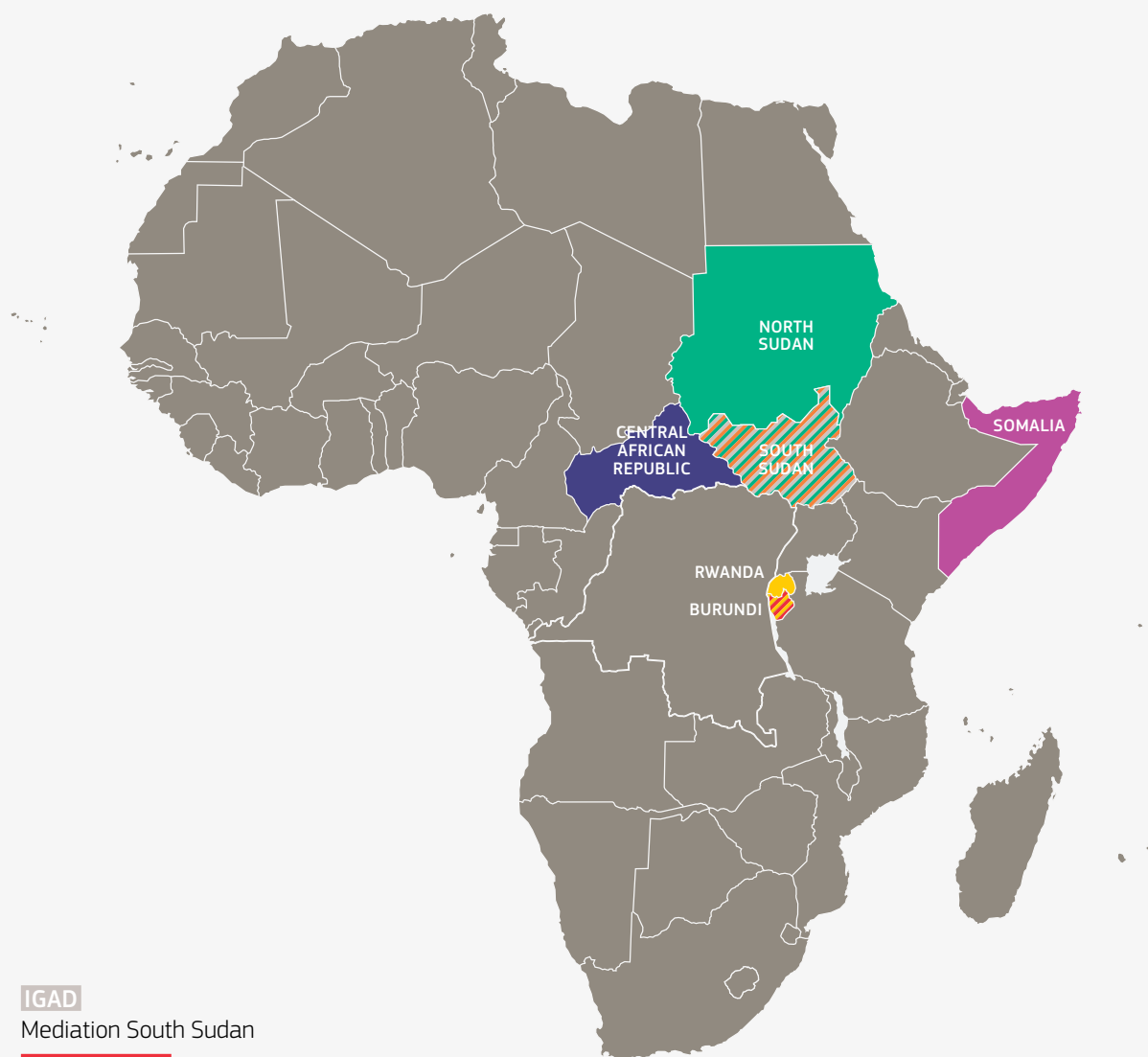
conciliation process, enhancing the governance system for better delivery through Capacity Building, sustain operational capacity of the IGAD Office on Somalia and extend its capacity on the ground.

