COUNCIL OF THE EUROPEAN UNION

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NOTE

From:	General Secretariat of the Council
To:	Delegations
Subject:	Three-year Action Programme for the African Peace Facility, 2014-2016

1. On 27 March 2014 the Permanent Representatives Committee approved by qualified majority, as defined in Article 8(3) of the Internal Agreement establishing the 10th EDF[1], the Three-year Action Programme for the African Peace Facility, 2014-2016[2].

2. In accordance with Article 12(b) of Council Regulation (EC) No 617/2007 on the implementation of the 10th EDF[3], the Action Programme annexed to this note can be adopted by the Commission once the ACP Committee of Ambassadors has endorsed the request from the African Union.

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1 Internal Agreement between the Representatives of the Governments of the Member States, meeting within the Council, on the financing of Community aid under the multiannual financial framework for the period 2008 to 2013 in accordance with the ACP-EC Partnership Agreement and on the allocation of financial assistance for the Overseas Countries and Territories to which Part Four of the EC Treaty applies (OJ L 247, 9.9.2006, p. 32).

2 Doc. 7757/14.

3 OJ L 152, 13.6.2007, p. 1.

ANNEX

Action Document for the 2014-2016 action programme of the African Peace Facility

1.

Title/Number	2014-2016 action programme of the African Peace Facility CRIS number: FED/2014/XXX		
Total cost	The total EDF contribution for 2014-2016 is EUR 750 million[1]. The APF is open to contributions from other donors and international partners that will be managed in line with co-financing arrangements provided for in the applicable EDF Financial Regulation.		
Aid method / Management mode and type of financing	Project Approach - grants (direct award/management) or indirect management with the African Union (AU) and/or African Regional Economic Communities and Regional Mechanisms (RECs/RMs)		
DAC-code	N/A	Sector	N/A

2. RATIONALE AND CONTEXT

2.1. Summary of the action programme and its objectives

This action programme is the basis for the implementation and replenishment of the African Peace Facility (APF) under the 11th EDF for the period 2014-2016.

The action programme aims at contributing to the prevention, management and resolution of conflicts in Africa. It will support the Africa-EU partnership on peace and security which currently seeks to (i) enhance the political dialogue on peace and security, (ii) operationalise the African Peace and Security Architecture (APSA), including the African Standby Force, and (iii) provide predictable funding for African-led peace operations.

[1] Given the uncertainties on the global financial envelope for the APF under the 11th EDF which has yet to be agreed and the fact that the ratification of the 11th EDF has not yet taken place, only EUR 325 million to mainly or exclusively support peace operations in 2014 will be committed at this stage. These funds will be made available from the bridging facility. The financial contribution will be increased as funds become available.

2.2. Context

Conflicts in Africa have had a massive impact on the fight against poverty, ultimately stunting the continent's prospects for long-term stability and sustainable development.

In recent years, the African Union (AU) has shown a strong commitment and has taken practical steps to address the peace and security challenges through African-owned and African-led initiatives in the area of conflict prevention, management and resolution. The examples of AU missions in Sudan (AMIS), in Somalia (AMISOM) and in the Central African Republic (MISCA) show the important role the AU plays in this area.

Furthermore, the APSA was developed as a structural and long-term response to the peace and security challenges on the continent. With the aim to prevent, manage and resolve conflicts and support peace-building, the APSA consists of several components including the Peace and Security Council which is the central AU decision-making body, a Continental Early Warning System, a Panel of the Wise with a mandate in conflict prevention and resolution, a Peace Fund and an African Standby Force to be deployed in operations supporting peace. In addition, APSA aims to harmonise, streamline and implement actions regarding cross-cutting and thematic peace and security issues such as security sector reform, post-conflict reconstruction and development, maritime safety and security, etc.

The Regional Economic Communities and Regional Mechanisms (RECs/RMs) also play a critical role in the promotion of peace and security across the continent. The RECs/RMs are considered as the pillars of the APSA and they have also been engaged in the management of peace operations such as in the Central African Republic (MICOPAX) and, jointly with the AU, in Mali (AFISMA).

