



Council of the
European Union

Brussels, 12 November 2015
(OR. en)

13869/15

LIMITE

**CSDP/PSDC 599
CFSP/PESC 739
COPS 343
POLMIL 98
CIVCOM 198
EUMC 42
RELEX 901
DEVGEN 221
COHAFA 105
JAI 840
COAFR 325
COHOM 107**

COVER NOTE

From:	European External Action Service (EEAS)
To:	Political and Security Committee (PSC) Delegations
Subject:	Capacity building in support of security and development - Implementation Plan - Non-paper by the EEAS and Commission services

Delegations will find attached document EEAS(2015) 1586.

Encl.: EEAS(2015) 1586

EEAS(2015) 1586
Limited

EUROPEAN EXTERNAL ACTION SERVICE



Crisis Management and Planning Directorate

Working document of the European External Action Service

of 10/11/2015

EEAS Reference	EEAS(2015) 1586
Distribution marking	<i>Limited</i>
To [and/or GSC distribution acronyms]	Political and Security Committee (PSC) COPS RELEX CIVCOM POLMIL CODEV CSDP/PSDC
Title / Subject	Capacity building in support of security and development - Implementation Plan - Non-paper by the EEAS and Commission services
[Ref. prev. doc.]	

Delegations will find attached the Implementation plan on capacity building in support of security and development, a non-paper by the EEAS and Commission services.

Implementation Plan
Non-paper by the EEAS and Commission services

CAPACITY BUILDING IN SUPPORT OF SECURITY AND DEVELOPMENT

Introduction

Following on the Joint Communication¹ “Capacity building in support of security and development – Enabling partners to prevent and manage crises”, the Council conclusions on Common Security and Defence Policy (CSDP) of 18 May 2015, and the European Council conclusions of 25/26 June 2015 set directions for taking work forward in view of the Foreign Affairs (Defence) Council (FAC) of 17 November 2015.

Specifically, in the May conclusions, the Council “[invited] the EEAS and the Commission services to further work in view of the FAC in October/November on the full potential of all relevant Union instruments taking into account their legal bases, and to assess the feasibility of: an adaptation of the African Peace Facility to address its limitations; the establishment of a EU facility linking closer peace, security and development in the framework of one or more existing EU instruments; and a dedicated instrument to this effect, in view of the mid-term review of the multiannual financial framework 2014-2020, while improving the coherence with Member States’ own instruments and addressing medium-term challenges. Drawing on the identified pilot cases in Mali and Somalia as well as on the need to strengthen the African Peace and Security Architecture, it [invited] the EEAS and Commission services, in close coordination with EU delegations and in consultation with the Member States, to present by summer 2015 an implementation plan with concrete measures and actors involved.”

As recalled in the above mentioned Joint Communication and in diverse Council conclusions, and as recognised internationally, most recently, the 2030 Agenda Sustainable Development Goals (SDG 16: Peace, Justice and Strong Institutions), security and development work together. The EU

¹ JOIN(2015) 17 of 28 April 2015

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has consistently underlined that "security is a precondition for development"² and that "without development and poverty eradication there will be no sustainable peace"³. This security-development nexus is key to maximising the effectiveness of the EU's external action.

This objective is in line with the principles of the Union's external action, in accordance with which the Union is committed to promoting democracy, rule of law, human rights and good governance as well as the strengthening of international security.⁴ The current set of the Union's external financing instruments is supporting a multitude of actions in the field of capacity-building in support of security and development, including **effective civilian administration and civilian oversight over the security system.**⁵

This is particularly relevant in the context of **conflict prevention** where development actions increasing resilience, based on sound analysis and by targeting root causes of conflict, could be complemented by efforts that build up and strengthen institutions for service delivery. This includes anchoring more firmly accountable security forces, including armed forces, under democratic and civilian control, as this is essential for democratic governance, long term stability and building confidence through sustainable development for peaceful and inclusive societies.

It is equally relevant in the context of **countries emerging from conflict**, including as part of disarmament, demobilisation and reintegration (DDR) processes. While it is critical that development funding is rapidly mobilised to sustain state building and ensure quick delivery of basic services to the population, the reform of the security sector, including armed forces, is also part of the development agenda, ensuring a holistic approach, the rule of law, human rights and good governance principles. It is also essential to create an enabling environment for development and re-establishing confidence in the State.