2. Support to the Joint Verification Mechanism of the International Conference of the Great Lakes Region (ICGLR)

The “Great Lakes region” relates to the territories of Rwanda, Burundi, Uganda and the eastern provinces of the Democratic Republic of the Congo (DRC; and in a wider sense western Tanzania and western Kenya and parts of South Sudan). Since the 1960s, all the affected countries have suffered instability and conflicts because of a lack of governance and the failure to assure security and the rule of law in large part of the region. In order to establish the foundation for lasting peace and development in the Great Lakes region, the EU supports the initiative aimed at the operationalisation of a Joint Verification Mechanism to restore and promote trust between the DRC and its neighbours through patrolling, monitoring, reporting and liaising with various stakeholders, including military authorities.

3. Support to IGAD mediation process in South Sudan
Following the internal conflict erupted in the

MAP 1: Initiatives supported under the ERM in 2014



IGAD

Mediation South Sudan

EAC-COMESA

A prevention of violence before election in Burundi

Second IGAD

Mediation in South-Sudan

AUC

Mediation efforts for the CAR

AU

AU High Level Implementation Panel (AUHIP) IV: Sudan

EJVM

Extended Joint Verification Mechanism: DRC, Rwanda and Burundi

IGAD

IGAD in Somalia

Republic of South Sudan on 15 December 2013, when clashes broke out at a meeting of the ruling Sudan People's Liberation Movement (SPLM), IGAD requested support from ERM to facilitate the mediation process in South Sudan. The overall objective is to support the Government of the Republic of South Sudan and those in the opposition to reach a binding agreement to resolve differences and to set up a time-limited "Support Team" that provides technical and administrative assistance to facilitate the works of the IGAD panel for South Sudan aimed at effective and efficient delivery of the negotiation process.

The EU has agreed to provide financial support to the mediation process in South Sudan with an amount of €1.1 million for a period of 6 months.

4. Support to the Friends of COMESA/EAC for Peaceful Burundi Elections 2015

Burundi has experienced numerous coups and attempted coups in the last 30 years. Although the first democratic elections were held in 1993, these too were followed by a coup resulting in a civil war that ended in 2000. The 2005 and 2010 elections brought into power the National Council for the Defence of Democracy Forces for the Defence of Democracy (CNDDFDD) giving way a period of relative peace and stability. In order to consolidate the country's democratic process, COMESA and the EAC propose to jointly undertake various activities geared towards supporting peaceful local, parliamentary and presidential elections in Burundi in 2015. The overall objective is to promote a peaceful environment for elections, prevent elections-related violent conflict and support a smooth transition after the 2015 elections in Burundi.

5. Second facilitation by IGAD of the mediation process in South Sudan

Together with the AU, IGAD and the international community, the EU is working to prevent the crisis in South Sudan descending into a civil war. In order to provide financial support to the mediation process facilitated by IGAD, the EU has agreed to earmark €1.1 million to the AUC and IGAD. The core objective is to reach an agreement to resolve the crisis through peaceful means and political dialogue between the Government of the Republic of South Sudan and those in the opposition. The initiative is therefore aimed at enabling IGAD to continuously deploy experts in order to provide professional and administrative support to the Envoys leading the process.

6. AUC support to mediation efforts in the CAR

The overall objective is to contribute to peace and security in the CAR and to create a climate conducive to the holding of elections in the country. Activities include: support to the mediation process in the CAR which started with the National Forum and political dialogue held in Brazzaville (21-23/07/14); support to the AU follow-up activities pertaining to the mediation process in the CAR; support to AUC as part of the international mediation, as well as provision of required expertise as needed.

7. AUHIP

This request is based on the Panel's mandate comprised of former Presidents, to assist in the implementation of all aspects of the AU Panel on Darfur's Recommendations, and also to assist in the implementation of the Comprehensive Peace Agreement (CPA) and other related processes, as part of the democratic transformation of Sudan.

The first element of the proposal covers activities relating to the process of democratisation in Sudan. These activities will be undertaken principally in support of the National Dialogue, which

would lead to constitutional reform and the resolution of conflicts related to the “Two Areas” of Blue Nile and South Kordofan, and the conflict in Darfur.