While these efforts have to be lauded, African capacity constraints and African dependence on external funding have remained important obstacles preventing African partners to fully concretise their ambition.

The resolve of African partners to promote peace and security has been strongly supported by the EU from the outset, both politically and financially. In 2004, the African Peace Facility (APF) was established in response to a request by African leaders at the AU Summit in Maputo in 2003. Through the APF, the EU has been at the forefront of international support to the APSA and providing, in parallel to political backing, substantial and predictable funding to African peace support operations.

In December 2007, the relationship between the EU and Africa was put on a new strategic footing with the adoption of the Joint Africa-EU Strategy (JAES). In the JAES framework, the partnership on peace and security consists of three priority actions which were reaffirmed in the action plan 2011-2013 approved at the 3rd Africa-EU summit in November 2010. These priorities are designed to mutually reinforce each other, namely:

(1) Enhanced political dialogue to reach common positions and to implement common approaches on challenges to peace, security and stability in Africa, Europe and globally;

(2) Effective functioning of the APSA to address peace and security challenges in Africa;

(3) Predictable funding for peace support operations undertaken by the AU or under its authority.

The 4th Africa-EU summit of April 2014 will review the objectives of the JAES and provide political guidance for the way ahead. It is anticipated that the above three main line of actions for peace and security as well as the three underlying principles of ownership, solidarity and partnership will remain valid and will be confirmed at the summit.

Support to African peace and security objectives is a central plank of the Africa-EU partnership and an area of cooperation that has been growing during the last years. Strategies for the Sahel, Horn of Africa and the Great Lakes region all illustrate the close links between security and development. For the EU, this growing engagement reflects: (i) a recognition that unless security issues are dealt with, the EU faces an ever-increasing demand for humanitarian aid and an inability to tackle deep-seated poverty in insecure areas, (ii) that deteriorating security in several regions such as the Sahel or the Horn of Africa does pose a direct threat to EU's interests through terrorism, narcotics and people trafficking, (iii) a political commitment through our partnership with the AU to help Africans develop their capability to manage security on their continent more effectively and (iv) the link made in the Agenda for Change between security and development, both being essential for the other.

In preparation of the multi-annual programming of the APF, a concept note of the APF strategic approach for 2014-2020 was presented and discussed in 2013 with the EU member states and African partners. This action programme builds on the concept note and the consultations held with the stakeholders as well as the main conclusions of the external evaluation of the APF which was conducted in 2013.

2.3. Lessons learnt

Since the creation of the APF, the European Commission has continuously aimed at identifying lessons learned in order to improve the design and functioning of the APF. An external mid-term evaluation was conducted in 2005 and APF evaluation seminars were organised in 2007 and 2013 with the AU and RECs/RMs. Furthermore, a first part of an external APF evaluation was carried out in 2011 to review the procedures of the APF as well as the possibilities of alternative sources of funding. The second part of the evaluation was conducted in 2013 and reviewed the APF overall implementation, its results, as well as the relevance, impact, effectiveness and efficiency of the APF as an instrument to support African efforts in conflict management and provided recommendations.

It is widely acknowledged that since its creation in 2004, the APF has been playing a critical role in backing African efforts in the area of peace and security. The APF support has had a direct and positive impact on the lives of hundreds of thousands of Africans affected by crises. The APF has provided significant funding to African-led peace operations and extensive support for the operationalisation of the APSA. The APF has also contributed to Africa's integration by supporting a closer relationship between the AU and the RECs/RMs. Furthermore, the APF has underpinned the dialogue and cooperation between the EU and Africa in the area of peace and security. APF-supported actions have given the EU an important role in supporting conflict reduction efforts on the continent, with the enhanced political credibility and influence this brings.

However, the APF operates in a dynamic and evolving environment and a number of lessons can be drawn from past experience to further enhance its support and impact.

