



Working for Peace, Security and Stability

European Union in the World

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A great deal of additional information on the European Union is available on the Internet.
It can be accessed through the Europa server (<http://europa.eu.int>).

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The EU

A global player in security



The creation of the European Union (EU) brought a new period of peace and stability that was unprecedented in European history. By building close ties and inter-dependence, the EU made another major European war impossible.

The EU has a history and cultural ties that gives it links with every part of the world. Now, with 25 states and over 450 million people producing a quarter of the world's Gross National Product (GNP), it has no choice but to be a global player.

Europe still faces security threats and challenges. The outbreak of conflict in the Balkans was a reminder that war has not disappeared from our continent. Over the last decade, no region of the world has been untouched by armed conflict. Most of these conflicts have been within rather than between states, and most of the victims have been civilians... Europe should be ready to share in the responsibility for global security and in building a better world.

The European Security Strategy
December 2003

Key threats

Today's world offers greater prospects than ever before but also greater threats.

The traditional concept of self-defence – up to and including the Cold War – based on the threat of invasion is outdated. Large-scale aggression against any one EU Member State is improbable.

The current security threats are more diverse, less visible and less predictable. In the era of globalisation, the first line of defence may be in another country and not on Europe's borders.

The European Security Strategy (ESS), adopted by Heads of State and government in December 2003, identified five key security threats for Europe today.

- **Terrorism**, which now operates worldwide, is increasingly well resourced and willing to use unlimited violence to cause huge casualties. Often linked to religious extremism, it sees Europe as a target and a base for its activities. Logistical bases for Al Qaeda cells have been uncovered in the UK, Italy, Germany, Spain and Belgium.
- **Proliferation of Weapons of Mass Destruction** is potentially the greatest threat to Europe's security despite the international treaties and export controls that are in place to contain the spread of such weapons. A terrorist group acquiring these weapons may be able to inflict damage on a scale previously possible only for States and armies.



- **Regional conflict** in neighbouring countries or on the other side of the world impacts on Europe's stability. It can lead to extremism, terrorism and state failure. It provides opportunities for organised crime and creates regional insecurity which in itself can fuel the demand for weapons of mass destruction.
- **State failure** because of civil conflict but also bad governance – corruption, abuse of power, weak institutions and lack of accountability – which corrode the State from within allowing organised crime and terrorism to flourish. State failure undermines global governance and endangers regional security.
- **Organised crime** considers Europe as one of its prime targets. It involves cross-border trafficking in drugs, women, illegal migrants and weapons. These criminal gangs can have links with terrorism. They thrive in weak or failing states. Income from their illegal activities such as drugs contributes to the weakening of state structures and feeds conflict.

What does it mean for Europe?

Conflict prevention and threat prevention cannot start too early.

During the Cold War, the threat to the EU's security was visible. In contrast, none of today's threats are purely military and none can be tackled by purely military means. A cocktail of solutions is required.

To meet this challenge, the European Security Strategy said that Europe has to become more active, more coherent and more capable.

- **More active** means developing a culture that fosters early, rapid, and when necessary, robust intervention using the full spectrum of the EU's crisis management and conflict prevention measures. It means the EU acts before there is a crisis with the right mixture of political, diplomatic, military, civilian, trade and development activities.
- **More capable** means transforming militaries into more flexible, mobile forces enabling them to address the new threats. Increased defence resources are necessary as well as more effective use of resources through pooling and sharing of assets. In addition, there must be a greater capacity to bring on board civilian resources in crisis and post crisis situations

and stronger diplomatic capability and improved sharing of intelligence among Member States and with partners to assess common threats.

- **More coherent** means bringing together the EU's different resources and capabilities that impact on Europe's security and on that of countries outside of the EU. These include its some € 6 billion European assistance programmes, military and civilian capabilities from Member States and other instruments.

Working with partners

The current security threats are world wide and inter-dependent. The EU cannot deal with them on its own. International cooperation is crucial. It works in partnership with international organisations such as the United Nations (UN), which has the primary responsibility for maintaining international peace and security, and regional groupings such as the African Union.

The quality of international society depends on the quality of the governments that are its foundation. The best protection for our security is a world of well-governed democratic states. Spreading good governance, supporting social and political reform, dealing with corruption and abuse of power, establishing the rule of law and protecting human rights are the best means of strengthening the international order... Trade and development policies can be powerful tools for promoting reform.

Javier Solana
High Representative for the EU's
Common Foreign and Security Policy (CFSP)

The European Security Strategy also emphasises the transatlantic relationship. It states: "Acting together, the EU and the USA can be a formidable force for good in the world."

Finally, it underlines the importance of closer relations with Russia and developing strategic partnerships with Japan, China, Canada and India.





Western Balkans

Prospect of EU membership incites peace in the Western Balkans

In 2000, the EU opened up the prospect of eventual EU membership to the five Western Balkan countries of Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, and Serbia and Montenegro.

To prepare the way, the EU offered political and financial support. In return, the five had to embark on the road to reform.

This closer political cooperation played a key role in preventing new conflict from erupting in the region. The EU's "gravitational pull" has proved to be the ultimate conflict prevention strategy.

When Bulgaria and Romania become EU members in 2007, EU countries will surround the Western Balkan region. The region's stability, prosperity and security have a direct impact on the EU.

The EU's political and financial influence in the Western Balkans, including the prospect of eventual EU membership, its 7,000 peacekeepers and its police missions in the region have combined to help maintain peace.

Balkans war spurred EU action

Some 25 million people live in the five countries of the Western Balkans. They comprise a mix of cultures and ethnic groups with different religious affiliations – Orthodox, Catholic and Islam. Their cultural influences range from Ottoman and Austro-Hungarian to Greek and Italian.

In the 1990s, during the conflict that erupted in the region after the collapse of the former Yugoslavia, Europe witnessed the worst atrocities against minorities since the Second World War. More than 200,000 died in Bosnia and Herzegovina alone. Millions of people fled their homes.

The EU's inability to react effectively at the start of the war and broker a political solution spurred on the development of its common foreign and security policy. With war at its doorstep, Europe was forced to act.



Supporting peace through cooperation

Immediately after the conflict, the EU helped with humanitarian and emergency aid. It cleared mines and started the reconstruction of the region. In cooperation with other donors, it rebuilt the damaged houses, schools, hospitals, roads and other infrastructure.

In parallel, it fostered reconciliation and facilitated the return of refugees.

It later provided, for the first time in EU history, military and police forces to keep the peace and prevent new outbreaks of conflict.

The EU then turned its focus to reforms that will guarantee long term stability in the region.

Prospect of EU membership conditional on reform

In 1999, the EU designed what it called the Stabilisation and Association process (SAP). It is the cornerstone of its policy towards the region representing a roadmap to eventual EU membership.

The idea is simple. Under the SAP, the EU would provide political, practical and financial support but with conditions covering issues like democratic reform, human and minority rights, refugee return, economic reforms, regional cooperation, and good-neighbourly relations. In return, the five Western Balkan countries would strive to meet these requirements.

They agreed to this approach, aware that fragile institutions, poor administrative capacity, weak rule of law and incomplete political, economic and social reforms were holding them back.

The EU, at the Thessaloniki summit in June 2003, repeated its commitment to the region and reinforced its co-operation policy.

It introduced what it called European Partnerships with each country. These identify reform priorities and guide each country on the steps it must take to progress. The EU adopted the first group of European partnerships in 2004.

Since 1991, the EU has provided more than € 7 billion in aid to the Western Balkans in addition to Member States' bilateral contributions. For the period 2000 – 2006, the aid package totals € 4.65 billion.

The Western Balkan countries are using this money to:

- develop their institutions and introduce new laws in line with EU norms;
- reinforce their economies and create an environment that will nurture recovery and business growth;
- improve their police and legal systems' ability to tackle crime;
- develop an independent media and a robust non-governmental sector;
- facilitate the return of refugees;
- move towards respect for minority rights and combat racism and xenophobia.

In addition to the aid package, the EU has opened its market to almost all goods from the Western Balkans without setting import duties or maximum limits. The EU is already the region's most important trading partner. The Western Balkans do not have to reciprocate and open their markets to EU goods immediately, but gradually and over a longer period.



Bringing EU membership closer

As each country achieves political and economic reforms, it can start talks with the EU to agree a Stabilisation and Association Agreement (SAA) which will pave the way for its eventual membership of the Union. This agreement is designed to help each country map out its own pace of progress.

But before the talks can start, the EU makes a rigorous analysis to ensure that the country has sufficiently progressed in areas such as democratic and economic reform and regional cooperation.

The SAA is a contractual agreement with the EU. It looks at the laws and economic, industrial and social reforms that the country will have to introduce to meet European standards and create a free trade area. The EU also provides technical and financial support to help the partner country implement the Agreement.

In 2001, the EU signed its first agreements with Croatia and the former Yugoslav Republic of Macedonia. It is also negotiating such an agreement with Albania. Negotiations have yet to begin with Bosnia and Herzegovina and Serbia and Montenegro.

Croatia officially applied for EU membership in 2003 and the former Yugoslav Republic of Macedonia followed suit and applied a year later.

In 2004, the EU accepted Croatia as a candidate country for EU membership.

