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**The Instrument for Stability —
Multi-annual Indicative Programme 2009-2011**

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INTRODUCTION

This is the second Multi-annual Indicative Programme (IP) for the long-term component (Article 4) of the Instrument for Stability (IfS)¹. It covers the three year period 2009-2011. It builds on the *Strategy Paper for 2007-2011*², the *Indicative Programme 2007-2008*³, and the *Annual Action Programmes* for 2007 and 2008.

According to Article 7 of the IfS Regulation, this IP should summarise the priority areas selected for Community financing, the specific objectives, the expected results and timeframe of Community support and the indicative financial allocation, overall and for each priority area. Furthermore, the IP should determine the financial allocations for each programme using transparent criteria, based on the needs and performance of the partner countries or regions concerned and taking into account the particular difficulties faced by countries or regions in crisis or conflict. Annual Action Programmes will identify the exact type of funding together with their means of implementation.

As provided for in the Strategy Paper, this IP 2009-2011 addresses three major priorities for long-term action with an indicative amount of EUR 225 million⁴: (1) contributing to reducing the risk of proliferation of weapons of mass destruction (WMD); (2) countering global and trans-regional threats; and (3) building capacity for effective crisis response. Proposed activities in these three focal areas will respond to a number of the key threats identified in the *2003 European Security Strategy (ESS)*⁵. Responding to threats posed by proliferation of weapons of mass destruction, terrorism and organised crime is likely to remain a major security and development challenge for the European Union for the foreseeable future, as is clear from the report of SG/HR Solana, in full association of the Commission, on the implementation of the ESS endorsed by the European Council in December 2008.

Article 4 of the Instrument for Stability provides the EU with an innovative tool to respond, primarily through capacity building and in close consultation with beneficiary countries, to the evolving and multi-faceted security threats and risks outlined in the ESS and in other strategies such as the *EU WMD Strategy*, the *EU Counter-Terrorism Strategy* and the *EU Small Arms and Light Weapons (SALW) Strategy*. Furthermore, EU regional strategies, in particular, the *European Neighbourhood Policy*, the *EU Strategy for Africa*, *A stronger partnership between European Union and Latin America*, *Europe and Asia* and the *Eastern Partnership* proposal⁶, underline the need for a coherent response to security threats. Many of these threats are connected and constitute a source of international and regional instability, with long-lasting consequences for security, trade, environment and public health.

¹ Regulation (EC) No 1717/2006 of 15 November 2006 establishing an Instrument for Stability, OJ L 237, 24.11.2006, p. 1.

² Commission Decision of 3 August 2007 adopting a Strategy Paper for the Instrument for Stability for the period 2007-2011 and an Indicative Programme for the period 2007-2008: C(2007)3701.

³ The *Indicative Programme 2007-2008*, with an indicative budget of EUR 87 million, focused on: (i) setting out a range of significant project areas covering some of the priorities identified in the Strategy Paper; (ii) putting in place an Expert Support Facility; and (iii) establishing a Peace-building Partnership.

⁴ This indicative amount complies with the financial framework and percentage points of the financial envelope as provided by the IfS Regulation (see Article 24). The amount could be adjusted at the Mid-Term Review.

⁵ http://www.consilium.europa.eu/cms3_fo/showPage.asp?id=266&lang=en.

⁶ Communication from the Commission and the Council, 3.12.2008, COM52008)823 final

The IfS is a global instrument, designed to address a broad range of regional and trans-regional threats in a coherent way, taking account of horizontal and geographical objectives of the EU. Actions undertaken should be complementary and seek synergies with EC geographic policies and instruments, CFSP actions and related efforts by other donors, including EU Member States (EU MS) and international organisations, take into account results obtained under the EU Research Framework Programme, and be in line with the *European Consensus on Development*⁷.

The 2009-2011 IP draws on lessons learned from the first two years of the IfS and from related geographic and thematic programmes, such as TACIS and the previous horizontal drugs budget line. As most of the IfS projects under the IP 2007-2008 have just been launched, only preliminary conclusions can be drawn at this stage. A lesson learned, however, is that for actions at a trans-regional level to provide additional value they must be preceded by in-depth political and technical consultations with beneficiary countries and regional organisations conducted at the appropriate level. It is also clear that coherence between different actions under IfS priorities 1 and 2 can be improved by addressing cross-cutting threats like organised crime and trafficking.

To this end, the Expert Support Facility (ESF), established under the first IfS Indicative Programme and the Annual Action Programme (AAP) 2007, has been used both to identify areas for action and to consult potential beneficiary countries. Approximately 50 experts from EU Member States (EU MS) have so far been mobilised through the ESF to conduct exploratory missions and provide input under priorities 1 and 2. Together with Commission representatives, the experts visited some 25 potential beneficiary countries and consulted them at political and expert levels in regions from Latin America and the Caribbean to Northern and Western Africa, the Middle East, and South-East Asia. Commission Delegations and EU MS embassies have been systematically informed of and involved in these visits. In addition, three expert workshops on nuclear smuggling, export control and the redirection of weapons scientists were organised by the ESF in June 2008. These workshops involved numerous experts not only from the EU and potential beneficiary countries, but from important stakeholders such as the United States, Russia and relevant international organisations (e.g. the IAEA and WCO).

The ESF will also play an important role supporting the EC in identifying specific actions under the Annual Action Programmes to implement the IP 2009-2011 and in addressing the concrete needs of beneficiary countries through short- and medium-term actions in support of the objectives of this IP. Close coordination, within the relevant agreed policy framework, with EU MS will continue to be essential in order to create synergies and coherence with bilateral projects and CFSP actions. Coordination and full transparency during implementation will be ensured, in particular in politically sensitive areas such as terrorism and non-proliferation. Wherever appropriate, close cooperation and coordination with key regional and international organisations and donors is provided for.

With regard to the crisis-preparedness component of the Instrument for Stability, Article 4(3), the main component of the IP 2009-2011 relates to the implementation of support under the Peace-building Partnership in order to continue to strengthen the capacity of the EU and of our strategic partners, notably in developing countries and regions, to respond effectively to situations of crisis, including through conflict prevention, crisis management and early recovery.

⁷ OJ C 46, 24.2.2006.

All proposed actions under this IP aim to increase resilience and the capacity to confront security challenges in the countries of concern, taking account of the political dialogue between the EU and beneficiary countries. Moreover, these actions should reflect the broader multilateral context, including the programmes and projects carried out by the UN, G8 partners and regional organisations active in security-related matters. To guarantee the sustainability of the proposed actions, ownership by the beneficiaries will be ensured through regular contacts and dialogue in close coordination with the relevant Commission geographical services. Long-term cooperation with beneficiary countries and regional organisations will be sought, and may require continued funding beyond this planning period. Projects developed under this IP will therefore include reporting and evaluation components. Specific attention will be paid, where feasible, to cross-cutting issues such as the protection of children's rights, in particular children affected by armed conflict, and the implementation of the *United Nations Security Council Resolutions (UNSCR) 1325 and 1820* on women, peace and security.

Finally, the Mid-Term Review of the IfS Strategy in 2009, which may result in an increase in the budget available, will provide an opportunity, based on the experience gained, to: (i) adjust, if necessary, the implementation of the forthcoming Annual Action Programmes; (ii) guide the IfS Strategy Paper 2012-2013 and consequently the next Indicative Programme; and (iii) provide a sound basis for a new Regulation beyond 2013, given the evolving international risk and threats to security and development.

1. PRIORITY 1: SUPPORT FOR THE OBJECTIVES OF THE EU NON-PROLIFERATION OF WEAPONS OF MASS DESTRUCTION STRATEGY

1.1. Introduction

The WMD proliferation landscape is changing. Priorities developed under the Indicative Programme for 2009-2011 reflect the new security challenges identified by United Nations Security Council Resolution (UNSCR) 1540 and reiterated by the last G8 Summit statement in Hokkaido. Guided by the European Security Strategy, its review report adopted in December 2008 and the EU WMD Strategy, they support the new lines for action by the European Union in combating the proliferation of weapons of mass destruction and their delivery systems endorsed by the Council (GAERC) on 8-9 December 2008.

At regional level, attention so far has largely focused on the former Soviet Union (FSU) through the TACIS programme, and broadened to other regions where proliferation risks exist with the first IfS IP 2007-2008. With the IP 2009-2011, EU assistance in critical areas such as redirecting scientists, export controls and illicit trafficking will be consolidated in the FSU as appropriate and significantly extended to new regions of WMD risks and threats, including South and South-East Asia, the Middle East and Africa.

Taking into account the lessons learned through the TACIS programme and the first IfS IP, the IP 2009-2011 intends to move away from an “ad hoc”, centralised approach to promoting coherent, integrated regional networks. The creation of regional “centres of excellence” will be the cornerstone of this programme by enabling the development of coherent assistance packages tailored to the needs of countries in the region concerned and relying on existing capacities in the EU at Community and Member States levels. Through partnerships both with local and regional authorities and with relevant international donors, the IfS is intended to improve sustainability and regional as well as national ownership.

Specific attention will be paid to the development of a safety and security culture with regard to CBRN (chemical, biological, radiological and nuclear) materials, in particular in the Middle East, South and South-East Asia, and China, where rapid economic development increases proliferation risks, particularly in the nuclear and biological fields. Engaging WMD scientists in best practice and civil reconversion, tackling nuclear smuggling, including deceptive financial practices, and contributing to more efficient export control systems will be essential. Such actions will also address UNSCR 1540 requirements. The IP 2009-2011 will, furthermore, support the objective of a global response to WMD risks and threats by strengthening capabilities to prevent the spread of sensitive nuclear technologies, in particular by contributing to Multilateral Nuclear Assurances (MNAs).

Coherence between priorities 1 and 2 will be sought, with ESF support, to address the increasing links between illicit CBRN trafficking, organised crime and terrorism (e.g. links between the ‘Critical maritime routes’ and ‘CBRN illicit trafficking’ projects), while taking into account relevant results obtained under the EU Research Framework Programme. So far, expert CBRN missions have been carried out in Thailand, Singapore, Malaysia, Indonesia, Egypt, Morocco, and Jordan. They will continue in the coming months in the Middle East and South and South-East Asia while later expanding to other regions, in particular Sub-Sahel Africa.

For the effective implementation of the EU WMD Strategy, close coordination will be kept with EU Member States, Council Joint Actions, and activities of international donors in the areas concerned.

1.2. Context and justification (Project areas 1-6)

Project area 1 — Regional centres of excellence on CBRN

Economic development and high growth rates in emerging countries increase the availability of CBRN materials, agents and processing equipment. This may lead to:

- an increase in the number of laboratories handling highly sensitive biological and chemical substances;
- clandestine production;
- nuclear smuggling;
- exploitation by terrorists.

To address these risks and threats, the European Commission and other donors are already supporting a number of assistance programmes on export control, illicit trafficking, security, safety of facilities in specific sectors, and redirection of scientists. Building capacity in these areas is a necessary condition for a more efficient fight against proliferation. Training is a key component in ensuring the sustainability of these programmes. So far, much of the CBRN training provided by the Commission (JRC) has been in the FSU, focusing on nuclear safeguards and security. However, growing demand for nuclear energy and biotechnology in the Middle East, South and South-East Asia, and parts of Africa, requires the extension of a culture of safety and security to these new regions. This shift reflects the UNSCR 1540 requirement to assist countries in need on a more global scale and is also supported by the G8. The creation of “CBRN centres of excellence” will aim at developing comprehensive tailored training and assistance packages (export control including of dual-use goods, illicit trafficking, redirection of scientists, safety and security culture). These actions should complement those undertaken under the INSC and the IPA with the objective of enhancing the coherence of the different non-proliferation projects on a regional basis. The “centres of excellence” will not only strengthen regional networks but will also contribute to local ownership and long-term sustainability. Related capacities within the EU offer the opportunity of enhancing the effect of EU actions in the field of non-proliferation.

Project area 2 — Fighting illicit CBRN trafficking and deceptive financial practices

UNSCR 1540, as recalled in the “new lines for action by the European Union in combating the proliferation of weapons of mass destruction and their delivery systems”, requires the international community to address the threat of illicit trafficking on a global basis and to support countries in need of assistance. Under this IP the Commission intends to broaden the geographic scope of its cooperation programmes to new regions of significance for EU security, including the Middle East and South-East Asia, as well as parts of Africa. This shift in geographical priorities is in line with the G8 Global Partnership.

Fighting CBRN trafficking requires the tracking of materials and the monitoring of financial flows. Possible links with organised crime and terrorism need to be identified and addressed. The main shortcomings in potential beneficiary countries include insufficient national legal frameworks and regulatory procedures for handling, transporting and storing CBRN substances, insufficient standards, procedures and capacities of customs and border authorities for detecting and responding to illicit trafficking at borders, both in detection technologies and in human capabilities, as well as a lack of mechanisms to control deceptive financial practices. In addition, illicit trafficking of CBRN material is a major challenge on the high seas as highlighted by the Proliferation Security Initiative (PSI). The need for a Community action will be explored and possibly implemented in support of this priority.

Coordination between national and international agencies fighting CBRN trafficking will be strengthened through improved exchange of information. It is equally important to develop best practice in combating deceptive financing. An important aspect will be the training of the relevant authorities through the centres of excellence mentioned above, using training facilities available within the EU.

Project area 3 — Support for bio-safety and bio-security

As stated in the *2003 European Security Strategy*, advances in the biological domain may trigger new types of threats in the years to come. In addition to natural outbreaks, the increasing number of high-level containment laboratories and evolving technologies in the life sciences pose risks, including the dissemination of dangerous pathogens or toxins by bioterrorists or other actors, with severe economic and social impacts. Today, many of the laboratories handling infectious agents are insufficiently protected and the associated security risks may not be fully realised. These concerns have been reflected in the Commission's recent *Green Paper on bio-preparedness*.