Furthering peace in Africa is a huge task. It requires political will and commitment from African partners and an international coalition of partners of which the EU is just one part. The APF provides a platform to work with all African and international partners and foster a wide-ranging support to peace and security in Africa. However, the early ambition of making long-term financial stability a feature of the APF by opening the instrument budget to African and international partners has not been achieved. The financial pressure on the APF has made the allocation of funds to peace operations and the APF capacity to respond to new crises challenging. In addition, the heavy dependence of the African regional bodies on international partners, including on EU funding, has limited their ownership and capacity to address Africa's peace and security issues. Incentives and exit strategies need therefore to be put in place to promote financial burden sharing in particular for peace support operations, bearing in mind the impact of the African conflicts on the international peace and security.

The APF support to APSA operationalisation remains essential as weaknesses in institutional capacity within the AU and RECs/RMs have to some extent limited the effectiveness of the African response to crises. However, this support could be better prioritised. The APF needs to ensure a better balance between salary support and support to key processes within partner institutions that underpin lasting capacity building.

The bulk of APF funding has been and will continue to be crisis-driven. However, mediation, conflict prevention and early phases of post-conflict peace-building activities are increasingly being recognised as essential areas for support. These areas need to be better addressed by the APF with limited and targeted support in close coordination with other related EU instruments, and based on the needs expressed by the relevant African institutions.

Peace and security is a sensitive area which needs political backing from EU Member States. This makes the EU decision-making process longer and the beneficiary institutions have often had to pre-finance actions until APF funds became available. Once political appropriateness from the EU Member States is obtained, the European Commission decision process for the renewal of support to existing peace operations or for replenishment needs to be streamlined.

2.4. Complementary actions

The EU disposes of a large number of political, development and security instruments that it has used to support peace and security activities in Africa as well as broader political and institutional development processes. In particular, the regional indicative programmes support core and long-term institutional capacity building efforts at the level of the RECs/RMs and regional peace and security activities that are not military in nature. Synergies and complementarities will be promoted between the APF and the regional indicative programmes. National indicative programmes also provide significant support to conflict prevention, peace-building and post-conflict reconstruction. Considerable support from the intra-ACP envelope is also being provided to strengthen the overall institutional capacity of the AU which is essential for the operationalization of the APSA.

Inter-linkages with the Instrument contributing to Stability and Peace and Common Security and Defence Policy operations in Africa are also strong and opportunities for synergies should continue to be seized. Furthermore, complementarities with other relevant EU geographic instruments will also be promoted to deliver on the commitment jointly taken in the framework of the Africa-EU strategic partnership to treat Africa as one.

Coordination and synergies between these instruments and relevant services will be systematically sought to ensure relevance and complementarity in order to increase impact and long term sustainability of APF supported activities, particularly in the area of APSA operationalisation.

2.5. Donor coordination

The APF support will act in synergy and be mutually reinforcing with support from other actors including EU Member States, non-EU states and multi-lateral organisations. Donor coordination and a continuous exchange of information and analyses, which is particularly important in the area of peace and security, take place at political and operational levels and in different fora. In particular, active coordination with the EU Member States that also support the AU and RECs in the sector of peace and security will be fostered in order to develop complementarities, improve division of labor and coherence and promote joint planning and monitoring.

The APF supported operations and activities are coordinated in Brussels, Addis Ababa and on the ground. In Brussels, the coordination takes place in particular within the relevant working groups of the Council. In Addis Ababa, coordination among the different partners is facilitated by the EU Delegation to the AU, which chairs the AU partners group on peace and security. Coordination also takes place at the sub-regional level and in countries where APF-supported peace operations are deployed. The EU delegations to sub-regional organisations have an important role to play in that respect.

The EEAS and the Commission together with the EU member states are striving to enhance coordination with the AU and RECs/RMs, including through the JAES and the partnership on peace and security, the UN and other international partners. Through the APF, the EU will aim at building a wide-ranging coalition of African and international partners and enhancing the predictability, transparency and alignment of the support.

3. DETAILED DESCRIPTION

3.1. Objectives

The APF is the most important operational tool of the Africa-EU partnership on peace and security. Through this instrument, the EU supports the AU and other African regional organisations and mechanism in finding 'African solutions to African problems'.

From early warning to early action, the overall objective of the APF is to effectively support the African peace and security agenda and to address in a comprehensive ("continuum") manner conflicts on the African continent, thus fostering sustainable development.

