



# **Annual Report 2011**

## **The African Peace Facility**







## TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY .....</b>	<b>7</b>
<b>ACRONYMS .....</b>	<b>8</b>
<b>INTRODUCTION .....</b>	<b>10</b>
<b>1. Objective of the report .....</b>	<b>10</b>
<b>2. APF background .....</b>	<b>10</b>
(a) The African Peace and Security Agenda.....	10
(b) The EU response.....	11
<b>I. STRATEGIC ORIENTATIONS.....</b>	<b>12</b>
<b>1. Objectives .....</b>	<b>12</b>
<b>2. Beneficiaries .....</b>	<b>12</b>
<b>3. APF budget.....</b>	<b>13</b>
<b>4. Eligibility .....</b>	<b>13</b>
<b>5. Decision making process .....</b>	<b>13</b>
<b>6. Aid delivery .....</b>	<b>13</b>
<b>7. APF replenishment .....</b>	<b>14</b>
<b>II. ACTIVITIES IN 2011.....</b>	<b>14</b>
<b>1. APSA related activities .....</b>	<b>14</b>
(a) The African Peace and Security Architecture .....	14
(b) APSA assessment.....	15
(c) Ongoing Capacity Building Programmes.....	15
(d) Preparation of new programmes in 2011 .....	16
• <i>Training centres</i> .....	16
• <i>African Union Liaison Offices</i> .....	16
<b>2. Early Response Mechanism (ERM).....</b>	<b>17</b>
(a) Functioning .....	17
(b) Activities .....	17
• <i>Support to AU coordinated action against the Lord Resistance Army</i> <i>(LRA I initiative)</i> .....	18
• <i>Support to AU coordinated action against the Lord Resistance Army</i> <i>(LRA II initiative)</i> .....	18

•	<i>Support to the High Level Group to solve the crisis in Ivory Coast</i> .....	18
•	<i>Support to the AU High Level Implementation meeting (AUHIP) in the Sudan</i> .....	18
•	<i>Support to the AU ad-hoc High Level Committee on Libya</i> .....	18
<b>3.</b>	<b>Ongoing Peace Support Operations</b> .....	<b>19</b>
(a)	AMISOM – The African Union Mission in Somalia .....	19
(b)	MICOPAX – The Mission for the consolidation of peace in the Central African Republic .....	20
<b>4.</b>	<b>Official Development Aid (ODA) eligibility</b> .....	<b>21</b>
<b>5.</b>	<b>Horizontal issues</b> .....	<b>22</b>
(a)	Evaluation of the APF .....	22
(b)	African Peace Facility Expert Pool .....	22
(c)	AU management .....	23
(d)	Coherence .....	24
(e)	Communication and visibility .....	24
<b>III.</b>	<b>FACTS AND FIGURES</b> .....	<b>25</b>
1.	<b>African Peace Facility financial overview under the 9<sup>th</sup> EDF (in million EUR)</b> .....	<b>25</b>
2.	<b>African Peace Facility financial overview under the 10<sup>th</sup> EDF (in million EUR)</b> .....	<b>26</b>
3.	<b>African Peace Facility financial overview under the 9<sup>th</sup> + 10<sup>th</sup> EDF (in million EUR)</b> .....	<b>26</b>
<b>IV.</b>	<b>APF AT A GLANCE</b> .....	<b>27</b>
1.	<b>APF Financial Overview 10<sup>th</sup> EDF</b> .....	<b>27</b>
2.	<b>APF Financial Overview 9<sup>th</sup> + 10<sup>th</sup> EDF Individual Commitments</b> ...	<b>27</b>
3.	<b>Initiatives supported by the Early Response Mechanism</b> .....	<b>27</b>
4.	<b>APF Financial Overview under the 9<sup>th</sup> + 10<sup>th</sup> EDF Individual Commitments - Peace Support Operations</b> .....	<b>28</b>
5.	<b>EUR 40 million APSA Support Programme Breakdown on beneficiaries and activities</b> .....	<b>28</b>
<b>CONTACTS</b>	.....	<b>29</b>

\* \* \* \* \*



## **EXECUTIVE SUMMARY**

Based on the recognition that peace and security are necessary preconditions for sustainable development, the EU decided to establish the African Peace Facility (APF) in 2004 in order to support the African peace and security agenda.

Over the years, the APF has become the key instrument for implementing the Africa-EU Partnership on Peace and Security, and substantial and predictable funding of more than EUR 1 billion has been channelled through this instrument. The strategic orientation of the APF is based on a dual approach, which combines short-term funding of crisis response with a longer-term support of institutional capacity building in Peace and Security.

The APF supports the African Union and the regional African organisations having a mandate in Peace and Security and activities fall in three categories: 1) financial support to African-led Peace Support Operations, 2) operationalisation of the African Peace and Security Architecture (APSA) and 3) enhancing the political dialogue on challenges to peace and security.

The year 2011 has been a very active year with focus on the AU-operation AMISOM in Somalia, the ECCAS-operation MICOPAX in the Central African Republic as well as operationalisation of APSA.

A total amount of EUR 147.4 million has been contracted over the year. According to current OECD statistical criteria, these activities are not considered to be ODA eligible and commitments are therefore not reported by the European Commission as Official Development Assistance;

An important pipeline of new APF programmes is being prepared for commitment in 2012, notably a support programme for African Training Centres in Peace and Security, support to AU Liaison Offices and support to the strategic training cycle AMANI II. We also expect to continue the considerable support to AMISOM and MICOPAX.

Following extensive consultations with all key stakeholders, the APF was replenished by an additional envelope of EUR 300 million in August 2011 and a detailed action plan for 2011-2013 adopted.

The Early Response Mechanism (ERM) under the APF is set up to provide immediate support to early phases of mediation, fact finding for possible Peace Operations, etc. Funds can be released within 2 weeks and this mechanism has in 2011 funded 5 AU/REC activities focused on crisis mediation in Ivory Coast, Libya, and Sudan as well as on early action against the Lord Resistance Army (LRA) (Sudan/Uganda/RDC/RCA).

Important work has taken place over the year to strengthen coherence among EU- funded Peace and Security activities in Africa funded by different EU instruments, such as APF, RIPS, IfS, CSDP.

An external evaluation of the APF is being undertaken - a policy-oriented phase 1 was accomplished in 2011 and concluded that the APF is successful, well managed and much appreciated by key stakeholders. Phase two will focus on APF implementation, impact and sustainability and is expected to take place during 2012.

\* \* \* \* \*

## **ACRONYMS**

ACP	African Caribbean Pacific states
AMIS	AU Mission in Sudan (Darfur)
AMISOM	AU Mission in Somalia
APF	African Peace Facility
APSA	African Peace and Security Architecture
ASF	African Standby Forces
AU	African Union
AUC	African Union Commission
AULO	African Union Liaison Offices
CAR	Central African Republic
CB	Capacity Building
CEMAC	Communauté économique et monétaire de l'Afrique centrale
CEWS	Continental Early Warning System
COPS	Comité politique et de sécurité <sup>1</sup>
CSDP	Common Security and Defence Policy of the European Union (EU)
DDR	Disarmament, Demobilisation and Reintegration
DEVCO	Directorate General for Development and Cooperation, EuropeAid
EASF	East African Standby Force
EC	European Community
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EEAS	European External Action Service
ENPI	European Neighbourhood and Partnership Instrument
EP	European Parliament
ERM	Early Response Mechanism
EU	European Union
EU MS	EU Member States