EU launches first military mission

In March 2003, the EU launched the Concordia mission in the former Yugoslav Republic of Macedonia, its first-ever military operation. It did this at the request of the government and with the backing of the UN Security Council.

The mission took over from NATO which had been there since the signing of the Lake Ohrid Framework Agreement in 2001 that ended hostilities between ethnic Albanians and the country's security forces.

Twenty-seven countries – 13 EU Member States and 14 non-members - contributed some 350 lightly armed military personnel to the mission.

The EU force patrolled the ethnic Albanian-populated regions of the country that border Albania, Serbia and Kosovo. It relied on planning and logistical support from NATO.

EU police mission takes over

An EU-led police mission known as Proxima followed on from Concordia at the end of 2003.

High Representative Javier Solana explained: "As the main threat to stability is no longer armed conflict but criminality, the emphasis of our support must be police and not military."

The 175-strong EU police force monitors, mentors and advises the country's police to help fight organised crime and promote European policing standards.

A priority is to build public confidence in policing and so strengthen respect for law and order in the country.

This mission is due to end in December 2005.

And the progress

The five countries have made substantial progress. All are carrying out major reforms of their institutions and gradually transforming their economies and improving security.

But there is also a down-side. Living standards still remain low, poverty is widespread, and unemployment remains high, triggering an exodus of the young and the highly skilled from the region.

Although there is no longer a risk of a major conflict throughout the region, the potential for inter-ethnic tensions remain. There are still many refugees and

internally displaced people that have not returned to their homes. Prominent indicted war criminals are still at liberty, criminal networks still endanger stability, and extremism and nationalism still mar state structures. The road to reform has started but still has a long way to go.



Largest EU force deployed in Bosnia and Herzegovina

The EU launched the ALTHEA military operation in Bosnia and Herzegovina in December 2004 with UN backing. It took over from the NATO SFOR mission there.

High Representative Javier Solana said at the launch in Sarajevo, "today the EU assumes a new responsibility and commitment: here with the same spirit of generosity and efficiency as its predecessor from NATO. EUFOR ALTHEA will mesh with the EU's substantial engagement in so many areas: a formidable economic commitment, a Police mission deployed, a solid political relationship."

It is the largest sized operation ever launched by the EU with 7,000 troops involving 33 countries - 22 EU Member States and 11 non-members.

Its job is to oversee compliance of the 1995 Dayton peace accord that ended the war in Bosnia following the breakdown of the Yugoslav state three years earlier, in 1992. Its key objectives are to provide deterrence and to contribute to a safe and secure environment in Bosnia and Herzegovina.

But it also has other crucial tasks. It is supporting governments' fight against organised crime and helps the International Criminal Tribunal for the Former Yugoslavia (ICTY) to identify and detain those indicted.

ALTHEA uses NATO's assets and capabilities to carry out its mission under a permanent arrangement between the EU and the Alliance.

Strong EU police mission in parallel

The European Union Police Mission (EUPM) is working with police forces across Bosnia and Herzegovina to upgrade the skills of officers and equip the force to fight organised crime. Its headquarters are in Sarajevo and it has 24 monitoring units co-located in local police stations across the country.

Launched in 2003, it took over from a UN police mission which had been in place since 1995. It is the EU's first civilian crisis management operation.

In total, 532 police officers and 400 support staff from more than 30 countries – including all of the 15 EU Member States at the time – have the job of strengthening law enforcement. They do this through monitoring, mentoring and inspection.

The EU Special Representative and international community High Representative in the Country, Lord Ashdown, said establishing the rule of law in Bosnia and Herzegovina "is an absolute requirement – a non-negotiable basic condition – upon which EU entry depends."

The EU is not there to police Bosnia and Herzegovina but to help its people to police themselves more effectively. He added "when police arrest criminals, they will, in future, face real justice" while citizens will be able to rely on police protection "whatever their ethnic identity."

By December 2005, when its mandate finishes, EUPM aims to help Bosnia and Herzegovina to create a modern, professional police force that represents all the country's constituent peoples and is able to independently uphold the law.

Measurable progress has been made notably in strengthening state-level law enforcement agencies and in promoting the principles of sustainability and local ownership.

EUPM advised and guided the State Border Service (SBS) set up in 2000 to develop the full array of competences required by an efficient and effective border service.

The Bosnia and Herzegovina Police Restructuring Commission and the State Investigation and Protection Agency (SIPA), set up in 2004 with the support of EUPM, are important recent developments contributing to the fight against organised crime and corruption. A national intelligence model and a Forensic Science Service are in progress.

EUPM initiated a "Crime Hotline" project in cooperation with the Bosnia and Herzegovina police which was formally handed over to SIPA in March 2005.



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Strengthening democracy, the rule of law and human rights

The years of war, low incomes and erosion of public institutions have opened the way for crime and corruption. Organised crime networks in the Western Balkans have become well established, highly violent and increasingly international.

These countries act as a staging post for drug and human traffickers, money launderers and smugglers (e.g. cigarettes and firearms).

Corruption in the region is also widespread. Low pay as well as inadequate financial control and anti-fraud systems increase the susceptibility of public administrations to both petty and substantive corruption in all five countries.

In addition, there is the problem of illegal immigration. The region has been itself a source of illegal immigrants into the EU (largely Albanian and Kosovar). But the main problem is the way local criminal groups use these countries as a transit route for smuggling immigrants into the EU from other areas like the Middle East and Asia.

An estimated 100,000 illegal immigrants per year come to the EU from the Balkans but only some 15% originate from the region itself.

Although there are wide variations between the Western Balkan countries, none are immune to these problems.

With EU support, these countries are working to improve their judicial systems and border controls, and become more effective in fighting crime and corruption.

They have introduced new enforcement laws and have used EU aid to train judges and prosecutors in areas such as organised crime and money laundering as well as in ethics and human rights. They are improving their civil and criminal procedures to deal faster and more efficiently with cases and have computerised their courts and rebuilt their prisons.

The EU is also equipping the Interpol bureaux in all five countries to give real-time access to databases of photographs or fingerprints of wanted persons, or details of stolen property such as vehicles or works of art.

Two examples in focus

An EU funded project has focused on developing the policing of Croatia's extensive frontier which totals over 2000 km. It resulted in a new law on border protection adopted by the Croatian parliament in October 2003. The project secured extra EU funds to buy a suitable building for a new training Academy for customs officials. It also drew up a priority list of equipment that all border police stations must have to do their job properly. It redefined border police roles to make the force more effective and a recruitment drive has started. In the meantime, it trained existing and new staff in effective border controls. Mobile auditing teams are now in place checking how each customs house around the country is operating.

As part of a long-term strategy to develop Public Internal Financial Control (PIFC), the EU is working with the Albanian Ministry of Finance to lay the foundation for a more robust internal audit system. They produced a manual of audit procedures and adopted new "internal audit" legislation. They renovated and refurbished the Ministry of Finance building that houses the internal audit unit. With IT equipment in place to carry out effective financial controls, they trained auditors to use the technology and understand the new standards.

Western Balkans



Promoting regional cooperation – a question of common sense

The Western Balkan countries are small and their economies remain fragile making many investors shy away. Regional cooperation is their only option to speed up economic growth, political stability and cultural reconciliation. Instability in one country could have a domino effect in the others.

They face similar challenges – post-war reconciliation, refugee return, inter-ethnic tensions, ingrained organised crime, corruption and economic underdevelopment. Working together, they can better address these and other challenges such as energy shortages, pollution and inadequate transport infrastructures.

The EU is a strong advocate of regional cooperation and has made it an important part of its Stabilisation and Association process with these countries. It believes closer regional links can help heal the wounds of the Balkan wars of the 1990s and support economic development by providing a bigger economic space for potential investors and local businesses.

The EU has allocated over 220 million for 2000-2006 for regional programmes. Over half of this money is for cross border cooperation and developing infrastructures across the region. The other priorities are fighting organised crime and corruption, public administration reform and boosting economic growth.

Some of the results

In December 2004, the EU and countries of South East Europe – including the Western Balkans – agreed on the basic principles of a Treaty that will formally create a regional Energy Community between them. The Treaty, to be signed in 2005, will create a single regulatory space for energy in the Balkan peninsula.

The EU has funded a € 2.45 million study in close co-operation with local administrations to look at transport networks across the region. The study identified bottlenecks, including border crossings, and produced costings for upgrading the network to EU standards. Senior officials from across the region met regularly to develop the plan, and agreed in 2003 on a single policy focusing principally on upgrading the road network at an estimated cost of € 3 billion. With EU support, they set up a joint technical office – the South East Europe Transport Observatory – to ensure co-operation between the ministries involved.

The EU funded Customs and Fiscal Administration Offices (CAFAO) across the region are helping improve the national customs controls of the five Western Balkan countries. Through their work, national customs authorities have been better able to fight the trafficking of illegal goods across and between these countries and ensure legal traffic pays legitimate duties. EU experts work alongside customs officers on the ground and managers in national administrations. Task forces are being set up to develop intelligence, mobile anti-smuggling and investigation components. Confidence in fighting large-scale tax and customs fraud and corruption is growing as prosecution cases are better prepared. Staff management and career development policies are raising efficiency and reducing the risk of fraud and corruption that weakens customs services. For the longer term, the five countries will introduce new customs laws in line with EU standards and computerized systems to allow modern processing of customs clearance.