² Council 15895/03, European Security Strategy, 08.12.2003

³ Council 15097/07, Security and Development - Conclusions of the Council and the Representatives of the Governments of the Member States meeting within the Council, 20.11.2007

⁴ Article 21(2) TEU

⁵ As defined by the OECD and recalled e.g. in the Regulation establishing the IcSP (OJEU; 15.03.2014; L 77/1); Articles 2 and 3.

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The challenges that the European Union, its neighbourhood and African countries are currently confronted with, make it even more important to address these matters **urgently**.

President Juncker and FVP Timmermans' Letter of Intent⁶ of 9 September 2015 confirmed the will to develop the EU's ability to build up the security capacity of partner countries and international organisations, helping them to prevent crises themselves. Options to be explored to that effect include a possible dedicated instrument. Consequently, the Commission Work Programme 2016 includes a package on capacity building in the security sector, which covers security sector reform and a possible new dedicated instrument for capacity building in support of security and development in third countries.⁷

This implementation plan is divided into two sections. The first section presents tools to be assessed for capacity building in support of security and development, namely (i) an adaptation of the African Peace Facility (APF); (ii) the establishment of a EU facility linking closer peace, security and development in the framework of one or more existing EU instruments; and (iii) a dedicated instrument to this effect. The second section outlines planned measures to improve coherence and enhance coordination within the EU, including with Member States, at strategic and operational levels.

The present implementation plan is accompanied by two annexes. The first contains an implementation report on the Mali, Somalia and the African Peace and Security Architecture (APSA) pilot cases, as well as on the Central African Republic case. The second annex provides examples of EU projects in other parts of the world, which helps set this initiative against the broader background of EU activities in the field of security capacity building.

1. Assessment of funding tools for capacity building in support of security and development

The experience with the pilot cases listed in Annex 1 highlighted the relevance of providing support to security actors, including armed forces, with a view to bringing these forces under civilian

⁶ http://ec.europa.eu/priorities/soteu/index_en.htm

⁷ COM(2015) 610 final of 27.10.2015, item 21, p. 5.

control, as well as preventing conflicts and stabilising post-conflict situations in the pursuit of development objectives. To this effect, and in line with the Joint Communication, the cases in Annex 1 will be assessed on a case-by-case basis.

However, the High Representative and the Commission also need to look into more structural ways of addressing security sector reform and security capacity building across instruments. The three possible options are explored below.

1.1 African Peace Facility

As the Joint Communication recalls, the main purpose of the African Peace Facility (APF) is to support African peacekeeping operations as well as the African Peace and Security Architecture (APSA) within the institutional framework of the African Union. The APF is funded under the European Development Fund (EDF).

Through the African Union and African Regional Economic Communities / Regional Mechanisms (RECs/RMs), the APF provides significant funding for African-led Peace Support Operations (PSOs), for the operationalisation of the APSA, and provides the African Union and the RECs/RMs with a source of immediate funding for the first stages of actions aimed at the prevention, management or resolution of crises. APF activities are currently guided by multiannual action programmes.⁸

Since the APF is funded outside of the general budget of the Union, it is not affected by restrictions stemming from the Treaty (Art. 41.2 TEU). Nonetheless, the APF remains an exceptional and temporary instrument. On the other hand, the Multiannual Action Programme 2014-2016 sets certain financing restrictions, e.g. no arms, no ammunitions, no military equipment, no salaries and no training for the soldiers. In addition, although the obligation to fulfil official development assistance criteria (ODA) is not absolute, APF funding is limited by Article 1(3) of the 11th EDF Implementation Regulation, which provides that programming shall be designed so as to fulfil to the greatest extent possible ODA criteria. Additional limitations of the APF, as outlined in the Joint Communication, are its geographical scope (only Sub-Saharan Africa), its regional focus (meaning

⁸ The orientations for the first period (2014-2016) are set out in C(2014) 4907 final.

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that support cannot be provided directly at national level even if accompanying a UN or EU mission), and the limited funds available.

In terms of addressing APF limitations, a possibility could be considered to enable the APF to provide support to national forces not only in the context of the deployment of an African Union (AU) or African regional organisation operation, but also in the context of conflict prevention or post-conflict support, notably accompanying an EU or UN mission. Indeed, States remain the key actors for ensuring security as well as for providing forces for African peacekeeping operations and APSA as such. It is therefore proposed to further explore this possibility within current work on APF extension. The need to support the institutional framework of the AU, however, would still remain. In addition, since the APF is funded under the EDF, its geographical scope could potentially be extended to other parties of the Cotonou Agreement.