---

<sup>1</sup> French name for PSC of the Council



EUSR	EU Special Representative
EWS	Early Warning System
IfS	Instrument for Stability
JAES	Joint Africa-EU Strategy
JFA	Joint Financing Arrangement
LRA	Lord Resistance Army
MICOPAX	Mission de consolidation de la paix en République Centrafricaine <sup>2</sup>
NARC	North African Regional Capability
OAU	Organisation of African Unity
ODA	Official Development Assistance
PAP	Pan African Parliament
POW	Panel of the Wise of the African Union
PSC	Political and Security Committee (COPS) of the Council
PSC	AU Peace and Security Council
PSO	Peace Support Operations
PSD	AU Peace and Security Department
PSOD	AU Peace Support Operations Division
RCA	République Centrafricaine
REC	Regional Economic Community
RIP	Regional Indicative Programme
RM	Regional Mechanism (namely EASF and NARC)
SADC	Southern African Development Community
SALW	Small arms and light weapons
SSR	Security Sector Reform
TA	Technical Assistance
TFG	Transitional Federal Government Somalia
UN	United Nations
UNAMID	UN/AU mission to Darfur
UNDP	UN development programme
USAID	US Agency for international development

---

<sup>2</sup> ECCAS mission

## **INTRODUCTION**

*"It is important to highlight the fact that we would not have been able to undertake this initiative alone without the tremendous support of our strategic partner, the European Union. The European Union has remained steadfast and has proven to be a dependable partner of the African Union especially under the Joint African Union/European Union Strategy."*



H.E. Dr. Jean Ping,  
Chairperson of the Commission of the  
African Union  
Opening Address for the Amani Africa II  
Exercise Initiating Conference, Addis  
Ababa, 26 October 2011



*"Africa is rising - and the world must take notice. With Africa's rise come new responsibilities. The African people will be increasingly expected to tackle Africa's problems - be it conflict or poverty related".*

*"Peace, prosperity and partnership - the European Union's relations with Africa"*  
Speech by EU Commission President Barroso at the Nelson Mandela Centre of Memory  
16 September 2011

### **1. Objective of the report**

The objective of this report is to inform key stakeholders on the African Peace Facility (APF) activities for the year 2011 as well as to respect the European Commission commitment *"to prepare an annual activity report on the use of the APF funds for information of the Council and the EDF Committee"*.

### **2. APF background**

#### **(a) The African Peace and Security Agenda**

When establishing the African Union (AU) in 2002, its Member States entrusted the organisation with a broad political mandate in the area of conflict prevention, management, resolution and peace building. Promoting peace, security and stability on the continent has since become one of the main objectives of the AU. As a structural, long-term response to the peace and security challenges on the continent, a comprehensive African Peace and Security Architecture (APSA) has been set up. The APSA consists of several components and structures, in particular an AU Peace and Security Council (PSC), which is the central AU decision-making body; a Continental Early Warning System (CEWS) to anticipate threats and thereby to prevent conflicts; a 'Panel of the Wise', with a mandate in conflict prevention and

resolution, and an African Standby Force (ASF) to be deployed in peace support operations. The African regional organisations (Regional Economic Communities and Regional Mechanisms - RECs/RMs) are the pillars of the overall security architecture and regional components are key elements of the Continental Early Warning System and of the African Standby Forces.

Since 2002, the AU has gradually emerged as a major political and security actor, engaging in concrete actions. In parallel with political initiatives leading to the prevention and resolution of conflicts, a number of African-led peace support operations have been deployed, often in a very hostile environment and sometimes in an extremely sensitive political context. The African Union Mission in Somalia (AMISOM) and the ECCAS mission in the Central African Republic (MICOPAX) show the important role played by the AU and the RECs.



## **(b) The EU response**

The resolve of the African side to take responsibility for its own peace and security is strongly supported by the EU from the outset, both politically and financially.

In 2004, the Peace Facility was established in response to a request by African leaders at the AU Summit in Maputo (2003). Through the APF, the EU is at the forefront of international support to the African Peace and Security agenda, providing, in parallel to EU political backing, substantial and predictable funding to African peace support operations (PSOs) and relevant staff and trainings at the regional and continental level. In total, the EU has channelled EUR 1 billion through the African Peace Facility. This support enables the African Union and the RECs/RMs to strengthen their respective roles in peace and security, take responsibility for the stability of the continent and emerge as internationally recognized, major players in the political and security areas.

The close EU-AU cooperation on peace and security is a driving force of the Joint Africa-EU strategy adopted in Lisbon in 2007 and confirmed at the third Africa-EU Summit in 2010.

In this strategic context, the Peace Facility has become the major financing tool to support the implementation of the Joint Strategy and its Second Action Plan (2011-2013) in the area of Peace and Security.

The Peace Facility is based on the recognition that peace and security are preconditions for sustainable development. As underlined in the EU Council Conclusions on "Security and Development" of November 2007, the nexus between development and security should inform the EU strategies and policies.

\* \* \* \* \*

## **I. STRATEGIC ORIENTATIONS**

### **1. Objectives**

The general objective of the African Peace Facility is to contribute to the African peace and security agenda through targeted support at the continental and regional level in the area of conflict prevention, management and resolution, and peace building. The APF addresses peace and security priorities jointly defined in the Partnership, in respect of the underlying principles of the Joint Strategy (ownership, partnership and solidarity).

APF specific objectives are to provide a response to all three priorities of the Africa-EU partnership on Peace and Security, which mutually reinforce each other, namely:

enhance dialogue on challenges to peace and security, including through systematic and regular dialogue, consultations, coordination of positions, sharing of information and analysis, joint assessment missions and exchange of experience;

operationalisation of the African Peace and Security Architecture, including working towards the development of a fully-fledged Continental Early Warning System, the Panel of the Wise, overall strengthening of conflict prevention mechanisms and effective post-conflict reconstruction, as well as operationalisation of the African Standby Force;

- 1) Enhance dialogue on challenges to peace and security, including through systematic and regular dialogue, consultations, coordination of positions, sharing of information and analysis, joint assessment missions and exchange of experience ;
- 2) Operationalisation of the African Peace and Security Architecture, including working towards the development of a fully-fledged Continental Early Warning System, the Panel of the Wise, overall strengthening of conflict prevention mechanisms and effective post-conflict reconstruction, as well as operationalisation of the African Standby Force ;
- 3) Predictable funding for Africa-led peace support operations, in particular through the establishment of an EU predictable and sustainable funding scheme, as well as through working with the international community to achieve a UN mechanism to provide sustainable and predictable financial support for these operations.

### **2. Beneficiaries**

The direct beneficiaries of the APF are the African Union, African regional organisations and relevant institutions/national structures within or related to the African Peace and Security Architecture. This includes the Regional Mechanisms for conflict prevention, management and resolution, namely EASF and NARC.

### **3. APF budget**

The EUR 600 million APF envelope under the 10<sup>th</sup> EDF (EUR 300 million for the three-year Action Programme 2008-2010 and further EUR 300 million for the three-year Action Programme 2011-2013) is allocated as follows:

Operationalisation of APSA and Africa-EU dialogue – EUR 105 million. (Priorities n°1 and n°2 of the Joint Partnership). Financial focus is on Priority n°2;

Peace Support Operations (Priority n°3 of the Joint Partnership) – EUR 440 million;

Early Response Mechanism (actions within Priorities n° 1 and n° 2 of the Partnership, where urgent support is required) – EUR 17 million;

An amount of EUR 13 million has also been earmarked for monitoring, audit, evaluation, technical assistance, lessons learned and visibility, while EUR 25 million have been foreseen for contingencies.

### **4. Eligibility**

The list of non-eligible APF expenditure includes ammunition, arms and specific military equipment, spare parts for arms and military equipment, salaries for soldiers and military training for soldiers. An indicative list of eligible expenditure includes: per diems, rations, medical consumables and facilities, transport, fuel, troop allowances, and communication equipment.

### **5. Decision making process**

To ensure African ownership, each intervention to be financed by the APF has to be specifically requested by the African Union and/or an African regional organisation with a mandate in Peace and Security. When a regional organisation takes an initiative, it requires the political approval of the AU. Upon this request from the African Union or the African regional organization, EEAS/European Commission circulate to EU Member States an Information Note on the intervention envisaged. On the basis of the Note, the Commission consults/informs the relevant Council preparatory working groups and seeks the approval of the EU Political and Security Committee (PSC) on the political appropriateness of the intervention requested. The request is then adopted by a European Commission decision, on the basis of a description of the intervention which includes a detailed budget.