At the end of 2004, a network of 28 bilateral free trade agreements between the countries of the Balkans region (including Romania and Bulgaria) have been completed.



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Africa

Promoting peace and stability in Africa

Conflict has devastated the African Continent. Millions of lives have been lost, human rights abused and entire populations forced to abandon their homes swelling the ranks of refugees.

In 2004, Sudan was embroiled in an internal war and many other African countries – Burundi, Ivory Coast, Ethiopia/Eritrea, Rwanda, the Democratic Republic of Congo, Somalia, Uganda and Liberia – witnessed outbursts of violent conflict, were in severe crises or in the crucial and fragile post conflict/transition phase. This makes Africa the region in the world with the highest number of wars and violent conflicts and, consequently, of fragile or failed states and humanitarian crises.

These conflicts are a big obstacle to the Continent's development. It is a vicious circle. Apart from the human suffering, conflict breeds crime and lawlessness and destroys development advances built up over decades. This in turn accentuates poverty and leads to underdevelopment and fragile states which again create fertile conditions for violent conflict and the emergence of new security threats, including international crime and terrorism.

Africa



Africa – a continent in crisis

- A fifth of the population of Africa live in conflict zones.
- Sub-Saharan Africa is poorer now than it was 10 years ago. In many cases, political problems and violent conflict have caused this economic failure.
- 3,000 children under the age of five die every day from malaria; over 6,000 people die daily from AIDS which affects almost 30 million people in Africa.
- By the year 2000, the number of AIDS related deaths per year in Africa had outstripped the number of battle deaths in all the civil wars fought in the 1990s.
- 300 million people do not have access to safe drinking water and over 50 million children do not go to school.
- Rebel armies force thousands of children to join them as soldiers. Some voluntarily enlist as a way of surviving when family, social and economic structures collapse.
- It is estimated that 66% of Angolan children have seen people being murdered, and 67% have witnessed some form of torture.
- Poverty, urbanisation and high youth unemployment has resulted in increased gang violence in many cities.
- Rape has become a weapon of war in African conflict zones causing a humanitarian crisis for tens of thousands of women and girls and threatens to increase the spread of AIDS in the region.

The widespread proliferation of small arms and cross border movements of rebel groups obstructs efforts to maintain peace. As in most conflict situations, the main casualties are civilian. The principal dispute has been over who has national power and, indirectly, controls the resources of this rich continent.

Peace in Africa is a precondition for the continent's development but it is also essential for Europe's security. State failure and conflicts not only sustain poverty, they can fuel organised crime as well as illicit trafficking and terrorism.

The EU has worked in close collaboration with the United Nations (UN) who has the chief responsibility to maintain international peace. It is the main donor to the UN peace operations in Africa reflecting the EU's strong belief in resolving conflict through a multilateral effort. The EU is also Africa's largest donor providing more than 50% of development aid to the region and its biggest trading partner.

A renaissance in leadership

But, what some describe as a quiet revolution, had also taken place in Africa. In the last decade, an increasing number of African leaders are taking responsibility for the continent's many conflicts heeding the call of South African President Thabo Mbeki for an African "renaissance" that will find African solutions to African problems.

This African resolve to tackle problems of insecurity and instability on the continent became evident after the Rwandan genocide of 1994. It prompted a change in African thinking. There was a growing consensus that Africans cannot stand by and watch with indifference as war crimes, genocide and crimes against humanity take place in neighbouring countries.



Africa

The end of the Cold War also affected the power balance on the continent as the West and Russia lost interest. A series of corrupt regimes and dictators could no longer count on the support of the big powers to prop up their regimes. Over 40 years of security to ensure they stay within the “camp” of one or the other super power melted overnight. As the big powers pulled out, the already politically fragile situation exploded.

Today’s challenge is to bring stability to the continent without imposing outside solutions which the past has shown do not work. EU governments, many with a colonial past, accept that they have a huge responsibility towards Africa. They are committed to supporting African efforts for peace working closely with the UN.

The birth of the African Union

To show their determination, African leaders at their summit meeting in Durban in 2002, agreed to set up the African Union (AU). They gave this new organisation a mandate in conflict prevention. It can intervene in the internal affairs of its member countries in cases of genocide, war crimes or crimes against humanity.

The African Union wants to make a difference and they have the mandate to do so. The era of non-intervention in internal conflicts is over.

In 2004, they went a step further and set up a Peace and Security Council, modelled on the UN Security Council, with the specific task of resolving conflicts throughout Africa. They plan that the Council, which comprises 15 elected member countries representing Africa’s regions, will be supported by a “Panel of the Wise”, an early warning system and an African stand-by force to intervene in crises within 10 days.

One commentator compared the African Union to the UN when it was set up in 1945 – there are high ideals but inadequate mechanisms to realise them. This is where EU support can be key to the organisation’s success.

The African Union’s political credibility depends on its capacity to thrush out African solutions when confronted with problems on their continent. It’s still a young institution with few resources to deal with the numerous crises taking place and working under great operational pressure. But to achieve its mandate, the African Union still needs international assistance to tip the balance from war to peace. The EU is providing such support through the African Peace Facility.

African peacekeeping on the go

In October 2003, the African Union’s first peacekeeping operation took place in Burundi with a force of some 2,700 troops from South Africa, Ethiopia and Mozambique. The EU provided a € 25 million grant to make it possible.

Their job was to oversee the cease-fire agreements between the army and the various armed groups, disarm these factions and help thousands of combatants to return to civilian life.

On 1 July 2004, a UN peacekeeping operation took over.

The peacekeeping role of the African Union is crucial. The UN is overstretched as the number of its peacekeeping missions especially in Africa but also throughout the world continues to grow.

In addition, the UN’s mandate to send peacekeeping troops is dependent on the agreement of all parties to a conflict. The African Union can prepare the ground for peace so that the UN can then take command as part of its international peace making responsibilities.

Africa



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The African Peace Facility

The EU created the African Peace Facility, worth € 250 million, to provide the African Union and other regional organisations with the resources to mount effective peace making and peacekeeping operations.

It is the EU's way of backing the emerging African resolve to deal with conflicts on the continent with African solutions.

Peacekeeping is costly. The idea of an EU funded peace facility came from African Union leaders. At their 2003 Summit, they asked the EU to help them fund such operations in a novel way.

The crippling economic and social cost of years of conflict has plunged already poor countries into extreme poverty. African leaders recognised that there can be no development without peace.

As such, they were ready to use part of the EU development funds destined for their countries to finance collective peace and security on their continent. In this way, all African countries, even those not involved in conflicts, accepted a collective responsibility for contributing to peace and security.

The EU accepted the challenge and the Peace Facility was born to finance peacekeeping operations in Africa that are led, operated and staffed by Africans. It will run until 2007.

However, legal obstacles have so far prevented Northern African countries and South Africa from co-financing the Peace Facility.

What will it finance?

The bulk of the money, € 200 million, will go to peace-keeping operations. It will finance costs such as soldiers' per diem allowances, communication equipment, medical facilities, civilian equipment, transport and logistics.

The Peace Facility cannot fund the purchasing of ammunition, arms and military equipment, or the salaries and military training of soldiers as its resources come from development aid. To deploy a peace mission, complementary funds from other international partners or EU Member States from their own budgets are necessary.

The African Union and sub-regional organisations will benefit from some € 35 million for capacity building. For example, they can use the funds to develop their peace mission planning and organisational skills including the training of reconnaissance teams to prepare such operations.

The African Union's Peace and Security Directorate was the first to benefit from a capacity building grant worth over € 6.5 million.



Building peace through development

The EU's cooperation agreement with Africa, the Cotonou Agreement, which entered into force in 2003, provides for the first time a strong foundation for political dialogue. The Agreement allows the EU to enter into talks with countries considered to be abusing human rights, violating democracy and the rule of law or for serious cases of corruption.

In the absence of a solution, the EU can suspend its development aid. It has started such talks with 12 African countries and suspended aid to four of them.

Conflict prevention is once again the key to ensuring small conflicts do not erupt. Under the agreement, the EU can focus with each African country on the structural causes of conflict such as weak and unaccountable governance, social exclusion and inequality.

History has repeatedly shown that where you have bad governance, you will have conflict.

An increasing number of countries are now accepting that corruption and lack of accountability by those in power is crippling growth. To tackle these deep seated problems, radical public sector reform is necessary but also improving the judicial system and the reliability of the courts.

Bringing child soldiers home

Over the past five years, tens of thousands of children have been forced to fight alongside government armed forces and armed political groups in the Democratic Republic of Congo (DRC).

The UN Children's Fund (UNICEF) estimates some 5,000 children have been involved in the various armed groups in the east of the country and between 8,000 and 10,000 are serving as soldiers in the strife-torn Ituri region. The DRC government has put the figure at around 30,000. Some of the combatants are as young as eight years old.

These children are armed and take part in the killings, committing serious human rights abuses. Those who are not fighters, run errands and become sex slaves, cooks or spies.

Government forces, rebel groups or paramilitary militias often abduct these children from their homes, schools or communities and force them into combat. Some enlist voluntarily to escape extreme poverty.

Often, their only alternative if they quit the life of a soldier is returning to poverty and living on the streets. Faced with these options, many rejoin armed groups.