In view of the outbreaks of highly infectious diseases, the rate of economic growth and the increasing terrorist threat, priority should be given to increasing bio-safety and security in the Middle East, Former Soviet Union, notably Central Asia, South and South-East Asia. Additional actions in Africa will also be considered. This shift in geographical priorities reflects the UNSCR 1540 requirement to assist countries in need on a more global scale and is also supported by the G8.

Project area 4 — Assistance and cooperation on export controls on dual-use goods

Until recently, EU efforts on export control assistance have been made on a case by case basis. The Commission is working to develop a more systematic, sustainable capability for assistance which maximises efficiency, drawing on lessons learned under the IP 2007-2008 and in line with UNSCR 1540.

Ongoing projects are based on the principle of coordinating the use of EU experts for export control assistance in the Western Balkans, Ukraine, China, the United Arab Emirates and Morocco, with an extension to five additional countries: Georgia, Malaysia, Moldova, Tunisia and Turkey. In the same framework, a TACIS project with the Russian Federation has also been undertaken. Initial results are promising, demonstrating greater coherence and improved impact, as well as higher EU visibility, in the recipient countries.

Building on the results of the activities undertaken to date, the intention of this project is to consolidate existing actions, reinforce related training, and move to new countries in regions of concern.

Project area 5 — Support for the retraining and alternative employment of former weapons scientists and engineers

In the aftermath of the collapse of the Soviet Union, concerns over the threat of proliferation of weapons of mass destruction (WMD) expertise centred on the countries of the former Soviet Union (FSU). Efforts were focused on ways to prevent the illicit sale by former WMD scientists and technicians of their knowledge, sensitive materials or technologies. To this end, two bodies were set up to redirect scientists and engineers with WMD knowledge and skills towards peaceful activities — the International Science and Technology Centre (ISTC) in

Moscow, and the Science and Technology Centre in Ukraine (STCU). Through the TACIS programme the Commission has supported these Centres since 1992 and 1998 respectively.⁸

The historical value of the ISTC and the STCU in addressing the proliferation risk posed by hundreds of thousands of scientists previously engaged in Soviet weapons programmes is beyond doubt. In order to establish whether continued funding can be justified, given the substantial support already given by the Commission and the radical changes in the economic and political scene in the FSU since the Centres were established, an expert study was commissioned in 2007 and the relevant Commission departments undertook an assessment mission to the ISTC in July 2008. The main conclusions of this evaluation are that:

- the proliferation threat from Russia itself is now limited, especially in the nuclear field;
- there is, however, a real risk of biological proliferation, particularly from other parts of the former Soviet Union;
- Russia should be encouraged to play a more active role in the ISTC, including contributing to its funding;
- the Commission should focus a considerable part of its funding on partner projects.

It was furthermore noted that the Centres have a dual remit: to pursue not only the goal of providing alternative peaceful employment opportunities for former weapons scientists and engineers, but also related objectives of reinforcing the transition to market-based economies, supporting basic and applied research and technology development and promoting the further integration of scientists of the FSU into the international scientific community.

A similar assessment mission to the STCU will be conducted in 2009.

More recently, the risk of expertise proliferation from outside the former Soviet Union has increased, particularly in the context of undeclared WMD programmes, both substantiated and suspected (e.g. Iraq, Libya, Syria, and DPR Korea). In response to this new threat, G8 members have agreed to place – under the Global Partnership against WMD Proliferation – greater emphasis on non-proliferation outside its recent area of interest. The US and the United Kingdom are already actively supporting redirection actions in the Middle East, whereas the EU has so far not supported any redirection actions outside the FSU. This IP therefore proposes broadening the geographical scope of assistance beyond the FSU to other countries, notably in the Middle East and Asia.

Project area 6 — Support for Multilateral Nuclear Assurance (MNA) initiatives

Nuclear fuel assurance of supply and multilateral fuel supply schemes are widely considered a viable option for limiting the proliferation risks associated with the development of national nuclear programmes. Enrichment and reprocessing facilities present the highest risk of material diversion. The new momentum in civil nuclear energy, with a number of countries aiming at building reactors, combined with the risks posed by clandestine networks developing illicit trafficking, give new relevance to the issue.

The EU in conjunction with the IAEA examined different short- and medium-term mechanisms to promote nuclear fuel assurance of supply and multilateral fuel supply

⁸ To date the total amount stands at €245 million. In the period 1994 to 2006 the Community committed around €25 million per year to support these Centres through the TACIS instrument. These amounts have been reduced under the Instrument for Stability, to €15 million for 2007 and €8 million for 2008, reflecting changes both in the regional and global environment and in the total amount of finance available. Further funds have also been made available in 2008 to the Centres for project partnerships.

schemes. One first step is the creation of a nuclear fuel bank of low enriched uranium (LEU) with the objective of sending a positive signal to developing and other countries willing to develop civil nuclear programmes by increasing the security of fuel supply. Following the political commitment by the EU⁹, the Commission could support such a first step towards MNAs in close coordination with the Council, IAEA and other donors, in particular through EURATOM competences and expertise and funds available under the IfS, in order to make a positive impact on the 2010 Nuclear Proliferation Treaty Review Conference.

⁹ Cf. Council Conclusions of the GAERC (8.12.2008) Doc 15565/08

2. PRIORITY 2: TRANS-REGIONAL THREATS

2.1. Introduction

Under Article 4(1) of the IfS Regulation, this priority area encompasses a range of trans-regional security threats. Many of these threats are interconnected, e.g. terrorism, organised crime and the trafficking of drugs, human beings, public health and small arms and light weapons (SALW). Synergies between different programmes under priority 2 should therefore be sought.

Since the IfS is complementary to geographic and thematic instruments and programmes, it should not duplicate what these can cover and seek synergies. A particular feature of the IfS is the possibility of addressing the trans-regional aspects of these threats, which most geographic instruments are prevented from dealing with.

An example of the trans-regional links between organised crime, trafficking and terrorism is the new cocaine route from Latin America and the Caribbean to Western Africa. A major new programme to confront trafficking along this route will be launched under the IP 2009-2011. Taking into account the lessons learned from the ongoing project on “Fighting against organised crime on the heroin route” under the IP 2007-2008, this programme will tackle trafficking by air, sea and land through a series of capacity building, regional networking and information sharing measures between beneficiaries aimed at strengthening national and local capabilities to fight transnational organised crime¹⁰. During this programming period interventions will address all regions along the route, with special attention to Africa combined with pilot projects and specific actions in Latin America and the Caribbean. Preparatory actions for establishing and networking drugs monitoring centres along the heroin and cocaine routes should help ensuring coherence with the EU Drugs Strategy 2005-2012 and Action Plan 2009-2012.

The same criminal networks and trafficking routes are often used to smuggle drugs and drug precursors, small arms and light weapons, and human beings. Although links between organised crime, traffickers and terrorism may be difficult to substantiate, it is clear that organised crime in many regions such as Afghanistan and Pakistan, parts of Latin America and Western Africa (including the Sahel) helps to finance terrorist organisations and provides them with the means to carry out their activities. The EU is committed to assisting beneficiaries in fighting these threats whilst respecting human rights. A new programme under this IP will aim at improving counter-terrorism capabilities (1) at global level, (2) in the Sahel region and (3) in Pakistan/Afghanistan. It will be developed in close cooperation with the United Nations, EU MS and the Council. The ongoing programme to fight trafficking from and to Afghanistan will be complemented by an action against maritime illicit trafficking in the Black Sea basin.

Maritime routes are essential for EU trade and regional stability. To improve security along critical maritime routes a specific programme will be drafted, with an initial focus on the Malacca Straits, the Bab-el-Mandeb Straits, and the Gulf of Aden. Where appropriate it will support and complement existing EU initiatives, e.g. to combat piracy, organised crime and trafficking. The programme on critical maritime routes may include a component to combat trafficking of CBRN materials and SALW by sea.

¹⁰ European Council has identified Western Africa as key priority for the fight against drug trafficking, CORDROGUE 82, 15483/07, 20.11.2007 and CORDROGUE 85, 15656/07, 12.12.2007.

Finally, a programme to prevent trafficking in small arms and light weapons will be launched. It will build on lessons learned from existing actions under the *2007-2008 IfS Indicative Programme* and support compliance with relevant UN instruments.

2.1. Context and justification (Project areas 7–11)

Project area 7 — Fighting organised crime on the cocaine route

Increasing flows of cocaine are reaching Europe from Latin America through the Caribbean and Western Africa. Despite a number of actions conducted in Latin America and in the Caribbean, organised crime increasingly exploits the lack of effective regional cooperation and limited law enforcement capacity, resulting in a dramatic increase in violence and insecurity. Western African countries affected by this new trafficking route are planning initiatives to address drugs trafficking, serious organised crime, and terrorism. Trafficking is mainly channelled through sea and air routes, but important quantities of drugs and other illicit goods are also trafficked by land, e.g. to sea ports in Maghreb countries¹¹.

The EU, within a coherent framework building on ESDP, Community and MS bilateral actions, has deployed an ESDP mission in Guinea-Bissau to support the efforts towards a comprehensive security sector reform. It will complement Community funding for UNODC (€2 million) and contribute to reinforce the capacities of the security sector to deal with the destabilisation generated by organised crime. Initiatives undertaken by EU MS and other international actors on maritime intelligence and interdiction (Maritime Analysis and Operation Centre-Narcotics (MAOC-N) in Lisbon) to address multi-dimensional security threats with possible links to terrorism financing should also be considered.

This IP will complement interventions financed by the European Neighbourhood and Partnership Instrument (ENPI) and the European Development Fund (EDF), including regional indicative programmes for Western Africa and the Caribbean, the crisis response part of the IfS (Article 3), and actions financed by the Instrument for Development Cooperation (DCI) in Latin America and Africa. It also aims to create bridges between EU internal and external programmes to fight organised crime and trafficking.

The IP will also aim at supporting the development and implementation of the “Regional action plan to address the growing problem of illicit drug trafficking in and through West Africa and prevent drug abuse and associated health problems” presented by ECOWAS on 28-29 October 2008.

During the programming period, interventions will address all regions along the route, with special attention to Western Africa where the threats have appeared more recently and which could benefit from experience already developed in Latin America and the Caribbean¹². Furthermore, it will address the trans-regional dimension with Latin America and the Caribbean, where certain capacities already exist but need to be reinforced.

Project area 8 — Fighting organised crime on the heroin route: Phase II — The Black Sea basin and the Western Balkans

Under the *IfS Indicative Programme 2007-2008* a first project “The fight against trafficking from and to Afghanistan” was launched, involving the 10 countries of the Economic Cooperation Organisation (ECO). This project has focused on strengthening law enforcement cooperation between Central Asian countries, Afghanistan, Pakistan and Iran.

¹¹ See CORDROGUE 71, 13620/07, 8.10.2007.

¹² Most of the proposed actions for Western Africa are clearly pre-identified in the ECOWAS Regional Action Plan on the fight against drugs discussed in Praia (Cap Verde) at the end of October 2008.

Illicit traffickers along the heroin route take advantage of the lack of effective regional cooperation and weak law enforcement capacity, using seaports to smuggle drugs, mainly heroin. The same organised crime networks are also involved in trafficking in human beings from Central Asia through the Southern Caucasus and onwards to the EU through the Black Sea basin and the Western Balkans.

A comprehensive approach dealing with trafficking along the heroin route therefore entails disrupting the activities of organised crime in the Caucasus, the Black Sea basin and the Western Balkans. Southern Caucasus countries provide a transit corridor for trafficking from Central Asia, linking the Caspian Sea and the Black Sea regions. Political tensions in these regions makes regional cooperation more difficult. Strengthened cooperation between law enforcement agencies undertaking the surveillance of trafficking in drugs and in human beings through the Black Sea basin is essential to the security and stability of the whole region.

Project area 9 — Support for preventing and combating terrorism

The leading role of the UN in combating terrorism worldwide is undisputed. A dialogue between the Commission and the UN Counter-Terrorism Committee Executive Directorate (UN CTED) has identified the need for a global counter-terrorism outreach programme to assist third countries in implementing relevant UN Resolutions. Taking into account the UN CTED's gap analysis, capacity building measures will be undertaken in beneficiary countries in close cooperation with other relevant donors.

Based on the assessment of the EU Counter-Terrorism Coordinator¹³ and EU MS experts dispatched by the ESF, the IfS could help address some of the most relevant regional threats, in particular in the Sahel region and in Afghanistan/Pakistan. In addition the ESF should be used to analyse counter-terrorism threats and prepare possible actions in other regions, in particular the Horn of Africa/Yemen.

In the Sahel, the threat of terrorism is increasing as a result of complex social, economic, and security developments. Corruption and organised crime, including trafficking in human beings, drugs and SALW, hamper this region. Long and porous borders facilitate trafficking, and the Sahel is becoming a safe haven for terrorist organisations. An EU MS expert mission to Mali, Mauritania and Niger in June identified a number of possible counter-terrorism measures at national and regional levels. Efforts to promote trans-regional cooperation with neighbouring regions in Northern and Western Africa should also be supported.

In Afghanistan and Pakistan, terrorist activity is on the rise. The region is a base for radicalisation and terrorist training. The successful EU Election Observation Mission to the 18 February 2008 Pakistan national and provincial assembly elections¹⁴ recommended a number of actions for increasing stability. The efforts of Afghanistan and Pakistan to improve their regional capabilities and cooperation in combating terrorism should be supported in the interest of regional stability. A key objective will be to assist the transition from essentially military methods towards a more comprehensive approach, including civil policing and greater engagement with the civilian population, especially in remote areas¹⁵. Such support should be consistent with the incorporation of core principles of the rule of law, good

¹³ Council document 9417/08, Implementation of the Strategy and Action Plan to Combat Terrorism — Priorities for further action, 19 May 2008, and Presidency Conclusions, European Council, 19/20 June 2008.