### **6. Aid delivery**

The Commission delivers its aid to beneficiaries either through "*Contribution Agreements*" under the system of joint management or via "*Grant contracts*" or "*Service contracts*" under centralised management.<sup>3</sup>

Contribution Agreements are signed for individual interventions, between the Commission and the implementing organisation, i.e. the AU and/or other African regional organisations, which have the status of international organisations and apply standards

---

<sup>3</sup> For more information, please refer to chapter 2.2. "Management modes" of the Practical Guide to Contract Procedures for EU External Actions:

<http://ec.europa.eu/europeaid/epraq/document.do?chapterId=2.2.&id=141&id=141>

of accounting, audit, internal control and procurement ("*four pillars*") which offer guarantees equivalent to internationally accepted standards.<sup>4</sup>

The procedures to be used by the implementing organisations, notably with regard to procurement and award of grants, are defined in the Contribution Agreement, depending on the institutional capacity of the organisation and the conformity of its procedures with internationally accepted standards.

## **7. APF replenishment**

Under the 10<sup>th</sup> EDF Intra – ACP envelope, a reserve of EUR 300 million was set aside for the African Peace Facility for the period 2011-2013. Given that the first allocation of funds under the 10<sup>th</sup> EDF (EUR 300 million) was exhausted by mid-2011 and to avoid any financial gap, in particular in the support to AMISOM, the AU and EU services started working on the process to replenish the APF.

The strategic approach of the APF for the period 2011 - 2013 was defined jointly by European and African Stakeholders, on the basis of African ownership, solidarity and Africa-EU partnership.

The three-year Action Programme of the African Peace Facility for the period 2011-2013 was approved by the Commission in August 2011.

\* \* \* \* \*

## **II. ACTIVITIES IN 2011**

In 2011, the EU continued to support the African peace and security agenda through the APF in the framework of the Joint Africa-EU Strategy and its Partnership on Peace and Security. In line with the priorities of the Partnership on Peace and Security of the Joint Africa-EU Strategy, APF activities have been funded within the following areas:

### **1. APSA related activities**

#### **(a) The African Peace and Security Architecture**

As a structural, long-term response to the peace and security challenges on the continent, a comprehensive African Peace and Security Architecture (APSA) was developed with the aim to give the African Union (AU), the Regional Economic Communities (RECs) and Regional Mechanisms (RMs) for Conflict Prevention, Management and Resolution the necessary instruments to fulfil the tasks of prevention, management and resolution of conflict in Africa. The APSA consists of several components and structures, in particular the AU Peace and Security Council (PSC), which is the central AU decision-making body; a Continental Early Warning System (CEWS), the 'Panel of the Wise', with a mandate in conflict prevention and resolution, the African Standby Forces (ASFs) to be deployed in African-led Peace Support Operations (PSOs) and a Peace Fund to financially support the activities of the ASFs. The African sub-regional organisations or Regional Economic Communities

<sup>4</sup> [http://ec.europa.eu/europeaid/work/procedures/faq/international\\_organizations\\_en.htm](http://ec.europa.eu/europeaid/work/procedures/faq/international_organizations_en.htm)

(RECs) are the pillars of the overall security architecture of the African Union and contribute to the efforts of the AU, through appropriate structures and initiatives. Regional components are key elements of the Continental Early Warning System and of the African Standby Forces, the development of which requires a coherent, harmonized approach. AU Member States form the bedrock upon which the APSA is built and from whom the capabilities of the ASFs are drawn.

## **(b) APSA assessment**

As agreed at the Akosombo high level meeting in Ghana in December 2009 and at the Joint Coordination Committee in 2010, the AU, the RECs, the RMs and the EU conducted an assessment of progress achieved and challenges ahead in the operationalisation of the APSA, to identify future priorities and capacity needs.

On 4-8 November 2010, in Zanzibar, a consultative meeting took place where the results of this first ever African assessment were presented.

One of the main conclusions is that the coordination between the AU and the RECs/RMs has registered some progress, especially as it relates to the operationalisation of two key components of the APSA: the ASF and the CEWS. This is largely explained by the fact that the ASF and the CEWS have clearly articulated roadmaps, thereby providing more structured basis for their operationalisation. The first indicative elements for a joint AU/RECs/RMs strategic APSA roadmap were also elaborated.

In 2011, on this basis, the joint AU/RECs/RMs APSA roadmap was finalised.

It constitutes a reference document for strategic orientation and guidance for future support by all existing and potential partners for the coming years. The APSA Roadmap was further complemented by a Work Plan to be adopted in the margin of the AU Summit in February 2012 by the AU, the RECs and RMs.

## **(c) Ongoing Capacity Building Programmes**

Capacity building is a major component of the African Peace Facility. It aims at increasing the efficiency and effectiveness of the African Union and the other African regional organisations in the planning and conduct of peace support operations in Africa as well as in the operationalisation of the African Peace and Security Architecture (APSA).

To date, an amount of EUR 100 million (9<sup>th</sup> and 10<sup>th</sup> EDF) has been allocated for this purpose since 2004.

Under the 9<sup>th</sup> EDF, the European Union has invested EUR 35 million in the African Peace and Security Architecture (APSA) through the APF to promote APSA's role in dealing with prevention, management and resolution of conflicts in Africa. The African Union Peace and Security Council is the core organ of the APSA.

In 2011, a new capacity building programme was launched and two capacity building programmes financed under the 9<sup>th</sup> EDF for an amount of EUR 27.5 million were closed.

This new programme financed under the 10<sup>th</sup> EDF amounts to EUR 40 million. It was launched in May 2011 and will last to December 2014. Similarly to the previous ones, it aims at strengthening the African Peace and Security Architecture, namely the implementation of the Peace and Security Programme of the African Union

Commission's Strategic Plan (2009-2012). It aims at strengthening African conflict prevention capacities (e.g. Early Warning System), the planning and management capacities of the African Union Commission and the RECs/RMs as well as the African Standby Forces. It also supports the development of peace and security continental policies and strategies including harmonization of policies on cross-cutting issues such as Security Sector Reform, maritime safety and security etc.

The EU is financing, through the APF capacity building programme, the RECs/RMs liaison offices to the African Union in Addis Ababa as well as the establishment of AU Liaison offices in the RECs/RMs. The result has been an enhanced dialogue between the African Union and the RECs/RMs leading to more coordinated activities in the field of peace and security.

Last but not least, a Joint Financing Arrangement (JFA), launched in 2010, has continued to ensure a more harmonised and predictable funding of human resources related to the implementation of the Peace and Security Department Programme of the AUC Strategic Plan. The European Commission contribution to the JFA amounts to EUR 10 million for two and half years (until end 2012), providing support to about a third of the AUPSD staffing requirements.

#### **(d) Preparation of new programmes in 2011**

Two new programmes within the support to the operationalisation of APSA were developed during 2011. A support programme to African training centres in peace and security and a support programme to African Union Liaison Offices in post conflict countries.

- ***Training centres***

In 2011, the European Union prepared a programme aiming at supporting the training of police, civilian and military personnel that can be deployed in African Peace Support Operations and therefore be part of the African Standby Force. Seventeen training centres have been identified by the AUC and RECs/RMs which will provide specific trainings requested by five African regions and coordinated by the African Union Commission. The programme also foresees the establishment of an African e-library which will be accessible across the African continent and will provide relevant documentations for African Standby Force training purposes. The programme is expected to significantly enhance the capacities of the regions to conduct their own training activities coordinated at continental level by the African Union Commission. All training programmes will be standardised and harmonised across the regions. The programme will also improve the capacity of the individual training centres to provide standardised African Standby Force training programmes.