Finally, the APF suffers from limited funds, which seriously compromises its immediate sustainability even within its current scope. The funding issue would need to be further looked into, including the need for increased co-ownership of partner countries and organisations. This is already part of the EU-AU dialogue on peace and security, making it more challenging to introduce a change in the scope of the multiannual action programme (which is adopted based on a request by the AU).

The potential for complementarities offered by National and Regional Indicative Programmes under the current EDF could also be explored provided that EU and partner countries and regions identify peace and security, security sector reform or governance at large as a priority sector in the respective indicative programmes.

Measure: APF support could be extended to include support to the national forces in the context of an EU or UN mission, through the introduction of appropriate changes to the APF. It could possibly be complemented by using the National and Regional Indicative Programmes (NIPs and RIPs). APF limitations will need to be examined very carefully, particularly on funding. In this context, the future post-Cotonou framework with ACP countries after 2020 and the possible ‘budgetisation’ of the EDF may both have implications on the APF.

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Actors: EEAS, Commission services, Council

Timeframe: 2015-2016

1.2 EU facility linking peace, security and development

The Mid-Term Review (MTR) of the Multi-annual Financial Framework and the MTR of the External Financing Instruments⁹ will be the opportunity to assess Heading 4 instruments within the general budget of the Union. With crises multiplying and new threats emerging, the security and development nexus is a key issue. In this context, the feasibility of creating an EU facility linking closer peace, security and development in the framework of one or more existing EU instruments will be assessed.

Measure: A Mid-Term Review report on the implementation of the external financing instruments within the general budget of the Union will assess, *inter alia*, the achievement of the objectives of each instrument and their efficiency, added value, relevance, coherence, as well as the complementarity and synergies between the instruments, and the contribution of the measures to a consistent Union external action. The internal processes for the reviews have been launched.

Actors: EEAS, Commission services, Council and Parliament.

Timeframe: 2017

1.3 A possible dedicated instrument

The scope of possible new instrument should serve, without any geographic limitation, the broader objective of support of security and development by granting flexible access to funding with a sustainable, comprehensive view covering thus as many interrelated aspects of the security system as possible. This would further promote, *inter alia*, cooperation to support capacity building of the security sector, including armed forces, in conflict prevention and post-conflict scenarios, including

⁹ Article 17 of Regulation (EU) No 236/2014, OJ L 77/95 (CIR).

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through non-lethal equipment and infrastructure in order to enhance civilian control and oversight as well as to facilitate stabilisation and development efforts.

The Joint Communication and the Council conclusions also call for an EU-wide strategic framework for Security Sector Reform (SSR). Such an EU-wide strategic framework will bring together the CSDP and development cooperation SSR approaches, as well as SSR frameworks from the Member States. It will underpin the rationale for a new possible instrument.

Measure: Given the limitations that have an impact on the EU's ability to enhance partners' capacities in the security sector and the limits of ad hoc arrangements, the establishment of a new dedicated instrument for capacity building in support of security and development, could be considered. As mentioned in the Joint Communication, any proposal would be subject to prior impact assessments which would analyse, inter alia, possible options as well as potential political, reputational and budgetary consequences, and the impact on fundamental rights.

Such a new instrument or facility could also be adopted as an extra-budgetary instrument, comparable to the EDF, but with a worldwide scope.

Actors: Commission (Council and Parliament)

Timeframe: 2016

1.4 Related developments

On 6 October 2015, the European Commission and the High Representative adopted the "Joint Consultation Paper – Towards a new partnership between the European Union and the African, Caribbean and Pacific (ACP) countries after 2020". It launched the public consultation on the relationship with ACP countries after 2020, raising questions, inter alia, related to EU efforts on tackling peace and security, the fight against terrorism and organised crime.

The ongoing review of the European Neighbourhood Policy (ENP) focuses on stabilisation (a prerequisite for lasting transformation and reforms) and differentiation. The security chapter of the ENP review could contribute to the overall capacity building in support of security and

development objectives. A Joint Communication on the ENP review is due to be adopted on 18 November 2015.

2. Enhancing coordination

2.1 EU-wide strategic framework for Security Sector Reform

Measure: A new EU-wide strategic framework for Security Sector Reform (SSR) was part of the proposals of the Joint Communication and was referenced in paragraph 15 of the Council conclusions of 18 May 2015. A new strategic framework will build on the security-development nexus, principles of human security, stress the need for local ownership and follow a holistic approach, implementation of the Comprehensive Approach, while promoting coordination of all EU instruments including bilateral efforts by EU Member States in order to avoid overlap, fill gaps in partner countries and ensure strategic consistency.