¹⁴ Final Report of the National and Provincial Assembly Elections of 18 February 2008 by the EU Election Observation Mission, 16 April 2008.

¹⁵ *Reforming Pakistan's Police*, Asia Report No 157, 14 July 2008, International Crisis Group.

governance and human rights by the law enforcement agencies. Encouraging greater interinstitutional information sharing, including with border agencies, should also be considered, as should assistance to media addressing radicalisation, where appropriate.

Project area 10 — Critical maritime routes

Maritime routes are crucial to trade and international security. Representing by far the largest proportion by volume of world trade, maritime transport faces a number of multi-dimensional security threats. Dealing with these threats requires an integrated approach based on trans-regional and international cooperation drawing on best practice.

Piracy and armed robbery at sea represent a major threat to security on other vital waterways such as the Indian Ocean and the Gulf of Aden. The lack of capacity of the Somali government to deal with this phenomenon has led the UN to adopt resolutions allowing international interventions in the national waters of Somalia. The EU MS have decided to launch an ESDP naval operation to enhance the effectiveness of the fight against piracy in the Gulf of Aden and the national waters of Somalia.

In the recent past, piracy attacks and armed robbery at sea have seriously threatened security in the Malacca Straits, through which one third of EU trade is channelled. The efforts of the international community, combined with regional cooperation and technological development, have contributed to a significant reduction in the number of attacks in this region, although the problem is far from being eradicated. In fact, the Malacca Straits are still the third most problematic region in the number of attacks worldwide. Additional risks such as shipwrecks and other navigational hazards can be addressed using some of the same means to improve security.

Project area 11 — Actions to prevent, combat and control the illicit trade in small arms and light weapons (SALW)

The 2001 UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (UNPoA), requires all UN member states to take practical steps to prevent and fight the illicit trade in SALW. The UNPoA recognises that, among other measures, the marking and tracing of SALW, including proper recordkeeping, is key to the effectiveness of national, regional and international efforts to stop or significantly reduce such illicit trade. Accordingly, EU MS have committed themselves to marking small arms at the point of manufacture for identification and tracing purposes. This commitment is expressed in the legally binding Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition (Protocol), which entered into force on 3 July 2005 and is further reinforced in the politically binding International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons (International Tracing Instrument (ITI)) adopted by the UN General Assembly in December 2005.

The proposed programme will therefore support the development and/or implementation of regional and sub-regional instruments which would in turn improve the implementation of the UNPoA, the Protocol and the ITI at a global level.

Given the cross-border nature of the small arms problem, regional and sub-regional coordination is essential. Transfer of know-how and exchange of best practice between different regions can help to develop measures to stop the illicit trafficking in SALW. Actions launched under this programme will be based on lessons drawn from other EC projects in the field and the results of the projects carried out under the *IfS Indicative Programme 2007-2008*. The proposed SALW programme should also be linked to and integrated into actions

addressing terrorism, organised crime and drugs trafficking financed through the IfS and other instruments.

The transportation sector represents a key “bottle-neck” in the illicit SALW transfer process, notably via air or sea. Companies involved are subject to well-established systems of registration and regulation, particularly in the air sector, but which are often poorly enforced in parts of the developing world. They represent however a potentially effective mechanism of control that could significantly hamper the flow of illicit SALW.

3. PRIORITY 3: BUILDING CAPACITIES FOR EFFECTIVE CRISIS RESPONSE (PEACE-BUILDING PARTNERSHIP)

3.1. Context and justification (Project area 12)

Project area 12 — Building capacities for effective crisis response

The crisis preparedness provisions of the Instrument for Stability are contained in Article 4(3) of Regulation (EC) 1717/2006 of the European Parliament and of the Council of 15 November 2006. The main thrust of Article 4(3) — as implemented by means of the Peace-building Partnership — is to mobilise and consolidate civilian expertise for peace-building (in all stages of a crisis, including conflict prevention, crisis management and early recovery) and to develop upstream civilian capacity for crisis prevention (including early warning) and response. In this regard, it will be important to make every effort to ensure complementarity and coherence with regard to activities supported under other relevant Community instruments (short as well as long term), and other EU instruments (CFSP and ESDP) within a unified strategic framework.

The crisis-preparedness component of the Indicative Programme 2009-2011 derives — as did its predecessor — from the relevant sections (3.4 and 3.5) of the Instrument for Stability Strategy Paper 2007-2011, which remain largely valid. The consultation process undertaken with peace-building partners, and particularly with civil society, also upheld the general relevance of this approach. Moreover, the implementation of the first activities under the 2007 and 2008 Annual Action Programmes relating to the crisis-preparedness component of the Instrument for Stability is still at a preliminary stage, and it is difficult for the moment to identify concrete lessons learned.

For these reasons, the main aims of the new Indicative Programme remain essentially unaltered, namely: to strengthen international and local capacity to prevent and mitigate crises and to respond more effectively and coherently to crisis. Therefore, it is intended to continue to better mobilise the capacity inherent in the relevant target groups active in the field of peace-building: non-state actors¹⁶; relevant international organisations (including regional and sub-regional organisations); and relevant Member States' agencies. The impact of these activities on conflict- and disaster-affected populations, as the ultimate beneficiaries of the Peace-building Partnership, will be of particular importance with regard to gradually integrating lessons learned from their implementation and evaluation.

Notwithstanding the abovementioned paucity of lessons learned at this stage, some specific elements may already be discerned. For example, it can be noted that the target groups selected under the Peace-building Partnership seem generally satisfactory — although the civil society sector has expressed the need for particular recognition as the main partner. Moreover, it could also be useful to explore in future the opportunity for re-inforcing linkages between the different target groups — both governmental and non-governmental — in the context of improved cooperation on the development of peace-building strategies at all levels.

The challenge remains to ensure adequate capacity-building of non-state actors and/or international organizations (for example, in the areas of conflict analysis, conflict impact assessment, mediation, and monitoring/evaluating conflict prevention and peace-building activities) with a view to better prevent and/or alleviate the suffering of victims of crises, conflict and natural disasters. The Commission's response to such a challenge includes increasingly putting the substantial technical capacity on conflict prevention, crisis

¹⁶ As defined in Article 10.2 of the IfS Regulation.

management and early recovery issues, which it has developed for its own purposes, at their disposal — and assuring the possibility to input appropriate policy advice on peace-building issues to the EU institutions.

4. INDICATIVE BUDGET

Areas of actions	Total
<i>Priorities 1 & 2</i>	
Expert Support Facility (ESF)	6-9*
<i>Priority 1 — Non-proliferation of WMD</i>	
	<i>(117+6*)123¹⁷</i>
Regional centres of excellence	25-30
Fighting illicit CBRN trafficking	12-14
Support to bio-safety and bio-security	14-18
Assistance and cooperation on export control on dual-use goods	6-10
Support for the retraining and alternative employment of former weapons scientists and engineers	27-33
Support for Multilateral Nuclear Assurances (MNA) initiatives	20-25
<i>Priority 2 — Trans-regional threats</i>	
	<i>(60+3*) 63¹⁸</i>
Fighting organised crime on the cocaine route	18-22
Fighting organised crime on the heroin route – Phase II: Black Sea basin and the Balkans (Follow up)	5-8
Support for prevention of and fight against terrorism	10-14
Critical maritime routes	14-18
Actions to prevent, combat and control the illicit trade in small arms and light weapons (SALW)	6-10
<i>Priority 3 — Building capacity for effective crisis response</i>	
	<i>30-39¹⁹</i>
Activities of Non-State Actors	15-25
Activities of International Organisations/Regional Organisations	8-10
Activities of relevant EU Member States Agencies	5-6
Total	216-225

* Two thirds of the ESF will be funded under Priority 1 and one third under Priority 2.

¹⁷ Article 24 of the Regulation (EC) 1717/2006 establishing the Instrument for Stability fixes the maximum amount available for priority 1 at 15% of the IfS budget 2007-2013.

¹⁸ Article 24 of the Regulation (EC) 1717/2006 establishing the Instrument for Stability fixes the maximum amount available for priority 2 at 7% of the IfS budget 2007-2013.

¹⁹ Article 24 of the Regulation (EC) 1717/2006 establishing the Instrument for Stability fixes the maximum amount available for priority 3 at 5% of the IfS budget 2007-2013.

ANNEXES

ANNEX 1 — PROJECT AREA FICHES

PRIORITIES 1 & 2

Project area — Expert Support Facility

The Expert Support Facility (ESF) established by the *Indicative Programme 2007-2008* and the AAP 2007 has proved to be a useful and effective tool for the identification of priorities and programmes for the next phase of the IfS.

The EC in preparing and implementing actions covered by Article 4 will continue to benefit from access to rapid and flexible multi-disciplinary expertise, e.g. from EU Member States and relevant Commission services, in the following areas:

- field assessment and analysis;
- definition of priorities and implementation of activities;
- preparation and follow-up of future programmes and actions;
- short- and medium-term assistance;
- stocktaking and dissemination of information and best practice.

The extension of the ESF to Article 3 for crisis response missions will be explored, provided adequate funding and EC management capacities are available.

Objectives

The overall objective of the ESF is to support the EC in maximising the impact of the IfS. The ESF should also contribute to the coherence of actions, to the complementarity of measures financed by geographical and thematic instruments and to reinforced cooperation with beneficiaries within the relevant agreed policy framework. More specifically, this mechanism aims to provide reliable and effective technical assistance through the following activities:

- (a) Feasibility studies, workshops and assessments of cooperative frameworks with beneficiaries. Experts will advise the EC and beneficiaries on possible programmes in the security and judicial areas (e.g. organised crime, including trafficking in human beings, drugs and firearms, non-proliferation of WMD, terrorism and critical infrastructures).
- (b) Identification and implementation of specific actions. The EC could deploy the experts on a short-, medium- or long-term basis providing for increased synergies with actions undertaken by CFSP actions, Member States or other EU actors.

Modalities

The EC through ESF will mobilise expertise available in EU institutions, EU Member States and other relevant bodies. For this purpose, framework contracts will be established. EU MS should nominate a focal point for regular contact with the ESF. Managed by the Commission, the ESF could be used and co-financed by other EU actors. MS expertise will be primarily sought, however, in justified cases other sources can be used, including, where appropriate, international organisations.

The ESF activities will be coordinated by a Steering Body, including the Commission services concerned, in order to propose priorities, provide strategic guidance, advice, feedback

and recommendations. Specific interventions in beneficiary countries will be considered in this context.

The Facility will continue to benefit from the expertise available in the Commission (e.g. the Joint Research Centre and Euratom Safeguards).

Beneficiaries

Authorities, agencies and organisations in third countries where ESF related expertise is needed.

Geographical coverage

Global.

Expected results

- Programmes and projects are prioritised, identified and implemented according to the interests and needs of beneficiary countries and regions.
- Experts are easily and rapidly deployed.
- Multi-purpose missions are duly designed and realised.
- Synergies with EU MS interventions are supported and coherence ensured between the internal and external dimensions of agreed EU security and development policies.
- Quality and visibility of EU interventions are ensured.
- A permanent database managed within the Commission, containing all relevant information related to the actions carried out under the IfS, is set up and made accessible to authorised partners.

Indicators

Number of activities and projects identified with support of the ESF. Number of activities and projects successfully implemented. Number of consultations of the information regarding the preparation and implementation of IfS programmes and projects made available in the database. Number of experts' names and profiles in the database. Number of assistance missions carried out.

Indicative budget

€6-9 million for 2009-2011.

PRIORITY 1: SUPPORT FOR THE OBJECTIVES OF THE EU NON-PROLIFERATION OF WEAPONS OF MASS DESTRUCTION STRATEGY (PROJECT AREAS 1 – 6)

Project area 1 — Regional centres of excellence on CBRN

Objectives

Strengthen the long-term national and regional capabilities of responsible authorities and administrative infrastructures. Support and reinforce short-term response capabilities to CBRN related incidents. More specifically:

- a. Provide training and assistance to countries in the implementation of international commitments to mitigate CBRN proliferation risks.
- b. Support national capacity to develop and enforce legal, administrative and technical measures in relation to CBRN proliferation risks.
- c. Ensure ownership and sustainability of training and assistance activities through an integrated regional approach.
- d. Provide a coherent package of training and assistance covering CBRN (e.g. export control, illicit trafficking, safety (taking due account of INSC and IPA actions) and security, emergency planning, crisis response, redirection of scientists, storage and disposal).

These regional “centres of excellence” will serve as further assurance for the quality and sustainability of projects selected under Article 4(2) of the IfS.

Modalities

- Assess existing CBRN training capacity with the aim of identifying suitable partners at national and regional levels (research and academic institutes, governmental institutions, regional and international organisations).
- Assist beneficiaries through training in order to upgrade their ability to tackle non-proliferation risks and threats, maximising the use of existing structures and competencies.
- Select hosts in each region to implement integrated regional programmes.
- Create regional networks of expertise to ensure cross-fertilisation, sustainability and improved cooperation.
- Promote best practice and tailor it to regional needs.
- Provide on-the-spot training and field exercises and identify gaps in capacity to reduce CBRN proliferation risks.
- Develop general and specific curricula taking into account the particularities of each CBRN domain.
- Support networking at regional level through peer-assessment, mutual assistance and twinning with existing “centres of excellence” in the EU.
- The different regional centres will be organised using a networking approach.
- Ensure coherence, coordination, feedback and synergies with programmes of other international actors (IAEA, Organisation for the Prohibition of Chemical Weapons)

(OPCW), the BWC Implementation Support Unit, UNSCR 1540, G8, Interpol, the World Customs Organisation (WCO), and the WHO) and with relevant Council Joint Actions.