The programme is planned to start in February 2012 and is the result of a joint African/EU identification process.

- ***African Union Liaison Offices***

This EU support foresees a contribution of EUR 3.6 million over a period of twelve months (January to December 2012) for the programme "Support to the African Union Liaison Offices in post-conflict countries". There are currently twelve Liaison Offices of the African Union in the following countries: Burundi, Chad, the Central African Republic (CAR), the Comoros, Côte d'Ivoire, the Democratic Republic of Congo (DRC), Guinea-Bissau, Kenya (for Somalia), Liberia, Sudan, South Sudan, and Western Sahara.



The Liaison Offices provide a mechanism for representing the AU on the ground in countries affected by, or emerging from, crisis and conflict. They also provide a vehicle for monitoring fragile situations and contributing to the AU's decision-making bodies and the Continental Early Warning System (CEWS) and as such feed into the African Peace and Security Architecture (APSA).

In addition, most, if not all, of the peace agreements signed over the past years in Africa provide for the establishment of follow up mechanisms. Through the Liaison Offices, the AU has the capacity to participate in the follow up of these mechanisms, assess the progress made and challenges encountered, and support their implementation. The AU has also accepted a role in post conflict reconstruction and development (PCRD), which is also facilitated through having an appropriate presence on the ground. The Liaison Offices assist national governments achieve their various post-conflict agenda by supporting post-conflict reconstruction and peace building activities and initiatives,

Finally, the Liaison Offices play the important representational and public diplomacy role on the ground to enhance the visibility of AU initiatives and demonstrating solidarity to countries in/or emerging from crisis.

The support will be channelled through a Joint Financing Arrangement, a pool funding arrangement with other partners in order to improve predictability and coherence of the external financial support to the AUC.

## **2. Early Response Mechanism (ERM)**

### **(a) Functioning**

The purpose of the Early Response Mechanism is to endow the African Union and Regional Economic Communities with a source of immediate funding for the first stages of actions aimed at the prevention, management or resolution of crises. The Early Response Mechanism has an allocation of EUR 15 million for a period of five years (November 2009-November 2014).

The ERM is primarily dedicated to:

- First stages of mediation actions, decided by the African Union or by Regional Economic Communities within the framework of preventive diplomacy;
- Identification and fact finding missions by the African Union or Regional Economic Communities to initiate the planning process for a peace support operation;
- Temporary ad hoc reinforcement of the planning cell for a potential peace support operation.

### **(b) Activities**

In 2011, the AU and RECs requested funding for five initiatives that were accepted by the European Union. Through this innovative mechanism, the European Union provided financial and political support to the following operations:

- ***Support to AU coordinated action against the Lord Resistance Army (LRA I initiative)***

The EU contribution to this initiative amounts to approximately EUR 1.194 million. The LRA remained a destabilising factor in Uganda, the Democratic Republic of Congo, the Central African Republic and South Sudan, in particular in the context of potential disturbances in the wake of the referendum. To achieve the dismantling of this armed group, an enhanced coordination among the concerned countries in their anti-LRA actions was envisaged. Therefore, EU support through the ERM aimed at providing the AU Mediator with monitoring and coordination means.

- ***Support to AU coordinated action against the Lord Resistance Army (LRA II initiative)***

In 2011, the EU allocated an amount of EUR 1.2 million to this initiative. The AU, with the support of the affected countries, launched an initiative to coordinate action against the LRA. It aimed at supporting the operationalisation of the AU initiative, notably to set up (i) the Joint Coordination Mechanism (JCM), (ii) the Regional Task Force (RTF) HQ and the RTF sector HQs, (iii) the Joint Operations Centre (JOC), and (d) the office of the AU Special Envoy on the LRA issue.

- ***Support to the High Level Group to solve the crisis in Ivory Coast***

The EU contribution to the High Level Group to solve the crisis in Ivory Coast amounts to EUR 300 000. The objective of this initiative was to help finding a peaceful solution for the crisis, with an exit strategy allowing for the preservation of democracy and peace, by respecting the will of the Ivory people. It also aimed at facilitating the finalization of pending issues in the peace process, as underlined in the communiqué of the 259<sup>th</sup> meeting of the AU Peace and Security Council. Through the ERM, the EU provided logistical and travel support to the High Level Group established by the PSC and comprising the Heads of States of Mauritania, South Africa, Burkina Faso, Tanzania and Chad, as well as the Chairpersons of the AUC and of the ECOWAS Commission.

- ***Support to the AU High Level Implementation meeting (AUHIP) in the Sudan***

In 2011, The EU supported the AU HIP with an amount of EUR 1.23 million. The objective of the action was to help with the implementation of the AUHIP Programme of Action in support of the Sudan peace processes by supporting the work of the AUHIP in (i) accelerating the process towards the resolution of the conflict in Darfur, (ii) assisting mediation efforts between the parties to ensure the full implementation of the Comprehensive Peace Agreement, (iii) facilitating the efforts towards the democratic transformation of the Sudan, and (iv) mobilising coordinated international support to the Sudanese parties as they address the issues confronting them.

- ***Support to the AU ad-hoc High Level Committee on Libya***

The EU contribution to the AU ad-hoc High Level Committee on Libya amounts to EUR 265 000. In pursuance of the communiqué of the 265<sup>th</sup> meeting of the AU Peace and Security Council, this initiative aimed at contributing to a resolution of the crisis in Libya through (i) engaging with all parties and continuously assessing the evolution of the situation on the ground; (ii) facilitating an inclusive dialogue among the Libyan parties on the appropriate reforms; (iii) engaging AU's partners, in particular the

League of Arab States, the Organization of the Islamic Conference, the European Union and the United Nations, to facilitate coordination of efforts and seek their support for the early resolution of the crisis.

### **3. Ongoing Peace Support Operations**

The EU has earmarked EUR 600 million (EUR 360 million under the 9<sup>th</sup> EDF and EUR 240 million under the 10<sup>th</sup> EDF) for Peace Support Operations (PSO). This EU support enables the African Union and African sub-regional organisations to plan and conduct peace support operations.

#### **(a) AMISOM – The African Union Mission in Somalia**

The African Union Mission in Somalia (AMISOM) was launched by the Peace and Security Council of the African Union, with the agreement of the United Nations, on 19 January 2007. The initial 6-month mandate has been extended several times. In its Resolution 2010(2011) of 30 September 2011, the UN Security Council decided unanimously to extend the AMISOM mandate until 31 October 2012. At the end of 2011, AMISOM consisted of about 9,800 troops mainly from Uganda and Burundi deployed in Mogadishu as well as police officers and civilian staff.



The principal objective of AMISOM is to provide support to the Somali Transitional Federal Institutions (TFIs) in their stabilisation efforts and in the pursuit of political dialogue and reconciliation. AMISOM is also mandated to facilitate the delivery of humanitarian aid and to create the necessary conditions for reconstruction, reconciliation and the sustainable development of Somalia.

Since the deployment of AMISOM and until 31 December 2011, the European Union has supported AMISOM through the allocation of EUR 258.4 million from the African Peace Facility and additional bilateral contributions of its Member States. Costs covered by the African Peace Facility include troop allowances, salaries for police officers and civilian staff, operational costs to support mission activities. The UN and other donors provide either direct support to AMISOM or cover other costs of the mission such as logistical support and equipment for AMISOM personnel. 2011 saw the first operational deployment of an element of an African Standby Force when EASF sent 14 staff to AMISOM. This is the first instance of the convergence of APF support to the development of APSA and to a current AU PSO.