Responding to the priorities of the Africa-EU strategic partnership on peace and security and building on lessons learned and past experience, the APF will continue to offer comprehensive, predictable and timely support to the prevention, management and resolution of conflicts in Africa.

3.2. Expected results and main activities

The APF action programme is aligned with the JAES objectives. Based on the overall framework of the APSA, the APF will provide a comprehensive support to peace and security in Africa through targeted continental and regional initiatives in the areas of conflict prevention, management and resolution and the prevention of violence resurgence, particularly in the aftermath of African-led peace support operations. The main activities to be implemented are:

- Support to African-led peace support operations. Initial steps of post conflict peacebuilding efforts such as disarmament, demobilization and reintegration and training activities will be considered when other EU instruments cannot respond to needs. Support to peace operations will also seek to complement, consolidate and reinforce capacity building activities supported in the framework of APSA such as the operationalization of the African Standby Force. Exit strategies will be discussed at the earliest stage and regularly updated (see section 3.3 below);

- Support to the operationalization of the APSA, on the basis on the APSA roadmap and its 2014 review, with a focus on: (i) institutional capacity building, (ii) capacities for conflict prevention, the planning and management of peace operations and post-conflict stabilisation, (iii) operationalization of the African Standby Force and (iv) enhanced coordination and collaboration between the AU and the RECs/RMs. Priorities for support will be jointly defined with African partners to ensure that APF's support will have the greatest impact in building lasting institutional capacities and taking into account the absorption and management capacity of the beneficiaries;

- Support the AU and RECs/RMs with limited but flexible and immediate funding for quick impact actions (Early Response Mechanism) aimed at preventing and addressing potential or emerging crises. Support in this area could also include temporary reinforcement of relevant APSA structures.

These three main areas of support will be underpinned by regular political dialogue on challenges to peace and security, including the operationalization of APSA, the mobilisation of additional funds and exit strategies for APF's support, through consultations, coordination of positions, sharing of information and analyses and joint assessment missions.

3.3. Risks, assumptions and mitigation measures

Furthering peace in Africa is a huge task. It requires political will and commitment from African partners and a coordinated international approach in which the EU is taking part. Experience has shown that it is becoming increasingly difficult to sustain substantial funding for long running peace operations and at the same time being able to address new crises. In addition, the heavy dependence of the African regional bodies on international partners and on EU funds has limited the African ownership as well as the establishment of lasting African capacities to address Africa's peace and security issues.

It is therefore necessary to establish principles for all APF-funded activities, in particular for long-running peace operations but also for capacity building activities such as support to personnel, in order to increase African ownership and the sustainability of APF-supported activities taking into consideration the financial constraints of the APF. Financial burden sharing amongst external partners will also be sought for peace support operations to ensure a balanced contribution from all partners over the medium-term. This will require the AU and RECs/RMs to be better supported by their member states and substantial contributions from the UN and other international partners. The APF will support the AU and RECs/RMs in reaching out to African member states and international partners and mobilising additional and alternatives resources of funding. At AU level, commitment will be sought for a gradual increase of African contributions. In addition, the EU will work with the AU and the UN to propose the creation of a special fund to finance African-led peace operations as well as the "UN rehatting" of long-running peace operations.

For peace support operations, an exit strategy will be defined from the outset, focusing on time limits and a financial phasing out. When applying for financing of a peace operation, the AU and/or relevant REC and the EU will agree on the approach to follow on EU funding to the operation, in view of progressively reducing the percentage of costs borne by the EU, increasing African contributions to the operation and improve burden sharing. This approach will take into consideration the political imperatives of the crisis at hand, the funding structure of the operation, the contribution of other stakeholders (especially the United Nations), as well as the realistic timelines for an exit strategy. The exact modalities of the APF contributions, as well as the progressive reduction of APF's support overtime, will be described in the financing agreement(s) for each peace operation. In general terms, for what relates to uniformed personnel allowances, the EU contribution should not exceed 80% of the costs from 2015 onwards[2]. The APF contribution will be regularly reviewed and agreed at political level on the basis of joint reviews which will take into account the progress made on the ground, the level of international support and the APF financial resources, and will propose when appropriate an updated exit strategy.