The EU contributes € 20 million to the regional Multi-Country Demobilization and Reintegration Program, which focuses on the demobilisation and reintegration of ex-combatants. Implemented by UNDP and UNICEF, a number of its projects concern child soldiers in the east part of the Congo.

The EU has also provided emergency funds for the rehabilitation of a reception centre in Kinshasa for child soldiers run by the Jesuit Fathers. The project included street children. It can cater for some 100 children at any one time.

In addition, it gave emergency support to a network of organisations helping these children to return to civilian life especially in the east of the country.





The difficult road to peace in the Democratic Republic of Congo (DRC)

More people have died in the Congo than in any other conflict since the second world war. More than 2 million people died in six years, 16 million suffering from extreme poverty and millions more homeless. Rape and torture are everyday events. It is one of the world's worst humanitarian crisis.

The six-year regional war, which at different times involved seven countries and at least as many rebel groups, officially ended in 2002 when the government signed a peace agreement on the transitional period with the main rebel groups.

But instead of peace, all signatories repeatedly violated the ceasefire, and violence continued, particularly in the north and east, where various groups jockeyed for power and control of the country's natural resources. The DRC's rich diamond, gold and other mineral reserves ensure the funds for the continued conflict.

EU's first Military Operation, ARTEMIS

In June 2003, the EU sent 2,000 peacekeeping troops to Ituri, a mineral rich region in the north-east of the DRC. Named Artemis, this was its first military deployment outside Europe and without NATO assistance.

The EU was responding to an appeal by the UN Secretary General to take over the UN's peacekeeping operation in Bunia, Ituri, for three months until September 2003, when a larger UN force led by Bangladesh would be in place.

A new wave of fighting between ethnic militias had erupted a few months earlier bringing widespread devastation and threatening the already fragile peace process in the country. Hundreds of people lost their lives and thousands their homes. In the past 10 years, conflict in this troubled region has cost an estimated 50,000 lives and forced 500,000 to flee.

Six EU Member States, as well as South Africa, Brazil and Canada, contributed troops to the peace keeping force led by France working in close coordination with the EU's Special Representative in the region. Their mandate was to protect the refugee camps, secure the airport and ensure the safety of UN staff and aid workers.

The EU military force worked closely with the UN's peacekeeping mission in the country called MONUC.

A better police force

The EU has supported, financially and politically, the peace talks from their start. It is now contributing to developing the country's police force.

In October 2003, the government in Kinshasa asked for help to set up an Integrated Police Unit (IPU) to protect the transitional institutions in Kinshasa and reinforce the country's internal security apparatus following the peace accord.

The EU backed the scheme believing it was a necessary step to bring stability to this huge country and decided to provide funds to establish the Unit and make it operational. The UN peace Mission (MONUC) also gave its backing to the setting up of the police Unit and agreed to provide training of staff and officers.

As a first step, the EU released funds to rehabilitate and refurbish the planned IPU training centre. EU governments provided much of the basic law enforcement equipment, arms and ammunition to make it operational. An EU team oversaw the construction work in collaboration with the Ministry of works. In return, the DRC government ensured there were sufficient funds to keep it functioning.

With the centre refurbished, an EU team started the training of IPU officers and staff. It also rehabilitated the IPU's operational base to allow it to begin its work effectively.

In addition, in April 2005, the EU opened a Police Mission in Kinshasa supported by 30 staff. Their job is to monitor, mentor and advise the trained IPU officers under a Congolese chain of command.

This operation, dubbed "EUPOL Kinshasa", supports the officers as they start the difficult task of policing the country until the national elections planned to take place in June 2005.

The Police Mission will ensure the IPU acts according to international best practice at all levels of its chain of command – from the management right down to the operational units.

Preparing for elections

The EU is also providing MONUC with financial and technical support for the training of 32,000 police officers in preparation of the elections.

Since the beginning of the transitional period in July 2003, the EU has actively supported the planned elections with technical support and the most important financial contribution (€ 80 million) to the country's Independent Electoral Commission which is in charge of organising them.

Security reform

The EU decided in May 2005 to establish an advisory mission, code-named 'EUSEC RD CONGO', to provide advice and assistance for security reform in the DRC. It aims to contribute to a successful integration of the Congolese army. Experts will be assigned to key posts in the DRC administration, such as the private office of the Minister of Defence, the combined general staff, the army general staff or the National Committee for Disarmament, Demobilisation and Reintegration.



Africa



Negotiating peace in Darfur

The ongoing crisis in Darfur has killed more than 335,000 people and displaced over 2 million since February 2003 when it erupted, after years of skirmishes over land and water between ethnic groups.

The African Union led peacekeeping forces in the area (AMIS) is struggling to monitor the often broken cease-fire between the Arab Janjaweed militias, backed by government forces, and the two mainly Christian rebel forces drawn from black African tribes. Massacres and rapes continue in the region despite international condemnation. Observers have said these killings amount to ethnic cleansing.

The EU has helped finance the diplomatic efforts to bring all sides back to the negotiating table to resume talks for a political reconciliation.

It funded the Swiss based Centre for Humanitarian Dialogue that had developed relations with all the main parties to the conflict including the two rebel groups. They were to help negotiate an effective ceasefire and improve humanitarian access to the region's population caught in the conflict. The Centre organised a series of meetings throughout 2004, involving the international community as well as the EU, alongside the warring factions. It also supported the African Union's efforts to broker peace.

More regions in conflict

But Darfur is not the only Sudanese region in conflict. A civil war between the government of Sudan and the Sudan People's Liberation Movement/Army (SPLM/A) has been raging mainly in the south of the country since the early 1990s. It has left the majority of the Southern population largely dependent on humanitarian aid.

The IGAD (Inter-Governmental Authority on Development) Secretariat for Peace in Sudan, based in Kenya, has led these peace talks which started in 1994. They moved closer to settling the conflict with a series of accords including a cease-fire of hostilities, recognition of the mainly Christian Southern Sudan's right to self-determination, and an agreement on the sharing of the country's oil revenues. Oil production started in southern Sudan in 1999.

The EU contributed € 550,000 in 2004 towards the cost of arranging and coordinating additional sessions of the IGAD peace talks which led to the cease-fire agreement.

EU funds African peacekeepers

It also helped to finance the Verification and Monitoring Team (VMT) with a € 950,000 emergency grant. Its job is to ensure the ceasefire is respected while the peace talks are continuing and until an international peacekeeping mission is deployed.

The VMT has established patrol bases across Sudan and monitors political and military developments on the ground. Part of its work is to undertake low level mediation between fighting factions to diffuse potential conflicts that could jeopardise the peace process. It reports to the IGAD secretariat.

The fighting in Darfur, however, has overshadowed the modest success of the IGAD peace talks.

The African Peace Facility's first financial contribution, totalling € 92 million, went to support the African Union's peacekeeping mission (AMIS) in Sudan. EU member governments also contributed cash and support on a bilateral basis.

The majority of the peacekeepers are soldiers but there is also a contingent of civilian police who work alongside the Sudanese police to patrol the refugee camps.

The EU has accepted an invitation by the African Union to join its Joint Commission supervising the cease-fire and take on the post of Vice-chair.

It has also sent six observers, alongside with six US and Canadian observers, to join cease-fire monitoring teams, and provided expertise to the planning of the second phase of this mission including military and police planning and logistical support.

In April 2005, the AU agreed to increase the number of peacekeepers to 7,600 (of whom 1,600 are civilian police officers and 700 military observers). The EU is also examining how it can reinforce its support to AMIS.

In total, the EU and the Member States have contributed over € 570 million towards alleviating and resolving the Darfur conflict.



Colombia

Ending the war of ideology and guns in Colombia

Colombia has been at war for over 40 years, a war that is rooted in Cold War politics. On one side are the left-wing guerrilla groups, principally the Revolutionary Armed Forces of Colombia (FARC) and the National Liberation Army (ELN). On the other, are the right-wing paramilitaries, led by the United Self-Defence Forces of Colombia (AUC), which were originally created to counter guerrilla insurgency groups.

Colombia is the world's major cocaine producer. Profits from drug sales pay for the guns of these groups.

Both sides have used indiscriminate violence, kidnappings and killings in their attempt to control the countryside and the huge profits from drugs. They have depopulated areas of the country to control strategic routes.

As a result of the violence, Colombia boasts one of the largest displaced populations in the world totaling thousands of people every year. It is also one of the countries with the highest level of human rights abuses – tortures, kidnappings and disappearances.

For the EU, as with all the international community, the main objective is to bring peace to the country while recognising that controlling the drugs trade is an integral part of the solution.

Colombia



The EU's offer for peace

The EU has taken a three-pronged approach to promote the peace process. It uses diplomacy, trade and aid. Although it is not directly involved in mediation, it gives political, and sometimes financial, support to existing international peace initiatives such as those led by the good offices of the UN Secretary General, which the EU funds, and initiatives led by the Organisation of the American States (OAS) and by the Mexican government.

The EU is Colombia's second trading partner after the US and the biggest investor in the country. It offers Colombia a favourable trade regime – most of its goods are exempt from EU customs duties – and does not demand reciprocity for its exports to Colombia through its General System of Preferences (GSP).

