African Peace Facility

ANNUAL REPORT 2018
# African Peace Facility

**ANNUAL REPORT 2018**

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### 1. Glossary

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACP</td>
<td>African, Caribbean, and Pacific Group of States</td>
</tr>
<tr>
<td>AFISM-CAR/ MISCA</td>
<td>African-led International Support Mission in the CAR</td>
</tr>
<tr>
<td>AFISMA</td>
<td>African-led International Support Mission to Mali</td>
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<tr>
<td>AMIS</td>
<td>AU Mission in Sudan</td>
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<tr>
<td>AMISEC</td>
<td>AU Mission for support to the Elections in the Comoros</td>
</tr>
<tr>
<td>AMISOM</td>
<td>AU Mission in Somalia</td>
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<tr>
<td>AMU</td>
<td>Arab Maghreb Union</td>
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<tr>
<td>APF</td>
<td>African Peace Facility</td>
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<tr>
<td>APSA</td>
<td>African Peace and Security Architecture</td>
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<tr>
<td>ASF</td>
<td>African Standby Force(s)</td>
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<tr>
<td>AU</td>
<td>African Union</td>
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<tr>
<td>AUC</td>
<td>AU Commission</td>
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<tr>
<td>AU LO</td>
<td>AU Liaison Office</td>
</tr>
<tr>
<td>AUHIP</td>
<td>AU High Level Implementation Panel (Darfur)</td>
</tr>
<tr>
<td>AU PSC</td>
<td>AU Peace and Security Council</td>
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<tr>
<td>AU PSD</td>
<td>Peace and Security Department of the AU</td>
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<tr>
<td>Burundi HROs/MEs</td>
<td>AU deployment of Human Rights Observers and Military Experts, Mission in Burundi.</td>
</tr>
<tr>
<td>CA</td>
<td>Contribution Agreements</td>
</tr>
<tr>
<td>CAR</td>
<td>Central African Republic</td>
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<tr>
<td>CEN-SAD</td>
<td>Community of Sahel-Saharan States</td>
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<tr>
<td>CEWS</td>
<td>Continental Early Warning System</td>
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<tr>
<td>COMESA</td>
<td>Common Market for Eastern and Southern Africa</td>
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<tr>
<td>CFSP</td>
<td>Common Foreign and Security Policy (of the EU)</td>
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<tr>
<td>CSDP</td>
<td>Common Security and Defence Policy (of the EU)</td>
</tr>
<tr>
<td>CTSAMM</td>
<td>Ceasefire Transitional Security Arrangement Monitoring Mechanism in South Sudan</td>
</tr>
<tr>
<td>C3IS</td>
<td>Command, Control, Communication and Information System</td>
</tr>
<tr>
<td>DRC</td>
<td>Democratic Republic of the Congo</td>
</tr>
<tr>
<td>DEVCO</td>
<td>Directorate-General for International Cooperation and Development</td>
</tr>
<tr>
<td>EASF</td>
<td>Eastern Africa Standby Force</td>
</tr>
<tr>
<td>EAC</td>
<td>East African Community</td>
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<tr>
<td>EASFCOM</td>
<td>Eastern Africa Standby Force Coordination Mechanism</td>
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<tr>
<td>EC</td>
<td>European Commission</td>
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<tr>
<td>ECCAS</td>
<td>Economic Community of Central African States</td>
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<tr>
<td>ECOMIB</td>
<td>ECOWAS Mission in Guinea Bissau</td>
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<td>ECOMIG</td>
<td>ECOWAS Mission in the Gambia</td>
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<tr>
<td>ECOWAS</td>
<td>Economic Community of West African States</td>
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<tr>
<td>EDF</td>
<td>European Development Fund</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>EEAS</td>
<td>European External Action Service</td>
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<td>ERM</td>
<td>Early Response Mechanism</td>
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<tr>
<td>EU</td>
<td>European Union</td>
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<tr>
<td>EU PSC</td>
<td>Political and Security Committee of the EU</td>
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<tr>
<td>EUCAP NESTOR</td>
<td>EU Mission on Regional Maritime Capacity-Building</td>
</tr>
<tr>
<td>EUTM Somalia</td>
<td>EU Training Mission in Somalia</td>
</tr>
<tr>
<td>FOMUC</td>
<td>CEMAC Multinational Force (Force Multinationale de la CEMAC)</td>
</tr>
<tr>
<td>IcSP</td>
<td>Instrument contributing to Stability and Peace</td>
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<tr>
<td>IGAD</td>
<td>Intergovernmental Authority on Development</td>
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<tr>
<td>JAES</td>
<td>Joint Africa-EU Strategy</td>
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<tr>
<td>JCC</td>
<td>Joint Coordination Committee</td>
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<tr>
<td>JCM</td>
<td>Joint Coordination Mechanism (under the RCI-LRA)</td>
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<tr>
<td>JRC</td>
<td>Joint Research Centre (European Commission)</td>
</tr>
<tr>
<td>JFA</td>
<td>Joint Financing Arrangement</td>
</tr>
<tr>
<td>LRA</td>
<td>Lord's Resistance Army</td>
</tr>
<tr>
<td>MAES</td>
<td>AU Electoral and Security Assistance Mission to the Comoros</td>
</tr>
<tr>
<td>MICOPAX</td>
<td>Mission for the Consolidation of Peace in the CAR</td>
</tr>
<tr>
<td>MISCAP</td>
<td>African-led International Support Mission in the CAR</td>
</tr>
<tr>
<td>MNJTF</td>
<td>Multi National Joint Task Force (against Boko Haram)</td>
</tr>
<tr>
<td>MoU</td>
<td>Memorandum of Understanding</td>
</tr>
<tr>
<td>MVM</td>
<td>Monitoring and Verification Mechanism (IGAD)</td>
</tr>
<tr>
<td>NARC</td>
<td>North African Regional Capability</td>
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<tr>
<td>NATO</td>
<td>North Atlantic Treaty Organisation</td>
</tr>
<tr>
<td>NAVFOR</td>
<td>Naval Force of the EU</td>
</tr>
<tr>
<td>ODA</td>
<td>Official Development Assistance</td>
</tr>
<tr>
<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
</tr>
<tr>
<td>POW</td>
<td>Panel of the Wise (of the AU)</td>
</tr>
<tr>
<td>PSO</td>
<td>Peace Support Operations</td>
</tr>
<tr>
<td>RCI-LRA</td>
<td>Regional Cooperation Initiative for the Elimination of the Lord's Resistance Army</td>
</tr>
<tr>
<td>REC</td>
<td>Regional Economic Community</td>
</tr>
<tr>
<td>RIP</td>
<td>Regional Indicative Programme</td>
</tr>
<tr>
<td>RM</td>
<td>Regional Mechanism</td>
</tr>
<tr>
<td>RTF</td>
<td>Regional Task Force (under the RCI-LRA)</td>
</tr>
<tr>
<td>SADC</td>
<td>Southern African Development Community</td>
</tr>
<tr>
<td>SDG</td>
<td>Sustainable Development Goal (UN)</td>
</tr>
<tr>
<td>SOM</td>
<td>Senior Officials Meeting</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
</tbody>
</table>
2. Foreword

The African Peace Facility (APF) underpins the African Union’s (AU) ability to prevent and respond to peace and security crises in Africa. It thus effectively contributes to stability in the continent. The APF is the European Union’s main instrument for translating agreed peace and security priorities into practice both with the AU and with African sub-regional organisations.

