African Peace Facility
ANNUAL REPORT 2019
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As we approach the 6th European Union-African Union Summit planned for the end of 2020, the EU’s cooperation with Africa on peace and security remains one of the pillars underpinning the AU-EU relationship. Peace and security remain, more than ever, key conditions for sustainable development and are as much in Africa’s interest as they are in the EU’s.

The nature of conflicts may be evolving, but the core of our approach is as valid in 2020 as it was in 2003, when the EU established the African Peace Facility (APF) at the request of the African Union (AU) heads of state: to support African solutions to African problems. It is the African states, supported by regional and continental organisations, that bear the main responsibility to act and to ensure peace on the continent. The AU, mandated to coordinate peace and security actions across Africa, is and will remain Europe’s main partner in this area.

Effective actions require strong institutions. In 2019, the AU’s efforts to follow up on its internal reform plans has translated into an increase of its own resources, a decrease of its dependency on international partners for the financing of its operational costs, and a strengthening of its management capacities. The latter resulted in December 2019 in the positive EU-led assessment of the African Union Commission’s (AUC) internal administrative and financial management system by external auditors.

The EU-AU partnership on peace and security brought tangible results in 2019. African-led peace support operations (PSOs) financed by the EU contributed to creating the conditions for state building in Somalia, supported fighting against terrorism in the Sahel and the Lake Chad region, prevented conflict in The Gambia and Guinea Bissau, monitored ceasefire arrangements in South Sudan, and observed human rights violations in Burundi. As we move into 2020, there are areas on which our cooperation can achieve more. These include establishing a continental human rights compliance framework applicable to all AU authorised peace support operations; making increased use of early response funds available for African conflict prevention and mediation initiatives; and completing the operationalisation of the African Peace and Security Architecture (APSA).

As the APF is coming to an end, the EU will conduct its final evaluation by the end of 2020. As of January 2021, a new instrument, the European Peace Facility (EPF), is scheduled to be established, bringing together EU financing for peace and security programmes with military or defence implications. The APF inspired the design of the EPF. Yet, it is equally important that the lessons learnt from the APF over the past 16 years help guide the implementation of the EPF.

Brussels, July 2020
1. Executive summary

This Annual Report contributes to the fulfilment of 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.”

The report starts with a general overview of the APF instrument, including its origin, 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 2019. They fall under three categories:

1. The Peace Support Operations (PSOs) envelope, which finances African-led civilian and military operations. As of the end of 2019, seven PSOs were ongoing in Somalia, the Sahel, the Lake Chad Basin, South Sudan, Guinea Bissau, The Gambia and Burundi.

2. The capacity-building envelope, which contributes to the operationalisation of the African Peace and Security Architecture (APSA) through the strengthening of the institutional capacities of the AUC and African Regional Economic Communities (RECs) and Regional Mechanisms (RMs). In 2019, this was mainly done by supporting the implementation of the 2016-2020 APSA Roadmap.

3. The Early Response Mechanism (ERM), which provides financing for African-led quick reaction initiatives aimed at managing conflict. In 2019, the ERM contributed to preventing electoral violence in Sierra Leone, facilitated national dialogue in Lesotho, supported the implementation of the peace agreement in the Central African Republic, and financed African Union research on conflict prevention in the Sahel.

The final section of the report describes the management of the APF with a focus on monitoring, communication and visibility activities. The European Commission has put in place a set of measures to ensure that implementing partners comply with EU transparency, accountability, and reporting requirements. These include risk mitigating clauses in APF contracts and regular field monitoring of the implementation of APF programmes. The requirements also include the oversight of APF programmes at periodical coordination meetings held between the European Commission and the African Union Commission.

The annex to the report contains updated facts and figures on the budget and its initiatives. The EU has allocated EUR 3.5 billion to the APF since it was created. Out of this, the EU had contracted EUR 2.9 billion and disbursed EUR 2.7 billion by the end of 2019.

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1 Council Regulation (EU) 2015/322 of 2 March 2015 on the implementation of the 11th European Development Fund (Article 15(e)), under the ACP-EU Partnership Agreement (Cotonou Agreement).
2. The African Peace Facility: overview

Its origins: the African Union (AU) and the African Peace and Security Architecture (APSA)

The AU was established in 2002 with a broad political mandate in the area 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 is made up 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, which 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 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 relating to the establishment of the AU PSC establishes the primary responsibility of the AU for promoting peace, security and stability in Africa. The links between the AUC and the RECs/RMs were formalised through the signature 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. It aims to optimise the partnership between the AU and the RECs/RMs in the promotion and maintenance of peace, security and stability.

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3 Article 21 of the same Protocol.
4 Article 16 of the same Protocol.
6 Article IV of this MoU.
The policy context

The EU policy framework

In its essence, the foundation of the EU lies in efforts to overcome divisions and promote peace. Article 21 of the Lisbon Treaty aims to preserve peace, prevent conflict and strengthen international security, as well as consolidate and support democracy, the rule of law, human rights and the principles of international law as core objectives of EU external action.

Within the global policy framework for development provided by the Sustainable Development Goals (SDGs), SDG 16 aims at the establishment of just, peaceful and inclusive societies for sustainable development. In this context, the resolve of African partners to promote peace and security on the continent has been supported by the EU from the outset, both politically and financially.