The EU financial support to AMISOM through the APF is an integral part of the EU's comprehensive and long-term approach to support security and development efforts in Somalia. This approach contains political, diplomatic, civilian, military, humanitarian, and development dimensions. In the framework of the Common Security and Defence Policy, two EU military missions are currently contributing to regional security: the EU EUNAVFOR Operation Atalanta, which improves maritime security by fighting piracy in the Indian Ocean and escorting ships transporting

humanitarian assistance of the World Food Programme, and the military training mission EUTM Somalia that contributes to the training of the Somali Security Forces. On 1 December 2011 the Foreign Affairs Council agreed to complement these operations with a new civilian training mission in order to strengthen the maritime capacities of eight countries in the Horn of Africa and the Western Indian Ocean.

In addition, the EU committed itself politically and financially to contribute to the creation of a conducive environment to the peace process in Somalia and has adopted a support programme for Somalia worth EUR 215.4 million for the period 2008-2011. Through its Humanitarian Aid Department (ECHO), the EU also provides substantial humanitarian aid to Somalia. The management of EU aid to Somalia is mainly ensured by the Delegation of the EU in Kenya – Somalia Operations.

### **(b) MICOPAX – The Mission for the consolidation of peace in the Central African Republic**

In 2011, the EU continued to support the mission for the consolidation of peace in the Central African Republic (CAR) -MICOPAX- mission.

MICOPAX overall objective is to contribute to durable peace and security in the CAR by creating the preconditions for sustainable development in the country. MICOPAX has, since January 2009, a multidimensional mandate which integrates internal security and includes the consolidation of a climate of peace and stability, assisting in the political process, deployed a civilian component which includes a police unit of 150 officers.



MICOPAX also plays a role in the Disarmament, Demobilization and Reintegration (DDR) process through the deployment of military observers in charge of securing and overseeing the "DD" process. The Operation contributes, within its capabilities and in its areas of deployment, to the improvement of the security conditions. Its presence, in areas affected by rebels, has provided a stabilizing effect recognized by the population, the local authorities and the NGOs.

In the framework of the Africa-EU partnership, a joint European Union/African Union/Economic Community of Central African States (ECCAS) evaluation mission was conducted in July 2011 to assess the impact of the force. The next evaluation mission is scheduled for mid-2012.

Since 1 November 2004, the peace support operations in the CAR have been financed from the African Peace Facility (APF) to an amount of almost EUR 88 million.

The MICOPAX is, since the 12 July 2008 under the responsibility of the Economic Community of Central African States (ECCAS). It has succeeded the FOMUC operation established in 2002 by the member states of the Economic and Monetary Community of Central Africa (CEMAC).

#### **4. Official Development Aid (ODA) eligibility**

The APF financed activities under the 9<sup>th</sup> EDF were not considered ODA-eligible (or DAC-able) as a whole. Under the 10<sup>th</sup> EDF, the scope of the APF has been enlarged and now includes the pre-conflict and post-conflict phases. Some APF-activities could, thus, be ODA – eligible and it is therefore necessary to analyse this issue on a case-by-case basis in order to establish a correct overview of the ODA-eligibility issue.

For APF commitments made in 2011, the following table provides a detailed overview:

Individual commitments	million EUR	Nature of activities	ODA eligibility
MICOPAX 1C	19.5	Continued support to MICOPAX. Mainly allowances for peace keepers, nations, transport and logistics, DDR/SSR.	0
AMISOM V and VI	115.9	Continued support to AMISOM, Somalia; Allowances for peace keepers, Police component, international staff, operational costs.	0
APSA support programme	12.0	Policy coordination between AV and RECs/RMs. Enhancing conflict Early Warning Systems. Support to the panel of the wise and mediation, operationalisation of the African Standby Force. Policy Development and implementation in Peace and Security.	0

Based on this analysis, the European Commission does not intend to include any APF-financed financial commitments in its 2011 reporting to DAC.

The European Commission intends to raise in 2012 the issue of ODA eligibility of non-UNDPKO operations with the OECD Development Cooperation Directorate.

## **5. Horizontal issues**

### **(a) Evaluation of the APF**

With the adoption of the 2008-2010 three-year action programme for the African Peace Facility (APF), the Commission committed to organise an evaluation of the APF, which would feed into future discussions of the overall political and strategic orientation of the APF. In order to have a first set of results on the APF evaluation, which could guide the decision to replenish the APF in 2011, it was agreed to split the evaluation in two parts:

- A first phase, to specifically review APF sources of funding and procedures. The review was conducted by a team of external experts, who conducted a comprehensive review based on analysis of all existing documentation and interviews with key African and European stakeholders. The final report was issued in June 2011, presented to key EU and African audiences and made public on the dedicated APF website.<sup>5</sup>

*The report concluded that "the APF has transformed the way in which the AU and the EU are perceived in Africa, making them significant players in the peace and security sector. Each category of stakeholders (AU and AU MS, international and regional organisations, CSOs in Europe and Africa) speaks positively about its achievements" The evaluation report finds that the APF is relevant, justified and well managed and recommends that the APF should "continue to be funded under the EDF with procedural modifications inspired by the IfS and ECHO to make it more flexible and effective".*

- A second phase, to conduct a broader evaluation of the APF and review the overall implementation of the APF and its results, as well as the relevance, impact, effectiveness and efficiency of the APF as an instrument for supporting African efforts to manage conflicts on the continent and provide recommendations for the future. Terms of Reference for this second phase have been established and discussed with key stakeholders and it is expected that the evaluation will be conducted in 2012 by a team of external consultants.

### **(b) African Peace Facility Expert Pool**

A key activity in 2011 has been the preparation of a dedicated APF service contract to facilitate the recruitment of future long-term and short-term technical assistance. Since the establishment of the APF, external TA has been fundamental for supporting APF activities such as programme identification, preparation, monitoring, financial management, capacity building and training, evaluation and visibility/communication.

Recruitment of TA has been made through existing Commission framework contracts and annual expenditures have represented approximately 1 % of annual average APF budgets.

In order to ensure quality, efficiency, rapidity, impact and sustainability of the APF-funded TA, the European Commission put in place a two-year service contract which will include: 1) a dedicated, permanent management structure, 2) a long-term TA component to cover areas of multi-annual heavy APF interventions and 3) a short-

---

<sup>5</sup> [http://ec.europa.eu/europeaid/where/acp/regional-cooperation/peace/documents/evaluation\\_apf\\_i\\_final\\_report\\_en.pdf](http://ec.europa.eu/europeaid/where/acp/regional-cooperation/peace/documents/evaluation_apf_i_final_report_en.pdf)

term TA component under which experts in Peace and Security can be mobilised at short notice.

Preparation and tendering for this contract has been accomplished and signature of the contract as well as deployment of first experts is expected to take place early 2012.

### **(c) AU management**

One of AUC's major challenges is to strengthen its institutional capacities up to a level which is commensurate with its political role and ambitions. Financial ex-post audits are systematically conducted for all APF interventions, including AU-led peace support operations. Several of these audits have identified weaknesses in the AU financial management and the European Commission has therefore considerably increased its focus on this area.



In 2011, European Commission's services worked closely together with the African Union Commission to renew the African Union Commission/European Commission "Aide Memoire on measures to strengthen AUC Financial Management and AU-EU cooperation" where a number of measures are outlined to strengthen AUC financial management and improve cooperation between the two institutions. The Aide Memoire was signed in June 2011 and will continue to be subject of high-level discussions with the AUC leadership on the broader measures to strengthen AUC institutional capacities, as well as followed up through periodic reviews to take stock of progress. The European Commission remains fully committed to support this institutional transformation process and provides not only considerable financial support, but also technical assistance and general institutional support in this field.

Another important tool in this respect is an external Institutional Assessment covering the following four "pillars": Internal Control, Accounting, External Audit and Procurement, as well as the area of "Grant Award Procedures" which is still ongoing and will be finalised in 2012.<sup>6</sup>

---

<sup>6</sup> [http://ec.europa.eu/europeaid/work/procedures/faq/international\\_organizations\\_en.htm](http://ec.europa.eu/europeaid/work/procedures/faq/international_organizations_en.htm)

## **(d) Coherence**

With enhanced EU funding made available for the operationalisation of APSA under the 10<sup>th</sup> EDF, strengthening of coherence and complementarity as well as development of synergies becomes increasingly important. EU support should be delivered through one comprehensive framework mirroring AU and RECs/RMs strategic objectives and priorities, adapted to different stages of progress, filling gaps and enabling all actors to fulfil their tasks and responsibilities.