- Rely on the expertise of JRC, Euratom Safeguards, other relevant Commission departments and other EU actors and partner countries as appropriate to prepare and implement the above modalities, including quality control and twinning with JRC institutes.

Beneficiaries

Lawmakers, regulatory and licensing bodies, CBRN inspection bodies, law enforcement agencies, customs and border guards, civil protection agencies, specialised laboratories, equipment maintenance services, universities and research organisations, industries in selected regions.

Geographical coverage

Middle East (e.g. Egypt, Jordan), Southern Mediterranean (e.g. Morocco), and the Gulf (e.g. UAE); South and South-East Asia (e.g. India, Indonesia, Malaysia, Singapore and Thailand). ESF expert missions will also address possible cooperation with other African countries to identify necessary action.

Expected results

Training capacity at national and regional levels reinforced and made operational. Capabilities of responsible authorities and administrative infrastructures enhanced in a sustainable manner. Improved response capabilities for CBRN-related incidents. Improved synergies and regional cooperation on proliferation risks between recipient countries. Reinforced international cooperation with IAEA, OPCW, UNSCR 1540 and other major donors (US, Japan, Canada and Australia), as well as with EU MS.

Indicators

Number of countries involved in common training activities or curricula. Improved regional planning on the assessment of CBRN risks and threats. Number of countries having developed, upgraded and funded their training courses and curricula. Number of countries having upgraded their long-term emergency plans. Number of national administrations involved in regional operational networks.

Indicative budget

€25-30 million for 2009-2011.

Project area 2 — Fighting illicit CBRN trafficking and deceptive financial practices

Objectives

Improve international security by tackling illicit CBRN trafficking. Strengthen the capacity of the relevant authorities involved in the development and enforcement of effective control of illicit CBRN trafficking. Allow a closer focus on the financing of proliferation activities, an area of growing concern to the international community. Assist third countries in the area of information exchange about illicit CBRN trafficking, collection and management of data, including coordination at national and regional level. More specifically:

- a. Strengthen detection capacity at borders in key countries for EU security in the Mediterranean basin and in South-East Asia. Projects in Central Asia and the Southern Caucasus could also be considered if specific needs emerge.

- b. Increase awareness and provide training on prevention, detection and response (e.g. emergency planning, crisis preparedness, “real life” exercises, capabilities for clean-up measures and specific risk management instruments).
- c. Increase vigilance of financial institutions and industry in combating illicit financing in key regions of proliferation concern.
- d. Encourage financial institutions and other relevant international organisations to adopt and disseminate international rules and best practice for tackling the financing of proliferation and ensuring the effective implementation of financial sanctions.
- e. Strengthen regional networks to exchange information on illicit trafficking incidents, taking into account existing information mechanisms, notably the IAEA’s Illicit Trafficking Database and Interpol’s Geiger. Special attention will be devoted to integrated regional projects in the Middle East, in Central Asia and the Southern Caucasus, South and South-East Asia and parts of Africa.
- f. Use regional CBRN centres of excellence as a platform for training on illicit trafficking, deceptive financing and knowledge management systems.
- g. Provide an assessment of the situation in Africa and outline an action plan to address specific needs in priority countries for coordinated regional follow-up.
- h. Assess and upgrade the legal framework and administrative procedures for processing both CBRN materials and the flow of money; include detection of CBRN smuggling in customs and border agencies’ routines.
- i. Illicit trafficking of CBRN materials is a major challenge also on the high seas as highlighted e.g. by the Proliferation Security Initiative (PSI). Possible actions should be explored.

Modalities

- The JRC will be tasked with assessing regional needs, providing sustainable training and, where needed, supervising the supply (and maintenance) of equipment to the relevant authorities.
- Support for the fight against deceptive financing should be provided, in close cooperation with relevant international institutions (the FATF, World Bank, and IMF). Particular emphasis should be given to the implementation of international financial guidelines in key countries.
- Coordination is ongoing between the EC, the IAEA and the United States through the Border Monitoring Working Group.
- Further cooperation will be needed with other groups like the UN Counter Terrorism Implementation Task Force (CTITF) composed of UNICRI, IAEA, OPCW, WHO, Interpol and the 1540 Committee to ensure exchange of information on illicit trafficking data.
- Programmes, e.g. in the UN framework, to strengthen exchange of information and knowledge-based analysis should be promoted.
- Training and assistance under this project will be linked, where appropriate, to the creation and development of CBRN centres of excellence and to existing training facilities within the EU.

- The involvement of regional organisations will be essential to ensure regional ownership and sustainability of the illicit trafficking projects.

Beneficiaries

Lawmakers, regulatory authorities, customs agencies, law enforcement services, border officers, intelligence services, financial institutions, industry in beneficiary countries.

Geographical scope

Priority will be given to areas important for EU security, such as the Middle East (e.g. Egypt, Jordan, and UAE); Morocco; Central Asia and the Southern Caucasus; South and South-East Asia (e.g. India, Indonesia, Malaysia, Singapore and Thailand). ESF expert missions will also address possible cooperation with other African countries to identify necessary action.

Expected results

Improved compliance with UNSCR 1540. Improved implementation of national legislation in the fields of export control, customs control, border security, state and secure handling of chemical, biological and nuclear materials and deceptive financial practices. Best practice established in the most important financial services. Increased functional availability and useful lifetime of equipment. Improved coordination with other international actors and donors. Increased awareness of customs and border control authorities of their security function.

Indicators

Number of borders equipped. Percentage of equipment working after two years. Number of trainees in each administration, bearing in mind both continuity and multiplier effects to achieve sustainability. Number and relevance of organisations participating in courses and seminars. Number of legislative frameworks and implementation procedures developed and upgraded. Number of financial institutions and industrial bodies that have put in place best practice schemes.

Indicative budget

€12-14 million for 2009-2011.

Project area 3 — Support for bio-safety and bio-security

Objectives

Reduce the threat and risk posed to public health, safety and security by the handling, storage and transportation of dangerous biological agents. Promote a culture of bio-safety and bio-security among relevant governmental authorities, industry and the scientific community through best practice and the adoption of relevant legislation and regulations. Develop and enforce standards to clarify boundaries of biological R&D activities. The following specific objectives will be pursued:

- a. Assess the effectiveness of the regulatory framework in selected countries, propose and assist in the implementation of remedial measures in accordance with international best practice.
- b. Identify the facilities and institutions where biomedical research or other activities with the potential to create bio-security risks are taking place.
- c. Appraise major risk areas such as the design, operation, and physical protection of high risk facilities and identify required preventive and corrective measures (emergency planning, crisis response).

- d. Design pilot projects in a limited number of selected national laboratories to ensure adequate levels of bio-safety and security. These pilot projects should aim at ensuring the subsequent dissemination of results.
- e. Evaluate the feasibility and develop a methodology for the possible deployment and use of mobile laboratories in crisis situations in third countries. The creation of certified pilot mobile laboratories in the key region(s) should also be explored and assessed.
- f. Design measures to increase awareness among different national and regional actors in beneficiary countries and regions on bio-safety/bio-security, including “real life” exercises.
- g. Develop regional and national projects in close coordination with regional CBRN centres of excellence, and organising training of relevant personnel, both in the beneficiary countries and, where appropriate, in the laboratories of the EU MS. This may include temporary assignments of technical and scientific personnel from the beneficiary countries to selected EU laboratories.
- h. Ensure coordination of actions and maximise synergies with other international donors in recipient countries and regions.

Modalities

- Rely on the expertise provided by the relevant EU scientific community and by international organisations (e.g. G8 Global Partnership, WHO, OECD, Interpol, G7), refine the regional need assessment and develop specific proposals for bio-safety and security of laboratories.
- Provide assistance with creating or upgrading national regulatory frameworks and their implementing measures.
- Ensure the training of relevant national or regional authorities and technical bodies supporting them.
- Design pilot projects in close coordination with regional and national authorities and bodies in the bio-security and safety field. Promote open dialogue and cooperation between public and private sectors and law enforcement agencies as stipulated in the EU green paper.
- Investigate the needs and requirements for mobile laboratories, e.g. in Africa, and develop the design and methodologies for a pilot project.
- Ensure close coordination with the CBRN centres of excellence established under Project area 1. Particular attention will be paid to the development of health preparedness and response capacity, looking for synergies among the national and regional early threat detection and reporting systems through a common web platform.
- Contribute to initiatives that strengthen global coordination such as the Global Health Security Initiative (GHSI), an informal partnership among ministries of health of the G7 countries, plus Mexico, the Commission and the WHO.
- Involving European centres specialised in diseases surveillance such as ECDC, together with relevant national, regional and international organisations, in elaborating and implementing, if appropriate, the above modalities.

Beneficiaries

Government, industry, scientific community, including public health authorities from recipient countries. Particular attention will be devoted to the staff of critical laboratories. The international community including the EU will benefit from this threat reduction activity.

Geographical coverage

Global with particular focus on the Middle East (e.g. Egypt, Jordan, and the UAE); Morocco; South and South-East Asia (e.g. India, Indonesia, Malaysia, Singapore and Thailand); and the former Soviet Union. Two to three countries in each region will be selected on the basis of missions carried out by Member States' experts. ESF expert missions will also address possible cooperation with other African countries.

Expected results

Improved security at high-risk facilities. Strengthened operational capabilities in crisis situations. Creation of a culture of safety and security through a regulatory framework and dissemination of best practice.

Indicators

Number of legislative frameworks upgraded. Number of laboratories that have upgraded their safety / security in operation. Number of emergency planning measures implemented in the target countries.

Indicative budget

€14-18 million for 2009-2011.

Project area 4 — Assistance and cooperation on export controls on dual-use goods

Objectives

Activities will build on experience with existing projects. The primary aim is to deliver export control assistance to countries sharing substantial trade and security interests with the EU. Work will continue with current beneficiaries while also addressing new beneficiaries. There will be an emphasis on the “enforcement” and “industry outreach” components. As training is of key importance, lessons learned will be systematised through *inter alia* the creation of training modules and curricula which can be applied *mutatis mutandis* to all countries. Wherever appropriate this will be done in close collaboration with the CBRN centres of excellence programme (see Project area 1).

Modalities

Implementation will be through one or several Member States possessing the appropriate expertise and resources. An advisory committee of the Commission departments concerned will be set up to support the programme in close cooperation with the implementing body. An independent assessment of the achieved results should be performed before further activities will be identified.

Beneficiaries

The geographical coverage of the existing programme will be extended to include new beneficiaries, taking into account areas in the Middle East, South-East Asia, South Asia and Africa. Recipient countries will benefit from knowledge and implementation of EU best practice. The EU will benefit from the exchange of experience with neighbours and key trading partners.

Geographical coverage

Global. Countries will be progressively added to the programme as resources become available, depending on the results of the ongoing evaluation and the needs assessment. Factors to be considered in the selection process include:

- relevance to the non-proliferation of WMD;
- willingness to accept assistance and to cooperate on non-proliferation;
- existence of comparative EU advantage over other donors;
- relevance to the EU's foreign policy in general (for example, as a candidate for future enlargement or in the context of the European Neighbourhood Policy);
- industrial structure;
- location in an area of proliferation concern;
- status as a trans-shipment hub;
- need for technical assistance.

In certain countries there will be the potential to set up "model" export control administrations to act as regional centres of excellence, providing advice and training opportunities for neighbouring countries on a sustainable basis, wherever appropriate through linkages with the CBRN training centres.

Expected results

Enhanced international security through export controls that meet EU and international standards required by UNSCR 1540. An enhanced enforcement component. Establishment of regional centres of excellence. For candidate countries, alignment with EU *acquis*.

Indicators

Number of beneficiary countries. Number of legal reviews undertaken. Number of activities by partner country. Number and relevance of officials and representatives of economic actors attending outreach seminars and participating in study tours, with a qualitative assessment on the impact of such events, including the participation of key officials, multiplier effects and staff continuity. Synergies with other activities and programmes developed.

Indicative Budget

€6-10 million for 2009-2011.

Project area 5 — Support for the retraining and alternative employment of former weapons scientists and engineers

Objectives

To reduce the risk of WMD expertise proliferation and the associated threat to international security. More specifically:

- a. Extend EU activities on WMD expertise redirection to other regions.
- b. Develop suitable programmes for individual countries where the communities of concern are smaller and less highly qualified than in the former Soviet Union.
- c. Modify the existing engagement with the ISTC/STCU in line with the ongoing internal reform efforts of both institutes to maximise the cost-effectiveness of IfS financial support, including much greater emphasis on funding partner projects (e.g. on bio-safety and bio-security).

- d. Encourage Russia to become involved in co-financing the ISTC. Encourage Georgia to adhere to either ISTC or STCU but not to both.
- e. Encourage an extension in ISTC/STCU activities towards less developed countries of concern, largely in Central Asia and the South Caucasus.
- f. Encourage a change of emphasis from support for nuclear and chemical projects towards bio-safety and bio-security projects, reflecting a changed perception of threat.

Modalities

Modalities will be adapted in each case to the specific needs of the country concerned, but will typically involve the EU and other international actors and organisations.

Beneficiaries

Former WMD scientists and engineers from beneficiary countries.

Geographical coverage

Former Soviet Union, Iraq, Libya, Syria and DPR Korea as appropriate. Other regions and countries may be considered.