It runs a substantial aid programme – more than € 160 million since 2001. This is the largest sum for a single country in Latin America. With EU Member States' bilateral aid added, the total portfolio of ongoing projects at the end of 2004 reached € 420 million. The focus of this aid effort is to strengthen institutions especially when it comes to justice, support the peace process, provide humanitarian assistance for displaced populations and defend human rights.

Humanitarian aid part of EU package

The EU has been helping victims of the conflict in Colombia since 1994 with humanitarian assistance that has totalled over € 100 million since then. In 2005, it unveiled a Global Plan to support the displaced and those who have escaped to neighbouring countries.

The plan sets targets for the number of people it wants to help each year: 130,000 people immediately after they have been displaced (principally food and essential non-food items); 70,000 Colombian refugees in Ecuador and Venezuela (water and sanitation, shelter, health care, food and livelihood support and protection); and 60,000 people for up to a year (to improve their living conditions through, for example, adequate shelter and basic health care).

In addition, it offers help for the families of missing persons and works to curb the number of child recruits in armed groups – it is estimated that 14,000 children under 18 are now involved.



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Colombia

The peace laboratory – a marriage of rural development and peace

The EU's biggest project in Colombia, the Peace Laboratory, has a total budget of € 42.2 million over 8 years – the EU contributes € 34.8 million and the Colombian government the rest. It covers an area as big as Belgium with a population of 800,000.

Launched in 2002, it became fully operational a year later with activities on the ground in 13 of the 29 municipalities of the region.

The peace laboratory is promoting rural development in one of the worst hit areas of the conflict, the Magdalena Medio Region. Local people, who are resisting the violence and want to create a life outside the drug economy, design and manage it.

Father de Roux, the coordinator, is convinced that civil society will transform the situation in Colombia. "You do not have to wait for a peace process to start reconstruction."

State support is absent in the rural areas which are dominated by the paramilitaries and the guerrillas. Father de Roux said there is a need for everything – education, health and a livelihood. To decide where to start, Father de Roux and his team organised meetings in each village and asked two questions: how come in such a rich, fertile area there are so many poor and how is it possible that there are so many murders and violence in a population that so much loves life?

This started a dialogue with the villagers. Following on from these meetings, core groups were set up. They comprise local officials such as the Mayor, activists and villagers in the area who are interested in the project. Together they explore how best to overcome the two challenges of poverty and violence. "The core groups give birth to the ideas and select the projects. The job of the laboratory is to accompany them and provide the technical and economic assistance."

Working with the peace laboratory can be risky. But this has not stopped the project. Father de Roux explained, "I have the privilege of accompanying many extraordinary and courageous people who have a long history of fighting for democracy and independence."

Since it started, the laboratory has seen many successes. There is now a community radio. It has constructed 150 schools and helped hundreds of families to survive through the farming of 5,000 hectares of palm oil (each farmer has 10 hectares for palm oil and land for subsistence farming), cacao production (helping 6,000 families) and exporting baby bananas to Europe. In 2005, the project bought 1,200 cows to support small ranches in the region. And it has set up many local networks bringing together, for example, young people, women, fishermen and fisherwomen.

Father de Roux said the project has won respect from the authorities but also, slowly, from the different parties. "People can see the Laboratory is making a difference. They are proud of what they are achieving. This has given them the confidence to start challenging the perpetrators of the violence. They are talking with the guerrillas – many of whom come from the slums of the big cities and have little links with the area – to stop the spiral of violence."

The EU launched a second peace laboratory in 2003 with a similar budget. It covers 62 municipalities in three other conflict ridden regions of Colombia with a population of some 1.4 million people.



Breaking the cycle of conflict, insecurity and poverty



The on-going risk of devastating terrorist attacks, the continuing crisis in Iraq, the elusiveness of a lasting settlement between Arabs and Israelis, western Africa's seemingly endless struggle to escape from chronic turmoil, and the challenges of Afghanistan, amongst others, leave unhappy marks on today's world.

The international environment after the end of the Cold War offered new opportunities to promote peaceful change. The combination of increasingly free and open markets, private enterprise and technology has brought wealth and new opportunities to a majority of countries and individuals. It has helped spread democratic government and put new pressure on governments to treat their citizens fairly, to accept public scrutiny and to engage in dialogue and co-operation with their international partners.

But globalisation has its dark side too. International trade is failing to bridge the divide between those who benefit and the billions marooned in squalor and misery. Drug trafficking is today a bigger industry

than iron and steel or cars. The illicit diamond trade not only finances conflict, but actively fuels it.

The list of horrors is long: trafficking in people, and especially in women; environmental degradation; trans-national crime; proliferation of arms, big and small; and the spread of AIDS and other diseases. These problems threaten prosperity. They also lie at the root of much of the violent conflict which plagues the world.

Countries cannot deal with these problems on their own or through bilateral diplomacy. Tackling the dark side of globalisation demands international co-operation and multilateral action of a new kind.

Conflict prevention tops EU security agenda

Since its creation, the EU has engaged in conflict prevention. It is in itself a project designed to secure peace and prosperity, and a supremely successful one.



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conflict, insecurity and poverty

The EU's international role, its interests and ambitions and the important resources it has committed to aid and co-operation, make it a natural promoter of stability beyond its own borders.

It uses all aspects of its external policy to prevent conflicts in the world, strongly advocating an early tackling of the potential structural causes of violent conflict. It does this through its development co-operation and external assistance; economic co-operation and trade policy; humanitarian aid; social and environmental policies; diplomacy such as political dialogue and mediation as well as economic or other sanctions; and its European Security and Defence Policy (ESDP). This includes military crisis management such as humanitarian and rescue tasks, peace-keeping and peacemaking, as well as civilian missions in fields like police, strengthening the rule of law or civil administration.

The cost of conflict

- During the 1990's, there were 111 armed conflicts in 74 locations. Half of these were major conflicts (more than 1000 battle related military deaths).
- Conflict has directly killed more than 2.5 million people in the last decade, and displaced and uprooted over ten times this number (31 million people).
- The international community spent € 200 billion on seven of the military interventions of the 1990s. Preventive action in each case would have saved € 130 billion. UN peace-keeping operations cost its Member States nearly € 3 billion in 2002.
- 11 of the 15 most deadly conflicts in 2001 spilled over international borders.
- 51% of the states ranked in the bottom third of the 2001 Human Development Index were at war between 1992 and 2001.
- Small arms are the "weapons of mass destruction" of the poor. They are responsible for more deaths and injuries, and have had a greater destructive influence on political and social structures, than any other category of weaponry.

The conflict cycle

Conflict prevention lies at the heart of EU external action. But the EU also uses civilian and military crisis management for conflict and post-conflict situations.

For each stage of a crisis, the EU can intervene with a range of measures always working in close collaboration with the UN and relevant regional organisations.

In situations where the country seems stable but there are sources of potential conflict and in tense situations, the EU offers conflict prevention.

- It charts potential conflict zones in the world.
- It can deploy a team of experts with a mixture of backgrounds – security, development, governance – to visit a country, identify potential conflict issues and how EU cooperation activities can improve the situation.
- It uses its development aid to tackle poverty and disease and provides support to diffuse tension points.
- It incorporates conflict prevention measures in its aid for areas such as transport, rural development, energy, environment, health and education.
- It uses its trade agreements to offer better access to EU markets to bolster failing economies and help developing countries to find their place in the world economy.
- It works with other international organisations to tackle issues such as trafficking in drugs, arms or human beings, trading of illicit goods, environmental degradation and managing scarce resources such as water.
- It is active in preventive diplomacy and mediation between opposing factions.

In open Conflict situations or in post-conflict situations, the EU offers civilian and military crisis management and post-conflict stabilisation, as well as long term reconstruction and development.

- The EU uses its political clout to bring conflicts to an end and offers mediation.
- It uses emergency and humanitarian aid to help refugees, disarm soldiers and clear mines.
- It oversees elections, runs voter education projects and trains electoral observers.
- It enforces ceasefires and peace terms with military peacemaking and peacekeeping operations and re-establishes safe environments.
- It co-finances the UN's mediation and peacekeeping activities.
- It also uses its emergency aid for the immediate and the future reconstruction of the country.
- It helps civilians and rehabilitates communities by funding local based projects and services such as water, education and health.
- It helps former soldiers to return to civilian life.
- It strengthens the legal system to uphold the rule of law and human rights.
- It improves police services and trains the security sector in human rights.
- It fosters reconciliation between opposing groups.
- It supports communities and administrations so that they can run their own affairs.

Spotting conflict zones

The reasons for conflict vary, and predicting how it may evolve is complex. There is a clear need for better analysis of the root causes of conflict and of the early signs of an emerging conflict.

There are many factors which aggravate conflict: poverty, economic stagnation; uneven distribution of resources; weak social structures; undemocratic governance; systematic discrimination; oppression of the rights of minorities; refugee flows; ethnic antagonisms; religious and cultural intolerance; social injustice; and the proliferation of weapons of mass destruction and small arms.

To act fast and effectively, the EU has developed an early warning and rapid reaction system to spot regions in the world where tensions are rising and identify the root causes that are feeding them. By an early identification of risk factors, the EU has a better chance of taking timely and effective action to address the underlying causes of conflict.

The European Commission's network of delegations across the world and a number of EU monitoring centres drawing on intelligence from military and non-military sources from the Member States feed into this analysis.