Considerable efforts have been made in the past year in order to establish a more coherent framework for EU support to APSA. Built on the APSA assessment, the AU/RECs/RMs developed an indicative roadmap for full operationalisation of APSA as the general reference and guiding document for future Partner support.

APF support is being fully aligned with this APSA Roadmap, notably the EUR 40 million "APSA support programme". Efforts are also being made to further strengthen coherence and complementarity between EU activities funded by the APF, EDF Regional Indicative Programmes, and Instrument for Stability, CSDP and others. Permanent dialogues with other Partners, notably EU member states and UN, are being progressively intensified.

## **(e) Communication and visibility**

During 2011, the Commission has maintained its focus on communication and visibility. Commission and EEAS staff give regular presentations on EU support to the African Peace and Security sector, including the APF, at international meetings and conferences, give interviews to journalists and researchers and provide briefings for external Partners, NGO's etc.

Press releases and press briefings are prepared for international conferences and systematically for each funding decision by the European Commission. A dedicated APF website is in place, is regularly updated, and triggers considerable interest from the public. The annual APF report<sup>7</sup> is widely circulated and a short video<sup>8</sup> has been established providing an overview of the APF and its main activities.

\* \* \* \* \*

---

<sup>7</sup> [http://ec.europa.eu/europeaid/where/acp/regional-cooperation/peace/documents/apf-annual-report-2010\\_en.pdf](http://ec.europa.eu/europeaid/where/acp/regional-cooperation/peace/documents/apf-annual-report-2010_en.pdf)

<sup>8</sup> [http://ec.europa.eu/europeaid/multimedia/videos/peace-facility/index\\_en.htm](http://ec.europa.eu/europeaid/multimedia/videos/peace-facility/index_en.htm)



### III. FACTS AND FIGURES

#### 1. African Peace Facility financial overview under the 9<sup>th</sup> EDF (in million EUR)

	Global Commitments	Sub-total	Individual Commitments (contracted)	Sub-total	Individual Commitments (paid)	Sub-total
<b>2004</b>	EUR 250 m (March) (9 ACP RPR 22)	EUR 250 m	EUR 2.6 m (June) PSO (AMIS/I) EUR 6 m (Oct) CB (AUC) EUR 73.7 m (Oct) PSO (AMIS/II) EUR 3.4 m (Nov) PSO (FOMUC/I)	EUR 85.7 m	EUR 2.6 m (July) PSO (AMIS/I) EUR 1.6 m (Dec) CB (AUC) EUR 73.5 m (Dec) PSO (AMIS/II) EUR 2.8 m (Dec) PSO (FOMUC/I)	EUR 80.5 m
<b>2005</b>			EUR 8 m (July) PSO (FOMUC/II) EUR 70 m (Nov) PSO (AMIS/III)	EUR 78 m	EUR 6.8 m (Aug) PSO (FOMUC/II) EUR 61.6 m (Dec) PSO (AMIS/III)	EUR 68.4 m
<b>2006</b>	EUR 50 m (Aug) (9 ACP RPR 22)	EUR 50 m	EUR 1 m (Feb) CB (ASF) EUR 5 m (March) PSO (AMISEC) EUR 30 m (April) PSO (AMIS/IV) EUR 20 m (June) PSO (AMIS/V) EUR 7.5 m (July) PSO (FOMUC/III) EUR 30 m (Aug) PSO (AMIS/VI)	EUR 93.5 m	EUR 7.1 m (July) PSO (FOMUC/III) EUR 4 m (July) PSO (AMISEC) EUR 24 m (July) PSO (AMIS/IV) EUR 15.6 m (Sept) PSO (AMIS/V) EUR 0.6 m (Nov) CB (ASF) EUR 24 m (Nov) PSO (AMIS/VI)	EUR 75.3 m
<b>2007<sup>9</sup></b>	EUR 45 m (June) (9 ACP RPR 113) EUR 37.2 m (Oct) (9 ACP RPR 170) EUR 2 m (Oct) (9 ACP RPR 213) EUR 55 m (Dec) (9 ACP RPR 160)	EUR 139.2 m	EUR 15 m (March) PSO (AMISOM) EUR 20 m (April) CB (APSA) EUR 40 m (April) PSO (AMIS/VII) EUR 4.5 m (July) PSO (FOMUC/III bis) EUR 36.5 m (Sept) PSO (AMIS/VIII) EUR 0.5 m (Oct) PSO (AMISOM)	EUR 116.5 m	EUR 11.8 m (April) PSO (AMISOM) EUR 30.7 m (June) PSO (AMIS/VII) EUR 7.4 m (Aug) CB (APSA) EUR 4.1 m (Aug) PSO (FOMUC/III bis) EUR 23.7 m (Dec) PSO (AMIS/VIII)	EUR 77.7 m
<b>2008</b>			EUR 10.2 m (Feb) PSO (FOMUC IV) EUR 5 m (Oct) PSO (MICOPAX I) EUR 3.5 m (Dec) PSO (MAES) EUR 20 m (Dec) PSO (AMISOM II) EUR 14.6 m (Dec) PSO (MICOPAX 1A)	EUR 53.3 m	EUR 4.4 m (March) PSO (FOMUC/IV) EUR 1.5 m (March) CB (AUC) EUR 0.5 m (July) PSO (AMISOM) EUR 4 m (Dec) PSO (MICOPAX I)	EUR 10.4 m
<b>2009</b>					EUR 8 m (Jan) PSO (AMISOM II) EUR 10.8 m (March) PSO (MICOPAX 1A) EUR 2.5 m (Nov) CB APSA EUR 5.4 m (Dec) PSO (AMISOM II) EUR 1.5 m (Dec) CB (AUC) EUR 2.2 m PSO (MICOPAX 1A)	EUR 30.4 m
<b>2010</b>					EUR 3.8 m (Jun) CB APSA	EUR 3.8 m
<b>2011</b>					EUR 1.1 m (Jul) PSO (AMISOM II) EUR 0.45 m (Aug) CB (AUC) EUR 1 m (Dec) PSO (MAES)	EUR 2.55 m
<b>Total</b>		<b>EUR 439.2 m</b>		<b>EUR 427 m</b>		<b>EUR 349.05 m</b>

<sup>9</sup> In addition to the above-listed operations and programmes, in February 2007, a EUR 7.5 million South Africa Contribution has been signed for Capacity Building in Conflict Prevention in Africa. So far EUR 3.8 million has been paid.