The EU Global Strategy adopted in June 2016 defines peace and security as one of the vital interests of the EU, linked to both internal and external security. Within this framework, the Global Strategy adopts an integrated approach to external conflicts and crises as one of the five priorities of EU external action. This requires the EU to intervene at all stages of the conflict cycle.

In line with the 2030 Agenda for Sustainable Development, the renewed European Consensus on Development adopted in June 2017 underlines that ‘peacebuilding is essential for sustainable development.’ The EU recognises that it cannot manage violent conflicts alone, as sustainable peace can only be achieved through comprehensive agreements rooted in broad, deep and durable partnerships. The Consensus therefore reaffirms the EU’s commitment to a rules-based global order, with multilateralism at its core, thus laying the foundation for addressing security challenges in cooperation with the AU, regional and international organisations.

This is further developed in the European Commission and the High Representative / Vice President (HR/VP) joint communication ‘Towards a comprehensive Strategy with Africa,’ which is built on five partnerships, including one for peace, security, governance and resilience. The communication states that “ensuring long-lasting peace and security in Africa is as much in Africa’s interest as it is in the EU’s.” It stresses that the EU is willing to markedly step up its support to Africa in cooperation with the international community and to complement African States’ own efforts.

The Africa-EU 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 implementation of the Joint Africa-EU Strategy (JAES), as adopted in Lisbon in 2007, focuses on peace and security as one of its priority areas.

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 have common security threats which have an impact on the stability of the two continents. They also recognised the need to strengthen the relationship between the AU and the EU in this context.

In May 2018, an MoU on Peace, Security and Governance was signed between the EU and the AU. The MoU builds on the JAES and the latest AU-EU Summit. It intends to strengthen the 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.
The main priorities

The APF instrument is pan-African in nature. Financial support must be requested by and provided to the AU, an 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 main tool for implementing the Africa-EU peace and security cooperation in complementarity with:
- the regional and national programmes under the EDF
- the EU Instrument contributing to Stability and Peace (IcSP)
- the EU Emergency Trust Fund for Africa (EUTF)
- 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 APF as an instrument under the European Development Fund (EDF) is currently regulated by Article 15 of the 11th EDF Implementation Regulation, which defines specific sources of funding and applicable procedures. Article 15 is the basis for APF multiannual Action Programmes approved by the Council. Such Action Programmes are translated into financing decisions adopted by the Commission and ultimately into financing agreements between the Commission and the AUC. It is the APF 2019-2020 Action Programme that is currently being implemented.

Financing of the APF

Due to the limitations of the Treaties, the EU budget is not able to cover all EU areas of action in the field of security and defence. However, the EDF, which is the main instrument for funding the Cotonou Agreement, is not part of the EU budget and is subject to different rules. The APF has mainly been funded by the ‘intra-ACP’ envelopes of the 9th, 10th and now 11th EDFs. Occasionally, other sources have been 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.

APF funds can be used to finance costs incurred by African forces under the banner of the AU, of an REC/RM or another sub-regional organisation carrying out a peace and security operation with an AU PSC mandate. These funds cover, for instance, the cost of transporting troops, soldiers’ living expenses, and the development of capabilities. The list of non-eligible APF expenditure includes ammunition, arms and specific military equipment, spare parts for arms and military equipment, salaries and military training for soldiers.

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12 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.
14 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%20209565%202010%20IN'T
16 EUR 7.5 million contribution from the South Africa Heading to supplement the 9th EDF envelope.
The decision-making procedure

Each intervention to be financed by the APF has to be specifically requested by the AU, by an REC/RM or by another sub-regional organisation carrying out a peace and security operation with an AU PSC mandate. If a request comes from an REC/RM or another sub-regional organisation carrying out a peace and security operation with an AU PSC mandate, it must be endorsed by the AU.

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

An accelerated procedure exists for APF interventions requiring an urgent response under the ERM, which aims to respond to requests within 10 days.

Beneficiaries and partners

The direct beneficiaries of the APF are the AU, the RECs/RMs or sub-regional organisations carrying out a peace and security operation with an AU PSC mandate, and the relevant institutions and structures within or related to the APSA. The final beneficiaries are the people of Africa who will be less affected by conflicts and who will live in a safer environment.

The EU is not the only actor providing assistance to the AU and the regional organisations in the area of peace and security. A wide range of other donors such as international organisations like the United Nations (UN) and the North Atlantic Treaty Organisation (NATO), and individual countries like the United States, China, Turkey and some EU Member States are active in this field as well. Particularly for PSOs (e.g. AMISOM), considerable support is provided by the UN, 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 in Addis Ababa to ensure that support is complementary.
Evolution and current challenges

Since its creation in December 2003, the APF has evolved in two ways: its scope has broadened and it has become part of a wider EU strategy for peace and security in Africa.

In financial terms, almost EUR 3.5 billion has been allocated to the APF since it was created. EUR 2.9 billion has been contracted and EUR 2.7 billion has been paid over the period 2004 to 2019.

- Under the 9th EDF, EUR 348 million was committed in total. This amount includes additional voluntary contributions amounting to about EUR 24 million (after decommitments of uncontracted amounts) made by Belgium, the Czech Republic, Estonia, France, Germany, Greece, Ireland, and Luxembourg.

- Under the 10th 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).