During 2018, the APF continued to play a crucial role in delivering EU support to African initiatives, be it through preventing conflict (electoral violence in Sierra Leone and Liberia), supporting mediation and monitoring ceasefires in South Sudan or financing major African-led peace support operations in Somalia, the Sahel, Lake Chad or West Africa.

APF funding hinges on the principle of partnership and ownership by African stakeholders. However, there can only be genuine ownership when the capacities of our African partners are robust. As such, progress in the AU’s institutional and financial reforms is to be welcomed and will be further supported by the EU.

As ties linking Africa and Europe become stronger, Europe and Africa are taking steps to deepen their cooperation on peace and security. The European Union and African Union therefore concluded, on 23 May 2018, a Memorandum of Understanding on peace, security and governance. It reaffirms that “the attainment of peace and security through joint efforts to prevent, resolve and recover from conflicts, and to combat terrorism and prevent violent extremism, are recognised as crucial for the achievement of sustainable peace and development in both Unions”. The Memorandum identifies concrete areas for enhanced cooperation as well as mechanisms for implementation. To this end, EU Member States have agreed to replenish the APF Action Programme 2019-20 with EUR 800 million.

Brussels, August 2019

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This Annual Report contributes to fulfilling the European Commission’s legal commitment to “prepare an activity report on the use of the [APF] funds for the information of the Council and the EDF Committee on an annual basis”.2

The report begins with a general overview of the APF instrument, including its origins and initiation, policy context, priorities, legal basis, evolution and current challenges.

The next section provides an update on the activities and achievements of the APF from January to December 2018. These fall into three categories. First, the Peace Support Operations (PSOs) envelope, which provides funding to African-led civilian and military operations. In 2018, the most active PSOs were in Somalia, the Sahel, the lake Chad Basin, South Sudan, Guinea Bissau, the Gambia and Burundi. Second, the capacity-building envelope contributes to the operationalisation of the African Peace and Security Architecture (APSA), through the strengthening of the institutional capacities of the African Union Commission (AUC) and the Regional Economic Communities (RECs)/Regional Mechanisms (RMs). In 2018, this was mainly through supporting implementation of the 2016-20 APSA Roadmap. In addition, the APF financed the salaries of part of the AUC personnel involved in Peace and Security programmes as well as the acquisition by the AUC of a Command, Control, Communication and Information System (C3IS) for the African Standby Force. Third, the Early Response Mechanism (ERM) provides rapid financing for urgent African-led conflict management. In 2018, the ERM contributed to preventing electoral violence in Sierra Leone and Liberia, the Inter-governmental Authority on Development (IGAD)-led revitalisation of the peace process in South Sudan, as well as the support to the SADC mission in Lesotho.

The final section of the report describes the management of the APF, with a focus on monitoring along with communication and visibility activities. The European Commission exerts close control over the implementation and financial management of APF activities by partner implementing organisations in order to respond to concerns regarding transparency, accountability and reporting requirements. This is mostly undertaken by including remedial measures in APF contracts, oversight of APF programmes at the Steering Committees held between the European Commission and the African Union Commission and the field monitoring of activity implementation.

The annex to the report provides updated facts and figures on the budget and its initiatives. EUR 2.7 billion has been allocated to the APF since its creation. EUR 2.6 billion has been contracted and, by the end of 2018, EUR 2.5 billion had been paid through this instrument.

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2 Council Regulation (EU) 2015/322 of 2 March 2015 on the implementation of the eleventh European Development Fund (Article 15(e)), under the ACP-EU Partnership Agreement (Cotonou Agreement).
4. The African Peace Facility: overview


The AU was established in 2002 with a broad political mandate of peace building and conflict prevention, management and resolution in Africa. Together with the African Regional Economic Communities (RECs) and Regional Mechanisms (RMs), the AU established the APSA as a structural and long-term response to African peace and security challenges.

The APSA consists of several components and structures:

- The AU Peace and Security Council (AU PSC), which is the central decision-making body;
- Eight RECs with a mandate in peace and security; these form the pillars of the overall security architecture:
  - 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);
- Two Regional Mechanisms (RMs):
  - Eastern Africa Standby Force Coordination Mechanism (EASFCOM)
  - North African Regional Capability (NARC);
- The Panel of the Wise (POW) with a mandate in conflict prevention and resolution;
- The African Standby Force (ASF);
- The African Peace Fund with a mandate to promote the work of the AU Commission’s (AUC) Peace and Security Department (AU PSD);
- The Continental Early Warning System (CEWS) with the role of supporting AU PSC decision-making and guiding deployment of the ASF.

The 2002 Protocol establishing the Peace and Security Council of the African Union sets out the primary responsibility of the AU in promoting peace, security and stability in Africa. The links between the AUC and the RECs/RMs were formalised by the signing of a Memorandum of Understanding (MoU) in 2008. While reaffirming the AU’s primary responsibility, this MoU also insists on the principles of subsidiarity, complementarity and comparative advantages. This will optimise the partnership between the AU and the RECs/RMs in promoting and maintaining peace, security and stability.

4 Article 21 of the same Protocol.
5 Article 16 of the same Protocol.
7 Article IV of this MoU.
Policy context

The APF was created to foster peace and security on the continent in response to a request made by the AU Summit in Maputo in July 2003. The overall objective of the APF is to support peace, stability and security in Africa and provide the basis for sustainable development, based on the principle of African ownership.

The Joint Africa-EU Strategy (JAES), adopted in Lisbon in 2007, defined peace and security as one of the eight areas of partnership (the Africa-EU Peace and Security Partnership). The aim is to support “African solutions for African problems”, with one of its key areas of cooperation being the operationalisation of the APSA. The JAES, and its successive Action Plans, were renewed at the 3rd Africa-EU Summit in Tripoli in 2010.

The EU Global Strategy, adopted in June 2016, defines peace and security as one of the vital interests of the EU. It also links internal and external security: “Our security at home entails a parallel interest in peace in our neighbouring and surrounding regions. It implies a broader interest in preventing conflict, promoting human security, addressing the root causes of instability and working towards a safer world”.

Within this framework, the Global Strategy adopts an integrated approach to conflicts as one of the five EU external action priorities. This requires the EU to intervene at all stages of the conflict cycle, acting promptly on prevention, responding responsibly and decisively to crises, investing in stabilisation and avoiding premature disengagement. The EU recognises that it cannot solve conflicts alone; sustainable peace can only be achieved through comprehensive agreements rooted in broad, deep and durable regional and international partnerships.