**Providing aid fast where its needed –
The Rapid Reaction Mechanism (RRM)**

The EU decided in 2001 to set up a special emergency fund to respond quickly to the needs of countries undergoing crisis or moving towards crisis. The fund, which goes under the name of Rapid Reaction Mechanism (RRM), provides flexible short-term support to safeguard or re-establish conditions of stability in the partner countries. It has an annual budget of € 30 million financing actions for a maximum of six months with the idea that longer term aid can then take over.

It can intervene immediately prior, during and after a crisis. At any one time, the RRM maybe supporting over 60 operations in countries across the globe.

The scale and nature of the crisis defines the type of actions that are funded.

It can send technical teams to assess the situation in a country during a crisis – as happened in Afghanistan – before deciding on long-term aid. It can fund mine clearance, the cost of mediation and peace talks, the training of police as part of an effort to restore the rule of law, monitor elections, consolidate and build up civilian administrations, help soldiers return to civilian life, rebuild houses, schools, hospitals, bridges and roads and contribute to the strategic planning of the economic, administrative and social rebuilding of the affected countries.

The RRM can also step in to help countries deal with natural or man made disasters.

It can be used either for once-off actions or to «kick-start» more long-term projects or programmes.

In the affected countries, it works through NGOs, international organisations and individual experts. It can also mobilise the resources of EU Member States’ public administrations.

The RRM differs from the EU’s humanitarian aid that is politically neutral and targets the individual. It has a clear aim to rebuild or establish civic structures. Without these, there can be no political, social and economic stability. As such, its operations support the EU’s political priorities and seek to defuse crises opening the way for the political process and longer-term support.



Using this data, the EU and its member governments closely monitor the most critical countries or regions in the world and give them targeted support and aid in an effort to tackle the root causes of the conflict.

Managing crisis

Even with the best will in the world, crisis situations cannot always be prevented.

EU member countries agreed in 1999 to contribute to a military force for crisis management operations. This is a voluntary scheme. Each government decides if it wants to contribute soldiers to this force and in what

numbers. The idea is to pool resources giving the EU the possibility to undertake humanitarian, peacekeeping and peacemaking operations.

EU governments set as their objective to be able to deploy joint forces of up to 50,000 to 60,000 soldiers, supported by appropriate air and naval capacity, in less than two months and sustain them for at least a year.

In November 2004, they also agreed to set up 13 rapid reaction forces, known as battle groups, with 1,500 soldiers drawn from one or more Member States for deployment in international crisis regions. These forces, which will complement and mutually reinforce the NATO response force, will become fully operational by 2007.

conflict, insecurity and poverty



This allows EU governments to react quickly, for example, after receiving an urgent request by the UN. The EU aims to be able to decide to launch an operation within 5 days of the approval of a crisis management action and to have forces ready to implement their mission on the ground within 10 days of a decision.

But even when conflict erupts, the EU's primary focus is "civilian crisis management". This is because of a growing understanding that in the case of failing states, or states emerging from violent conflict, military intervention on its own is unlikely to succeed. To prevent such countries from falling back into to conflict, a quick

return to civilian life is necessary. This means a rapid restoration of economic activity and the build-up of civil administration, the police and judiciary.

In June 2000, EU governments set as a target, as part of the European Security and Defence Policy (ESDP), to develop civilian capabilities in four priority areas of police, rule of law, civilian administration and civil protection. In June 2004, they extended these to monitoring operations and extra support for the Offices of EU Special Representatives. Civilian ESDP capabilities should be fully operational by 2008.

Civilian ESDP capabilities	The main aim	The numbers
Police	The EU is capable of carrying out any police operation, from advisory, assistance and training to substituting local police forces.	EU member governments undertook to provide some 5,760 police officers of whom 1,400 can be deployed in less than 30 days.
Rule of law	The EU can contribute to a properly functioning judicial and penitentiary system to back up the police. It has set up a network of training institutes in the Member States to train personnel for international peace missions. In 2003, they trained 264 people in 14 courses across the EU.	EU member governments undertook to provide 631 public prosecutors, judges and prison service officers with crisis management experience.
Civil administration	The EU can bolster civil administration.	EU member governments undertook to provide a pool of 565 experts with civil administration experience to be deployed at short notice if necessary.
Civil protection	The EU can reinforce civil protection by dispatching quickly specialist teams trained in civil protection and setting up early warning and information exchanges.	EU member governments will create civil protection assessment teams that can be dispatched within 3 to 7 hours. Intervention teams which can be deployed at short notice will back them up. They undertook to provide some 5,000 people for these civil protection tasks.
Monitoring	The EU can provide monitoring teams before a conflict happens and in conflict and post-conflict situations.	EU member governments undertook to provide some 500 staff for such missions.
Support for EU Special Representatives (EUSR)	The EU can provide extra support to EU Special Representatives to back up their work.	EU member governments will provide over 360 support staff to work with EU Special Representatives with expertise on human rights, political and legal affairs, gender issues, media policy and administration.



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Georgia

Strengthening the rule of law in neighbouring countries

Georgia was one of the first republics of the former Soviet Union to declare independence in 1991. Armed internal conflicts broke out after independence with secessionist movements in the South. The economy collapsed because of the conflict and the loss of trade with the former Soviet Union. Although there was a cease-fire in 1993, relations remain tense.

The current President, Mikheil Saakashvili, came to power in January 2004 following the so-called "Rose revolution" which he led. The former president, Eduard Shevardnadze, resigned after widespread protests because of electoral fraud.

The EU supported the 2004 elections with a € 2 million aid package.

Swept to power with over 90% of the votes, President Saakashvili started the country's road to democratic reform. It is a daunting task. It means tackling endemic corruption and high levels of organised crime and insecurity, rebuilding non-functioning state institutions, reducing the high level of poverty and dealing with Georgia's separatist regions.

EU gives support to new neighbour

The ten Member States which joined the EU in May 2004 pushed the Union's frontiers further east. To meet this new reality, the EU introduced the European Neighbourhood Policy to create "a ring of friends" around its new borders and avoid the emergence of fresh dividing lines on the European continent. This ambition of closer ties with its neighbours inspired the EU's support for Georgia.

The December 2003 European Security Strategy states: "even in an era of globalisation, geography is still important. It is in the European interest that countries on our borders are well-governed." It argues that "we should now take a stronger and more active interest in the problems of the South Caucasus, which will in due course also be a neighbouring region."

In July 2003, the EU appointed a Special Representative for the South Caucasus region, Ambassador Heikki Talvitie.

Georgia



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New mission leads justice reform

In July 2004, the EU agreed an emergency aid package of € 4.65 million to help institutional reforms in Georgia. These ranged from refurbishing one of its prisons and training prison staff, to parliamentary reform, improving the effectiveness of the Ministry of Justice and supporting confidence building amongst population groups affected by the conflicts in South Ossetia and Abkhazia.

It also launched a pioneering rule of law mission in the country to guide the reform of the criminal justice sector on the request of the President. It involves the whole criminal justice chain from the courts, to the Prosecution and the penitentiary system.

Sylvie Pantz, a French magistrate with extensive international experience, heads the mission named EUJUST THEMIS. She has a € 2 million budget and a core team of 10 international experts seconded by EU Member States as well as local staff.

These senior and highly experienced personnel support, mentor and advise Ministers, senior officials and relevant central government bodies. In addition to the mission headquarters, they have offices within key Ministries, the high court and in a number of government bodies dealing with criminal justice.

Their main job is to advise the Georgian authorities on how to address urgent challenges in the criminal justice system and support their judicial reform and anti-corruption activities ensuring they respect international and European human rights standards. This includes the drafting of a new law on criminal procedures. The mission is also helping Georgia build its international and regional cooperation to fight crime.

Ms Pantz and her team have to ensure the suggested changes convince the Georgian authorities and involve them in their design. This "local ownership" is crucial if the reforms are to continue once the mission finishes its work in 2005. The President created a High Level Group in October 2004 to support the mission's work and ensure the strategy for the reform of Georgia's criminal justice system has brought on board all who are involved in implementing it.

The European Neighbourhood Policy's guiding principle is that countries that advance faster on the path of reform will be rewarded with closer relations with the Union. For the EU, Georgia has shown its resolve to bring change by starting to tackle corruption and organised crime and bring stability back to the country.

In June 2004, the EU pledged € 125 million to Georgia for the period 2004-2006 at the Donor conference that it co-chaired with the World Bank. In the same month, it included Georgia (and the other two countries of the region, Armenia and Azerbaijan) in the European Neighbourhood Policy opening up the possibility for closer ties and increased help to implement their reform programmes.



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The Middle East

a region in crisis

The EU is an active and persistent player in efforts to find a solution to the Israeli-Palestinian conflict. It is involved on the ground with personnel, is a major donor and trade partner, and has played a key role in the Quartet, alongside with the US, Russia and the UN, in drafting the Middle East Roadmap for peace.

Israel and the Palestinian Territories of West bank and Gaza have paid a high price for the political turmoil and violence.

Between September 2000 and April 2005 alone, over 4,600 people lost their lives and more than 35,800 were injured – 1,049 Israelis and 3,607 Palestinians were killed and 7,169 Israelis and 28,674 Palestinians injured.