- Under the 11th EDF, the 2014-2016 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. An additional voluntary contribution of EUR 1.24 million was made by Denmark for AMISOM. Following decommitments of uncontracted amounts, the total amount committed for 2014-2016 reached EUR 1,030.5 million.

The 2017-2018 Action Programme was adopted by the Commission in April 2017 with an initial contribution of EUR 430 million. Decommitments from the 10th EDF, the 2014-2016 Action Programme and the 11th EDF West Africa RIP amounting to EUR 130.77 million were added, together with voluntary contributions of EUR 23.70 million. Thus, the overall amount committed for 2017-2018 was EUR 584.47 million.

Finally, still under the 11th EDF, the 2019-2020 Action Programme was adopted by the Commission on 6 June 2019 with a contribution of EUR 800 million. The addition of voluntary national contributions from Luxembourg and the Czech Republic amounting to EUR 0.14 million (re-committed from contributions unused under the 9th EDF) brought the overall amount committed to EUR 800.14 million.

Over the period 2004-2019, annual contracts averaged EUR 182 million and annual payments averaged EUR 169 million. After the upward trend for both contracts and payments which characterised the 2010-2014 period, there has since been a certain stabilisation. Looking only at the 11th EDF so far (2014-2019), the average annual contracted amount stands at EUR 317 million and the average annual paid amount at EUR 289 million.

*Amounts for the 11th EDF refer to the period 2014-2019.

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The bulk of the APF envelope between 2004 and 2019 was allocated to PSOs (EUR 2,681.2 million or 93% of total contracts). EUR 171.8 million (6%) was used for capacity-building and EUR 28 million (1%) for the ERM (see Figure 3).

Figure 3 – APF contracted amounts per type of activity, 2004-2019
(in million EUR)

Together with an increasing number of crises, this evolution has led to a situation where the financing needs of the APF have increasingly mobilised development funds. This has triggered a particularly vivid debate over the financial sustainability of the APF over the last five years.

An external evaluation of the APF published in 2018 found that the APF underpins the AU’s ability to respond to peace and security crises on the continent. The evaluation also found 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 that positive results were overall limited. APF-funded activities were fragmented rather than being part of an overarching strategy. The evaluation recommended to maintain APF support to the APSA, but called for:
  - a strengthened dialogue with African partners
  - a more selective and focused support programme
  - an incentive-based approach to improve performance
  - the prioritisation of capacity-building for PSO support structures at the AUC and RECs/RMs

The evaluation also recommended to safeguard the role of the APSA and its actors in light of the recent emergence of peace support operations implemented outside the APSA framework, by sub-regional organisations acting under an AU Peace and Security Council mandate. The evaluation’s recommendations will be incorporated in the next phase of the APSA Support Programme.

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

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18 EUR 13.8 million for Audit, Evaluation, Communication and Technical Assistance are not included in this figure.
In January 2019, the European Commission approved an Action Plan to address the recommendations of this evaluation. Its implementation is ongoing and will continue throughout 2020.

In January 2016, the AU mandated Dr Donald Kaberuka as its High Representative for the Peace Fund to develop a sustainable financial strategy for the pan-African Peace Fund. Dr Kaberuka\textsuperscript{19} 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 requirement to fund 25\% of African-led peace support operations by 2020, a target laid down in 2015 by the AU Assembly of Heads of States, with a contribution of USD 325 million in 2017, rising to a total of USD 400 million by 2020\textsuperscript{20} It would 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 but, as of October 2019, only 26 AU Member States had started implementing the Kigali Decision. Out of these, 14 Member States had enacted internal laws for the implementation of the levy and had started collecting it. As of November 2019, a total amount of USD 131 million has been collected. While short of the annual target, this represents the largest amount of funding that AU Member States have contributed to the Peace Fund since 1993.

In parallel, a report presented by Paul Kagame\textsuperscript{21} at the AU Summit of January 2017 addressing shortcomings in the functioning of the AU, especially concerning better management, impact and financing, was discussed amongst African Heads of State at the AU Summit in July 2017. A dedicated Extraordinary Session of the African Union Summit was held in November 2018 to take stock of progress achieved during implementation. Although reforms are progressing at a slower pace than expected, improvements on the reshuffling of the AUC structure as well as the establishment of an AU Development Agency were noted.

Based on a proposal by former HR/VP Federica Mogherini made in June 2018, a new European Peace Facility (EPF) is being prepared. This innovative funding

\textsuperscript{19} Kaberuka, D. AU Peace Fund, Securing Predictable and sustainable financing for peace in Africa, 26 August 2016, which was adopted at the 27\textsuperscript{th} AU Summit in August 2016.

\textsuperscript{20} African Union. Communiqué. 699\textsuperscript{th} PSC meeting. PSC/PR/COMM. (DCLXXXIX) in May 2017.

mechanism would increase the EU’s range of external actions in the areas of EU military action, conflict management and strengthening international security. It would also foster greater coherence of the EU’s response to violent conflict by integrating a number of currently separate funding instruments, including part of the APF. While the EPF will be established outside the Multiannual Financial Framework (MFF) 2021-2027, its start date and duration are expected to be aligned to the next MFF. This means that the EPF is foreseen to take over the provision of support to military actions (non-eligible for ODA) from the APF as of 2021. In parallel, within the next MFF, a new Neighbourhood, Development and International Cooperation Instrument (NDICI) would be expected to incorporate the non-military actions (eligible for ODA) currently supported under the APF.