The APF was established on the recognition that peace and security are necessary preconditions for sustainable development, and vice versa. The European Consensus on Development – adopted in a joint statement in June 2017 – considers security and development as important and complementary aspects of EU relations with third countries. This reflects the understanding that unless security issues are dealt with, the EU will face an ever-increasing demand for humanitarian aid coupled with an inability to tackle deep-seated poverty in insecure areas. The security issues have also led to an increased flow of migrants/refugees to Europe from several African countries.

In November 2017, the 5th AU-EU Summit took place in Abidjan, Ivory Coast. All African and European leaders met to renew their commitments within the framework of the JAES. In the area of peace and security, they acknowledged that Africa and the EU face common security threats, which have an impact on the stability of both continents. They also recognised the need to strengthen the relationship between the AU and the EU in this context.

In the lead-up to the summit, the EU adopted a joint communication with the European Parliament and the Council on a "Renewed impetus of the Africa-EU Partnership".

In May 2018, a MoU on Peace, Security and Governance between the European and African Unions was signed. This builds on the JAES and the latest AU-EU Summit, setting out to strengthen cooperation between the EU and the AU through regular exchange of information, enhanced coordination of activities as well as the involvement of the UN and its agencies.

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Main priorities

The APF is a pan-African instrument. Financial support must be requested by, and provided to, the AU, a REC/RM or another sub-regional organisation carrying out a peace and security operation with an AU PSC mandate. Undertakings at the national level are not eligible for funding.

Since its creation, the APF has evolved into the primary tool for implementing Africa-EU peace and security cooperation in complementarity with:
- Regional and National programmes under the EDF;
- the EU Instrument contributing to Stability and Peace (IcSP);
- the EU Emergency Trust Fund for Africa;
- actions under the EU Common Foreign and Security Policy (CFSP);
- military and civilian missions and operations under the EU Common Security and Defence Policy (CSDP).

The three components of the APF are:
- African-led Peace Support Operations (PSOs);
- operationalisation of the African Peace and Security Architecture (APSA);
- initiatives under the Early Response Mechanism (ERM).

Legal basis

The Cotonou Agreement between the EU and seventy-nine countries from the African, Caribbean and Pacific Group of States (ACP), provides the overall legal framework for the APF.

The second revision of the Cotonou Agreement, in 2010, also recognised the interdependence between security and development, stating that "without development and poverty reduction, there will be no sustainable peace and security and that without peace and security there can be no sustainable development".

As an instrument under the EDF, the APF is currently regulated by Article 15 of the eleventh EDF Implementation Regulation, which defines the specific sources of funding and the procedures that apply. The Article is completed by multiannual Action Programmes approved by the Council, which are subsequently translated into Financing Decisions adopted by the Commission and ultimately into Financing Agreements between the Commission and the AUC. The APF 2017-18 Action Programme is currently being implemented. The EU prepared the 2019-20 Action Programme in 2018 and expects to adopt it during the third quarter of 2019.

Financing of the African Peace Facility

Due to the limitations of the Treaties, the EU budget is unable to cover all EU areas of action in the field of security and defence. However, the European Development Fund (EDF) – the main instrument for funding the Cotonou Agreement – is not part of the EU budget and is therefore subject to different rules. The APF has been principally funded by the ‘intra-ACP’ envelopes of the ninth, tenth and eleventh EDFs. Occasionally other sources were used; for example, de-commitments from previous (‘closed’) EDFs, regional EDF envelopes, additional voluntary contributions from EU Member States to the EDF and – in one case – the EU budget for expenses eligible under the APF.

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14 EU Training Mission in Mali (EUTM Mali), EUTM CAR, EUTM Somalia; EU Capacity-Building Missions in the Sahel (EUCAP Sahel Niger and EUCAP Sahel Mali), EUCAP Somalia and; EU NAVFOR Somalia.
16 See in particular Article 1 (on “Objectives of the partnership”), Article 8(5) (on “Political dialogue”), Article 11 (on “Peace building policies, conflict prevention and resolution, response to situations of fragility”), Articles 28(2)(a) and 29(1) (on “Regional Cooperation and Integration”). http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%209565%202010%20INIT.
18 EUR 7.5 million contribution from the South Africa Heading to supplement the 9th EDF envelope.
APF funds can be used to finance costs incurred by African forces under the banner of the AU, a REC/RM or another sub-regional organisation undertaking a peace and security operation with an AU PSC mandate. These funds cover, for example, the cost of transporting troops, soldiers’ living expenses and the development of capabilities. The list of non-eligible APF expenditure includes arms, ammunition and specific military equipment, spare parts for arms and military equipment, salaries and military training for soldiers.

### Decision-making procedure

**Any intervention financed by the APF has to be specifically requested by**

- the AU
- a REC/RM
- or another sub-regional organisation undertaking a peace and security operation with an AU PSC mandate

(Requests from RECs/RMs or other sub-regional organisations **must be endorsed by the AU**)

**Once the request has been received:**

- The European External Action Service (EEAS) and the European Commission present a joint information note with recommendations to the relevant Council preparatory working groups
- The EU Political and Security Committee (PSC) decides on the political appropriateness of the intervention requested.

**Once the request has been endorsed by the PSC:**

- A formal decision by the European Commission is required for support for new PSOs
- No Commission decision is needed to extend or renew support for an existing PSO or to support the operationalization of the APSA

### Beneficiaries and partners

**Direct beneficiaries of the APF:**

- AU
- RECs/RMs
- Sub-regional organisations undertaking a peace and security operation with an AU PSC mandate
- Relevant institutions/structures within or related to the APSA

**Final beneficiaries** are the people of Africa, who will be less impacted by conflicts and will live in a safer environment as a result.

**Partners:**

The EU is not the sole actor assisting the AU and the regional organisations in the area of peace and security:

- **International organisations** including the United Nations (UN) and the North Atlantic Treaty Organisation (NATO)
- **Individual countries** including the United States, China, Turkey and some EU Member States
- For PSOs in particular (e.g. AMISOM), the UN provides considerable support along with other international organisations, EU Member States and non-EU countries.
- An EU-led AU partners’ group on peace and security meets on a regular basis to ensure that support activities are complementary.

For APF interventions requiring an urgent response under the ERM, an accelerated procedure aims to respond to requests within 10 days.
Evolution and current challenges

Since its creation in December 2003, the APF has evolved in two directions. It has seen its scope broaden, and has become part of a wider EU strategy for peace and security in Africa.

Almost EUR 2.7 billion has been allocated to the APF since its creation. EUR 2.6 billion has been contracted and EUR 2.5 billion has been paid over the period 2004-18.

- Under the ninth EDF, a total of EUR 348 million was committed. This includes additional voluntary contributions of around EUR 24 million (following de-commitments of uncontracted amounts) made by Belgium, the Czech Republic, Estonia, France, Germany, Greece, Ireland and Luxembourg.

- Under the tenth EDF, over EUR 751 million was committed. This includes an additional voluntary contribution by Belgium of EUR 0.6 million for the Mission for the Consolidation of Peace in the CAR (MICOPAX).