For APSA operationalization support, the timeframe for APF's contribution to human resources costs will be jointly agreed with a view to progressively transfer these costs to the beneficiary and strengthen the sustainability of the beneficiary institutions. The AU and EU will undertake a regular political and technical dialogue about the respective impact related and budgetary developments, and projections in the implementation of APSA.

Furthermore, African peace support operations are complex and conducted in difficult and dynamic environments. The Commission has therefore, since the establishment of the APF, systematically organised independent external ex-post financial audits of each individual peace support operation. This practice has contributed to improve the financial management of peace operations and will be maintained. In addition, an EC-AUC Aide Memoire on measures to strengthen AUC financial management was established in August 2009 and renewed in 2011 and it has proved to be a useful tool for continuous dialogue on improving AUC financial management. Finally, external experts have been deployed to assist the AU and the RECs/RMs including in the financial management of peace operations. This support will also be maintained under this action programme.

Beyond the aspects of financial management, it is also important to track progress during the implementation of APF-funded actions, address issues as early as possible and collect lessons for future support. To that aim, substantive monitoring of the APF-funded actions will be strengthened.

[2] The APF contribution will not exceed the applicable UN rates for peace support operations.

3.4. Cross-cutting issues

Mainstreaming of the relevant guidelines on human rights, the protection of women and children in armed conflicts and the role of women in solving conflicts, as well as the application of the UN Security Council resolutions 1325, 1820 and 1612 will be supported through the APF, for example through:

- promoting the increased participation of women in the various structures of the APSA and in the mechanisms for the prevention, management and resolution of conflicts;
- supporting the training of peacekeepers on human rights, on the main principles and opportunities in prevention and reintegration of child combatants and on addressing the needs of children and women affected by armed conflicts;
- promoting a gender component in peace operations (e.g. gender advisers).

3.5. Stakeholders

The direct beneficiaries of the APF will be the AU and the RECs/RMs as well as the relevant institutions/structures within or related to the APSA. The final beneficiaries will be the people of the African states who will be less affected by conflicts and who will live in a safer environment.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action programme, it is foreseen to conclude a financing agreement with the AU Commission (AUC), referred to in Article 17 of Annex IV to the Cotonou Agreement.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action programme, during which the activities described in sections 3.2 and 4.3 will be carried out, is 72 months from the date of entry into force of the financing agreement or, where none is concluded, from the adoption of this Action Programme Document, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

Depending on the compliance of the beneficiary organisation with the applicable pillar assessment[3], the EU shall implement the action programme in direct management or indirect management.

4.3.1. Grant: direct award (direct management)

(a) Objectives of the grant, fields of intervention, priorities of the year and expected results

To promote peace and security in Africa.

(b) Justification of a direct grant

Under the responsibility of the authorising officer by delegation, the recourse to an award of a grant without a call for proposals is justified because the AU and RECs/RMs are the primary beneficiaries of the action programme and are the only African intergovernmental bodies with a mandate in the area of peace and security in their respective regions.

(c) Eligibility conditions

Not applicable

(d) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant. The essential award criteria are relevance, design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

4.3.2. Indirect management with an international organisation

This action programme with the objective of promoting peace and security in Africa may be implemented in indirect management with the AU and the RECs/RMs in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation is justified because the AU and the RECs/RMs are at the core of the APSA and the primary beneficiaries of the action programme.

The contract management cycle is delegated to the international organisation and all contracts implementing the action programme are awarded and implemented in accordance with the procedures and standard documents laid down and published by the international organisation.

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[3] The new pillar assessment's methodology covers seven areas or pillars: internal control system, accounting system, independent external audit and rules and procedures for grants, procurement, financial instruments and sub-delegation.

The entrusted entity is currently undergoing the ex ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free cooperation with this entity, it can be entrusted with budget-implementation tasks under indirect management.

The change of management mode from indirect to direct management, whether partially or entirely, is not considered a substantial change.

4.3.3. Procurement (direct management)

Targeted technical assistance to the AU and RECs/RMs will be provided as needs arise. This assistance will be covered under a service contract.