The Commission Work Programme 2016 includes a package on capacity building in support of security and development which covers security sector reform and a possible new dedicated instrument for capacity building in support of security and development in third countries.¹⁰ (see above 1.3)

Actors: High Representative and Commission in consultation with Member States, international organisations and civil society

Timeframe: mid-2016

2.2 Coordination between EU delegations and CSDP missions on the ground

Measure: Improved interaction between EU delegations and CSDP missions/operations at partner country level will enhance the effectiveness of the various EU activities for capacity building in support of security and development and allow developing synergies between them. The EEAS and Commission services have continued work on coordination and cooperation among EU actors on

¹⁰ COM(2015) 610 final of 27.10.2015, item 21, p. 5.

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the ground in relation to the follow-up of the Annual 2014 CSDP Lessons Report and will issue best practice guidelines in this regard.¹¹

Actors: EEAS and Commission services

Timeframe: 1st half 2016

2.3 Project Cycle Scheme

Measure: A Project Cycle Scheme identifying the processes and mechanisms in identifying CBSD projects and their subsequent handling in the field and at headquarters is being considered. The scheme could include systems for processing CBSD work respecting the relevant roles attributed by the Treaties, and would pay particular attention to information sharing between EU and Member States and partners (third countries, organisations), the early involvement of EU actors in capacity building efforts and enhanced interaction between EU delegations and the CSDP missions and operations. Such a scheme would be embedded in local donor coordination mechanisms, when they exist and are active on CBSD, in order to avoid redundant coordination processes.

Actors: Commission services and EEAS

Timeframe: 1st half 2016

2.4 Political Framework for Crisis Approach (PFCA)

Measure: The PFCA should articulate a shared analysis between EEAS and Commission services. This will also allow a better articulation of CSDP missions and of other EU activities and projects funded by the Commission, including the provision of equipment and infrastructure to complement training activities where needed. The EEAS and Commission services have started work on the

¹¹ EEAS(2015)256 of 23 February 2015, Key Lesson 2014.5 p. 14.

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PFCA as a tool of shared analysis between services in relation to the follow-up of the Annual 2014 CSDP Lessons Report and will produce a guidance note on drafting a PFCA as a joint document.¹²

Actors: EEAS and Commission services

Timeframe: 1st half 2016

2.5 Shared evaluation, monitoring and results framework

Measure: A shared evaluation, monitoring and results framework will be laid out for security capacity building and Security Sector Reform-related activities, irrespective of the policy framework under which they are conducted.

Actors: Commission services and EEAS

Timeframe: 2nd half 2016

2.6 Dedicated risk management methodology

Measure: A dedicated risk management methodology will be developed on EU support to the security sector of partner countries organisations. This methodology will draw on experience from the EU and from international organisations, notably the UN.

Actors: Commission services and EEAS

Timeframe: 2nd half 2016

¹² EEAS(2015)256 of 23 February 2015, Key Lesson 2014.1 p. 12.

The pilot cases: Mali, Somalia, APSA (and CAR)

1.1 Introduction

The Mali, Somalia and APSA (African Peace and Security Architecture) pilot cases were identified in early 2015 as part of the overall development of the Joint Communication and included a needs assessment, prioritisation and risk analysis exercise coordinated through the EU delegations, involving relevant CSDP missions and EU institutions. Since then, a new case, in the Central African Republic, has been submitted for analysis. The section below identifies activities that were captured in this process as well as others currently under discussion, including some highlighted by Member States. The lessons drawn from the pilot cases and the concrete projects therein will help develop procedures and highlight challenges.

Experience indicates that partners (governments, organisations and the international community) are willing and interested in identifying needs and possible projects. CSDP civilian and military missions are working in close coordination with EU delegations which manage development and security-related activities to screen and analyse needs and requests from local authorities.

However, in cases where the direct beneficiary of a capacity building project are the armed forces (regardless of the equipment or type of support requested), there are legal limitations. As the Joint Communication states: "The Treaties exclude the possibility of using the EU budget for expenditure arising from operations having military or defence implications (see Article 41(2) TEU). This makes the European Development Fund and the African Peace Facility as instruments outside the EU budget particularly relevant in the current efforts to "bridge" the gap between CSDP and various development instruments when attempting to comprehensively address security-development nexus issues. In addition, financing of capacity building in the security sector under Articles 209 and 212 TFEU is not *per se* excluded, regardless of the civilian or military nature of the beneficiary but requires a case-by-case assessment."¹³

¹³ JOIN(2015) 17 of 28 April 2015, p. 7. The same action cannot be financed both by a CFSP measure and a development instrument based on Articles 209/212 TFEU.