Still as part of the eleventh EDF, the 2017-18 Action Programme was adopted by the Commission in April 2017 with an original contribution of EUR 430 million. A further EUR 130.8 million was added through de-commitments from the tenth EDF, the 2014–16 Action Programme and the eleventh EDF West Africa RIP, along with voluntary contributions of EUR 23.7 million. The overall amount committed for 2017–18 is therefore EUR 584.5 million.

- Under the eleventh EDF, the 2014–16 Action Programme was adopted by the Commission in July 2014 with an initial contribution of EUR 750 million. Due to increasing needs, an additional EUR 150 million was allocated in December 2015 and further EUR 150 million in December 2016. Denmark made an additional voluntary contribution of EUR 1.24 million for AMISOM. Following decommitments of uncontracted amounts, the total committed for 2014–16 reached EUR 1030.5 million.
Over the period 2004-18, annual contracts have averaged EUR 175 million and annual payments have averaged EUR 164 million. Since 2010 there has been an upward trend in both contracts and payments.
Along with an increasing number of crises, this evolution has created a situation where the financing needs of the APF have increasingly mobilised development funds. This has triggered a particularly vivid debate during the last four years over the financial sustainability of the APF.

The principles adopted by the EU Political and Security Committee of the Council in July 2015 aimed at ensuring the financing of on-going Peace Support Operations in the short term while increasing the predictability and financial sustainability of the APF in the longer-term. These led to a series of initiatives, including:

- launching joint demarches to AU Member States to explain the APF’s limitations, to underline the need to raise African funding for African-led PSOs and to reiterate their collective commitment to gradually cover 25% of the AU peace and security budget by 2020;
- launching demarches to other international partners, countries and organisations from other regions to attract further funding for African-led PSOs and capacity-building programmes;
- enhancing EU dialogue with the UN on supporting sustainable African-led PSOs, including during the last UN-EU Steering Committee on Crisis Management;
- introducing a new ceiling for PSOs contracts with a maximum EU contribution of 80% for troop allowances and a similar ceiling for AMISOM as of January 2016;
- introducing specific provisions in contracts concerning an exit strategy;
- promoting a new model of support programme, i.e. shifting support from troop costs to capacity-building and identifying a relevant exit strategy;
- supporting greater Overseas Development Aid (ODA)-eligible capacity-building and activities under the ERM, such as mediation and diplomacy.

The bulk of the APF envelope between 2004 and 2018 was allocated to PSOs (EUR 2,399.3 million – 92.3% of total contracts). In addition, EUR 171.8 million (6.6%) was used for capacity-building and EUR 28 million (1.1%) for the ERM (see Figure 3).

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

<table>
<thead>
<tr>
<th>Type of Activity</th>
<th>Amount (in million EUR)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peace Support Operations</td>
<td>2,399.3</td>
</tr>
<tr>
<td>Capacity-Building</td>
<td>171.8</td>
</tr>
<tr>
<td>Early Response Mechanism</td>
<td>28</td>
</tr>
</tbody>
</table>

20 EUR 13.3 million for Audit, Evaluation, Communication and Technical Assistance are not included in this figure.
21 In particular Troop Contributing Countries to African-led PSOs funded by the APF.
22 AU Summit in South Africa in June 2015, a decision reconfirmed by the 24th Ordinary Session of the Assembly of the African Union held in Addis Ababa (30-31 January 2015).
23 Australia, Brazil, China, India, Japan, Kuwait, Norway, Oman, Qatar, Saudi Arabia, South Korea, Turkey, United Arab Emirates, League of Arab States and UN.
An external evaluation of the APF in 2017 found that the APF underpins the AU’s ability to respond to peace and security crises on the continent and that it has made an overall positive contribution to the implementation and functioning of the APSA.

- Concerning APF support to the APSA, the evaluation found overall positive results were limited. APF-funded activities were fragmented, rather than being part of an overarching strategy. The evaluation recommended maintaining APF support to the APSA, but called for:
  1) a strengthened dialogue with African partners;
  2) a more selective and focused support programme;
  3) an incentive-based approach to improve performance;
  4) the prioritisation of capacity-building for PSO support structures at the AUC and RECs/RMs.

The evaluation also recommended safeguarding the role of the APSA and its actors, given the recent emergence of PSOs implemented outside the APSA framework by sub-regional organisations acting under an AU PSC mandate. These recommendations will be incorporated in the next phase of the APSA Support Programme.

- On the issue of APF support to PSOs, the evaluation concluded that given the scale, predictability and long-term commitment of its funding, the EU plays a substantial role as an interlocutor and stakeholder. This creates a risk of an overdependence on EU funds, thus limiting the development of exit strategies and involvements of additional donors. However, the evaluation noted that the EU’s decision to reduce APF support for troop stipends in 2015 to 80% of the UN rate has accelerated the reflection on alternative and sustainable African sources of finance.

In January 2016, the AU mandated Dr Donald Kaberuka, its High Representative for the Peace Fund, to develop a sustainable financial strategy for the pan-African Peace Fund. Dr Kaberuka proposed a 0.2% levy on all eligible African imported goods to fund the AU’s operating, programme and peace and security operations budget.

This levy should allow the AU to meet the target laid down in 2015 by the AU Assembly of Heads of States of funding 25% of African-led peace support operations by 2020 with a contribution of USD 325 m in 2017. This will rise to a total of USD 400 m by 2020. It would principally finance mediation and preventive diplomacy; institutional capacity-building and peace support operations; the remainder would fund the AU’s general budget.

The full implementation of the levy was planned for the end of 2017. However, as of the end of 2018, only 24 AU Member States had begun implementing the Kigali Decision. Of these, 14 Member States had enacted internal law for implementing the levy and had started collecting it. The target for the first two years of the Peace Fund was USD 130 m. As of January 2019, a total of USD 89 million has been collected. While falling short of the annual target, this represents the largest funding contributions that AU Member States have made to the Peace Fund since 1993.

In parallel, a report by Paul Kagame presented at the January 2017 AU Summit addressing shortcomings in the functioning of the AU, particularly in management, impact and financing, was discussed by African Heads of State at the AU Summit in July 2017. A dedicated Extraordinary Session of the AU Summit was held in November 2018 to take stock of progress in its implementation. Although reforms are progressing slower than expected, it noted improvements in restructuring the AU Commission and in establishing an AU Development Agency.

24 Kaberuka, D. AU Peace Fund, Securing Predictable and sustainable financing for peace in Africa, 26 August 2016, which was adopted at the 27th AU Summit in August 2016.
Overseas Development Aid eligibility of APF-funded initiatives in 2017

According to renewed OECD/DAC guidelines agreed in February 2016, military aid and peacekeeping activities are not reportable as ODA. Therefore, the Commission only reports as ODA disbursements relating to civilian peace support operations and to the ERM and APSA support capacity-building components of the APF. Assessment of ERM-related amounts depend on the type of activities supported, while amounts dedicated to support capacity-building and technical assistance are considered as fully ODA-eligible.