8. Support to the Extended Joint Monitoring and Verification mechanism of the International Conference of the Great Lakes Region

This initiative intends to help operationalise the Joint Verification Mechanism in order to restore and promote trust between the DRC and its neighbours through patrolling, monitoring, reporting and liaising with the various stakeholders, including the military authorities.

Table 2 in the annex provides an overview of all ERM funded activities since its creation in 2010.

■ 3.3. African-led Peace Support Operations

In order to allow the AU and the RECs/RMs to take charge of the challenge to ensure peace and security, the EU continues to support African-led PSOs. The PSOs are aimed at providing public security through a range of military and civilian tasks, including peacekeeping, maintenance of public order, policing, infrastructure reconstruction, political dialogue and national reconciliation.

Several African-led initiatives have been deployed since 2004, often in a very hostile environment and in a sensitive political context. So far, the EU has earmarked more than €1.6 billion for PSOs, which therefore represent the main area of commitment within the APF.

AMISOM

In recent years, Somalia has suffered from political instability and recurring conflicts.

Following years of political instability and recurring conflicts, the UN Security Council authorised the AU to deploy a peacekeeping mission with a mandate of six months on 20 February 2007, in order to promote long-term peace, security and effective governance in Somalia. Since its deployment, AMISOM has contributed to significant political and military accomplishments, including the establishment of new Federal Institutions in August/September 2012, the adoption of a new Provisional Constitution and the military achievements against Al-Shabaab militants.

The APF’s financial support to AMISOM is an integral part of the EU’s comprehensive and long-term approach to support security and development efforts in Somalia. This approach contains political, diplomatic, civilian, military, humanitarian, and development dimensions.

The EU has been supporting AMISOM since its initiation through 12 Contribution Agreements (CA’s) financed by the APF. Despite a slow-down of political progress, the APF support to the mission intensified during 2013 and 2014 following the UN Security Council authorisation to a further increase of AMISOM’s force strength. The total APF commitment to AMISOM, from the start in 2007 up to 31 December 2014, amounts to €795.9 million, making the EU one of AMISOM’s biggest donors.

APF support to AMISOM covers allowances for all AMISOM troops, salaries/allowances for the police component of the mission, international and local civilian staff salaries, as well as operational costs of the mission’s civilian offices in Nairobi.

Beside the APF contribution, in the framework of the EU CSDP, two EU military missions are currently contributing to regional security: the EU Naval Force Operation ATALANTA, which improves maritime security by fighting piracy in the Indian Ocean and the EU military

training mission in Somalia (EUTM Somalia) that contributes to the training of the Somali Security Forces. On 16 July 2012, the EU launched a CSDP civilian training mission to support land-based coastal police forces and the judiciary in Somalia, as well as sea-going (coast guard) capacities in Djibouti, Kenya and the Seychelles (EUCAP NESTOR).

MISCA

The CAR has hosted several regional PSOs. MICOPAX

was deployed in 2008 under the leadership of the ECCAS. Nevertheless, a new crisis erupted in 2012-2013, when Séleka forces seized the capital Bangui forcing President François Bozizé to flee.

Seleka's victory inaugurated a new period of insecurity. In response to this crisis, on 19 July 2013, the AU PSC approved the deployment of MISCA. The transfer of authority between ECCAS/MICOPAX and the AU/MISCA mission took place on 19 December 2013.

Support through the APF as an integral part of broader efforts – The example of Somalia

Since the start of AMISOM, the AU has received significant EU support for the operation through the APF as well as bilateral contributions from EU Member States. By contributing to AMISOM, the EU plays an active and important role among other international and national actors – like the UN and the United States.

In September 2013, these international partners pledged more than €1.8 billion euros at the “New Deal for Somalia” conference in Brussels to help the country end more than two decades of conflict.

The APF's financial support to AMISOM is also an integral part of the EU's comprehensive and long-term approach to support security and development efforts in Somalia. This approach contains political, diplomatic, civilian, military, humanitarian, and development dimensions.