The case-by-case assessment for EU support to security sector capacity building needs to be underpinned by EU external action principles. These include: (i) ownership by the partner country and alignment to the partner's long-term development strategies; (ii) respect for human rights and adherence to international humanitarian law; and (iii) coherence with other EU actions as part of a broader EU comprehensive approach to external conflict and crises¹⁴. In addition, it is important to use context analysis to prevent offer-driven capacity building support, develop a risk management methodology and ensure broad support from the international community and coordination with other actors on the ground. Once assessed as being in line with the above, the mentioned pilot cases and projects will be implemented.

Where limitations are confirmed, the intention is to persevere in identifying alternative sources of funding in the short term, including:

- through the European Development Fund (and specifically its African Peace Facility) or
- through EU Member States, including the Athena mechanism.

Beyond the pilot cases, the EU is currently engaged in capacity building projects in the security sector in many other parts of the world. A few examples are listed in an annex, which is however not intended to be exhaustive. In line with the broad geographical scope of the CBSD initiative, services are currently looking into the possible introduction of the CBSD concept to other geographical areas of particular interest to the EU.

¹⁴ Taking into consideration the eight areas identified by the Joint Communication on the EU's comprehensive approach to external conflict and crises of December 2013: (i) develop a shared analysis; (ii) define a common strategic vision; (iii) focus on prevention; (iv) mobilise the different strengths and capacities of the EU; (v) commit to the long term; (vi) link policies and internal and external action; (vii) make better use of EU Delegations; (viii) work in partnership.

1.2 Mali

1.2.1 Central Police Commissariat - Bamako (as part of the PANORAMA project)

Project initiated in early 2015 by EUCAP Sahel Mali¹⁵ in close coordination with the Malian Ministry of the Interior. This project will put in place an integrated platform of police services offering practical training and advice under the auspices of a centralised coordinating authority. Total cost of the PANORAMA project is EUR 12 million and funding was approved by the Commission under the Instrument contributing to Stability and Peace¹⁶ (IcSP).

1.2.2 Human Resources Information System (HRIS)

Project initiated by EUTM Mali¹⁷ in close collaboration with the Malian Ministry of Defence and ex-combatants in early 2014. The project has benefitted already from a Canadian contribution of 1 million Canadian dollars, but will require a further EUR 500,000 to adapt the system for roll-out to the military regions.

1.2.3 Logistic Information System (LOGIS)

Project initiated by EUTM Mali in close coordination with the Malian Ministry of Defence in early 2014. The project consists of three distinct phases, the first of which has benefitted from a contribution by Luxembourg of EUR 550,000 but the full roll-out of the three phases would require additional funding of EUR 1.5 million.

¹⁵ Council Decision (CFSP) 2015/76 of 19 January 2015 launching the European Union CSDP mission in Mali (EUCAP Sahel Mali) and amending Decision 2014/219/CFSP. Allocation of EUR 11 400 000 from 14 January 2015 until 14 January 2016

¹⁶ Regulation (EU) No 230/2014

¹⁷ Council Decision 2014/220/CFSP of 15 April 2014 amending Decision 2013/34/CFSP on a European Union military mission to contribute to the training of the Malian Armed Forces (EUTM Mali). Mandate runs until 18 May 2016 for an approximate cost of EUR 27.7 million

1.2.4 Project INTRANET for the Malian Armed Forces

Project initiated by EUTM Mali in early 2015, in coordination with Malian Armed Forces, EUCAP Sahel Mali and the Malian agency for the development of new technologies (AGETIC). The project seeks to develop an intranet network for the use of the Malian authorities to communicate, based on approved, robust and secure technologies and would include a Governmental messaging service, shared database for stored information and shared printing facilities. The aim would be for the system to be integrated and compatible with HRIS and LOGIS. The cost is estimated at between EUR 1 million and EUR 2 million.

1.2.5 Budget Support

Budget Support for Mali in support of the consolidation of the State has been implemented since 2013. The first support (2013-2014) was for an amount of EUR 225 million. A second programme of support is currently being prepared for 2015-2018 for a further EUR 220 million. The objectives that Budget Support seeks to contribute to, include: support for the reforms and democratic transition, accompanying the Malian government in the implementation of the Peace Accords, support the government's capacity across the whole country.