The conflict has also resulted in a weak Palestinian economy with more than 40% unemployment in the West Bank and Gaza Strip. By 2004, more than 60% of the Palestinian population lived below the poverty line.

But recent developments such as Israel's Gaza withdrawal plan, the successful Palestinian presidential elections leading to the election of Mahmoud Abbas, and the February 2005 Sharm el Sheik Summit offer greater peace prospects.

EU promotes a two-state solution

As far back as 1980, the EU recognised that all states in the region including Israel have a right to exist in security and there had to be justice for all people implying the recognition of the legitimate rights of the Palestinians.

Nineteen years later, in 1999, the EU stated clearly its support for a two state solution as the only hope for an end to the Middle East conflict. It said a "democratic, viable and peaceful sovereign Palestinian State" was "the best guarantee for Israel's security" and its acceptance as an equal partner in the region.

In 2002, EU leaders called again for a negotiated solution. They urged an end to the occupation and the creation of the State of Palestine on the basis of the 1967 borders (if necessary with minor adjustments agreed by both parties). They wanted "a fair solution" for the status of Jerusalem, and a "just, viable and agreed solution" to the problem of the Palestinian refugees. The end result "should be two States living side by side within secure and recognised borders enjoying normal relations with their neighbours."

The Middle East



The ideas promoted in these declarations, controversial as they may have appeared at the time, have been fully incorporated in the 2002 Middle East Road Map. The EU was instrumental in bringing the USA, the UN and Russia together to form, with the EU, the Quartet and was significantly involved in drafting the Road Map. The international community endorsed the document and both parties accepted it. Today, it remains the official reference of international diplomacy when seeking solutions to the Middle-East crisis.

The Road Map's stated objective is the end of the Israeli-Palestinian conflict by creating two states living side-by-side. It proposes three phases. The first phase would mean an end of violence on the ground and the implementation of a new institutional framework to bring about a Palestinian state. A Transition phase, including an international conference, would follow culminating in the possible creation of an independent Palestinian State with provisional borders. The final phase is an agreement on the permanent status of the Palestinian territories and an official end of the Israeli-Palestinian conflict.

The Road Map also provides that a comprehensive Middle East agreement should include a settlement between Israel and Lebanon and Israel and Syria.

The EU continues to provide political and economic support for the peace process. It meets regularly with its Quartet partners to evaluate progress and, on a day-to-day basis, works through its Special Representative for the Middle East Peace Process.

Throughout, the EU has worked closely with the United Nations and other international donors being a firm supporter of multilateral and not unilateral solutions to conflicts in the world.

Under pressure for change

The EU believes peace will only be achieved if both parties accept that there has to be a negotiated settlement that will result in an independent, democratic, and viable Palestinian state living side by side in peace and security with Israel and its other neighbours.

Under the Road Map, to realize this, the Palestinian leadership would have to reiterate Israel's right to exist in peace and security; declare an unequivocal end to violence and terrorism; undertake visible efforts to arrest, disrupt and restrain individuals and groups behind the terrorist attacks; dismantle terrorist capabilities and infrastructures including confiscating illegal weapons; and strengthen its ability to maintain law and order in the Territories.

Israel would have to affirm its commitment to the two state vision of an independent, viable, sovereign Palestinian state living in peace and security alongside it; call for an end to violence against Palestinians; refrain from actions undermining trust including attacks on civilians; stop all punitive measures such as confiscating and/or demolishing Palestinian homes and property and destroying Palestinian institutions and infrastructures; and normalise Palestinian life including withdrawal from Palestinian areas occupied since September 2000. In addition, Israel would have to dismantle settlement outposts erected since March 2001 and freeze all settlement activity, including their natural growth.

While recognising Israel's right to protect its citizens from terrorist attacks the EU has asked Israel to stop building a barrier – a series of walls, trenches, and fences – in the West Bank including in and around East Jerusalem. It has acknowledged the International Court of Justice's advisory opinion which stated that the construction of a wall in the occupied Palestinian territory is contrary to international law. The EU is concerned because the route marked out for the separation barrier departs from the "green line". Causing further humanitarian and economic hardship to Palestinians, it could prejudice future negotiations and make the two-State solution physically impossible to implement.

In some places, the barrier is located as much as six kilometres inside the West Bank. When completed, it could cut off thousands of Palestinians on the western, Israel-facing side from their land, workplaces and essential social services. Palestinians east of the barrier will lose access to land and water resources.



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The Middle East

Supporting elections

The EU deployed the largest Election Observation Mission for the January 2005 presidential election in the West Bank and Gaza. Michel Rocard, a Member of the European Parliament (MEP) and former French Prime Minister, led it.

In total, 260 observers took part covering all 16 districts of the West Bank and Gaza. In addition to the EU, the governments of Switzerland, Norway and Canada also contributed observers as did the European Parliament with a 30-strong delegation.

The Palestinian Central Election Commission invited the EU to observe the election which was announced following the death of President Arafat in November 2004.

Since 2003, the EU has led the support effort for Palestinian elections injecting some € 14 million. The bulk has gone to the Palestinian Commission

responsible for organising the elections including voter registration, polling, counting the votes and voter information.

The observers ensured all parties respected basic election rules. These included guaranteeing that candidates could move freely and run their campaigns without hindrance or harassment. They checked that all had access to the media and that the government did not use resources unfairly to promote one candidate over others.

On Election Day, they checked that no party prevented voters from voting or cheated when it came to counting the votes.

The EU election mission concluded that despite the difficulties and tense conditions, there was "a genuine effort to conduct a regular electoral process". However, "the occupation and continuing violence as well as restrictions on freedom of movement meant that a truly free election was always going to be difficult to achieve."

Promoting peace through regional cooperation

Involved in the search for a lasting solution, the EU is the biggest donor to the Palestinians and the biggest trading partner and major economic, scientific and research partner of Israel – the EU accounts for one third of Israeli exports and over 40% of Israeli imports. It is also a major political and economic partner of Syria, Lebanon, Jordan and Egypt.

The EU is using trade and cooperation to stabilise the region and promote understanding between the different countries. In 1995, in Barcelona, it launched a new partnership with Mediterranean countries. Often referred to as "the Barcelona process", this partnership has three aims: create a common area of peace and stability through political dialogue; forge closer economic and financial ties eventually establishing a free trade zone; and improve social and cultural links.

A series of bilateral association agreements set out how the EU and its Mediterranean partners plan to achieve these aims. These replace previous EU cooperation agreements with the individual countries.

The agreements, shaped by the needs of each country, cover trade but also political dialogue and respect for human rights and democracy as well as economic, cultural and social cooperation including the thorny issue of migration. Once agreed, EU Member States' national parliaments must ratify them.

The agreements often require reforms and the EU offers technical and financial support to help its partner countries deal with the social and economic consequence of these changes.

In 1995, Israel was one of first countries to sign such an agreement with the EU. Member States' ratified it in 2000. Two years later, in 1997, the Palestinian Authority secured an interim agreement focusing on the social and economic development of the West Bank and Gaza. But because of the political climate since the Intifada, it has been difficult to implement.

Today, the Barcelona process still remains the only multilateral forum outside the UN where all parties affected by the Middle East conflict sit together recognised as equal partners.



Neighbourhood policy works for peace

In addition, the EU runs the European Neighbourhood Policy for countries that share borders with the Union including the southern Mediterranean countries.

It wants to deepen cooperation with these countries based on shared values including the rule of law, good governance, respect for human rights and the promotion of good neighbourly relations. The aim is to establish a more intensive political dialogue, greater access to EU programmes and policies, including the EU market, and reinforced cooperation on Justice and Home affairs.

Israel and the Palestinian Territories were amongst the first wave of countries that agreed action plans under this policy. In addition to trade, the plans raise issues such as the peace process, non-proliferation and the fight against terrorism; promoting good governance and respect for human rights and international humanitarian law; combating incitement; and encouraging regional cooperation on the environment, water, energy and transport.

EU biggest donor to peace process

Since 1994, the EU has provided some € 2.24 billion in grants to Palestinians to improve living conditions and promote reforms. This makes it the biggest donor to the peace process and Palestinian preparations for statehood. Individual EU Member States give additional funds through their national programmes.

Part of the money is for humanitarian support to help the nearly four million Palestinian refugees living in the region and the poorest Palestinians living in the West bank and Gaza.

The EU's humanitarian assistance began in 1971, when it made its first contribution to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). This agency is the main provider of basic services such as education and health to Palestinian refugees in the region. EU assistance to UNRWA continues to this day – the EU was its largest donor in 2004 with grants totalling just over € 105 million.

Palestinian Authority part of solution

The EU has supported the Palestinian Authority, set up in 1994 after the Oslo accords. It wants to build an Authority that can govern Palestine and negotiate and reach a settlement with Israel. For the EU, a reformed Palestinian Authority is part of the solution.

In 2000, when Israel refused to transfer to the Palestinian Authority the custom duties and taxes that it collects on its behalf, the EU stepped in to avert an economic collapse with direct budgetary support. The withheld revenue amounted to some 60% of the Authority's budget. Israel resumed the tax transfers at the end of 2002.