Besides the APF contribution to AMISOM, there are three EU CSDP missions contributing to regional security:



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- the *EU Naval Force* (EU NAVFOR) Operation *ATLANTA*, which improves maritime security in the Indian Ocean;
- the EUTM Somalia which contributes to the training of the Somali Security Forces; and
- the *Regional Maritime Capacity Building Mission in the Horn of Africa and the Western Indian Ocean* (EUCAP NESTOR), which supports land-based coastal police forces and the judiciary in Somalia, as well as sea-going (coast guard) capacities in Djibouti, Kenya and the Seychelles.

The APF supported MISCA since its initiation through a first financing instalment of €50 million, which was signed with the AU to cover allowances, accommodation and food for the military and police components of MISCA, as well as salaries of civilian personnel and other operational costs (e.g. transport, communication and medical services).

A second contribution of €75 million was signed in mid-2014. The APF support to the troops ended with the transfer of authority between MISCA and the UN mission MINUSCA on 15 Sep 2014, but limited support to the MISCA HQ continued until the end of 31 Dec 2014 to cover the liquidation of the mission.

AFISMA

In 2012 Mali was affected by a dramatic destabilisation due to separatist Tuareg and Islamist rebellions in the north. Following a military coup, the armed Islamist groups took control of the northern Mali region, resulting in requests from both the Mali Government and ECOWAS for foreign military intervention. The UN Security Council in December 2012 authorised the deployment of AFISMA in order to preserve the unity of Mali and restore the security throughout the country.

To support the deployment of AFISMA through ECOWAS, in early 2013, the EU committed an initial amount of €50 million from the APF, which was later reduced to €27.9 million due to the transformation of AFISMA into the UN Multidimensional Integrated Stabilisation Mission in Mali (MINUSMA) on 1 July 2013.

The bulk of the APF contribution covered the allowances of the troops on the ground and this part of the contribution ended on 30 June 2013 upon transfer of authority to the UN. Limited funding continued until the end of March 2015 to strengthen the capacities of ECOWAS in the area of peace and security.

The Regional Cooperation Initiative for the Elimination of the Lord's Resistance Army

The Lord's Resistance Army (LRA) continues to represent a destabilising factor in the Central African sub-region affecting detrimentally security and human rights. In 2005, the LRA leaders were the first individuals indicted by the International Criminal Court for war crimes and crimes against humanity.