Expected results

The redirection of the target group towards peaceful activities, through *inter alia*: collaborative research with EU companies and academic institutes; the creation of sustainable private sector employment opportunities; employment in projects with non-proliferation outcomes (e.g. nuclear forensics). The redirection of WMD facilities to peaceful purposes through the creation of commercial enterprises in non-WMD areas, e.g. nuclear medicine.

Indicators

Impact on non-proliferation of WMD. Number of proven WMD scientists and engineers involved. Quality and number of EC supported projects with a distinct non-proliferation outcome.

Indicative budget

€27-33 million for 2009-2011. The support level to the ISTC/STCU will be determined by the overall contribution of the recipient countries, the implementation of transformation strategies of the Centres, including the reduction of administrative expenses, as well as the scope for developing projects in other countries. It is anticipated that the contribution to the ISTC/STCU will be in the order of 70% of the total budget. If funds for projects outside the former Soviet Union are not discharged, they could be used for the ISTC and/or STCU.

Project area 6 — Support for Multilateral Nuclear Assurances (MNA) Initiatives

Objectives

Ensure that any expansion of civil nuclear power does not result in the spread of sensitive nuclear fuel technology, in particular enrichment and reprocessing technologies, with the associated risks of illicit trafficking and proliferation. Reinforce the international capacity to strengthen control of radiological and nuclear illicit trafficking by contributing to establishing multilateral nuclear fuel assurances. Mitigate the risks of proliferation of nuclear material and technology. More specifically:

- a. Contribute to the EU's efforts to support, as a first step, a nuclear fuel bank under the control of the IAEA, while ensuring compliance with basic criteria such as market

compatibility, security of supply, consistence with existing international non-proliferation measures and the absence of any negative proliferation impact.

- b. Ensure compatibility and coherence with Council Joint actions, and full coordination with EU MS and other international donors, while respecting Community and EU competencies under the Treaty of the European Union.
- c. Contribute to the EU's efforts to make a positive impact on the 2010 Nuclear Proliferation Treaty Review Conference.

Modalities

The precise conditions for implementation will be defined with the relevant EU authorities (EURATOM, including the Euratom Supply Agency) and with the IAEA. The Commission is setting up a Task Force with a view to contributing to EU work on the establishment of the IAEA fuel bank.

Beneficiaries

Countries considering the peaceful use of nuclear energy for electricity production.

Geographical coverage

Global.

Expected results

Guarantee of supply will reduce the need for national enrichment capabilities. A strengthened non-proliferation regime. Facilitation of additional initiatives for multilateral nuclear fuel assurances. International community support obtained by the IAEA for this first step as well as for possible further steps. EU involvement in steering the process.

Indicators

Number of countries supporting the MNA objectives. Number of countries willing to rely on market and fuel supply assurances. Number of countries willing to host a fuel bank reserve on their territory.

Indicative budget

€20-25 million for 2009-2011.

PRIORITY 2: TRANS-REGIONAL THREATS (PROJECTS AREA 7–11)

Project area 7 — Fighting organised crime on the cocaine route

Objectives

Enhance the capacity for international cooperation of law enforcement and judicial service of beneficiary countries for contributing to the fight against international criminal networks, while fully respecting human rights. More specifically:

- a. Strengthen information and intelligence capacity on land, sea and air borders at national, regional and inter-regional levels. Increase the effectiveness of investigation, disruption and prosecution by law enforcement agencies.
- b. Support the setting up of trans-regional cooperation and coordination platforms and networks, based on the evolving EU maritime, drugs and justice, freedom and security (JLS) policies.

To this end, consultations have taken place with EU MS, MAOC-N, international organisations such as Interpol, World Customs Organisation, UNODC and representatives of potential beneficiary countries. The programme concept has been presented to the members of the EU LAC mechanism and to the Troika EU-ECOWAS on drugs and to the EU MS in the Horizontal Drugs Group. The relevant services of the US State Department and the DEA have also been informed.

Given the complexity a phased approach will be applied for implementation.

Modalities

This programme will cover Western Africa, Latin America and the Caribbean and include regional and trans-regional components addressing the following main areas:

- interagency cooperation and coordination at the national, regional and trans-regional levels for the fight against trafficking by sea, air and land vectors;
- support to regional platforms and initiatives;
- fight against financial crime.

The differences in legislative, structural and institutional circumstances in the beneficiary countries will be duly taken into account.

1. Regional dimension

Lack of coordination is one of the most significant negative factors affecting the fight against organised crime at the regional level. The necessary elements for better coordination are adequate legislation, appropriate organisation, training and technical means, and, above all, strong political will. The different programme components initially developed in a region should be conceived as standards for implementation in other regions in order to ensure the coherence and the integration of the programme. Wherever possible, close synergies with national and regional programmes will be developed in implementation in order to maximise the impact of the programme, taking advantage of the upcoming mid-term review of assistance instruments.

1.1 Sea vector

1.1.1 Western Africa

The effective fight against trafficking by sea entails strengthening capacity in the coastal countries of the Gulf of Guinea at national and regional levels in the following areas:

National level

- **Inter-service container control and profiling units** in the main international sea ports possibly using the EU Marinfo system as a model complementing the WCO/UNODC container control programme.
- **Joint maritime intelligence units** to gather intelligence data on mother ships and other suspect boats. These units could be networked taking into account the model of the Regional Clearance System in place in the Caribbean with a wider scope. Due to its strategic location, Cape Verde could be considered as a location for a central database. The Caribbean expertise should be promoted.
- Other types of information and intelligence relating to trafficking, including classified information from military sources, could be collected, analysed and disseminated to relevant investigation and interdiction services at regional or international level through a **central multiagency intelligence and investigation unit** to be identified in each beneficiary country. It should be supported at regional level by EU experts, working coordination with EU MS' liaison officers. This inter-service agency would also be responsible for compiling national statistics on drugs seizures.

Regional level

- A **regional intelligence and maritime coordination centre** could be established under the auspices of the Economic Community of West African States (ECOWAS). This centre could ensure the collection, synthesis, analysis of intelligence, and support the interdiction and investigation activities of participating law enforcement services. The Centre would also be the counterpart of the EU MS liaison platforms to be set up in Western Africa and for other maritime platforms such as MAOC-N, the *Centre d'Enquêtes et de Coordination de la Lutte Anti-Drogue en Méditerranée* (CECLAD) or the United States' Joint Interagency Task Force (US JITF) in Key West. Due to the lack of capacity at national level, this centre could be envisaged as a final result of regional efforts.
- Forensics capacity should be supported as a key tool for investigation and judicial procedures.
- Capacities for the standardised monitoring of drug abuse and trafficking, as well as the establishment of harmonised statistics of drugs seizures should be developed at national and regional levels, based on the European and international standards developed by EMCDDA and UNODC.
- Close cooperation with Morocco should be supported as it is a key transit country for trafficking from Western Africa and the Sahel.

1.1.2 The Caribbean and Latin America

- Establish a Regional Network of maritime and port intelligence units in all key countries in South America and the Caribbean to identify suspicious vessels, containers and cargo, and provide actionable maritime intelligence. Incorporating: container profiling, general cargo profiling and identification of suspect mother-ships, cargo vessels, fishing boats and crew. In many countries Maritime intelligence units already exist that have been previously trained by EU MS. For example, Colombia already has highly skilled maritime intelligence

units that were established with support from individual EU MS authorities. It is proposed to build upon these existing Teams and provide further training and up-skilling. MS states have also trained staff in Brazil and Ecuador in this area, and there are ongoing EU and UNODC projects for container intelligence and port intelligence training courses in several countries in the region. These existing initiatives should be brought together and coordinated in order to train effective maritime intelligence units in all main ports.

- Support and complement activities already undertaken at regional level in Central America and in the Caribbean (such as Jamaica or the Dominican Republic) to increase security and border controls in international seaports.

1.2 Air vector

1.2.1 Western Africa

Western Africa has been identified as one of the most important transit areas for drug trafficking by air to Europe. The control of air passengers transiting through African airports requires the setting up and networking of multi-agency profiling units at international airports. Several international actors are already working in this area. The United Nations Office on Drugs and Crime (UNODC) AIRCOP project could be supported in Western Africa²⁰.

Regarding the control of small airplanes, experts confirm African countries' lack of control capacity. Training and exercises could be organised under the auspices of the Regional Intelligence and Maritime Coordination Centre proposed above, in order to improve capacity for observation, illicit landing control and interception, in addition to developing capacity for investigations.

1.2.2 Latin America and the Caribbean

Develop and train airport intelligence units to carry out cargo and passenger profiling. A pilot project and joint operations between Latin American (including Central American), Caribbean and Western African airports could be developed in order to identify the gaps and develop technical exchanges of best practice and exchange of staff between the regions.

The extension of AIRCOP to Latin America will be assessed and if appropriate prepared, possibly using the ESF in 2010.

1.3 Land vector

The land route is also used for trafficking and illicit migration through the Sahel and Maghreb countries and for cocaine transit in the Caribbean. The land vector component will include horizontal issues and specific actions in Western Africa, Latin America and the Caribbean where appropriate.

1.3.1 Horizontal issues

Legal assistance and training will be essential elements of the programme.

1.3.1.1 Legal assistance

The legal framework will be key to the development of multi-agency cooperation and coordination at national, regional and international levels. Supporting the development of

²⁰ To this end, a preparatory action financed by the Expert Support Facility will be carried out by the World Customs Organisation (WCO), with strong support from Interpol and EU MS, in order to test the capability of the 15 Western and Central African countries concerned to exchange information under operational conditions.

compatible legislation and the sharing of best practice will be central to this programme. The following activities could be envisaged:

- legal assistance for the ratification and transposition into domestic law of relevant International Conventions against trafficking and organised crime;
- support for legal integration of special investigation techniques, controlled deliveries, and judicial cooperation.

1.3.1.2 Training²¹

Africa

The following areas could be covered: police and other law enforcement staff often lack basic training and proper equipment to identify drugs or chemical precursors²².

At the end of the 1990s the EDF supported the development of a regional training centre in Côte d'Ivoire. The role of this Centre and of the regional training centre in Nigeria should be assessed in the new context of regional cooperation. A flexible structure attached to the proposed Regional Intelligence and Maritime Coordination Centre with EU MS law enforcement training advisers could also be set up. The activities of the Training Centre could progressively cover training against serious organised crime, including financial crime and the fight against terrorism. The regional centre could also play an important role in the training of magistrates and prosecutors²³.

This action could be developed in close partnership with EUROPOL, FRONTEX, CEPOL/MEPA, UNODC, WCO and INTERPOL (OASIS) and other interested partners, such as Brazil²⁴.

Latin-America and the Caribbean

Promote the use of Regional Training Centres: there are several possible venues in the region, including Ameripol and ANP facilities in Colombia, Dominican Republic, Brazil and others.

1.3.2 Specific measures

1.3.2.1 Africa

- Support the establishment of a network of border liaison officers and the development of the Interpol I/24/7, Find and Mind system for remote areas in close liaison with the INTERPOL (OASIS) programme and the EU police coordination platform to be established in Dakar.

²¹ Training (in general since this involves West Africa and LAC countries) could be tasked with: the setting up of a data base with information on drugs and drug trafficking, including new trends; establishing a rotating team of law enforcement trainers with strong operational experience; preparing computer based training capacity, including training modules adapted to the needs of local law enforcement and training on line. This training would initially focus on the investigation and intelligence capacity of specialised anti-drugs and anti-organised crime services, possibly involving the setting up of vetted investigation units; specific attention should be given to law enforcement maritime training.

²² The absence of kennel capacity is also an important weakness which could be addressed through a pilot training project.

²³ The experience of the Law Enforcement Detachment in Cap Verde (LEDET); this includes training on Article 17 of the Vienna Convention.

²⁴ Brazil already delivers training to West African countries, e.g. Guinea Bissau, and has considerable influence in the region that could be used.

- Special attention should be given to reinforced cooperation and exchange of intelligence with Morocco regarding drugs trafficking by air, land and sea.

1.3.2.2 Latin America and the Caribbean

Three specific actions could be undertaken:

- American Police Community (AMERIPOL) in Bogota. Support will be considered for the consolidation of the recently established AMERIPOL, potentially a vital regional cooperation and coordination platform, and where appropriate to networking with other regional and international police cooperation. Support could notably be given to the AMERIPOL branch dealing with money laundering and to the training branch²⁵. These actions should be implemented in close synergy with those EU MS already committed to supporting the development of AMERIPOL. The development of the law enforcement academies network, using the CEPOL concept and supporting the police integration in Latin America, could be developed with the support of EU MS, CEPOL and Europol.
- Financial Action Task Force — South (FATF) in Buenos Aires. This organisation groups 10 Latin American countries in the fight against money laundering and financing of terrorism. As awareness is relatively low, the IfS could finance threat assessments in countries concerned in order to enhance the response capacity of political authorities. Similar cooperation could be undertaken with the Financial Action Task Force of South America against Money Laundering (GAFISUD), the Caribbean Financial Action Task Force (CFATF) and the Inter-American Committee against Terrorism (CICTE). An assessment of the regional cooperation capacity in these areas could be carried out as a basis for possible future action.
- MERCOSUR, Working Group on Financial Matters. The IfS could support the development and dissemination of common standards among the members of the organisation for the fight against financial crime. A training project for specialised magistrates could be prepared and an e-learning capacity developed with mentor Courts in each involved country.

2. Trans-regional dimension

A limited and coherent set of projects and preparatory actions could support the trans-regional dimension of the programme. They could include:

- The former drugs budget line funded a project for law enforcement and intelligence cooperation against cocaine trafficking from Latin America to West Africa. In addition, the continuation of the EU support to the EU-LAC Intelligence Sharing Working Group (ISWG) initially financed by the former drugs budget line will be considered on the basis of an assessment. Building upon these projects, the potential for developing a new programme will be assessed at the end of this programming period, subject to the availability of funds. It would be extended to the fight against organised crime, while the geographical scope could be expanded to all three regions, in close coordination with EU MS initiatives.