Using this approach, in 2018 all payments made to AMISOM, ECOMIB, G5 Sahel and the second phase of the ERM were considered as non-eligible for ODA, whereas those for Burundi HROs/MEs and CTSAMM were treated as eligible. All payments under the APSA support programme, the Joint Financing Agreements (JFA Salaries and JFA AU Liaison Offices) and technical assistance were also considered as ODA-eligible.

In financial terms, the Commission has reported EUR 16.4 million out of around EUR 264 million paid in 2018 as eligible, around 6.2% of the total payments.
5. Activities and achievements in 2018

5.1. African-led Peace Support Operations

MAP 1 – African-led Peace operations supported by the APF in 2018

AMISOM
AU Mission in Somalia

CTSAMM
IGAD-led Ceasefire Transitional Security Arrangement Monitoring Mechanism in South Sudan

ECOMIB
ECOWAS Mission in Guinea-Bissau

ECOMIG
ECOWAS Mission in the Gambia

HROs/MEs
AU deployment of Human Rights Observers and Military Experts in Burundi

MNJTF
Multi-National Joint Task Force of the Lake Chad Basin Commission

G5 Sahel Joint Force
The PSOs aim to maintain public security through a range of military and civilian duties, including peacekeeping, maintaining public order, policing, reconstructing infrastructure, political dialogue and national reconciliation. Since 2004, 14 African-led operations have been deployed in a total number of 19 countries, often in highly hostile environments and sensitive political contexts.

**African Union Mission in Somalia (AMISOM)**

Following years of political instability and recurring conflicts, the UN Security Council authorised the AU to deploy the African Union Mission in Somalia (AMISOM) in February 2007. The mission’s overall objective is to assist in the gradual handing over of security responsibilities to the Somali security forces and to help stabilise the security situation.

Since 2007, AMISOM has contributed to:
- establishing new federal institutions in August/September 2012;
- adopting a new provisional constitution and provisions for presidential elections in the first quarter of 2017;
- helping combat Al-Shabaab militants.

In 2018, AMISOM continued to play an important role in providing the necessary security space to ensure the continuing progress of the political process in Somalia. EU financial support, which accounts for 80% of the PSOs contracted under the 2017-18 APF Action Programme in 2018, remains vital for AMISOM to fulfil its mandate.

Overall, AMISOM is financed through a broad set of donations, including from the EU, the UN and financial and in-kind contributions provided bilaterally to the AU or directly to the AMISOM troop contributing countries, in particular from the United States.

Since 2007, the EU has provided more than EUR 1.7 billion to the AU for AMISOM (including EUR 234 million in 2018), making the EU one of AMISOM’s biggest partners. EU funds are used to cover:
- allowances for AMISOM troops;
- salaries and allowances for the police component of the mission;
- international and local civilian staff salaries;
- operational costs for the mission’s offices in Nairobi/Mogadishu;
- costs for AMISOM Quick Impact Projects (QIPs).
The APF’s financial support to AMISOM represents an integral part of the EU’s comprehensive and long-term support for security and development efforts in Somalia. The approach has political, diplomatic, civilian, military, humanitarian and development dimensions. It includes three EU military missions within the framework of the EU Common Security and Defence Policy:
- the EU Naval Force Operation ATALANTA (EU NAVFOR);
- the EU military training mission in Somalia (EUTM Somalia);
- the EU civilian maritime security capacity-building mission (EUCAP Somalia).

The regional indicative programme for Eastern Africa, Southern Africa and the Indian Ocean (EA-SA-IO) also supports capacity-building for tackling issues including terrorism and cross border and transnational organised crime as well as the political building process in Somalia.

As Somalia moves towards a federal State with its own institutions, it also has to assume greater responsibility for its own security, allowing a gradual takeover from AMISOM by Somali security forces. In March 2018, the Somali Federal Government and the Federal Member States adopted a comprehensive Transition Plan for this process. The Plan was endorsed by the AU PSC on 30 April 2018, followed by approval from international partners at the Somalia Security Conference in Brussels in May 2018. Already reduced by 500 soldiers, UNSCR instructed AMISOM, in July 2018 (UNSCR 2431 (2018) renewing the mandate of the mission), to further reduce its uniformed personnel by 1,000 troops by February 2019 and to align its support with the Transition Plan.

ECOWAS Mission in Guinea Bissau
In the aftermath of the military coup in Guinea Bissau on 12 April 2012, Heads of States and Governments of the region established the ECOWAS Mission in Guinea Bissau (ECOMIB). Three years after the restoration of the constitutional order, Guinea Bissau still faced a recurrence of political instability.

An ECOWAS Extraordinary Summit in Lomé on 14 April 2018 reached an agreement on a way out of the crisis, in line with the Conakry agreement. A Prime Minister was consensually appointed on 16 April. However, the parliamentary elections have been postponed and the incomplete application of the Conakry agreement is aggravating the crisis. Therefore, ECOWAS extended in September 2018 the mandate of the mission until 30 September 2019.

In 2018, ECOMIB had deployed 545 personnel, including military and police, in order to:
- support the government of Guinea Bissau in consolidating its authority, in order to address the security challenges ahead of the coming electoral cycle and in implementing the DSSRP (Defence and Security Sector Reform Programme) where necessary;
- support the security and safety of both institutions and citizens;
- provide humanitarian assistance wherever necessary.

The EU provided EUR 20.2 million from July 2015 to December 2018 to help the government of Guinea Bissau consolidate its authority. The bulk of the APF contribution covers the allowances of troops on the ground. In spite of the challenging political context,
ECOMIB has successfully ensured stability and provided the population with a safe and secure environment. The deterrent effect of ECOMIB has proven particularly relevant.

**Multi-National Joint Task Force of the Lake Chad Basin Commission**

Over the past ten years, the jihadist Boko Haram insurgency has gradually spread from north-east Nigeria to a large part of the Lake Chad Basin. Its attacks against the population have severely affected the north-east of Nigeria, Chad, Cameroon and Niger and has threatened regional stability. Violence and insecurity have had a negative impact on the lives and livelihoods of more than 17 million people in the region, with 26 million people forcibly displaced, including 1.7 million in north-east Nigeria alone. Long-time Al-Qaeda sympathisers, Boko Haram has pledged its alliance to the Islamic State, changing its name to the Islamic State West African Province (ISWAP) in spring 2015. In response to the Boko Haram threat, the countries concerned (Nigeria, Cameroon, Chad and Niger) along with Benin, reactivated the Multi-National Joint Task Force (MNJTF) under the auspices of the Lake Chad Basin Commission (LCBC) in 2015. By authorising the Force, the AU PSC has given its backing.

In August 2016, the EU signed an agreement with the AU to provide EUR 50 million until December 2018, to strengthen the regional coordination of the response and to support effective coordination and command of military operations through:
- constructing and maintaining MNJTF headquarters in Ndjamen;  
- sector Headquarters in Cameroon and Niger;  
- transport, communication and medical evacuation capabilities.