1.2.6 Project "Programme d'appui au secteur de la justice au Mali" (PAJM)

The specific objective of this project is to consolidate the judiciary through good practices aimed at reinforcing the credibility, performance, capacity and access to the judicial institutions and services. The project implementation period is 2014-2018, with a budget of EUR 12 million.

1.2.7 Project "Appui à la réconciliation et à la résolution de conflits au Mali" (ARCOMA)

The aim of this project is to provide support to the Malian society so that it may establish a lasting culture of peace in the country, and enhance its resilience to internal and external shocks, through a shared, inclusive and participative understanding of the country's history and future. The project is implemented over the 2014-2018 period and has a budget of EUR 5 million.

1.3 Somalia

1.3.1 Somali Medical Facility, Xooga hospital, Mogadishu

Proposal initiated by EUTM Somalia through the EU delegation in Nairobi following a request from the Somali Chief of Defence Staff in April 2015. The project concerns the establishment and operation of a Level-1 Medical Facility at the Xooga Hospital site. Beneficiaries of the services that would be provided at the site include civilian and military personnel in the Hodan district of Mogadishu and other districts. The resource requirements for basic medical capabilities at the hospital include specialist manpower to operate the medical facilities (including x-rays, patient holding rooms including beds, some infrastructure improvements: security, power generation/management, water generation etc.). The project total cost would be EUR 2.6 million for 24-months project duration of 24 months.

1.3.2 Improving conditions of Jazeera Training Camp (JTC)

The Jazeera Training Camp (JTC) is currently being financed by the APF as part of the overall support to the African Union Mission in Somalia (AMISOM). Continued financial support remains necessary to render the facility fully operational. The February 2015 needs assessment identified basic infrastructure requirements for the JTC including office furniture, lighting, basic electricity and water provision and cooking facilities. Commission services are looking at ways to increase the effectiveness of EU support to this facility together with the African Union who is responsible for the management of the financial support, so that consideration for funding improvements to the JTC may be given a higher priority.

1.3.3 Somali Ministry of Defence civilian oversight plan

The objective would be to complement the CSDP operation EUTM with a focus on building the capacity of civil servants to exercise civilian control over the Somali National Armed Forces (suggested duration: 18 months, estimated cost: up to EUR 2.1 million). The Ministry of Defence would be assisted in the rehabilitation of its administrative infrastructure, the provision of office and IT equipment and through support to the establishment of administrative procedures regarding accountability and cooperation with the Parliament, the Prime Minister's Office and relevant line

Ministries and regarding the full respect of human rights according to the international standards and norms. The Nordic International Support Foundation would be a possible implementation partner. The project is being considered by Commission services and was included in the regular IcSP info note to PSC. This project is being developed alongside an EDF-funded project focusing on increasing the capacity of the Somali Ministry of Defence in the area of Civil Service Recruitment and Training, which is currently in the inception phase in the framework of 1.3.5 below.

1.3.4 Engineer Course for the Somali National Army (SNA) to counter improvised explosive devices (IEDs) and improve roads in Mogadishu to enhance communication and access for civilian and military needs

The lack of mobility within and around Mogadishu hampers both the SNA and civilian emergency services, including humanitarian organisations, in the implementation of their mandates. An improved manoeuvre capability of the security services would lead to a more effective protection of the population. Better infrastructure and Counter-IED training and equipment would allow the SLA an enhanced manoeuvre capability. Estimated cost is EUR 700,000; project proposal under preparation. The two main project components (road infrastructure and counter-IED action) could each be submitted separately for funding.

1.3.5 Support to State Building and Peace Building – EUR 79 million (2014-2020, EDF)

The specific objective of this action is to support the implementation of key governance components of the Somali Compact focusing on (1) core state functions, (2) security and the rule of law and (3) accountability and reconciliation. Under the security and rule of law component, the EU supports the police reform in all three regions of Somalia.

1.4 Central African Republic (CAR)

1.4.1 CAR Training facility Camp Kassai

The project will cover equipment including didactic materials, class room furniture and kitchen equipment to enable non-operational training courses, tarpaulins for protection against rain, camp

beds and first aid kits for field missions of FACA¹⁸ battalions (EUR 0.25M) as well as the costs to deploy the trainers (EUR 0.32M). As most of these initial requests will be covered by allocations from EU Member States, consideration could also be given to complementary equipment for medical facilities and furniture for the Camp Kassaï as well as for basic equipment for the Bataillon du Génie to help complementing initial restoration works financed by UNDP for some of the barracks in Camp Kassaï.