²⁵ Technical assistance could address investigative techniques, trafficking and smuggling modalities/mechanisms/routes; improvement of information exchange; information on dedicated structures in AMERIPOL member countries, legal procedures and mechanisms.

- Establish maritime intelligence units in each region (and network them trans-regionally) to provide actionable maritime intelligence that will be developed by MAOC (N), JIATF and EUROPOL.
- The AIRCOP programme could usefully be extended to international airports in Latin America at a later stage, depending on an assessment possibly to be undertaken under the ESF in 2010. The networking of the Latin American and Western African profiling units in international airports would constitute important progress.
- Support the creation or reinforcement of Special Anti-drug Prosecution Units to deal with transnational cases. Reinforce international judicial cooperation networks such as the AIMP – *Asociación Iberoamericana de Ministerios Públicos*.

3. Indicative timing

Western Africa: The joint identification of actions under the Regional Indicative Programme for ECOWAS countries should allow for an inclusion into the Annual Action Plan 2009 of activities related to intelligence capacity building and support for setting up a regional cooperation platform under ECOWAS and concomitant training capacity. The phasing of other activities will be defined during this initial period in close coordination with regional programmes such as the Indicative Programme for Western Africa.

Latin America and the Caribbean: Actions described under 1.1.2 and 1.2.2 will possibly be included into the AAP 2009, as well as the possible support to the ISWG. All actions set out under 1.3.2.2 could be included into the AAP 2010 with the preparatory actions described allowing the feasibility of possible actions in 2011 to be assessed. Close coordination with national and regional programmes will be ensured in order to maximise the impact of the programme.

Beneficiaries

The law enforcement and judiciary authorities of beneficiary countries.

Geographical coverage

Western Africa, Maghreb, Caribbean and Latin America.

Expected results

The legal framework for interagency cooperation and coordination is revised and adapted. Coordination, cooperation and intelligence sharing capacity are reinforced within and between beneficiary countries and regions. The capacity of beneficiary countries and regions or organisations to fight against trafficking and other serious organised crime activities is reinforced. Integration of beneficiary law enforcement and judicial authorities in the international community is enhanced. Synergies are created between the internal and external dimensions of EU security policies including between European Commission programmes and EU MS bilateral interventions. The ESF is used as a regular tool in reinforcing the coherence and visibility of EU action in several security areas.

Indicators

Number of legal frameworks complying with international rules. Number of maritime profiling and intelligence units networked. Number of African and other countries participating in the regional platform. Number of beneficiary countries that have set up statistics systems on drugs seizures. Number of statistics and evaluation reports. Number of drugs seizures. Number of arrests. Number of criminal networks dismantled. Number of messages and communication exchanges using Interpol and the WCO's communication

systems. Number of actions translating an improved coordination/cooperation between EU Member States and beneficiaries. Number of joint operations. Number of cooperation actions on investigation between beneficiary and EU services.

Indicative budget

€18-22 million for 2009-2011.

Project area 8 — Fighting organised crime on the heroin route: Phase II — The Black Sea basin and the Western Balkans

Objectives

The main objective of this programme will be to complement and where appropriate reinforce regional or international initiatives against organised crime and trafficking activities on the heroin route, with the additional aim of contributing to coherence between the internal and external dimensions of EU security policies. More specifically, pending appropriate feasibility assessments, measures could include:

- a. Reinforce law enforcement cooperation against maritime illicit trafficking on the Black Sea through improved information sharing capacity and regional coordination.
- b. Promote and assist intelligence sharing capacity and regional coordination on organised crime and trafficking activities in the Black Sea basin and possibly the Balkans, including littoral and land-locked states.
- c. Develop/support cooperation between law enforcement platforms/initiatives in the Western Balkans (e.g. SECI, ILECU) and platforms in the Black Sea basin.
- d. Assist the countries of Central Asia and the Southern Caucasus in their efforts to develop an integrated response to different types of illicit trafficking, possibly including through a pilot project on the fight against trafficking in human beings.
- e. Support for regional coordination platforms such as the Central Asia Regional Information and Coordination Centre (CARICC) and/or other relevant regional initiatives.

Modalities

This programme will build on the first phase of the programme “Fight against trafficking from and to Afghanistan” (under the IP 2007-2008) taking the different legislative, structural and institutional circumstances in the beneficiary countries into account. It should also, where appropriate, complement actions undertaken by EU MS or financed by other EU assistance instruments, including CARDS, IPA, and TACIS, DCI (BUMAD, SCAD, BOMCA, CADAP and the regional Integrated Border Management Programme for the Southern Caucasus). In particular, close coordination and consistency with initiatives in the Black Sea Synergy framework and the recently launched IPA project for the Western Balkans managed by DG ELARG needs to be ensured. The following actions could be inter alia developed pending appropriate assessment:

- Establish and support interagency container profiling units in relevant seaports of the Black Sea, building on the actions already undertaken under the BUMAD programme, using standard modules to allow connection with the EU customs Marinfo system.
- Support regional cooperation centres for the fight against organised crime, including maritime trafficking around the Black Sea.

- Assess the feasibility of an MAOC-N type coordination platform with Black Sea littoral countries with the purpose of increasing interdiction capacity against trafficking and the dismantling of criminal networks.
- Assess the appropriateness and feasibility of a pilot project to create and/or reinforce law enforcement and justice department capabilities to exchange information about trafficking in human beings (THB).
- Support NGO networking for awareness raising and support to victims of trafficking, including assisting victims of trafficking to return to their countries of origin and drafting of guidelines for the management of victims of trafficking at the border, in Central Asia and Southern Caucasus countries.
- Promote best practice and integrated methodologies for better understanding and management of risks.
- Based on EU expertise, including Europol, support the Central Asia, Southern Caucasus and Western Balkans countries possibly through the following measures:
 - legal assistance to check that national legislation complies with international standards;
 - support for specialised investigation units with training on special investigation techniques and development of the Interpol system, including its data base on victims of trafficking;
 - networking of the heads of anti-THB police units and of specialised prosecutors;
 - support for regional or trans-regional programmes on witness protection;
 - the setting-up of a network of THB specialised officers in Central Asia and South Caucasus main international airports with access to Interpol I/24/7;
 - support for joint operations to improve information exchange and cooperation procedures between beneficiary services.
- Information and training for consular authorities of the beneficiary countries.
- *Small arms and light weapons (SALW) trafficking*: Consistency and synergies with actions undertaken under the SALW programme (priority 2, project area 11) should be sought.

Beneficiaries

Law enforcement and justice departments, customs administrations, border guards, consular authorities and if appropriate relevant NGOs in beneficiary countries.

Geographical coverage

Central Asia, Southern Caucasus, Black Sea basin, Western Balkans.

Expected results

The capacity for collection, analysis and sharing of information on trafficking, and particularly maritime trafficking on the Black Sea, is improved. Liaison between the coordination platform, Marinfo, the SECI, Europol, Interpol, CARICC and where appropriate other relevant international partners is improved. Law enforcement cooperation and the number of seizures are increased. Cooperation between EU law enforcement services and beneficiary regional platforms is developed. Increased law enforcement cooperation between Western Balkans and Black Sea basin countries. Mechanism is established permitting flexible exchange of information between prosecutors and specialised law enforcement agencies.

Interpol general and specialised data bases are made accessible in the main international airports through a network of specialised liaison officers. Training on special investigation techniques is developed. Programme on witness protection is supported. Guidelines are drafted to ensure the safety of returning victims at the borders. Consular authorities are informed and trained to handle requests for travel documents or protection from victims of trafficking in human beings.

Indicators

Number of profiling and intelligence units created and functioning. Number of Black Sea littoral states participating in the setting up of an MAOC-N type platform. Number of seizures, arrests and convictions. Number of successfully targeted containers, number of vessels controlled, number of messages between the partners using Interpol, Marinfo or CENT systems. Number of joint operations in the concerned regions. Number of human trafficking victims assisted, publication of guidelines for protection of THB victims, an electronic report on best practice is made available on the internet, number of Consulates involved in the information and training programme.

Indicative budget

€5-8 million for 2009-2011.

Project area 9 — Support for prevention of and fight against terrorism

Objectives

This EC-funded counter-terrorism programme will provide support for the fight against terrorism at national, regional and global levels. Within the programme three main components are envisaged: the Global Counter-Terrorism Outreach Programme, the Sahel and Pakistan/Afghanistan. In addition, it could analyse threats and prepare possible actions in other regions, in particular the Horn of Africa/Yemen. The programme will be complementary to ongoing bilateral and regional programmes and will also pay particular attention to the role of women as victims and actors of terrorism.

- a. The *Global Counter-Terrorism Outreach component* will aim to provide support for the implementation of the relevant UN Security Council Resolutions and Conventions and Protocols on counter-terrorism and the UN Global Strategy on counter-terrorism.
- b. The *Sahel regional component* will promote the establishment of regional capacity for law enforcement agencies and judicial authorities in Sahel countries in order to improve cooperation in preventing and combating terrorism, including the financing of terrorism and organised crime.
- c. The *Pakistan/Afghanistan component* will aim at improving the respective capabilities of these countries and facilitate regional cooperation (including police and judicial cooperation) on preventing and combating terrorism and terrorist financing and on other preventive measures such as supporting public access and unbiased information. Close coordination will be ensured with EC support for the reform of security and justice institutions in Afghanistan, EU POL, and other donors.

Modalities

A mission by DG RELEX to Pakistan and Afghanistan in June/July 2008 identified a number of possible areas for assistance which could be addressed in close coordination with other donors. A mission with EU MS experts organised by the ESF is planned for 2009. The findings of an ESF expert mission to Sahel in June 2008 provide a first basis for the

implementation of the Sahel regional component. Additional ESF missions could identify possible actions in other regions, in particular the Horn of Africa/Yemen.

Given the political sensitivity of counter-terrorism and the novelty of this programme, the expertise of EU MS and the need to closely cooperate with the Council, the relevant Commission services will be involved in an advisory committee guiding the programme to which EU experts will be invited as appropriate. This advisory committee will help prioritise taking into account the needs assessments undertaken by the EU Counter-Terrorism Co-ordinator and relevant Council working groups (e.g. COTER), the Office of the UN Counter-Terrorism Co-ordinator and G8 Counter-Terrorism Action Group (CTAG). In this context, the feasibility of specific measures, addressing inter alia commitment of beneficiaries, security concerns and inter-pillar coherence will be assessed, which could include:

Global Counter-Terrorism Outreach Component

- Provision of legislative advice and assistance to criminal justice systems, taking into account the UN CTED gap analysis and close cooperation with relevant donors.
- Support for appropriate structures for implementing counter-terrorism policy.
- Improve the knowledge and understanding of threats and risks in relation to critical infrastructure, disseminate relevant methodologies and existing best practices, identify gaps in knowledge and in legal provisions, policies, procedures, tools, technologies and standards.
- Training of relevant law enforcement agencies and judicial authorities, including in ensuring that counter-terrorism operations are conducted in compliance with human rights requirements.

Sahel region

- Promote regional capacity of law enforcement agencies and judicial authorities in the Sahel countries to improve cooperation on combating terrorism, including related financing and organised crime, taking into account related work of the ECOWAS Commission. Complement and expand actions already undertaken under the IfS Action Programmes 2007 and 2008 and relevant geographic instruments (including possible continued support to the AU African Centre for Studies and Research on Terrorism — ACSRT).
- Assist with improving respect by law enforcement agencies for human rights and the rule of law.
- Establish a regional network of relevant national services responsible for antiterrorist coordination in the Sahel countries, including possible enhanced cooperation with ACSRT, ECOWAS, Interpol/Oasis.
- Support the establishment, coordination, and, as far as possible, harmonisation of national legal structures specialised in the fight against terrorism and trans-national organised crime in close synergy with Project area 6 — Fighting organised crime on the cocaine route.
- Develop a regional training framework, possibly on the basis of standard training at national level.
- Consider supporting a regional Sahara training centre, if feasible, as a pilot project in close cooperation with Project area 6 — Fighting organised crime on the cocaine route.
- Promote efficient regional operational cooperation strengthening border security and surveillance capabilities.

- Develop inter-agency filing systems on terrorism (using I 24/7 Interpol or similar).

Pakistan/Afghanistan region

- Promote regional inter-agency cooperation between law enforcement agencies and judicial authorities on counter-terrorism and serious organised crime, encouraging improved inter-institutional information sharing in South Asia.
- Support complementary capacity-building measures for relevant local and national police levels and judicial authorities.
- Assist with improving law enforcement agencies' observance of human rights and the rule of law.
- Develop specific training courses and capacity aimed at cross-border cooperation, including support for specialised counter-terrorism law enforcement agencies, enhanced border control, and combating terrorist financing and money laundering (complementary).
- Help improve border control measures (e.g. information exchange, documentation and training) in close conjunction with the existing activities.
- Assist in promoting democratic values, in particular the participation of women and young people in the democratic process.
- Support media addressing radicalisation.

Indicative timing

Based on the preparatory work in 2009, the main actions could be considered for the AAPs 2010 and 2011, allowing the feasibility of possible follow-up actions under the next Indicative Programme 2012-2013 to be assessed.

Beneficiaries

UN Member States participating in UN counter-terrorism activities; judicial authorities at national and local levels (including state prosecutors responsible for counter-terrorism); law enforcement agencies (including police, gendarmerie and border guards) and relevant regional structures, in particular in the Sahel and Pakistan/Afghanistan regions.