While the LCBC has the political authority over the MNJTF, the AUC provides the oversight of the operation. This arrangement was necessary as the LCBC lacks the capacities to manage the EU funding. However, difficulties relating to procurement processes at the AUC level have resulted in delays in implementing the EU support. These difficulties have now been remedied and provision of EU-funded assets to the Force is now ongoing. In December 2018, the EU extended its support to the MNJTF until the end of 2019, increasing its contribution by EUR 5 million to a total of EUR 55 million.

Medical services have been provided since July 2017 and 61 vehicles were delivered in March 2018. In spite of the difficulties, the MNJTF has managed to make a difference by improving regional coordination and complementing national level operations.

The APF support for MNJTF is one element in a broader, coordinated and coherent EU strategy for supporting resilience, stabilisation and economic recovery in the Lake Chad Basin. For the countries affected by Boko Haram, their adoption of a “Regional Strategy for the Stabilisation, Recovery and Resilience of Boko Haram-affected areas of the Lake Chad Basin” in August 2018 represents an important advance. It sets the strategic direction for regional and international stabilisation efforts in supporting long-term crisis recovery.

**IGAD-led Ceasefire Transitional Security Arrangement Monitoring Mechanism (CTSAMM) in South Sudan**

Following South Sudan’s independence in 2011, a deadly internal conflict erupted in 2013. In August 2015, the parties in conflict signed an Agreement on Resolution of Conflict in South Sudan (ARCSS). This provided for a Ceasefire Transitional Security Arrangement Monitoring Mechanism (CTSAMM), which the Intergovernmental Authority on Development (IGAD) established in 2016.

On 12 September 2018, a Revitalised Agreement on the Resolution of the Conflict in South Sudan (R-ARCSS) was signed. Accordingly, the monitoring and verification mechanism has been reconstituted into the Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism (CTSAMVM).

In accordance with Article 2.4.6 of the R-ARCSS, the CTSAMVM is responsible for “monitoring, verification, compliance and reporting to the IGAD Council of Ministers and the Revitalised Joint Monitoring and Evaluation Commission (RJMEC) on the progress of the implementation of the PCTSA”.

This mechanism has contributed to the relative stability of the country and represents one of the few mechanisms on the ground able to monitor the non-
compliance of South Sudanese parties with the CoHA. It reports to the regional and international community on military engagement, movements of armed forces, aid routes blockages, forced recruitment of child soldiers, the perpetration of sexual and gender-based violence (SGBV) and attacks on civilians.

The Monitoring and Verification Teams deployed on the ground have maintained contacts with governors, churches, local authorities, civil society organisations and national security and police services. The operation has also established a dedicated gender team at headquarters level to enhance monitors’ skills and to improve monitoring on SGBV.

The APF support has significantly improved CTSAMM’s handling of investigations and the production of investigation reports on alleged violations by the Sudan People’s Liberation Army (SPLA-IG) and the Sudan People’s Liberation Movement-in-Opposition (SPLM-IO).

The APF support to CTSAMM from April 2015 to October 2018 totals EUR 14.16 million, covering maintenance of:
- the Joint Technical Committee (JTC – CTSAMM) HQ based in Juba;
- the IGAD South Sudan Office in charge of coordinating the financial support to CTSAMM based in Addis Ababa;
- the Monitoring and Verification Teams (MVTs) spread throughout the South Sudan territory.

**African Union deployment of Human Rights Observers and Military Experts Mission in Burundi**

In 2015, Burundi saw a sharp rise in political violence linked to the electoral process, which had led to a third mandate for President Pierre Nkurunziza. A failed coup attempt provoked violent retaliatory measures by the state apparatus and by opposition groups. Political violence has resulted in more than 400 deaths and thousands of casualties.

Given the degradation of the political and security crisis in Burundi, the APF – through the Early Response Mechanism – supported the deployment of a team of 45 AU Human Rights Observers (HROs) and 23 Military Experts (MEs) between May 2015 and October 2016. In late 2016, the AUC requested longer-term funding for an increased mission for the period November 2016 to October 2017, which was then extended until the end of January 2019.

The AU HROs and MEs Mission in Burundi aims to provide the AU with valuable information on the Human Rights and security situation as well as strengthening protection and access to justice for victims of Human Rights violations in the country.

The APF PSO support to Burundi HROs/MEs amounts to EUR 7.8 million from November 2016 to January 2019 and covers:
- salaries and allowances of up to 56 HROs and 17 MEs;
- support to staff as well as travel, running costs for the offices and equipment.

The Mission has proven essential in discouraging violence and massive Human Rights violations in Burundi. At the end of 2018, the Burundian government suspended international non-governmental organisations (NGOs) until they implemented new rules, including the requirement for ethnic quotas among their local staff within three years. This led to the departure of several international Human Rights NGOs operating in the country. This means that the AU HROs and MEs Mission remains one of the few international Human Rights initiatives currently still operational on the ground.

Despite limited access in the country, the HROs and MEs have made efforts to monitor the Human Rights and security situation and regularly transmitted confidential reports to the AU. HROs have also followed up numerous cases of Human Rights violations.

**ECOWAS Mission in the Gambia**

In early 2017, The Gambia experienced its first democratic change of leadership since independence, ending 22 years of authoritarian rule by former President Jammeh. After weeks of political stalemate following Presidential elections in December 2016, President Barrow was inaugurated in January 2017 while in temporary exile in the Gambian Embassy in Senegal. Meanwhile, incumbent President Jammeh refused to accept his electoral defeat. The ECOWAS Mission in The Gambia (ECOMIG) was initially
deployed to encourage Jammeh’s departure and was first funded by the ERM, before transitioning to the PSO envelope of the APF.

Given the fragility of the security situation, where a considerable level of loyalty to former President Jammeh remains among the Gambian security forces, ECOWAS Heads of State and the government renewed the ECOMIG mandate until the end of September 2019.

APF support for ECOMIG amounts to EUR 7.5 million from June 2017 to August 2018, in support of the following objectives:

- providing security for the new President and members of the government and institutions;
- establishing joint patrols between ECOMIG forces and the Gambian Armed Forces;
- training Gambian Armed Forces.

ECOMIG has demonstrated a good track record; the political situation has been stable since the mission began and a long-term Security Sector Reform (SSR) programme is rolling out.

APF support to ECOMIG is part of a wider EU development cooperation effort in the country, most notably through EU budget support and the EU’s IcSP funding. In May 2018 in Brussels, the EU organised an international conference on The Gambia jointly with the country’s government. This saw EUR 1.45 billion committed by international partners, including EUR 140 million from the European Union.

**G5 Sahel Joint Force**

At the third Summit of the G5 Sahel on 7 February 2017 – comprising Burkina Faso, Chad, Mali, Mauritania and Niger – the Heads of States agreed to create the G5 Sahel Joint Force to fight terrorism, transnational organised crime and human trafficking in the region.