1.5 African Peace Security Architecture (APSA)

The operationalisation of the African Peace Support Architecture (APSA) is supported financially through the African Peace Facility (APF). The APSA is composed by the African Union Political and Security Committee (as the central decision-making body), the eight regional economic communities (RECs) and two regional mechanisms (RMs) with a mandate in peace and security¹⁹, the Africa Standby Force (ASF), the Continental Early Warning System (CEWS), the Panel Of the Wise (POW), and the African Peace Fund.

With the overall objective to support the operationalisation of APSA and its constituent structures, the APF allocated over EUR 120 million for the period 2004-2014. The APF also supported African Union liaison offices in post-conflict countries, African peacekeeping training centres and capacity building initiatives such as the AMANI Africa II to develop capability of the African Standby Forces (ASF), and the Command, Control, Communication and Information System (C3IS) for the AUC. Depending on the outcome of the process to define the new APSA programme (see below), it is envisaged that these programmes would continue in 2016 and beyond.

The African Union Commission is at present working on a new APSA roadmap 2015-2020 (to be finalised by end-2015). On this basis, the Commission will prepare a new proposal for support to

¹⁸ Armed forces of the Central African Republic

¹⁹ Arab Maghreb Union (AMU), Community of Sahel-Saharan States (CEN-SAD), Common Market for Eastern and Southern Africa (COMESA), East African Community (EAC), Economic Community of Central African States (ECCAS), Economic Community of West African States (ECOWAS), Intergovernmental Authority on Development (IGAD), Southern African Development Community (SADC), as well as Eastern Africa Standby Force Coordination Mechanism (EASFCOM) and North African Regional Capability (NARC).

APSA through the APF within the indicative allocation of EUR 55 million (from the APF action programme 2014-2016).

The APSA case study (see PSC MD 057/15) highlighted the enduring shortfalls in the logistic and medical capacity as a major obstacle to the operationalisation of the Multi-Dimensional (Civil, Police, Military) African Stand-by Force (ASF), especially when related to rapid deployment. This lack of logistic and medical capacity hampers its capability to be deployed on immediate notice. Specific equipment requirements have been identified, such as an equipment for a light infantry unit (except weapons and ammunition), medical support, individual protection kit, but also establishing at regional level "Start-Up" or "Follow-Up" packages. These packages should essentially consist of stand-by contracts and be complemented by training.

The EU support to mediation activities via the APF's Early Response Mechanism (ERM) is contributing to the operationalisation of the APSA. The ERM was established in 2009 and has allowed the mobilisation of the African Union Commission and/or RECs in more than 27 actions directly related to crisis prevention and early stages of crisis.

The specific objectives of this intervention are to:

- Provide the African Union and African sub-regional organisations with an immediately mobilised source of funding for the first steps of actions aimed at preventing, managing and resolving crises, such as the preparation of decision-making and planning of a proposed peace operation and the launch of a mediation initiative;
- Strengthen the capacity of the African Union and sub-regional organisations to develop a structured and timely manner support mission for peace and/ or mediation initiative.

Nevertheless, all these efforts will not be fully effective without good coordination among donors: information sharing, exchange of lessons learned and best practices. Revitalising the G8+ Africa Clearing House Mechanism as well as capacity focused use of the APSTA (Africa Peace Support Trainers' Association) has been proposed.

EU projects in the field of security capacity building in other parts of the world

This annex lists examples of EU projects in the field of security capacity building in other parts of the world. It is not intended to be exhaustive.

Eastern neighbourhood

Eastern Partnership Euro-East Police Programme (2014-2018; European Neighbourhood Instrument²⁰ (ENI); EUR 5 million)

Implemented by the Polish Cooperation Fund Foundation together with a consortium of some EU Member States institutions in the field of security. The objective is to increase police cooperation on issues related to cross-border crime between the EU and Eastern partnership countries. Two components: 1. Partnerships and enhancing joint investigations. 2. Combat specific type of cross-border crime, fighting trafficking in human beings, combating drug trafficking, combating economic crime – money laundering, combating counterfeit goods, fighting terrorism and cybercrime.

Southern neighbourhood

Security Sector Reform programme in Tunisia (EUR 23 million; 2015 – 2020; ENI)

The programme has three components: (i) Modernisation and reform of the Ministry of Interior's structure; (ii) Border security promoting the concept of integrated border management and creation of three joint operational centres based in strategic borders areas; (iii) Reinforcement and modernisation of the intelligence services.