Geographical coverage

Global by assisting the implementation of the UN counter-terrorism strategy with specific actions to be identified for the Northern and Southern Sahel countries and for Pakistan and Afghanistan. Other regions, in particular the Horn of Africa/Yemen, for analysis and preparatory work.

Expected results

Improved implementation of the UN counter-terrorism strategy by providing assistance to individual UN Member States in addressing shortcomings in counter-terrorism. Regarding Sahel and Pakistan/Afghanistan, increased regional police and judicial cooperation on addressing the growing threat of terrorism. Strengthened regional cross-border cooperation between law enforcement agencies and judicial authorities at national and local levels on combating terrorism. Promotion of incorporation of core principles of the rule of law, good governance and human rights into the operations of law enforcement agencies.

Indicators

Assessment reports by the UN CTED and relevant Council working groups (COTER) on the implementation of relevant UN Resolutions and UN Counter-Terrorism Strategy. Delivery of training programmes and policy/legal advice to Sahel countries, Pakistan and Afghan law enforcement agencies and judicial authorities. Setting up of regional cooperation contacts between Sahel law enforcement agencies and judicial authorities and between Pakistan and Afghanistan.

Risks/constraints

The delivery of counter-terrorism assistance depends inter alia on stable and secure conditions for cooperation in the target countries. The political will and ability of national governments to participate in this programme are a prerequisite to be assessed involving the advisory committee. Close donor cooperation and coordination with EU assistance and EU MS programmes is vital to ensure complementarity. Success also depends on the readiness of EU MS and other relevant international organisations to commit themselves.

Indicative Budget

€10-14 million for 2009-2011.

Project area 10 — Critical maritime routes

Objectives

This programme will seek to address a number of risks and threats posed by piracy and armed robbery at sea in a comprehensive and integrated way by bringing together the appropriate legal frameworks, institutional arrangements and operational measures, including capacity building to improve the exchange of information. It will cover littoral countries along maritime routes with an initial focus on the Malacca Straits, the Bab-el-Mandeb (Mandab Strait) and the Gulf of Aden. Where appropriate, it will support and complement existing EU initiatives. More specifically, the programme seeks to achieve safer and more secure maritime traffic, partly through clean-up measures, better policing against terrorism, and fighting crime and illicit trafficking, and to improve risk preparedness for both conventional and CBRN threats.

Close coordination with activities funded by other EC instruments, MS and other donors – including development assistance aimed at addressing the root causes of piracy – will be essential to achieve sustainability.

Modalities

The following areas could be addressed:

- *Legal framework:* Support accession to and compliance with relevant conventions including the International Convention on Search and Rescue (SAR), the International Convention for the Prevention of Pollution from Ships (MARPOL) and the Convention for Suppression of Unlawful Acts against Safety of Marine Navigation (SUA).
- *Institution and capacity building and strengthened law enforcement:* Support relevant regional and trans-regional initiatives. Initiate the setting up of appropriate structures. Support coastguards or others providing this service. Support port and other relevant administrations in the implementation of international standards including the International Ship and Port Facility Security Code (ISPS Code).
- *Training and research:* Improve knowledge of maritime legislation, criminal law and procedures. Develop interagency cooperation and support the networking of relevant institutions and services in the littoral states.

- *Provision of equipment:* Support the establishment and maintenance of a Vessel Traffic Monitoring and Information System (VTMIS) network and the enhancement of coastguard capacity in this respect.
- *Risk management:* Develop appropriate cooperative contingency arrangements for managing conventional and CBRN risks.
- *Operational cooperation:* Support appropriate systems of maritime surveillance, taking into account the need for interconnection and coordination. Develop standard operating procedures for responding to threats.
- *Illicit WMD trafficking:* Consistency and synergies with the actions undertaken on WMD, specifically on illicit CBRN trafficking (priority 1, project area 2), is essential..
- *Small arms and light weapons (SALW) trafficking:* Consistency and synergies with actions undertaken under the SALW programme (priority 2, project area 10) should be sought.

Without prejudice to additional actions that could be identified during the implementation phase, the following activities could be considered for funding:

- Establish a network of regional research institutes to start an open system of information sharing on maritime safety and security matters.
- Promote the Container Traffic (ConTraffic) and Tracking System developed by JRC.
- Support the establishment of a documentation and training centre for the Horn of Africa.
- Promote the Marine Electronic Highway (MEH).
- Support Class B Automatic Identification System (AIS) Transponders on Small Ships.
- Facilitate cooperation and capacity building on hazardous and noxious substances.

The establishment of a regional agreement on countering piracy in the Western Indian Ocean could also be considered for support at an early stage of the programme. EU know-how on issues such as maritime surveillance, satellite imagery and container trafficking control (e.g. the ConTraffic system) could be used as a model.

Beneficiaries

National authorities, regional and trans-regional bodies and ship-owners.

Geographical coverage

This programme is in essence global, but given the scarcity of resources it is proposed to concentrate efforts on the Straits of Malacca and Singapore and on critical maritime routes in the Horn of Africa area. These two could be the first regions to benefit from the programme. Other options may be examined on the basis of further studies.

Expected results

Better compliance with the international legal framework, a reduction of incidents of piracy and armed robbery at sea, more secure ports, better policing to counter illegal trafficking, improved administrative capacity to fight against crime and terrorism and enhanced risk-preparedness for both conventional and CBRN risks.

Other results could also include improved information-sharing capabilities, joint exercises to verify procedures, coordinated or integrated patrols, exchange of liaison officers, tailor-made training, and safer and more secure ports through the promotion of the ISPS code.

Indicators

Number of countries having access to relevant international legal instruments; statistics on the build-up of national and regional administrative capacity; statistics on piracy and armed robbery incidents.

Indicative budget

€14-18 million for 2009-2011.

Project area 11 — Actions to prevent, combat and control the illicit trade in small arms and light weapons (SALW)

Objectives

To enhance small arms control by supporting cooperation and improve effective implementation of the UN Programme of Action, the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, where applicable, and the International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons. This should primarily be done through assistance to regional and sub-regional organisations and their members.

Among the measures that could be considered are inter alia:

Develop expertise networking; promote transfer of know-how and dissemination of best practice; develop and support projects with a proven record of impacting upon actors engaged in the illicit trade in SALW; support regulatory regime initiatives; where relevant, support and promote applicable research projects related to the marking and tracing of SALW.

Modalities

SALW expertise and technical assistance will be provided to work with and support relevant regional and sub-regional organisations (e.g. AU Commission, COMESA, EAC, IGAD, ECCAS, ECOWAS, SADC, OAS, MERCOSUR, SICA, OSCE and INTERPOL) particularly in actions aimed at the full and effective implementation of the UNPoA, the Protocol where applicable, and ITI by beneficiary countries. The first level of intervention will be regional and sub-regional, to expand later to a more trans-regional level. Actions could address inter alia the following areas:

- Capacity building to enable countries to assess their assistance needs and translate them into concrete national action plans.
- Assistance in developing adequate legislation, regulations and administrative procedures, particularly on brokering, marking, record-keeping and tracing of SALW.
- Supporting the elaboration of regional arms control strategies including notably through the strengthening and harmonisation of SALW legislation to eliminate legal and technical gaps. Monitoring and evaluating such legislative developments.
- Screening national reports to identify shortcomings and proposing remedies through the SALW life cycle.
- Supporting best practices on SALW by organising training programmes on a sub-regional and regional level. Such training programmes could also involve trans-regional participation e.g. between ENPI countries, Latin-American and Western and Southern African countries.
- Enhancing regional co-operation between national law enforcement agencies and between judicial authorities.
- Development and promotion of investigative techniques to combat trafficking in SALW.

- Improvements in the surveillance, monitoring and regulation of air and sea carriers.
- Supporting countries implementing ITI through the agency of INTERPOL, including further development and promotion of the INTERPOL weapons electronic tracing system and other mechanisms aimed at facilitating the tracing of illicit SALW.
- Where relevant, promoting, supporting and disseminating the results of research projects developing innovative approaches in the fight against SALW trafficking, including the application of air cargo and maritime safety regulations, technologies and systems for the marking and tracing of SALW.
- Enhanced research and information sharing on marking, record-keeping and tracing systems, leading to the establishment or reinforcement of regional and trans-regional best practice. JRC work in this area could be supported if appropriate.
- Identifying synergies with other programmes carried out under priority 2 of the 2009-2011 IfS Indicative Programme, such as project areas 1 to 4, i.e. the cocaine route, heroin route, counter-terrorism and critical maritime routes programmes.

Full account will be taken of assistance offered by other international donors. Synergies with EC geographical and thematic programmes should be maximised.

Beneficiaries

Regional and sub-regional organisations, national law enforcement agencies and judicial authorities in beneficiary countries. International public interest organisations and EU MS authorities working to identify and develop new methods, best practice, including regulatory practice, to fight SALW trafficking by land, sea and air.

Geographical coverage

Global, with an initial focus on ENPI countries, African and Latin American countries or regions.

Expected results

More effective implementation of UNPoA, the Protocol where applicable, and ITI by beneficiary states. Improved marking and tracing of SALW. Improved civil aviation and maritime regulations and improved their enforcement. Improved capacity of enforcement agencies and judicial authorities. Effective exchange of information, best practice and lessons learnt between regional, sub-regional and national authorities.

Indicators

Proportion of regional/sub-regional organisations supported which report and implement improved adherence to UNPoA from their participating states. Proportion of national action plans amended or introduced and implemented which better correspond to identified needs. Improvement in scope, quality, transparency and timeliness of trans-regional and regional information exchanges. Percentage increase in number of countries participating in information exchanges to the required standard. Proportion of countries upgrading and implementing their air and maritime safety regulations. Percentage increase in number of countries developing, supporting and implementing regional/sub-regional initiatives for marking and tracing SALW, and for regional/sub-regional SALW transfer controls. Proportion of essential staff trained in each country.

Budget

€6-10 million for 2009-2011.

PRIORITY 3 – BUILDING CAPACITIES FOR EFFECTIVE CRISIS RESPONSE (PEACE-BUILDING PARTNERSHIP) (PROJECT AREA 12)

Project 12 — Building capacities for effective crisis response

Objectives

To build the capacity of the international system — non-state actors; international organisations (including regional and sub-regional organisations); and relevant Member States' agencies — to respond in peace-building situations. In this regard, it is envisaged to strengthen the upstream ability of the Commission's crisis response partners to anticipate, prevent, analyse and respond to crisis situations and their aftermath.

Modalities

Funding will be awarded by means of Annual Action Programmes. The exact type of funding (e.g. action grants, operating grants, service contracts), together with their means of implementation (e.g. direct grants, calls for proposals, framework partnership agreements, framework contracts, indirect centralized management) will be decided in the light of the evolving nature of the Peace-building Partnership. Moreover, in view of the longer-term objectives of many peace-building activities, the possibility of assuring a degree of sustainability with regard to the funding provided should be explored.

Beneficiaries

The immediate beneficiaries will primarily be non-state actors, international organisations (including regional and sub-regional organisations) and relevant EU Member State agencies. The ultimate beneficiaries will be the populations of conflict- or disaster-affected third countries.

Geographical coverage

Global — in accordance with Article 17(5) of the Instrument for Stability.

Expected results

1. Improving the capacity of non-state actors

The Commission will continue to strengthen the capacity of its partner organisations through providing grant funding. Particular emphasis will be put on building the operational capacity of non-state actors (including local organisations); the provision of policy advice; and increasing the expertise available in the areas identified in Article 3(2) of the Instrument for Stability. Moreover, facilitated access to the Commission's own technical capacity (notably mapping and information technologies) is also envisaged.

Once experience has been gained with respect to the concrete implementation of the activities set out in the 2007 and 2008 Annual Action Programmes, it will be possible to further reflect upon enhancing the management of, and fine-tuning the precise outputs sought from, future capacity-building support to non-state-actors

The Commission envisages focusing its funding as far as possible on creating synergies among non-state actors working together — for example, in partnerships, consortia or networks — on specific aspects of peace building. Existing relevant peace-building platforms may also play a useful role in this regard – and support could thus focus both on strengthening such existing initiatives, as well as establishing new ones. Moreover, given the importance of developing field-based analysis (see below), particular attention will need to be given to

ensuring that relevant organisations in the field (or international non-state actors with strong field-based links) are adequately represented with regard to the activities funded.

It is also envisaged, under the second Indicative Programme, to continue to facilitate the identification and sharing of operational best practice, and to assure enhanced mechanisms which would facilitate the pro-active provision of policy advice, by non-state actors working on peace-building issues. With regard to the subject areas for policy advice, there are indications from civil society of a preference for leaving the topics open. Moreover, it could be useful in this regard to focus particularly on linking field activities (such as the field-based policy analysis referred to below or policy advice events organized in the field) with policy making at EU level.

With regard to establishing improved early warning mechanisms and ensuring improved access to field-based political analysis and policy-oriented research, the Commission plans to continue to support organisations conducting policy-oriented and field-based research, with a strong emphasis on early warning and conflict prevention. Such support should also take into account lessons learned from current and previous work financed by the Commission in this area: notably, increased focus on long-term conflict prevention and peace-building issues — rather than on pure crisis management issues; close consultation with relevant Commission services; and the usefulness of a degree of flexibility in terms of being able to draw upon the various competences of different organisations within a network. There will continue to be a strong emphasis; on the identification of root causes of crises; on the provision of real-time analysis; on strengthening existing early-warning databases; and on promoting the coherence of conflict prevention, crisis management, early recovery, and development cooperation measures and objectives. Relevant civil society actors could contribute to the planning of such efforts, including by mobilising the timely early warning and field-based analysis and databases available in the sector. Both the Commission and the civil society actors concerned will need to reflect carefully on how future work in this area can build on existing and previous efforts in order to ensure continuity and cumulative results.