## 2. African Peace Facility financial overview under the 10<sup>th</sup> EDF (in million EUR)

	Global Commitments Total	Sub-total	Individual Commitments (contracted)	Sub-total	Individual Commitments (paid)	Sub-total
<b>2008</b>	EUR 300.6 m (Dec) Three Year Action Programme 2008-2010	EUR 300.6 m				
<b>2009</b>			EUR 15 m (Nov) ERM EUR 0.6 m (Nov) MICOPAX 1A N'dele EUR 60 m (Dec) PSO (AMISOM III)	EUR 75.6 m	EUR 3 m (Dec) ERM EUR 30 m (Dec) AMISOM III EUR 0.6 m (Dec) MICOPAX 1A N'dele	EUR 33.6 m
<b>2010</b>			EUR 14.7 m (Apr) MICOPAX 1B EUR 47 m (Sept) AMISOM IV EUR 10 m (July) Support to AUC Personnel in PSD	EUR 71.7 m	EUR 20 m (Apr) AMISOM III EUR 14 m (Apr-Oct) MICOPAX 1B EUR 2.5 m (Aug) Support to AUC Personnel in PSD EUR 25 m (Oct) AMISOM IV EUR 17 m (Dec) AMISOM IV	EUR 78.5 m
<b>2011</b>	EUR 300 m (Aug) Three Year Action Programme 2011-2013	EUR 300 m	EUR 65.9 m (Mar) PSO AMISOM V EUR 50 m (Dec) PSO AMISOM VI EUR 19.5 m (Apr) PSO MICOPAX 1C EUR 12 m (May) APSA Support	EUR 147.4 m	EUR 0.9 m (Jun) PSO AMISOM III EUR 60 m (Apr-Jun) PSO AMISOM V EUR 45 m (Dec) PSO AMISOM VI EUR 17.6 m (Apr-Dec) PSO MICOPAX 1C EUR 5 m (Feb) ERM EUR 3.5 m (Sept) Support to AUC Personnel in PSD	EUR 132 m
<b>Total</b>		<b>EUR 600.6 m</b>		<b>EUR 294.7 m</b>		<b>EUR 244 m</b>

NOTA BENE: This table shows the Peace Support Operations, the Capacity Building programmes and the Early Response Mechanism financed by the APF over the years. For the budget line Monitoring/Audits/Evaluations/Visibility/Technical Assistance, EUR 13 million has been earmarked (2008-2013), of which EUR 2.7 million has been committed so far.

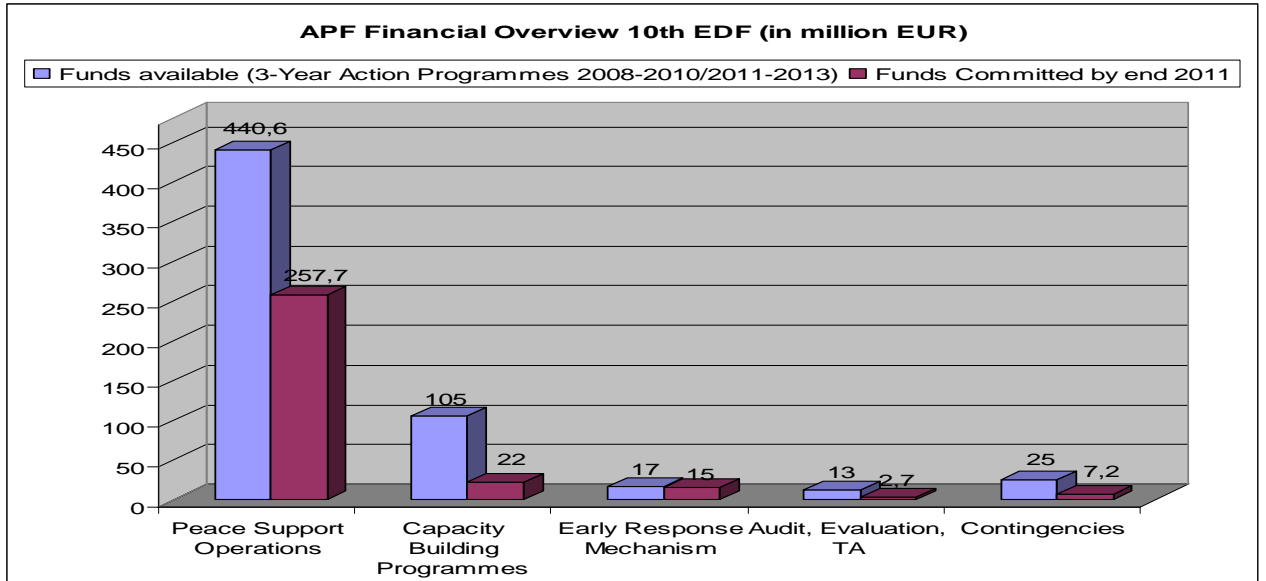
## 3. African Peace Facility financial overview under the 9<sup>th</sup> + 10<sup>th</sup> EDF (in million EUR)

	Global Commitments Total	Individual Commitments (contracted) (PSO, CB, ERM)	Individual Commitments (paid) (PSO, CB, ERM)
<b>Total</b>	<b>EUR 1039.8 m</b>	<b>EUR 721.7 m</b>	<b>EUR 593.15 m</b>

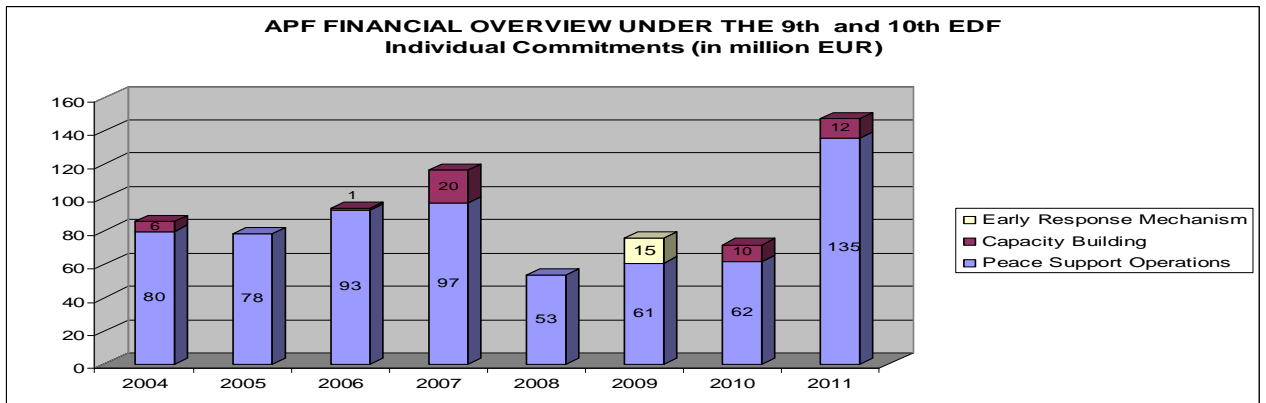
\* \* \* \* \*

## IV. APF AT A GLANCE

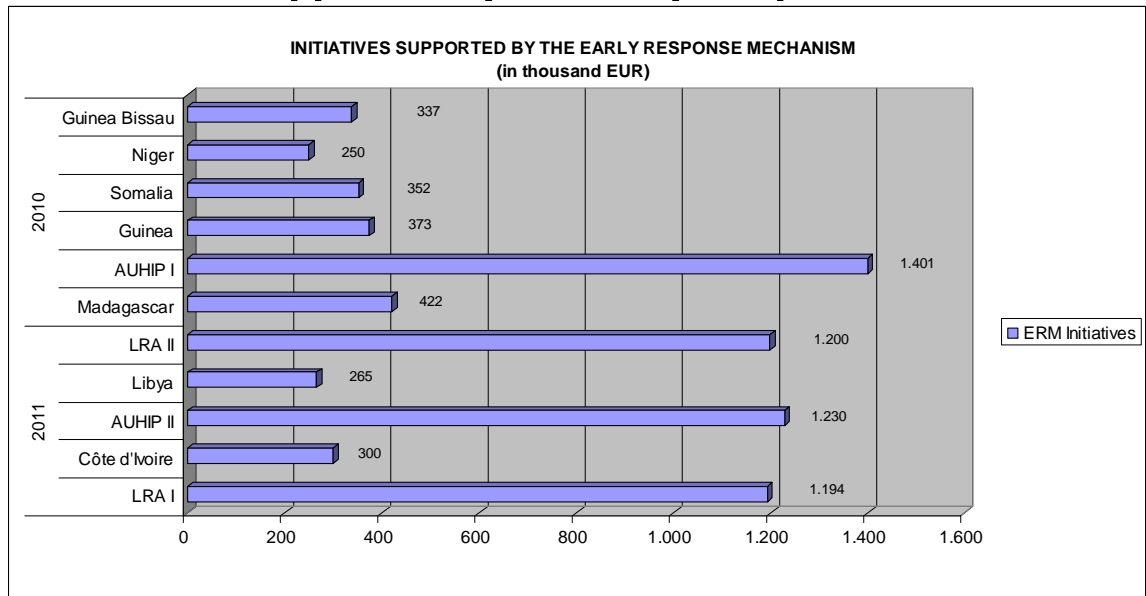
### 1. APF Financial Overview 10<sup>th</sup> EDF