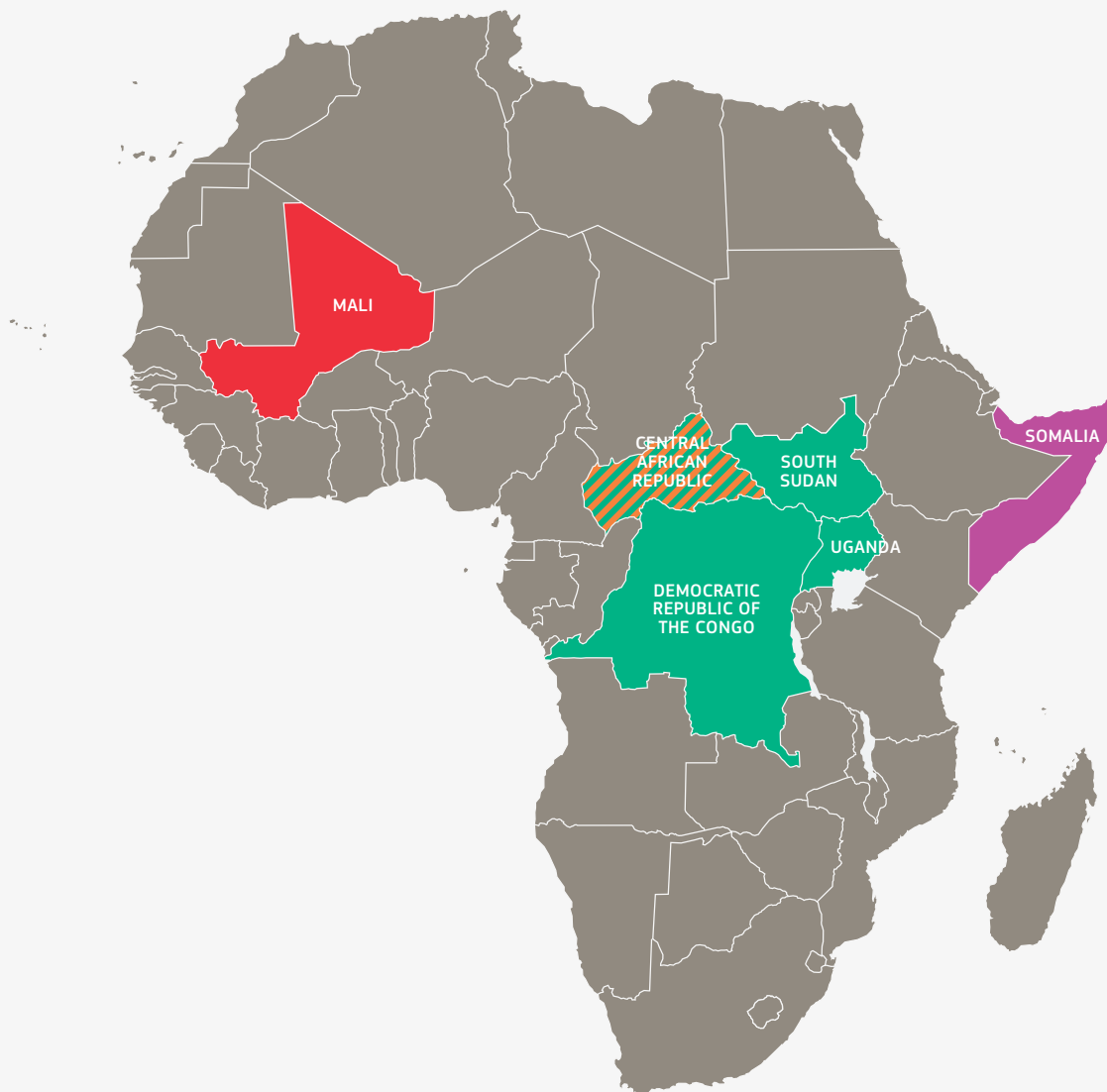
In response to continuing attacks carried out by the LRA, the AUC established the Regional Cooperation Initiative for the Elimination of the Lord's Resistance Army (RCI-LRA) with the mandate to defeat the LRA in the border region of Uganda, the CAR, the DRC and South Sudan.

The RCI-LRA has proven to offer value for money in the fight against the LRA. It comprises a Joint Coordination Mechanism (JCM), chaired by the AU Commissioner for Peace and Security and composed of the ministers of defence of the affected countries (Uganda, the DRC, South Sudan and the CAR), a JCM secretariat headed by an AU Special Envoy as well as a Regional Task Force (RTF) composed of troops from the affected countries.

The JCM coordinates the initiative at a strategic level. The RTF is tasked to search and engage the LRA bases and combatants. The RTF HQ in Yambio (South Sudan) coordinates information sharing and operations between the three sector HQs located in Nzana (South Sudan), Obo (CAR) and Dungu (DRC).

The peace support envelope of the APF covers the operational costs of the JCM Secretariat, the organisation of meetings and conferences, as well as staff allowances, communication equipment and operational costs for the RTF HQ in Yambio.

MAP 2: African-led Peace operations supported by the APF in 2014



AFISMA

African-led International Support Mission to Mali

AMISOM

AU Mission in Somalia

MISCA

African-led International Support Mission in the CAR

RCI-LRA

Regional Cooperation Initiative for the Elimination of the Lord's Resistance Army

4. ANNEX – Tables and Figures

Table 1: APF financial overview under the 9th + 10th + 11th EDF (in million EUR)

	Global Commitments Total	Individual Commitments (contracted) (PSO, CB, ERM)	Individual Commitments (paid) (PSO, CB, ERM)
9 th EDF	EUR 354 m	EUR 354 m	EUR 347.6 m
10 th EDF	EUR 803.8 m	EUR 799.1 m	EUR 746.8 m
11 th EDF	EUR 449.2 m	EUR 301.1 m	EUR 226.1 m
Total	EUR 1,607 m	EUR 1,454.2 m	EUR 1,320.5 m