### ODA eligibility of APF-funded initiatives in 2019

According to the renewed OECD/DAC guidelines agreed in February 2016, military aid and peacekeeping activities are not reportable as Official Development Aid (ODA). Therefore, the Commission reports as ODA only disbursements related to civilian peace support operations and to the ERM and APSA 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 fully ODA-eligible.

Following this approach, in 2019 all payments made to AMISOM, ECOMIB, ECOMIG and AFISMA have been considered as non-eligible for ODA, whereas those for Burundi HROs/MEs and CTSAMVM have been considered as eligible. Concerning the payments made to the support to the G5 Sahel Joint Force, those concerning the provision of equipment and services to the Force have been considered non-eligible for ODA, whereas those for the building of capacities of its governance structure have been considered eligible. All payments under the APSA support programme and the Joint Financing Agreements (JFA salaries and JFA AU liaison offices) have also been considered as eligible for ODA.

In financial terms, the Commission has reported EUR 15.6 million out of EUR 235.3 million paid in 2019 as eligible (around 6.6% of total payments).
3. Activities and achievements in 2019

3.1. African-led PSOs

The PSOs aim to provide public security through a range of military and civilian tasks, including peacekeeping, maintaining public order, policing, infrastructure reconstruction, political dialogue and national reconciliation. Since 2004, 14 African-led operations have been deployed in 19 different countries, often in a very hostile environment and a sensitive political context.

**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. Over time, the mission’s overall objective has evolved depending on Somalia’s changing reality. AMISOM is currently assisting the gradual handing over of security responsibilities to the Somali security forces and supporting them in providing security for the political process at all levels.

Since 2007, AMISOM has contributed to:
- providing support for the presidential elections in the first quarter of 2017 as well as preparations for the 2021 presidential poll
- helping to combat Al-Shabaab militants and to prepare a gradual transfer of security responsibilities from AMISOM to the Somali Security Forces

The EU has supported AMISOM under the APF since March 2007 and has provided more than EUR 1.94 billion through the AU to that end, making the EU one of AMISOM’s biggest partners. In 2019, the United Kingdom provided a voluntary contribution of EUR 7.9 million, increasing the EU’s annual contribution to AMISOM to EUR 207.9 million. 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)
- running costs and the rehabilitation of the AMISOM-led General Dhagabadan Training Centre (GDTC) in Mogadishu

Hand-over Kenyan AMISOM contingent © AMISOM
In 2019, AMISOM continued to play an important role in providing the security space needed to ensure the ongoing progress of the political process in Somalia. The APF’s support to AMISOM is an integral part of the EU’s comprehensive and long-term support for security and development efforts in Somalia. This approach contains political, diplomatic, civilian, military, humanitarian, and development dimensions. It includes three EU military missions, in the framework of the EU Common Security and Defence Policy (CSDP):

- 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 (RIP) for Eastern Africa, Southern Africa and the Indian Ocean also supports capacity-building to tackle issues such as terrorism, cross border and transnational organised crime as well as the political building process in Somalia.

In 2019, EU Member States insisted on the APF financial support to AMISOM being linked to a set of benchmarks stemming from the UN Security Council authorisation of the mission (UNSCR 2431(2018)). AMISOM fully complied with the benchmarks, which were as follows:

- the withdrawal of an additional 1,000 military personnel by February 2019
- a clear trajectory for further troop reductions
- the adoption of a new Concept of Operations (CONOPS), aligning AMISOM’s tasks with the Somali Transition Plan

As Somalia moves towards a federal State with institutions, it has to take over more responsibility in ensuring its own security, allowing a gradual take-over of Somali security forces from AMISOM. In line with the comprehensive Somali Transition Plan, AMISOM supported the Somali National Army in successfully recovering several localities in Lower Shabelle from Al-Shabaab in 2019. In addition, it also handed over the responsibility over the Somali National University, the Military Academy in Mogadishu and some Forward Operating Bases to the Somali security forces.

Within the framework of its support to AMISOM and the ongoing gradual security transition, the EU has in parallel scaled-up its support to the Somali Security Forces with a contribution of EUR 20 million under the APF. The aim is to foster Somali capacities by providing non-lethal basic equipment to four battalions of the Somali National Army engaged in transition operations alongside AMISOM.

**ECOWAS Mission in Guinea Bissau (ECOMIC)**

In the aftermath of the military coup in Guinea Bissau on 12 April 2012, ECOMIB was established by Heads of States and governments in the region. However, following the restoration of the constitutional order, Guinea Bissau still faces a recurrence of political instability.

In this context, ECOMIB has nevertheless shown to have a strong deterrent effect within the existing political tension, as it has discouraged any kind of military intervention and provided a safe and stable environment for the population. Because of this, the mandate of ECOMIB was extended several times until March 2020 in order to support the country until and immediately after the completion of the presidential elections in Guinea Bissau, which took place in December 2019.

From 2015 to 2020, the EU has provided a total amount of EUR 27.7 million to ECOMIB to help the government of Guinea Bissau to consolidate its authority, to support the security and safety of both institutions and citizens and to provide humanitarian assistance wherever necessary. Recent activities have been focused on securing and protecting election-related actors, infrastructures and events.