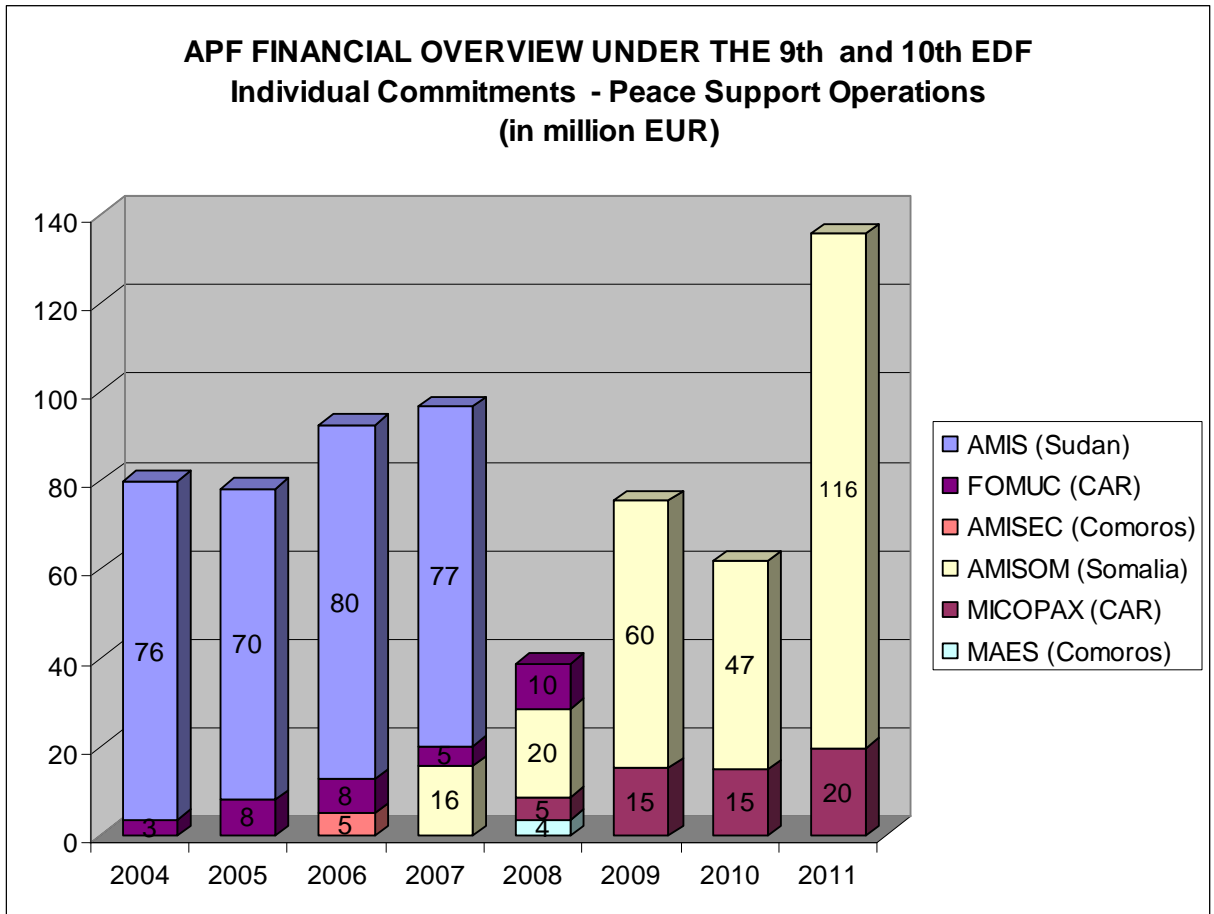
### 2. APF Financial Overview 9<sup>th</sup> + 10<sup>th</sup> EDF Individual Commitments



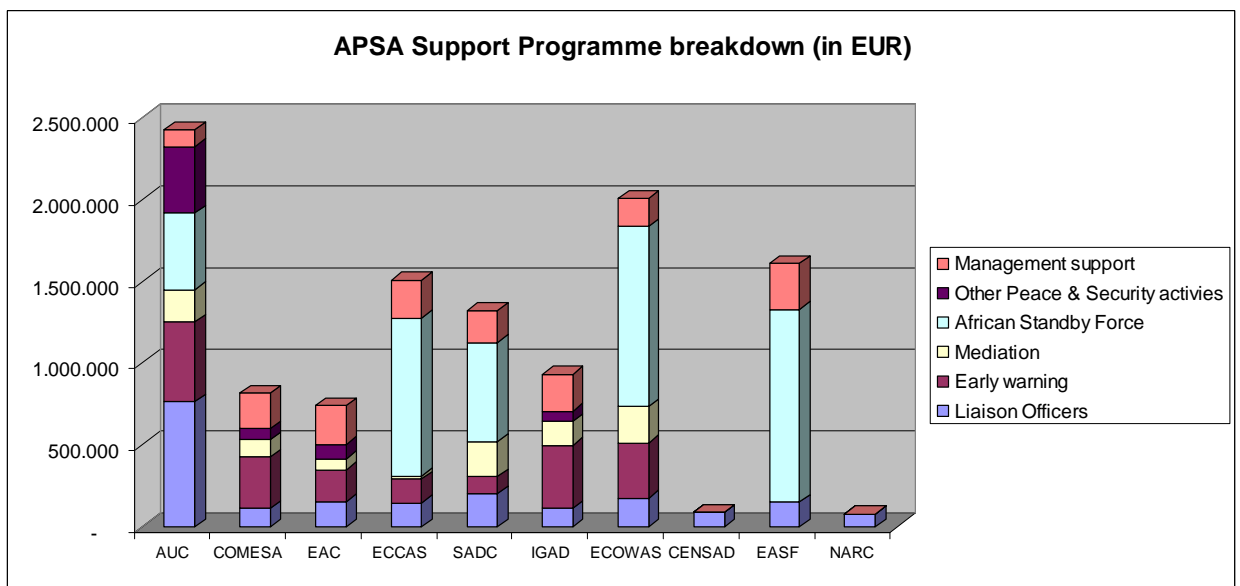
### 3. Initiatives supported by the Early Response Mechanism



**4. APF Financial Overview under the 9<sup>th</sup> + 10<sup>th</sup> EDF  
Individual Commitments - Peace Support Operations**



**5. EUR 40 million APSA Support Programme  
Breakdown on beneficiaries and activities**



\*\*\*\*\*

## **CONTACTS**

Mr Philippe DARMUZEY  
European Commission  
DG Development and Cooperation – EuropeAid  
Head of Unit  
Africa-EU Partnership – African Peace Facility

[Philippe.Darmuzey@ec.europa.eu](mailto:Philippe.Darmuzey@ec.europa.eu)

Mr José COSTA PEREIRA  
European External Action Service  
Africa Department  
Head of Division  
Pan-African Affairs

[Jose-Fernando.Costa-Pereira@eeas.europa.eu](mailto:Jose-Fernando.Costa-Pereira@eeas.europa.eu)

Mr Gary QUINCE  
European External Action Service  
EU Delegation to the African Union  
Head of Delegation

[Gary.Quince@eeas.europa.eu](mailto:Gary.Quince@eeas.europa.eu)

### **For more information:**

<http://ec.europa.eu/europeaid/peace-facility>  
[www.africa-eu-partnership.org](http://www.africa-eu-partnership.org)

\* \* \* \* \*