4.4. Retroactive financing

In order to prevent delays and avoid gaps in funding, the AU or the RECs/RMs may pre-finance certain activities from 1st January 2014, in accordance with Art. 19 of Annex IV of the Cotonou Agreement. Retroactive financing will only be permitted for expenditures incurred after the date of the request by the international organisation (AU/RECs/RMs), which shall be mentioned in the special conditions of the grant contracts or delegation agreements to be signed with the AU or the sub-regional organisations.

4.5. Co-financing

While co-financing will be sought for all APF-funded activities, the maximum possible rate of co-financing may be up to 100 % in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

In addition, the European Commission will inform the member states when the financial weight of a single peace operations threatens the internal balance of the APF. In such a case, and if the EU is committed to continue its funding, the Commission will launch a specific call for voluntary contributions to further support the specific operation.

Furthermore, the APF will continue to be open to additional voluntary contributions from EU member states and from other donors managed, in line with co-financing arrangements provided for in the 11th EDF Financial Regulation, to promote coherence and reduce transaction costs and administrative burden for the African partners.

4.6. Eligibility

The following constitutes the list of non-eligible expenditure: ammunition, arms and specific military equipment, spare parts for arms and military equipment, salaries for soldiers and military training for soldiers. No other costs are excluded. An indicative list of eligible expenditure includes: per diems, salaries for the civilian component of peace support operations, rations, medical consumables and facilities, transport, travel, fuel, troop allowances, and communication equipment.

Payment of these costs will be made to the governments of the troop contributing countries (TCCs) by the implementing agency, i.e. the AU or the subregional organisation, or directly to the troops on the ground. The responsibility for the transparent and accountable disbursement of the funds to the peacekeepers and the TCCs lies entirely with the implementing organisation. A "Memorandum of Understanding" (MoU) signed between the implementing organisation and the TCCs and governing among others the disbursements to the TCCs should to the extent possible be established at the commencement of an operation and be updated when and if necessary.

4.7. Geographic scope

Peace and security challenges often have a regional and trans-boundary dimension. Efforts are being undertaken by the AU and RECs/RMs to address these challenges through a comprehensive, structured and continental approach. The continental framework is of particular importance for the effective functioning of APSA which relies on harmonized and coherent contributions from all African regions. In the spirit of the JAES and in respect of the principle of African solidarity, the APF will foster a pan-African approach and may support the operationalization of APSA at the continental level.

In addition, synergies and complementarities will be sought when appropriate between activities funded by the APF and by other relevant EU geographic instruments in order to contribute to a continental approach. Non-ACP African countries may provide targeted and self-funded contributions to the APF from their own resources, within joint co-financing arrangements, provided for in the 11th EDF implementing regulation. They may also wish to contribute to the AU peace fund.

4.8. Indicative budget

APF's funds will be allocated to the three areas of support identified in section 3.2 above i.e. peace support operations, the APSA operationalization and quick impact deliverables through the Early Response Mechanism. The budget allocation reflects the different levels of needs of the three areas and is broadly in line with the budget breakdown of previous action programmes. The bulk of the APF envelope is earmarked for peace support operations due to the direct positive effects, both in Africa and the EU, of successful African peace operations and the significant funding needs in this area. Support to the APSA operationalization aims at strengthening African capacities to tackle peace and security challenges more and more autonomously. Investments in capacity building and conflict prevention contribute to reducing the suffering from conflicts and the need for costly peace operations.

Given the uncertainties on the global financial envelope for the APF under the 11th EDF which has yet to be agreed and the fact that the ratification of the 11th EDF has not yet taken place, only EUR 325 million to mainly or exclusively support peace operations in 2014 will be committed at this stage. These funds will be made available from the bridging facility. The financial contribution will be increased as funds become available. The table below shows the indicative budget breakdown for the period 2014-2016.