2. Further development of a structured dialogue between the Commission and the civil society sector on peace-building issues

It is envisaged to build upon the initial efforts undertaken in 2008 to facilitate the dialogue between the Commission and the civil society sector on peace-building issues, including on the preparation of the current Indicative Programme, most notably through the organisation of joint consultation meetings (which now include representatives from the European Parliament and from Member States).

The objective is to establish a coherent, balanced and transparent dialogue in order to create a structure for mutual consultation on several levels, which could address, as appropriate: (i) developments with regard to the Peace-building Partnership, general orientation/functioning of the Instrument for Stability, thematic/geographic issues of particular mutual interest; (ii) strategic documents (for example, strategy papers, indicative programmes) and processes (for example, the mid-term review); and (iii) programming documents (annual action programmes). Moreover; the dialogue could also usefully encompass a crisis-response component allowing discussion of specific crisis situations. Adequate concrete resources (notably financial and human) will be necessary to support this dialogue, with a view to developing a constructive, open and structured consultation process.

In addition to enhanced consultation, a further tool designed to foster the dialogue is the Peace-building Partnership web portal, which allows interested non-state actors to register and to provide specific information regarding the geographic and thematic scope of the issues they address. While the initial intention is that this information will be of use to relevant

Commission services in planning their crisis response activities, the web portal could be developed further in the future — subject to available human resources — to make it more user-friendly (for example, including a Commission peace-building ‘who’s who’, key documents, information identifying general priorities for crisis response, etc.) and interactive (allowing registered organisations to post documents).

With regard to expected results 1 and 2, it would also be useful to increase the focus on linking the activities funded under the crisis preparedness provisions of the Instrument for Stability (Article 4(3)) with the crisis response areas set out in the Instrument (Article 3(2)). For instance, actions supported under Article 4(3) should ensure enhanced up-stream capacity in order to tackle specific crisis response scenarios funded under Article 3(2), and actions supported under Article 3(2) could potentially identify gaps in terms of civil society capacity or field-based analysis which could be addressed under Article 4(3).

3. *Re-inforcing co-operation and building capacity with other relevant international organisations (notably the UN) and with relevant regional and sub-regional organisations*

The European Community and EU Member States are major donors to multilateral organisations (notably the UN family), but they also have a substantial technical and operational capacity of their own. Support under the Instrument for Stability will continue to underpin and strengthen the Union’s contribution to the development of policy and practice at multilateral level on crisis response and peace-building and to ensure that key EU policies are taken into account in the operational practices of multilateral organisations.

In this regard, it would seem useful for the Commission and the UN to have more of a strategic and long-term approach to mutual cooperation on peace-building issues. In this regard, a limited number of well-defined and delimited thematic areas could possibly be more effective than a larger number of ad hoc activities. Further discussion with the UN in this direction could prove productive. Initial work with the UN under the Peace-building Partnership has focused on developing common post-conflict or post-disaster needs assessment methodology, in line with the requirement of the EU Consensus on Development to reduce the burden of multiple field assessments in crisis countries, and on addressing together the issue of natural resources and conflict.

Moreover, it is intended to build upon the concrete cooperation efforts with relevant regional and sub-regional organisations (for example, the African Union) which are currently getting under way — and upon initial efforts already undertaken in establishing a dialogue with them — with a view to the further financing of specific activities of these organisations and the strengthening of their capacities in future Annual Action Programmes. It is envisaged that such funding would be delivered on a predictable basis, and in the context of a clear political strategy with regard to these organisations. One potentially fruitful element in this regard could be the development of professional and technical networks for early warning with relevant regional and sub-regional organisations through co-operation and capacity-building.

4. *Training for civilian stabilisation missions*

Following the European Councils in Feira in June 2000 and Göteborg in June 2001, the EU undertook to contribute to the strengthening of civilian capabilities to support stabilisation efforts in countries emerging from a situation of political crisis. It set capability targets in four priority areas — police, rule of law, civilian administration and civil protection. Since then a further area — monitoring — has been added to the list. These capabilities were intended to contribute to both EU-led operations and operations led by another multilateral actor, such as the UN or the OSCE.

In the *2007-2011 Strategy Paper*, the Commission envisaged supporting access to a well-trained body of experts with relevant skills in the fields listed under Article 3(2) of the IfS.

Under the 2007 Annual Action Programme, the Commission financed a number of civilian training activities whose objectives included: (i) building consensus around a European training standard for deployment in international missions, compatible with UN, World Bank and OSCE requirements; and (ii) the completion of the remaining training for Member States' experts identified for participation in EU Crisis Response Teams (CRTs). In this regard, the 2007 Annual Action Programme noted that the mid-term evaluation of the relevant civilian training activities financed by the Commission had found that relatively few of the trained experts had taken part in EU missions. The Commission considers that — before investing in follow-up civilian training activities — there is a need to evaluate the effectiveness of the activities previously financed — and in particular to assess (and close) the gap between the training itself and its operationalisation (deployment). In this regard, it is suggested that an assessment be conducted at the earliest possible stage in order to take stock of relevant previous and current training efforts and to draw up lessons learned with a view to greater operationalisation of potential future activities. The results of this assessment, together with the views expressed by Member States within the framework of the Instrument for Stability Management Committee, will inform the Commission's direction with regard to the future funding of civilian training activities.

In view of the ever-increasing demand for police expertise in civilian missions and the divergence of national traditions in this field, it is envisaged to continue to promote a common EU approach by supporting the delivery of training of the type offered by EU police training organisations, with a view to the development of a rapid deployment capability of EU police elements in crisis management operations. This approach would permit the EU to improve the robustness, the flexibility and the interoperability of its police elements when deployed either by the EU, by the UN, or by the OSCE, including in observation missions. Funding would also support the development of training concepts designed to be inter-operable with those of the UN/OSCE.

In view of the potential civilian capability shortfalls revealed by the Civilian Headline Goal 2008 process (e.g. judges, prosecutors at regional level, prison personnel) and the need to pay special attention to training supporting EU-wide coherence and common EU mechanisms (CRT and SSR), it is envisaged to consider, training in other fields of expertise – for example, rule of law and civilian administration. If appropriate and possible, early warning and open-source intelligence elements could be included in civilian and police training concepts and curricula with a view to enriching participants' knowledge related to this field.

Output indicators

- Enhanced capacity of civil society organisations (improved networks, strengthened dialogue with international institutions, expanded capabilities), particularly in terms of synergies created and links to field level.
- Number/quality of recommendations/policy advice deriving from civil society organisations.
- Improved early warning systems mechanisms and improved access to field-based political analysis and policy-oriented research in place, in the context of on-going and future work on conflict prevention.
- Structured meetings on several levels established in the context of further enhancement of policy dialogue with civil society actors.

- Further development of Peace-building Partnership web portal.
- Commission and its implementing partners have access to improved technologies for crisis response.
- Improved operational collaboration with relevant international organisations (notably the UN family) and with relevant regional and sub-regional organisations, leading to shared analysis of crisis situations and greater use of common tools and instruments.
- Enhanced capacity of regional and sub-regional in crisis, conflict and disaster prevention and response.
- Assessment of civilian training activities already carried out in order to take stock of previous and current training efforts in this regard, and to draw up lessons learned with a view to greater operationalisation of potential future activities.
- Progress towards a common EU approach to the training of elements in crisis management operations, resulting in improved robustness, flexibility and interoperability of these elements when deployed either by the EU/UN/OSCE.

Indicative budget

€30-39 million for 2009-2011.

ANNEX 2 — CONSULTATION WITH INTERNATIONAL PARTNERS AND ORGANISATIONS

Projects/ Partners and Organisations	Non-proliferation projects area					
	CBRN centres	Illicit trafficking	Bio-safety Bio-security	Export Control	Redirection Of scientists	MNA
EU	X	X	X	X	X	X
Member States	X	X				X
EURATOM SUPPLY AGENCY						X
BMWG		X				
ECDC			X			
FATF		X				
G8	X	X				
IAEA	X					X
INSC	X					
INTERPOL		X	X			
ISTC					X	
IMF						
ITWG						
OECD		X	X			
OPCW	X	X	X			
STCU					X	
UN		UN CTITF	UN 1540 Cttee	X		
WHO	X	X	X			
Australia	X					
Canada	X					
Japan	X					
US	X	X				

Continue

**Projects/
Partners &
Organisations**

Trans-regional threats project areas

	Support to fight crime & cocaine route	Support to fight crime & heroin route	Support to fight terrorism	Critical maritime routes	SALW
EU	X		X	X	
Member States	X		X	X	X
AU	X				
AMERIPOL	X				X
ASEAM					
CARIFORUM	X		X		
CECLAD	X				
CEPOL	X				
ECOWAS	X		X		X
EUROPOL	X	X	X		
FAFT	X		X		
G8			X		
FRONTEX	X				
GIABA	X				X
INTERPOL			X		
MARPOL	X			X	
MERCOSUR	X				
OAS					X
OSCE					X
SICA					X
SAR				X	
SUA				X	
United Nations	X		X		X
WCO	X				

**Projects/
Partners &
Organisations**

Building capacities for effective crisis response

Non state actors, active in the field of peace-building	X
EU Member States	X
Regional organisations (incl. Arab League, AU...)	X
UN (incl. UNDP, PBSO, DPA)	X

ANNEX 3 — LIST OF ABBREVIATIONS

ACSRT	African Centre for Studies and Research on Terrorism, African Union
AIDCO	EuropeAid Office, European Commission
AIRCOP	Airport Communication Project
AIS	Automatic Identification Systems
AMERIPOL	American Policy Community
ASEAM	Europe-Asia Meeting
ASEAN	Association of South-East Asian Nations
AU	African Union
BUMAD	Belarus, Ukraine and Moldova against Drugs
CARICC	Asian Regional Information Coordination Centre
CARIFORUM	Caribbean Forum of African, Caribbean and Pacific States
CBRN	Chemical, biological, radiological and nuclear
CECLAD	Centre d'Enquêtes et de Coordination de la Lutte Anti-Drogue en Méditerranée
CEPOL	European Police College
CICTE	Inter-American Committee against Terrorism
CFATF	Caribbean Financial Action Task Force
COMESA	Common Market for Eastern and Southern Africa
CTAG	UN Counter-Terrorism Action Group
CTED	UN Counter-Terrorism Committee Executive Directorate
CTITF	UN Counter-Terrorism Implementation Task Force
DCI	Instrument for Development Cooperation
DG RELEX	Directorate-General for External Relations, European Commission
EAC	East African Community
ECCAS	Economic Community of Central African States
ECDC	European Centre for Disease Prevention and Control
ECO	Economic Cooperation Organisation
ECOWAS	Economic Community of West African States
EDF	European Development Fund
ENPI	European Neighbourhood and Partnership Instrument
ESS	European Security Strategy
ESF	Expert Support Facility
EU-LAC	European Union-Latin America
EURATOM	European Atomic Energy Community
EUROPOL	European Policy Office
HTB	Healthcare Transaction Base
IGAD	Intergovernmental Authority on Development
FATF	Financial Action Task Force
FATF- South	Financial Action Task Group of South America
FRONTEX	European Agency for the Management of Operational Cooperation at the External Borders
FSU	Former Soviet Union
GAFISUD	Financial Action Task Force of South America against Money Laundering
GIABA	Intergovernmental Anti-Money Laundering Group in Africa
GHSI	Global Health Security Initiative
IAEA	International Atomic Energy Agency
IMF	International Monetary Fund
INSC	Instrument for Nuclear Safety Cooperation

INTERPOL	International Criminal Police Organisation
IPA	Instrument for Pre-Accession Assistance
ISTC	International Science and Technology Centre, Moscow
ISPS Code	International Ship and Port Facility Security Code
ITI	International Marking and Tracing Instrument
JRC	Joint Research Centre
JLS	Justice, Freedom and Security, European Commission Directorate-General
LEDET	Law Enforcement Detachment in Cap Verde
LEU	Low Enriched Uranium
LRIT	Long-Range Identification and Tracking
MAOC-N	Maritime Analysis and Operation Centre — Narcotics
MARPOL	International Convention from the Prevention of Pollution from Ships, 1973, as modified by the Protocol of 1978, in force from 1983
MEH	Maritime Electronic Highways
MEPA	Middle European Police Academy
MERCOSUR	Southern Common Market
MNA	Multilateral Nuclear Assurances
NGOs	Non-Governmental Organisations
NPT	Nuclear Proliferation Treaty
OAS	Organisation of American States
OSCE	Organisation for Security and Cooperation in Europe
OPCW	Organisation for the Prohibition of Chemical Weapons
PAAD	Programme African Anti-Drogue
SADC	Southern African Development Community
SAR	International Convention on Maritime Search and Rescue, 1979
SECI	South-east Europe Cooperative Initiative Regional Centre for Combating Trans-border Crime
SICA	Central American Integration System
STCU	Science and Technology Centre in Ukraine
SUA	Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation, 1988
TACIS	Technical Assistance to the Commonwealth of Independent States
THB	Trafficking in Human Beings
UAE	United Arab Emirates
UN	United Nations
UNICRI	United Nations Interregional Crime and Justice Research Institute
UNODC	United Nations Office on Drugs and Crime
UNPoA	UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects
UNSCR	United Nations Security Council Resolution
UNTOC	United Nations Convention against Transnational Organised Crime
US	United States
US JITF	United States Joint Interagency Task Force
VTMIS	Vessel Traffic Monitoring and Information System
WB	World Bank
WCO	World Customs Organisation
WHO	World Health Organisation
WMD	Weapons of mass destruction