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

Over the past ten years, the jihadist Boko Haram insurgency has been spreading from North-East Nigeria to a large portion of the Lake Chad Basin. Its attacks against the population have severely affected the North-East of Nigeria, Chad, Cameroon and Niger and 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. In response to the threat emanating from Boko Haram, the countries concerned (Nigeria, Cameroon, Chad, and Niger) and Benin reactivated the MNJTF
under the auspices of the Lake Chad Basin Commission (LCBC) in 2015. The AU PSC gave its backing by authorising the Force.

In August 2016, the EU signed an agreement with the AU for EUR 50 million to strengthen the regional coordination of the response and support the effective coordination and command of military operations. The agreement is set to last until December 2020 and supports:

- the mobilisation of ground and air mobility to the Force for the transport of logistics and personnel as well as for medical evacuation capabilities
- the provision of level III medical services
- the delivery of communication equipment and the establishment of a secure communication network
- the payment of mission support allowances to Military Staff Officers at the MNJTF Headquarters in N’Djamena/Chad
- the operational costs and salaries of the MNJTF civilian component

While the LCBC has political authority over the MNJTF, the AUC provides oversight of the operation. While difficulties relating to procurement processes at the AUC level have resulted in delays in implementing the EU support, these have now been remedied and provision of EU-funded assets to the Force is ongoing. The MNJTF has managed to make a difference by improving regional coordination and complementing operations carried out at the national level.

The APF support to MNJTF is one element of a broader, coordinated and coherent EU strategy to support resilience, stabilisation and economic recovery in the Lake Chad Basin. On the side of the countries affected by Boko Haram, the adoption of a “regional Strategy for the Stabilization, Recovery and Resilience of Boko Haram-affected areas of the Lake Chad Basin” in August 2018 represents an important step forward as it sets the strategic direction for regional and international stabilisation efforts in support of a long-term recovery from crisis.

**IGAD-led Ceasefire Transitional Security Arrangement Monitoring and Verification Mechanism (CTSAMVM) in South Sudan**

After South Sudan became independent in 2011, a deadly internal conflict erupted in 2013. The fighting parties signed an Agreement on Resolution of Conflict in South Sudan (ARCSS) in July 2015. The ARCSS provided for a Ceasefire and Transitional Security Arrangement Monitoring Mechanism (CTSAMM), which IGAD established in 2016.
Large-scale conflict re-emerged in 2016 and lasted until September 2018, when the parties signed the Revitalized Agreement on the Resolution of the Conflict in South Sudan (R-ARCSS). In compliance with this Agreement, the monitoring and verification mechanism has been reconstructed into the Ceasefire and Transitional Security Arrangements Monitoring and Verification Mechanism (CTSAMVM). It is responsible for "monitoring, verification, compliance and reporting to the IGAD Council of Ministers and the Revitalized Joint Monitoring and Evaluation Commission on the progress of the implementation of the PCTSA".

This CTSAMVM has contributed to the relative stabilisation of the country and it represents one of the few mechanisms able to monitor the non-compliance of South Sudanese parties with the R-ARCSS. It reports to the regional and international community on military engagements, movements of armed forces, aid route 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 contact with governors, churches, local authorities, civil society organizations and national security and police services.

The APF support has contributed significantly to CTSAMVM's handling of investigations and to the production of reports comprising alleged violations by several South Sudanese groups. CTSAMVM's international monitors are the 'eyes and ears' of the regional and international community and give an indication of the level of political willingness of the different parties to respect the signed ceasefire and implement the peace agreement.

From November 2019 to October 2020, the APF is supporting CTSAMVM with EUR 5 million. This support covers:
- 46 CTSAMVM international monitors spread throughout the territory of South Sudan
- 18 Secretariat staff based in Juba in charge of the overall coordination of the mission
- the IGAD South Sudan office programme manager and finance officer.

The overall APF support to CTSAMVM from April 2015 to October 2020 amounts to EUR 19.1 million.

**African Union deployment of Human Rights Observers and Military Experts Mission in Burundi (AU HROs/MEs)**

In 2015, Burundi saw a sharp rise in political violence linked to the electoral process, which led to a third mandate for President Pierre Nkurunziza. A failed coup attempt provoked violent retaliation measures by both the state apparatus and by opposition groups.
In view of the degradation of the political and security situation in Burundi, the APF has been supporting the deployment of AU HROs and MEs since May 2015. The AU HROs and MEs Mission in Burundi aims at providing the AU with valuable information by monitoring, documenting and reporting 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 mission has proven essential to discourage violence and massive human rights violations in Burundi. However, its effectiveness is limited due to the political context. At the end of 2018, the Burundian government suspended international non-governmental organisations (NGOs) until they implemented new rules, including the requirement at the end of 2018 of ethnic quotas for local staff within three years. This led to the departure of several international human rights NGOs operating in the country. Thus, the AU HROs and MEs Mission remains today one of the few international human rights initiatives which are still operational on the ground. The mission is seen as crucial in the period leading up to and following the presidential and parliamentary elections scheduled for May 2020. For the February 2019 – January 2021 period, the APF support amounts to EUR 10 million and covers:
- salaries and allowances for Human Rights Observers and Military Experts deployed in Bujumbura
- support to staff, as well as travel and running costs for offices and equipment
- the establishment of a Mission Support team fully dedicated to the management of the operation

The overall APF support to the AU HROs/MEs Mission since May 2015 amounts to EUR 20 million.