	Component	**Million in EUR**
1	Peace support operations	660
2	Operationalisation of the APSA and Africa-EU dialogue	55
3	Quick impact initiatives (Early Response Mechanism)	15
4	Audit, monitoring, evaluation, technical assistance, communication and visibility	5
5	Contingencies	15
	Total	**750**

If in the course of implementation one budget heading is under-spending, a transfer may be made between headings as per the applicable Financial Regulation. The use of contingencies is not considered as an amendment of the financing decision as long as it does not entail a change in the nature of the activities originally proposed. Contingencies will be used to complement any ongoing APF-funded intervention upon Commission decision, following an AU or REC/RMs request. Where contingencies are used for a new APF intervention, the decision-making procedures outlined in Annex 1 will apply.

4.9. Performance monitoring

For the overall monitoring of the APF, a Joint Coordination Committee (JCC) has been established in order to review, inter alia, the general progress of APF implementation. The JCC will monitor the implementation of this action programme. The Committee members include representatives of the European Union (Commission and EEAS) and the AU/RECs/RMs. The JCC is chaired jointly by the AUC and the European Union. Technical meetings, as appropriate, will prepare the JCC sessions. EU and AU member states will be fully informed on the outcomes of the JCC meetings and could also be associated on an ad hoc basis to the meetings, as has been the practice in the past. In addition, substantive monitoring of the APF-funded actions will be strengthened.

The implementing partner (the AU and/or RECs/RMs) is expected to ensure proper financial reporting and will monitor and verify the accuracy and completeness of financial reporting in accordance with the terms laid down in the grant contracts and delegation agreements. The detailed modalities of the overall monitoring of individual commitments will be specified in those agreements. Capacity building actions will also include a monitoring and evaluation component to provide mid-term corrections and to understand the long-term impact of APF investments.

4.10. Evaluation and audit

The budget of this action programme includes an audit provision which the Commission will use to organise external audits of each operation financed under this programme. Monitoring, audit and evaluation activities will be contracted through framework contracts which will be concluded by the Commission.

4.11. Communication and visibility

Communication and visibility is needed to enhance awareness at the EU, African and international levels on the peace and security challenges in Africa and on the APF and to mobilise additional resources. Visibility of all APF interventions will be promoted by communicating progress and results achieved through appropriate channels.

Contracts for communications and visibility will be awarded and implemented by the Commission services under centralised management and in accordance with the 11th EDF rules and procedures.

The Commission shall prepare an activity report on the use of the APF funds for information of the Council and the EDF Committee on an annual basis and at the request of the Council or the EDF Committee.

Annex I
Decision-making procedures for the African Peace Facility, 2014-2016

As a general rule, the formal decision-making process for each operation funded by the APF will be launched upon a request from the AU and/or from a sub-regional organisation (RECs/RMs). When a sub-regional organisation takes an initiative, this initiative shall require the political approval of the AU. Peace operations funded by the APF should be consistent with UN principles and objectives. In this respect, endorsement in the broadest sense should be sought from the UN system, in accordance with the UN charter and in particular Chapters VII and VIII. While seeking this UN endorsement, the decision-making should, however, be flexible enough to go ahead with funding. Procedures that will apply to APF–funded interventions are the following:

1) Standard procedure

Upon a request from the AU or a sub-regional organization (RECs/RMs), the EEAS and Commission will present a joint information note on the intervention envisaged including recommendations to the relevant Council preparatory working groups and will seek the approval of the PSC on political appropriateness of the intervention requested.

For support to new peace operations, once the request has been endorsed by the PSC, the Commission will launch its internal decision-making process. In case of (i) an extension or renewal of support to an existing peace operation or (ii) support to the APSA operationalisation, no Commission decision will be needed.

2) Early Response Mechanism (ERM)

The ERM will finance, for a period of up to 12 months, interventions that, by their nature, require immediate support. Upon a request from the AU or a sub-regional organization (RECs/RMs), the EEAS and Commission will assess the request and decide jointly on the appropriateness of funding the request. The PSC and the relevant Council working groups will be kept informed on activities supported by the ERM.

3) Audit, monitoring, evaluation, technical assistance, lessons learned and visibility

Operational activities such as audit, monitoring, evaluation, technical assistance, lessons learned and visibility will be decided by the Commission in consultation with the EEAS and will not be submitted to the decision-making process required for substantive APF interventions.