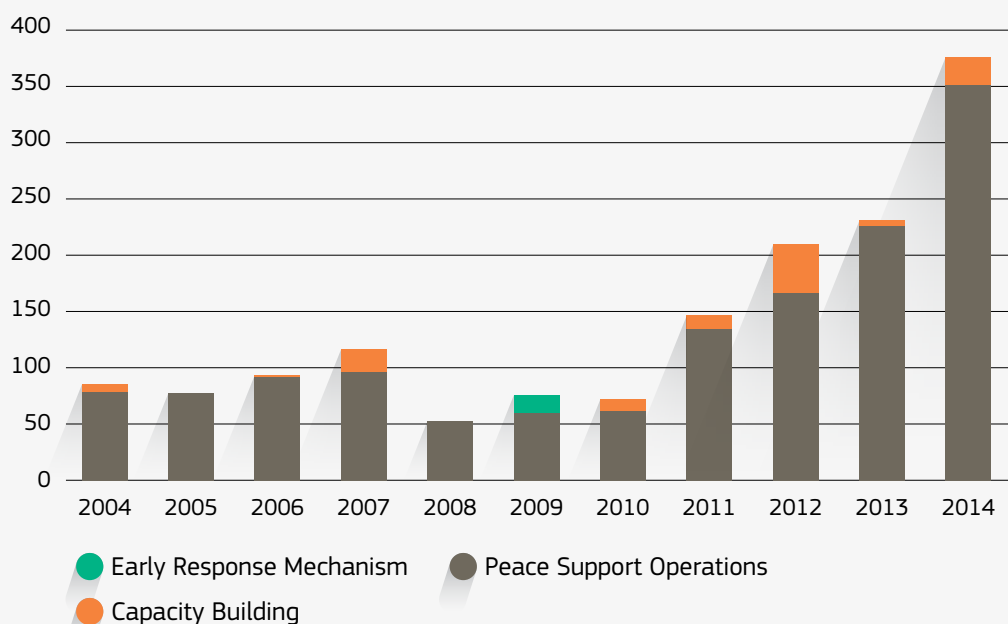
Table 2: Initiatives supported by the ERM missions since 2010

Title	Implementing partner	Authorized (in €)	Start date	End date
Madagascar	AUC	421,670	15/02/2010	14/08/2010
AUHIP I	AUC	1,401,010	15/02/2010	31/10/2010
Guinea Conakry	AUC	372,998	15/02/2010	14/08/2010
Somalia	IGAD	352,342	01/04/2010	31/12/2010
Niger	AUC	250,000	09/04/2010	30/09/2010
Guinea Bissau	AUC	336,941	09/04/2010	31/10/2010
LRA I	AUC	1,194,000	28/12/2010	30/06/2011
Côte d'Ivoire	AUC	300,000	04/02/2011	31/07/2011
AUHIP II	AUC	1,230,000	05/02/2011	31/10/2011
Libya	AUC	265,000	17/03/2011	15/09/2011
LRA II	AUC	1,200,000	20/12/2011	31/12/2012
AU/SADC LO Madagascar	AUC/SADC	434,824	15/03/2012	14/12/2012
Kenya	IGAD	395,000	01/08/2012	31/03/2013
Sahel/AU SAPROG	AUC	775,000	01/01/2013	30/09/2013
AUHIP III	AUC	1,134,112	01/03/2013	30/09/2013