**ECOWAS Mission in the Gambia (ECOMIG)**

The Gambia experienced the first democratic change of leadership since independence in January 2017, ending 22 years of authoritarian rule of former President Jammeh. After weeks of political stalemate following presidential elections in December 2016, President Barrow was inaugurated in January 2017 in temporary exile in the Gambian Embassy in Senegal, while incumbent President Jammeh refused to accept his electoral defeat. ECOMIG was initially deployed to prompt Jammeh’s departure and was first funded by the ERM before transitioning to the PSO component of the APF. In view of the fragility of the security situation, as a considerable level of loyalty to former President Jammeh still exists among the staff of the Gambian security forces, ECOWAS Heads of State and governments extended the mandate of the ECOMIG until June 2020.

APF support to ECOMIG amounts to EUR 28 million from June 2017 to March 2020 in support of the following objectives:
- the provision of security to the new President and members of government and institutions
- the establishment of joint patrols between ECOMIG forces and the Gambian Armed Forces
- the training of the Gambian Armed Forces

ECOMIG has a good track record. It has been successful in preventing violence and maintaining stability during the transition from an authoritarian to a democratic government. The political situation has remained stable since the mission started and the new President launched the long-term SSR programme in order to reorganise the entire security apparatus of the country. An EU monitoring mission to Banjul in October 2019 concluded that the continuation of the mission was necessary, but also recommended that some tasks were to be handed over to the Gambian Armed Forces in 2020. It was also found that the ECOMIG training of the Gambian Armed Forces needed to be significantly stepped-up.

**G5 Sahel Joint Force**


The main objective of the EU support to the G5 Sahel Joint Force is to contribute to the re-establishment of effective state control over areas affected by armed terrorist groups and criminal groups in order to create favourable conditions for the 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 deteriorating security environment in the region and to cooperate against transnational threats in a coordinated and structured manner.

The EU support to the G5 Sahel Joint Force has four components:

- the provision of equipment and services as well as the building of infrastructure has been implemented since August 2017 through an agreement with Expertise France
- the delivery of logistical and operational support by MINUSMA to the Force’s units operating in Mali has been implemented since February 2018 through an agreement with the UN Secretariat
- the establishment and implementation of a comprehensive human rights and international humanitarian law compliance framework has been implemented since June 2018 through an agreement with the Office of the UN High Commissioner for Human Rights (OHCHR)
- the support to the existing peace and security governance structure of the G5 Sahel has been implemented since February 2019 through an agreement with GIZ

All four agreements taken into account, the APF has contributed over EUR 115 million since September 2017. The G5 Sahel Joint Force encountered challenges related to the sustainable financing of its missions, but it has managed to complete several operations in the field throughout 2019.

The APF support to the Joint Force is part of the EU’s integrated approach to the Sahel and is complementary to ongoing actions under the EU Trust Fund for Africa, the Instrument contributing to Stability and Peace (IcSP), and CSDP missions in the region (EUTM Mali, EUCAP Sahel Mali and EUCAP Sahel Niger).
MAP 1 – African-led peace operations supported by the APF in 2019

**AMISOM**
AU Mission in Somalia

**ECOMIB**
ECOWAS Mission in Guinea-Bissau

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

**CTSAMVM**
IGAD-led Ceasefire Transitional Security Arrangement Monitoring and Verification Mechanism in South Sudan

**ECOMIG**
ECOWAS Mission in the Gambia

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

**G5 Sahel Joint Force**
3.2. Capacity building

The capacity-building component of the APF aims to give the AU and the RECs/RMs the necessary instruments to address security challenges through effective and efficient institutions. This should have a positive knock-on effect for the planning and conduct of PSOs, as well as for the operationalisation of the APSA.

A number of support programmes have been rolled out under this component in the past, but the Commission has progressively concentrated APF funding through an overall APSA support programme.

The European Court of Auditors conducted a performance audit over EU support to the APSA, which led to the publication of a Special Report in September 2018. The Commission and the EEAS adopted an action plan in February 2019 to address the report’s recommendations, which have also guided the formulation of the fourth phase of the APSA support programme.

The APSA support programme

The objective of the APSA support programme, which was launched in May 2011, is to strengthen the capacity and efficiency of the AUC and RECs/RMs to prevent, manage and respond to crises and conflicts in Africa by operationalising the APSA. The first two phases of the APSA support programme (for EUR 44.2 million) came to an end in August and December 2015 respectively.

The third phase of this programme (for EUR 28.8 million) was set to come to an end on 28 February 2020. Its content was aligned with the strategic priorities identified in the 2016-2020 APSA Roadmap, namely (1) conflict prevention (with a focus on early warning systems); (2) crisis / conflict management (through mediation and the African Standby Force); (3) post-conflict reconstruction and development; (4) strategic security issues (such as terrorism or piracy); and (5) coordination and partnerships.

Throughout 2019, preparations of the following phase intensified. The first half of the year was dedicated to the identification of joint African-EU priorities, taking into account the recommendations of the Court of Auditors. This process culminated with a workshop gathering all stakeholders (EU, AU, RECs/RMs, CSOs) in Addis Ababa in May. In November, the 16th APSA Steering Committee agreed on the overall results chain for the fourth phase of the APSA support programme.