Euromed Police IV (EUR 4.8 million; 2015-2019; ENI)

The objectives are: (i) Facilitate a coordinated approach to regional cooperation, based on established priority areas and the formulation of a strategy for increasing citizen security, in alignment with the EU policy cycle; (ii) Strengthen strategic and operational cooperation between national authorities in ENI South Partner Countries (ENI SPC), as well as with EU MS (and EU agencies), by enhancing the sharing and analysis of strategic criminal intelligence, and use of existing channels for exchanging operational criminal data in priority areas; (iii) Provide tailored

²⁰ Regulation (EU) No 232/2014

capacity building in priority areas, based on the identification of needs and gaps by ENI SPC national authorities and promote the sharing of existing good practices and expertise.

Strengthening the legal regime against Foreign Terrorist Fighters in MENA and Balkans (EUR 5 million, 2015-2019; ENI)

- Strengthen the capacity of Middle East and North Africa (MENA) and Balkan countries to prevent and fight terrorism, particularly taking into account the increasing flow of international recruits to terrorist organisations, including foreign terrorist fighters (FTF), as identified by the UN General Assembly resolution 68/276 and relevant Security Council resolutions, including resolutions 2170 (2014) and 2178 (2014). This phenomenon poses global and regional risks, and this proposal aims to address it through the provision of specialised training to enhance the national counter-terrorism legal frameworks of beneficiary countries to counter the FTF phenomenon in compliance with the rule of law.

Contre-Terrorisme Sahel (CT Sahel)" EUR 8.7 million, 25/10/2011 – 24/05/2016 (IcSP)

This project covers Mali, Mauritania and Niger and aims to reinforce the capacity of law enforcement actors (police, gendarmerie, garde nationale) and judicial institutions in Mali, Mauritania and Niger to combat terrorism and organised crime on a national and regional level.

Iraq – Justice Sector Reform Programme with two main components

- a) Strengthening the efficiency and credibility of the criminal justice system and enhancing the Rule of Law (EUR 8.4 million, 2014-17, DCI)
- b) Improve the existing legal aid system, support vulnerable groups in order to have increased access to justice through legal counsel. Improve detention conditions for prisoners. (EUR 5.5 M, 2016-2020, DCI, currently being contracted)

Western Indian Ocean. Critical Maritime Routes – Law Enforcement Agencies Capacity Building (CRIMLEA). EUR 2 million, 01/04/2014 – 31/03/2017 (IcSP)

This project targets the countries bordering the Western Indian Ocean and aims to reinforce the capacity of their law enforcement agencies to effectively combat acts of piracy and other maritime-

based organised crime threats such as illicit trafficking in weapons, narcotics, human beings, human smuggling.

Democratic Republic of the Congo (EDF)

Police: Support to National Police Reform Programme (PARP), EUR 17 million, 2010-2016 (EDF)

Programme PROGRESS (Programme d'Appui à la Réforme du Secteur Sécurité - Volet Défense), EUR 25 million (EDF)

This programme will (i) strengthen the institutional capacity of the Ministry of Defence, including its role in the conduct of military reform (modernisation of policy, legal, financial frameworks) based on the Reform Plan of the Army (PRA 2009); (ii) support the modernisation of administrative and budgetary management in the defence sector and (iii) strengthen internal controls and external accountability in the security sector.

Justice

REJUSCO (Restoration of Justice in Eastern Congo) contribution of EUR 7.9 million

PAG (Support to Governance) – justice allocation; contribution of EUR 9 million

PARJ (Support Programme for the Reform of Justice); EUR 29 million

UHAKI-SAFI: Support programme for strengthening Justice in the East (EUR 12.5 million) 2011-2016 (North and South Kivu and the Ituri districts)

Honduras – "Security Sector support program to Honduras PASS" - Phase I (2008-2014, in transition into Phase II – EUR 9 million; DCI)

Support to the security sector reform through the strengthening of the National Security Policy; EUROJUSTICIA Promoting fair and accessible justice in Honduras (2013-2018); EUR 31 million. The action contributes to national efforts to fight impunity and corruption and to guarantee the access to an effective, efficient, transparent and trustable justice system, promoting equality.

Regional Latin America and Caribbean Programmes - Peace and Stability I (2008-2009) (EUR 31 million) and II (2010 -2016) (EUR 10.5 million; DCI)

Support for the bottom-up strategic social, political, cultural and economic initiatives required to promote regional development and peaceful coexistence.