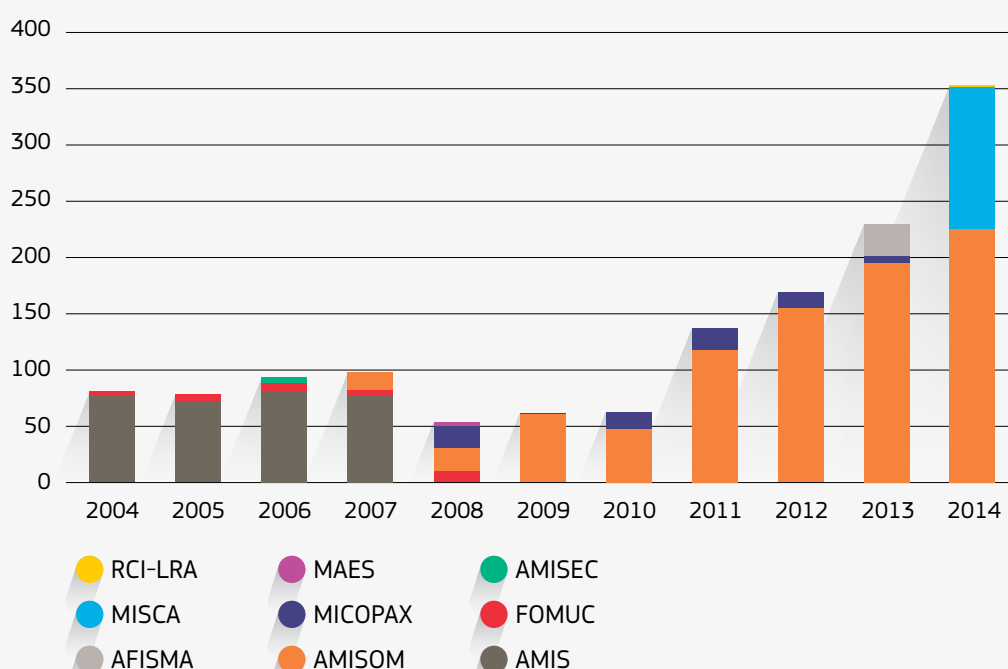
Title	Implementing partner	Authorized (in €)	Start date	End date
Somalia	IGAD	1,199,000	15/04/2013	14/09/2014
JVM / ICGLR	AUC	997,164	15/06/2013	14/08/2010
AU-ECOWAS (Mali HR observers)	AUC	1,273,032	01/07/2013	31/10/2010
LRA III	AUC	226,119	15/08/2013	14/08/2010
AFISM-CAR	AUC	1,097,896	19/09/2013	31/12/2010
IGAD mediation South Sudan	IGAD	1,108,638.462	03/01/2014	30/09/2010
EAC-COMESA Burundi	EAC-COMESA	1,287,954	01/11/2014	31/10/2010
IGAD mediation South-Sudan 2	IGAD	795,800	01/10/2014	30/06/2011
AUC mediation efforts for CAR	AUC	280,000	03/11/2014	31/07/2011
AUHIP IV	AUC (Panel Mbeki)	1,000,000	01/11/2014	31/10/2011
EJVM	ICGLR	872,603	01/01/2015	15/09/2011
Total		20,201,103.462 ²¹		