This new phase will last four years and is allocated EUR 40.5 million. It will present the following characteristics, in line with the recommendations of the Court of Auditors:

- a narrow, well-defined scope centred around three specific objectives and 11 expected outputs
- a results-based implementation, structured by a clear logical framework
- very limited support to operational costs and salaries
- a robust monitoring, evaluation, and reporting system based on the AUC’s own internal reporting tool

Content-wise, the programme will focus on improving conflict cycle management under the APSA (when it comes to early warning systems and the African Standby Force in particular), on strengthening the cooperation within and around the APSA (including with CSOs) and on being more inclusive of youth and children.

Command, Control, Communication and Information System (C3IS)

Back in 2012, during the planning sessions for the Amani Africa II exercise of the African Standby Force, the AU and EU agreed on the need to establish a C3IS for African-led PSOs. The overall objective is to put in place a continental structure enabling the AU to rapidly deploy strategic and operational communication, and command and control capabilities between the AU strategic headquarters in Addis Ababa, the mission headquarters in the field and three sector headquarters when it comes to African-led PSOs. The C3IS will provide secure data, voice and video services.

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through satellite communication as well as IT systems to convey orders, and generate reports and maps for the management of the operations on the ground.

In 2013, the AU and the EU signed an agreement to acquire and set up the C3IS system for the management of African-led PSOs with a EUR 12.5 million contribution from the APF. Following a long tendering process, the delivery of the system is expected to take place in 2020.

**JRC – AU Continental Early Warning System (AU CEWS) scientific and technical cooperation**

From 2007 to 2014, the EU Joint Research Centre (JRC) provided a range of systems, tools and methods to strengthen the AU capabilities to anticipate and prevent conflicts in Africa. These have contributed in particular to setting up and reinforcing the AU Continental Early Warning System (CEWS).

On 1 March 2017, the JRC launched the fourth phase of its cooperation with the AU CEWS (EUR 1 million), covering the period March 2017 – June 2019. The objectives were 1) to enhance the capacity of the CEWS staff to develop the technical and analytic skills necessary to deploy and operate the CEWS components; and 2) to improve the CEWS, thus enabling AU decision-makers to detect emerging risks and security threats. The Commission will contract an external evaluation of the programme in 2020.

**Technical assistance to the African Union Commission**

The APF provided technical assistance to the AUC from April 2018 to April 2019 on the interlinked topics of women, peace and security, gender knowledge management and communications. In this context, three experts supported the AUC implementation of its Gender Peace and Security Programme (GPSP 2015-2020), which aimed at mainstreaming the role of women in the work of the AUC Peace and Security Department.

Additionally, a separate technical assistance contract supported the AUC between May and December 2019 by carrying out a study on the role of the youth in peace processes.
3.3. Early Response Mechanism (ERM)

The Early Response Mechanism (ERM) was established in 2009 to strengthen the AU’s and RECs/RMs’ capacities to quickly and flexibly address crises across the African continent. It provides an immediately available and reliable source of funding for initiatives aimed at preventing, managing and resolving violent conflicts, and to use unforeseen chances for peacebuilding.

Past ERM initiatives include, but are not limited to:
- setting up mediation or political negotiation processes
- supporting the deployment of security or human rights observers
- supporting the prevention of violence related to electoral processes
- fact-finding missions in preparation of PSOs
- providing short-term support to PSOs, some of which was subsequently continued under the PSO component of the APF

Since its inception, the ERM has supported 40 initiatives, out of which four were implemented in 2019 (for a total authorised amount of EUR 4.6 million).

ECOWAS carried out an electoral violence prevention initiative in Sierra Leone, where the ERM supported the facilitation of informal election dispute resolution and mediation between conflicting parties. The initiative contributed to a smooth transition of power in Sierra Leone.

In the Kingdom of Lesotho, the ERM financed the Southern African Development Community (SADC) support to the second plenary session of the Multi-Stakeholder National Dialogue Process. The National Dialogue Process aims to pave the way for political consensus on the wide-ranging national reforms and reconciliation processes after prolonged political and security concerns.

The ERM supported the AU’s Framework for the Prevention, Mediation and Resolution of Local Conflicts in the Sahel.

In the Central African Republic, the ERM provided support allowing the AU to promptly finance the creation of the Special Mixed Security Units and aid the implementation of the February 2019 Peace Agreement between the government and 14 armed groups.
3. Activities and Achievements in 2019

MAP 2: Initiatives supported under the ERM in 2019

Prevention of electoral violence in Sierra Leone

The framework for the Prevention, Mediation and Resolutions of Local Conflicts in the Sahel

Multi-Stakeholder National Dialogue Process in the Kingdom of Lesotho

The Special Mixed Security Units and the implementation of the 2019 Peace Agreement in the Central African Republic
4. Management of the APF

APF Management
The European Commission implements the APF through a number of partners: the AUC, RECs/RMs, Member States’ agencies (Expertise France, GIZ), the UN Secretariat, the UN OHCHR as well as framework contractors for technical assistance. The systems of some of the beneficiaries of the APF face a number of challenges coping with EU requirements related to the operational and financial management of funds, including internal control processes, transparency, accountability and reporting requirements. Therefore, the EU has adopted a set of measures to ensure proper management. Financial ex post audits have been systematically conducted for all APF programmes managed by the AUC and the RECs/RMs. In addition, the European Commission and the AUC signed an Aide Mémoire in April 2016 and amended its content in May 2017 in order to strengthen the AUC’s financial management capacities and the joint monitoring mechanisms. Such measures also apply to the RECs/RMs. In December 2019, the Commission contracted an external auditing firm to assess the AUC financial and administrative systems. The report confirmed that the systems were strong enough to be entrusted with the management of EU funds. APF programmes are regularly monitored through specific meetings, field visits, external results-oriented monitoring missions and/or external evaluations, as relevant. In 2019, APF managers undertook a total of 19 monitoring visits meant to ensure the necessary follow-up of the implementation of these programmes.