The main objective of the EU support for the G5 Sahel Joint Force is to help re-establish effective state control over those areas affected by armed terrorist groups and criminal groups. Doing so would create favourable conditions for socio-economic development of the G5 Sahel region. The EU has welcomed the creation of this force as a clear demonstration of the G5 Sahel countries’ willingness to tackle the region’s deteriorating security environment and to cooperate to address transnational threats in a coordinated and structured manner.

To ensure that the Joint Forces’ headquarters and three command posts are adequately manned and equipped to perform their duties, the original APF support was implemented through a Delegation Agreement with Expertise France, the French agency for international technical cooperation, signed in August 2017. This covers the following areas of support:

- providing equipment for the forces (ground mobility, counter-IED equipment, personal protection equipment);
- building of infrastructure (headquarters, command posts);
- providing services such as casualty evacuation.

A second Delegation Agreement was signed with the UN Secretariat to deliver logistical and operational support for the Force’s units operating on Malian territory in February 2018 through MINUSMA, as per UNSCR 2391. A third Delegation Agreement was also signed with the OHCHR in June 2018 to establish and implement a comprehensive compliance framework for Human Rights and international humanitarian law.

Taking the three Delegation Agreements cumulatively, the APF contributed EUR 70 million between September 2017 – December 2018. The G5 encountered challenges in maintaining its missions on a sustained basis, but completed six operations.

The APF support for the Joint Force is part of the EU’s integrated approach to the Sahel. It is complementary to ongoing actions under the EU Trust Fund for Africa, the IcSP and CSDP missions in the region (EUTM Mali, EUCAP Sahel Mali and EUCAP Sahel Niger).
5.2. Capacity-building

Capacity-building has become a major component of the APF since its establishment, with the aim of increasing the AU and RECs/RMs capacity in the area of peace and security. This should deliver a positive knock-on effect for PSOs planning and conduct and for the operationalisation of the APSA.

A number of support programmes designed to give the AU and the RECs/RMs the necessary instruments to address security challenges have been rolled out through effective and efficient institutions. The most important of these is the APSA support programme.

The European Court of Auditors undertook a performance audit over the APF capacity-building component, publishing its Special Report in September 2018. This concluded that the European Commission and the EEAS needed to foster greater ownership of the APSA by the AU, refocus EU support on longer-term goals and pursue results-based interventions consistently. The Commission and the EEAS have adopted an action plan designed to address the Court’s recommendations, which will also inform formulation of the next phase of the EU support to the APSA.

The APSA support programme

The successive phases of the APSA support programmes aim to strengthen the capacity and efficiency of the AUC and RECs/RMs in preventing or responding to crises and conflicts in Africa. The first two phases of the APSA support programme (EUR 44.2 million) ended in August and December 2015 respectively. The latter was mainly a bridging programme designed to help formulate the 2016-20 APSA Roadmap by the AUC and RECs/RMs.

The content and design of the current APSA support programme mirrors the strategic priorities of the Roadmap:

- conflict prevention, crisis (early warning systems) and conflict management (African Standby Force) and mediation;
- post-conflict reconstruction and peacebuilding;
- strategic security issues (terrorism, Small Arms and Light Weapons (SALW), piracy, etc.);
- coordination and partnerships.

For the third phase of the APSA Support Programme, the EUR 28.8 million committed from January 2016 to December 2019 covers operationalisation of these priorities at a continental (by the AU) and regional level (by ECOWAS, EAC, SADC, IGAD, EASF, ECCAS, NARC and COMESA).

In the context of the implementation of UN SC Resolution 1325 urging the international community to improve women’s participation in peace and security, the AU launched the Network of African Women in Conflict Prevention and Mediation, known as FemWise, in July 2017. The APSA support programme has particularly contributed, among other things, to the setting-up and strengthening of FemWise, by funding mediation trainings for its members and the development of framework documents in collaboration with RECs/RMs.

Ensuring coherence and complementarity between continental and regional peace and security activities remains a challenge that the AU and RECs/RMs still have to address. The Kagame report "The imperative to reinforce our union" is a welcome development by calling for clearer subsidiarity between the AU and the RECs. In August and December 2018, the 14th and 15th APSA Steering Committee meetings reviewed the implementation of activities by the various beneficiaries, agreed to extend the programme until December 2019 and laid the groundwork for the next phase of this support.

**African Union Commission salaries in peace and security**

The programme, implemented as a Joint Financing Arrangement (JFA) with other development partners (Germany, the Netherlands, Sweden, the United Kingdom and Norway), aims to sustain the costs of AUC personnel implementing peace and security programmes. It therefore directly contributes to the operationalisation of the APSA and maintains closer links between continental and regional peace and security activities in Africa. Moreover, it provides a basis for AU/EU dialogue on progress in APSA implementation.

From July 2010 to December 2018, the EU provided the programme with EUR 31.5 million. In 2018, AU Member States financed 65% of the JFA positions, compared to 50% in 2017, a major improvement in terms of AU ownership. This is in line with the AU Member States’ commitment to cover AU’s operation costs in full by 2021.
The fifth phase of this support (for EUR 1.5 million) ended on 31 December 2018. Given the increased financial ownership by the AUC and reduced reliance on external funding, the EU no longer needs to contribute to this JFA.

**Command, Control, Communication and Information System**

During the planning sessions for the African Standby Force’s Amani Africa II exercise, the AU and EU agreed on the need for a technical working group to plan for the establishment of a Command, Control, Communication and Information System (C3IS) for African-led PSOs. This would help close the capacity gap that prevents Africa from playing a more effective role in managing conflicts on the ground and in asserting its leadership.

In 2013, the AU and the EU signed an agreement to acquire and set up the C3IS system for managing African-led PSOs, using a EUR 12.5 million contribution from the APF. Following several extensions, the programme implementation now covers the period from March 2013 to December 2020.

The overall objective is to establish a continental structure that enables the AU to rapidly deploy strategic and operational communications as well as command and control capabilities between the AU in Addis Ababa, the regional level and the mission in the field (mission HQ, force HQ and three sectors HQs). The C3IS will use satellite communications to provide secure data transfer as well as voice and video services between the AU, the sub-regional organisations and peace missions deployed at country or regional level. It will also provide IT systems to convey orders and generate reports and maps for managing operations on the ground.

In 2018, the European Union provided its ‘no objection’ to the signing of the procurement contract between the AUC and the winning bidder. Once approved by both parties, the contract foresees delivery, testing and acceptance of the C3IS within a nine-month period.

**EU Joint Research Centre – African Union Continental Early Warning System scientific and technical cooperation**

Between 2007 and 2014, the EU Joint Research Centre (JRC) provided a range of systems, tools and methods to strengthen the AU’s capabilities for anticipating and preventing conflicts. These have contributed in particular to establishing and reinforcing the AU Continental Early Warning System (CEWS).

The JRC launched the fourth phase of its cooperation with the AU CEWS on 1 March 2017, this time under APF funding (EUR 1 million covering the period March 2017 – February 2019). The action contributes to the first strategic objective of the 2016-20 APSA Roadmap (conflict prevention) by helping CEWS staff develop the technical and analytical skills needed to deploy and operate the CEWS components. The programme will also extend and improve the early warning system, improving early detection of emerging risks and situations for AU decision-makers.