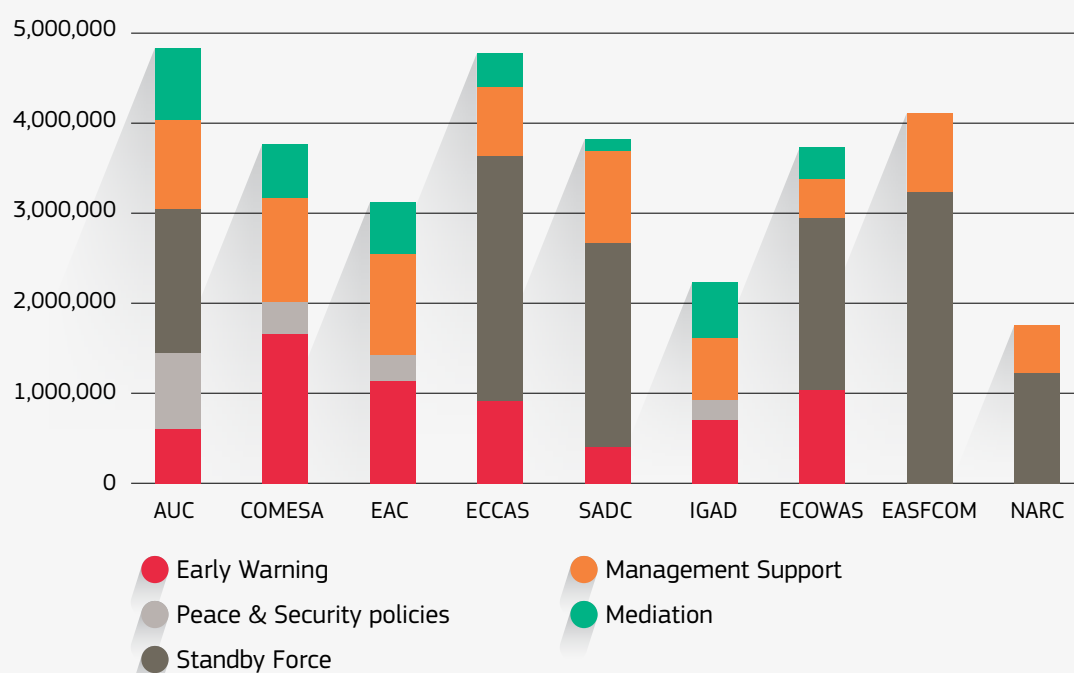
21 €20,201,103.462 have been authorised, but only €9,406,983.24 have been spent according to the financial report of February 2015. Funds remain available for 2015.

Graph 1: APF Financial Overview under the 9th, 10th and 11th EDF: Individual commitments (in million EUR)



Graph 2: APF Financial Overview under the 9th and 10th EDF: Individual commitments for PSOs (in million EUR)



Graph 3: APSA Support Programme breakdown, 2011-2015 (in million EUR)

5. Glossary

ACP	African, Caribbean, and Pacific Group of States
AFISM-CAR/ MISCA	African-led International Support Mission in the CAR
AFISMA	African-led International Support Mission to Mali
AMISOM	AU Mission in Somalia
AMU	Arab Maghreb Union
APF	African Peace Facility
APSA	African Peace and Security Architecture
ASF	African Standby Force(s)
AU	African Union
AUC	AU Commission
AUHIP	AU High Level Implementation Panel (Darfur)
AU PSC	AU Peace and Security Council
AU PSD	Peace and Security Department of the AU
CA	Contribution Agreements
CAR	Central African Republic
CB	Capacity Building
CEN-SAD	Community of Sahel-Saharan States
CEWS	Continental Early Warning System
COMESA	Common Market for Eastern and Southern Africa
CSDP	Common Security and Defence Policy (of the EU)
C3IS	Command, Control, Communication and Information System
DRC	Democratic Republic of the Congo
DEVCO	Directorate-General for International Cooperation and Development
EASF	Eastern Africa Standby Force
EAC	East African Community
EASFCOM	Eastern Africa Standby Force Coordination Mechanism
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EEAS	European External Action Service
ERM	Early Response Mechanism
EU	European Union
EUCAP NESTOR	EU Mission on Regional Maritime Capacity Building
EUTM Somalia	EU Training Mission in Somalia
IcSP	Instrument contributing to Stability and Peace
IGAD	Intergovernmental Authority on Development

JAES	Joint Africa-EU Strategy
JCC	Joint Coordination Committee
JCM	Joint Coordination Mechanism (under the RCI-LRA)
LRA	Lord's Resistance Army
MICOPAX	Mission for the Consolidation of Peace in the CAR
MISCA	African-led International Support Mission in the CAR
NARC	North African Regional Capability
NATO	North Atlantic Treaty Organisation
NAVFOR	Naval Force of the EU
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
POW	Panel of the Wise (of the AU)
PSC (EU)	Political and Security Committee of the EU
PSC (AU)	Peace and Security Council of the AU
PSO	Peace Support Operations
RCI-LRA	Regional Cooperation Initiative for the Elimination of the Lord's Resistance Army
REC	Regional Economic Community
RIP	Regional Indicative Programme
RM	Regional Mechanism
RTF	Regional Task Force (under the RCI-LRA)
SADC	Southern African Development Community
UN	United Nations

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