APF communication and visibility
In 2017, the European Commission put in place a communication strategy to accompany the implementation of the APF Action Programme 2017–2018. A two-year contract for an amount of EUR 500,000 was signed in July 2017 with the company Landell Mills to develop and implement the strategy. The main activities carries out in 2019 are as follows. On the events side, an event was organised in Abuja, Nigeria, on 25 March 2019. The event was titled “The Right to Peace in the West African States” and was a CSO workshop showcasing successes achieved with regards to (1) ECOWAS as a deterrent (with a focus on ECOMIB), and (2) the prevention of electoral violence (with a focus on Sierra Leone and Liberia, since those two countries benefited from ERM support in this area). The event was well attended (over 80 participants) and key messages centred on the need for greater coordination, inclusiveness, ownership, impact and sustainability. On the visibility materials side, the APF 2018 annual report was finalised and disseminated. The fourth APF newsletter was sent out via email on 4 March 2019 to promote the “Right to Peace in the West African States” event. Furthermore, a ten minute-long APF documentary was produced. It features a short introduction explaining what the APF is and does, three case studies (AMISOM in Somalia, CTSAMVM in South Sudan, as well as the ERM action in Sierra Leone), and a short conclusion highlighting the need for sustainable funding and capacity-building to substantiate the “African solutions to African problems” principle. The video was then uploaded on the Commission’s audio-visual portal and can be consulted here: https://audiovisual.ec.europa.eu/en/video/I-185494

Exchange of staff and technical assistance to reinforce the management of the APF
A trilateral Administrative Arrangement between the European Commission, the EEAS and the AUC was signed in April 2016 to foster better administrative cooperation between the institutions in areas of common interest, such as professional development of staff, policy-making processes, and financial management. Under the Arrangement, the EEAS and European Commission staff are be able to work, for a limited period of time, under the administration of the AUC and vice-versa and exchange expertise. Two staff exchange initiatives took place in 2019. First, one AUC member of staff from the Office of Internal Audit came to Brussels from 24 June to 5 July 2019 and had meetings with relevant counterparts within DG DEVCO, DG BUDG and the Secretariat-General. The visit focused on organisational risk assessment with the aim to (1) share experience related to the implementation of enterprise risk management, (2) identify/study the model adopted by the EU, (3) observe the system and information technology support in use. Second, the Secretary General of the African Union visited the Secretariat-General of the European Commission, DG DEVCO, DG DIGIT and the Council of the European Union. The visit focused on organisational risk assessment with the aim to (1) share experience related to the implementation of enterprise risk management, (2) identify/study the model adopted by the EU, (3) observe the system and information technology support in use. Second, the Secretary General of the African Union visited the Secretariat-General of the European Commission, DG DEVCO, DG DIGIT and the Council of the European Union. The objective of the visit was to (1) benefit from the experience of the EU to strengthen and enhance the internal coordination within the AU and (2) share experiences on the organisation of high-level summits/ministerial meetings with the EU in view of the next EU-AU Summit.
5. ANNEX – Tables and figures

Figure 1 – APF contracted amounts per type of activity, 2004-2019 (in million EUR)

Table 1: APF financial overview under the 9th, 10th and 11th EDF (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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<td>9th EDF</td>
<td>347.7</td>
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<td>10th EDF</td>
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<td>11th EDF</td>
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<td>1626.1</td>
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<tr>
<td>Total</td>
<td>3485.3</td>
<td>2889.1</td>
<td>2685.6</td>
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</table>

23 EUR 13.8 million for Audit, Evaluation, Communication and Technical Assistance are not included in this figure.
Graph 1: APF financial overview under the 9th, 10th and 11th EDF: individual commitments for PSOs, CB, ERM (contracted, in million EUR)

Graph 2: APF financial overview under the 9th, 10th and 11th EDF: individual commitments for PSOs (contracted, in million EUR)
Graph 3: APSA support programmes 2010-2019 (in million EUR) – commitments AUC/RECs/RMs²⁴

²⁴ Contingencies amounts are not taken into account.

ANNEX: TABLES AND FIGURES
Table 2: Initiatives supported under the ERM since its creation in 2009

<table>
<thead>
<tr>
<th>Title</th>
<th>Implementing partner</th>
<th>Authorised (thousands of EUR)</th>
<th>Start date</th>
<th>End date</th>
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6. Glossary

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<td>ACP</td>
<td>African, Caribbean, and Pacific Group of States</td>
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<td>AFISM-CAR/ MISCA</td>
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</table>
7. Contacts

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