Extending this programme until the end of June 2019 will allow the JRC and the AU CEWS to deepen their cooperation. There will then be an ex-post independent evaluation of this programme.
5.3. Early Response Mechanism

MAP 2 – Initiatives supported under the ERM in 2018

- Elections in Liberia
- Elections in Sierra Leone
- High Revitalisation Forum in South Sudan
- Preventive Mission to the Kingdom of Lesotho
The Early Response Mechanism (ERM) was established in 2009 to strengthen the APF’s capacity to address urgent crises across Africa quickly and flexibly. It will provide the AU and RECs with an immediately-available and reliable source of funding for the first steps of actions to prevent, manage and resolve conflict.

Following the positive conclusion of the first phase in 2015, the AU and the EU signed a EUR 15 million agreement for a second phase of the ERM, covering the period August 2015 to July 2019.

ERM initiatives implemented to date have focused on unforeseeable and urgent needs in the early stages of conflicts and crises, which include but are not limited to:
- establishing mediation or political negotiation processes;
- shuttle diplomacy;
- supporting the deployment of security or Human Rights observers;
- supporting the prevention of violence around electoral processes;
- fact-finding missions to prepare for PSOs.

In 2018, the ERM funded four initiatives for EUR 3.4 million. ECOWAS carried out two initiatives to prevent electoral violence in Liberia and Sierra Leone. In Liberia, the ERM supported preventive diplomacy activities and related engagement with key political actors to ensure a peaceful electoral process. In Sierra Leone, the ERM helped support informal election dispute resolution and mediation between conflicting parties. Both initiatives contributed to the smooth transition of power in the respective countries.

In South Sudan, the ERM supported IGAD’s efforts to revitalise the Agreement on the Resolution of the Conflict in the Republic of South Sudan (ARCSS). The main objective of the IGAD High Level Revitalisation Forum (HLRF) was to examine the transitional process for fully implementing the ARCSS and to bring sustainable peace through a comprehensive and inclusive political dialogue. To date, the HLRF has achieved the signature by the parties of the Agreement on Cessation of Hostilities, Protection of Civilians and Humanitarian Access (CoH).

The ERM also supported the extended SADC Preventive Mission to the Kingdom of Lesotho (SAPMIL). This mission was deployed due to political and security concerns following the assassination of the Lesotho Defence Forces Commander. The initiative helped facilitate dialogue within the defence forces and provided expertise in investigating cases of alleged Human Rights abuses.
6. Management of the APF

6.1 APF Management

The European Commission implements the APF through a number of partners; the AUC, RECs/RMs, Member State agencies (Expertise France, GIZ), the United Nations Secretariat, the UN OHCHR as well as framework contractors for technical assistance.

The systems of some of the APF beneficiaries face challenges in coping with EU requirements for the operational and financial management of funds, including internal control processes, transparency, accountability and reporting requirements. The EU has therefore adopted a series of measures to ensure proper management. Financial ex-post audits are systematically conducted for all APF programmes managed by the AUC and the RECs/RMs. The European Commission and the AUC also signed an Aide Memoire in April 2016 – amending its content in May 2017 – in order to strengthen the AUC’s financial management capacities and the joint monitoring mechanisms. Similar measures also apply to the RECs/RMs.

Monitoring

A Steering Committee meets on a regular basis between the European Commission and the African Union Commission at technical level to oversee management of the overall AU-EU development cooperation and to track progress, particularly on implementing the Aide Mémoire. The fourth Steering Committee meeting was held on 17 April 2018 in Addis Ababa.

APF programmes are also regularly monitored through specific meetings, field visits, external results-oriented monitoring missions and/or evaluations, as relevant.

APF communication and visibility

In 2017, the European Commission established a communication strategy to accompany implementation of the APF Action Programme 2017-18. A two-year contract for EUR 500,000 was signed with the company Landell Mills in July 2017 to develop and implement the strategy.

The main activities in 2018 were:

- APF brochures and factsheets were produced and uploaded to the JAES website;
- regular APF newsletters were distributed;
- a short video on the APF was produced and uploaded on the EuropeAid YouTube channel;
- a debate on “African women in the prevention, management and resolution of African conflicts” was organised in June 2018 during the European Development Days;
- the APF was showcased through EuropeAid channels during the UN Peace Day campaign in September 2018.

6.2 Staff exchange and Technical assistance

A trilateral Administrative Arrangement between the European Commission, the EEAS and the AUC was signed in April 2016. This was designed to improve administrative cooperation between the institutions in sectors of shared interest, such as staff professional development, policy-making and financial management. Under the arrangement, the EEAS and European Commission staff are able to work – for a limited period of time – in the administration of the AUC and vice-versa – to exchange expertise.

Several staff exchange initiatives took place in 2018. A first visit, with 10 AUC staff in charge of external relations and budgeting visiting their counterpart units of the European Commission in DG DEVCO and DG BUDG, took place in July 2018. The second, with three programme management staff of AUC, was in September 2018. The last was in November 2018 with three AUC auditors. All were held in Brussels.

In addition, the European Commission provided the AUC with results-oriented technical assistance from February 2017 to July 2018 to address financial management issues. The Commission also addressed long-term needs identified by the AUC, contracting three experts on “women, peace and security, gender knowledge management and gender outreach and communication” in April 2018.
Figure 1 – APF contracted amounts per type of activity, 2004-18 (in million EUR)

Table 1 – APF financial overview under the ninth, tenth and eleventh EDFs (in million EUR)

<table>
<thead>
<tr>
<th></th>
<th>Global Commitments Total</th>
<th>Individual Commitments (contracted) (PSO, CB, ERM only)</th>
<th>Individual Commitments (paid) (PSO, CB, ERM only)</th>
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<tbody>
<tr>
<td>9th EDF</td>
<td>347.7</td>
<td>344.5</td>
<td>344.5</td>
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<tr>
<td>10th EDF</td>
<td>751.3</td>
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<td>11th EDF</td>
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<td>1,391.4</td>
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<tr>
<td>Total</td>
<td>2,685.2</td>
<td>2,607.2</td>
<td>2,450.9</td>
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</table>

28 EUR 13.3 million for Audit, Evaluation, Communication and Technical Assistance are not included in this figure.
Graph 1 – APF financial overview under the ninth, tenth and eleventh EDFs: individual commitments for PSOs, CB, ERM (contracted, in million EUR)

Graph 2 – APF financial overview under the ninth, tenth and eleventh EDFs: individual commitments for PSOs (contracted, in million EUR)
Graph 3 – APSA support programmes 2010-18 (in million EUR) – commitments AUC/RECs/RMs

Contingencies amounts are not taken into account.
## Table 2 – Initiatives supported by the ERM missions since its creation in 2010

<table>
<thead>
<tr>
<th>Title</th>
<th>Implementing partner</th>
<th>Authorised (thousands of EUR)</th>
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<th>End date</th>
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8. Contacts

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