This aid was crucial for the Palestinian Authority's survival and to maintain basic public services. The Ad Hoc Liaison Committee of international donors recognised this fact at its 2003 London meeting. It said the EU's support ensured the Palestinian Authority and the economy did not crumble. It continued: the "salaries of the Palestinian Authority and international organisations remained one of the few stable sources of income for a broad segment of the Palestinian population, and as such were an important stabilising factor in the Palestinian economy."

Conditional aid drives reform

The EU works with the Palestinian Authority to achieve financial and judicial reform as part of its long-term objective to create an independent, democratic Palestinian State.

From the outset, it set conditions for giving direct aid. It asked the Palestinian Authority to set up a single treasury account to receive all donor payments, making it easy to trace all money movements, and the Ministry of Finance to take sole responsibility for the Authority's payroll. It could no longer use cash to pay salaries. It also strengthened external and internal audits. The International Monetary Fund monitored the account.

This centralised payment system and the checks and controls that the Authority introduced won praise from the International Monetary Fund. It said it has achieved "a level of fiscal responsibility, control, and transparency which rivals the most fiscally advanced countries in the region."



© UN

The EU also pushed for judicial reforms to ensure the courts were independent of politicians. This is necessary for security but also to lay the foundations for economic growth. Businesses need to know that if there is a problem they can turn to the courts for a remedy. The EU is continuing to finance this reform which includes training judges and prosecutors right down to refurbishing selected courts.

The EU believes these achievements have advanced reform in the Palestinian Authority more than any other initiative in the period since 2000.

In 2004, the Palestinian Authority, with the EU's backing, asked the World Bank to create a multi-donor Trust Fund to support the reform programme. This Fund builds on the achievements of the EU which now channels its aid for political and financial reform through it. In addition, an anti-corruption task force is planned to improve public financial management. The EU is working with the World Bank Trust Fund on this and is funding the training of internal auditors and financial controllers.

The EU's financial package for 2005 totals nearly € 250 million. The main focus remains on reforming and strengthening Palestinian institutions including the judiciary, fighting corruption, supporting the democratic process through elections, and addressing emergency and humanitarian needs of the Palestinian population. As before, it will carefully monitor the aid to ensure there is no abuse.

The EU also set up in April 2005 an EU Coordinating Office for Palestinian Police Support to assist the Palestinian Authority to assume responsibility for law and order and improve its civil police and law enforcement.

Funding projects on the ground

The conflict, the separation barrier and Israel's closure policy has deepened the isolation and low interaction between Israelis and Palestinians. One commentator said the result has been the emergence of a "bubble society" where Palestinians do not talk to Israelis, Palestinians do not talk to each other and Israelis have little contact across their numerous factional divisions.

Since 1995, the EU has spent some € 106 million for peace projects. It released this money when the Palestinian Authority joined the Barcelona process. It wanted to start a dialogue between Israelis and

Palestinians and promote cooperation on key issues such as the environment, health, education, media and civil society.

The budget for this work currently totals some € 10 million a year. The bulk of it supports local and international civil society initiatives promoting peace, tolerance and non-violence.

It funds projects building confidence and understanding within each society and between societies. In many of the projects, Israelis and Palestinians are working together, often for the first time. Other projects involve Palestinians or Israelis talking to their own communities to promote the peace process.

The way ahead

The EU will continue to provide political and economic support to underpin the peace process and is determined to support the parties' efforts to move together towards the two-state solution.

At this stage, its priority is the disengagement from Gaza and parts of the Northern West Bank, which can be an important first step towards peace if it takes place in a manner consistent with the Road Map. Both Palestinians and Israelis must feel the positive consequences in their daily lives resulting from the disengagement and other related measures.

In addition, it will maintain and intensify its efforts to help the Palestinian Authority lay the groundwork for an independent, sovereign, viable, contiguous and democratic state.

Working with its Quartet partners, the EU believes the Road Map is the path to towards a lasting, comprehensive, negotiated settlement to the Arab/Israeli conflict, based on the relevant UN Security Council resolutions.

Without a solution of this conflict, the creation of a common zone of peace, prosperity and progress in the Mediterranean and the Middle East appears less likely. Through dialogue and co-operation, the EU is contributing to the broader goal of a peaceful, developing region, more and more integrated with Europe.

The Middle East

The Middle East

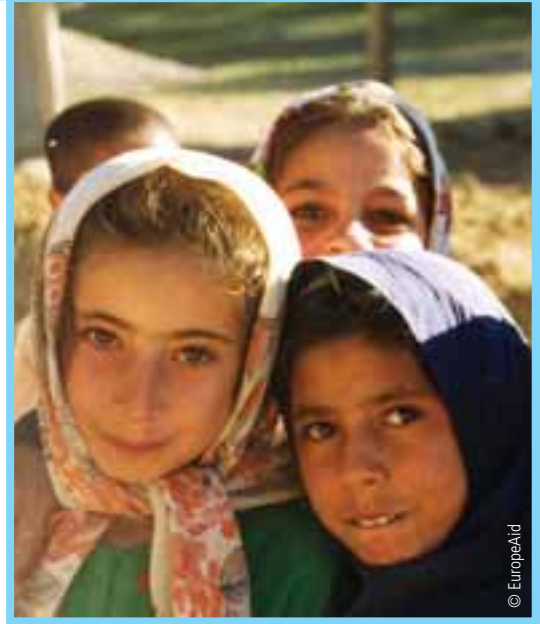
Building Business Bridges

This successful business management programme prepares Israeli and Palestinian students to work in partnership. The Center for Jewish-Arab Economic Development (CJAED) and the Palestinian Media and Development Institute (PMDI) designed it, and the EU co-financed it. By 2005, over 150 students had graduated.

The MBA accredited degree is taught at the Haifa University, Graduate School of Business. The curriculum includes a strong Middle East component. Through guest lectures, panel discussions and cross-cultural management training, the students explore key business but also political, social and cultural issues important for the region. There are study visits to local companies but also to companies in Europe and the United States. In their final project, Palestinian and Israeli students work in mixed teams with local and international companies assessing the feasibility of new businesses in the region.

Gil Nezer from Gedera and Fadi Abdellatif from East Jerusalem, both former students, said for most of the students the programme provided a first opportunity for establishing a long-term relationship with "people from the other side". But with opportunity "comes responsibility. We are from different backgrounds. We belong to rival nations".

The fundamental question is "how do we create a common goal? How do we construct a group? Each and every one of us is part of a nation, and most identify with it. The conflicts exist, and we are confronted with them continually. How do we deal with our feelings when a suicide bomber explodes in a restaurant in Haifa? How do we deal with the fact that some of us are under curfew and cannot join our meetings, including this one? But most of all, how do we deal with the everyday reality of belonging to rival societies? Only if we learn to understand and accept each other as nationals, then can we perform as a group. Only then can we create a bridge to be followed by others."



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107.2 FM, The Peace Radio

Israelis and Palestinians started a joint radio with EU funds that promotes peace, tolerance and understanding. The radio mixes news, music and opinions and goes out in Hebrew, Arabic and English.

The programmes try to break down stereotypes held by both sides and to discuss issues of common interest such as health, environment, culture, transport and the economy.

The promoters maintain that a central aspect of the conflict is the distance between the two people. "Common sense dictates that the more we know each other the less we will hate, be angry at and fear each other."

One of the items most lacking in the Middle East is hope. "The loss of hope is also the greatest threat to both peoples. Both populations have undergone periods almost impossible to bear in recent years, and many people have ceased believing that the situation can change."

The radio invites its listeners to become part of the group that can believe in change. "We try to give alternative ideas for the ending of the conflict, provide hope to the listeners and prepare them for the morning after the conflict."

"After all, genuine peace will be achieved and based on a strong bond between both peoples and not their leaders - and this bond must be established and strengthened already today."



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Iraq

The EU and Iraq, building a plan for engagement

Since the 2003 war, Iraq has been headline news. Despite initial disagreements between EU Member States and within the broader international community on how deal with the then Iraqi regime, Member States decided to put their differences behind them and offer a common front to help the reconstruction of the country.

The hand over of power to an Iraqi interim government and the agreement for the UN to play a central role in supporting the political transition and the country's reconstruction, endorsed by a UN Security Council resolution, secured the international community's support for the Iraqi people and their search for stability.

Strong on humanitarian aid

Although the EU had no political or contractual relations with Iraq under Saddam Hussein's 24-year regime, it provided humanitarian aid during his rule. From 1992 onwards, it was the largest single donor of humanitarian assistance to Iraq after the UN.

In 2003, the EU gave € 100 million in humanitarian aid to Iraq. Together the EU and its Member States pledged more than € 731 million.

Immediately after the war, the EU used part of the funds to deliver urgent food and medical supplies to the Iraqi population. It also financed mine clearance operations to make it easier for humanitarian organisations to reach those in need.

Today, the EU is continuing to fund humanitarian activities especially in health, water, sanitation, mine clearance actions and the rehabilitation of schools.

Iraq



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EU outlines conditions for reconstruction

Since the end of hostilities in Iraq, the EU made clear that it wanted to play a full role in the country's reconstruction. It also signalled that the success of this effort dependent on improved security, the UN playing a strong role and the adoption of a realistic schedule for handing over political responsibility to the Iraqi people.

The EU also encouraged the UN and the World Bank to set up an independent Multi-Donor Trust Fund for Iraq to channel international community aid to the country.

The EU presented this approach at the October 2003 Madrid donors conference and secured the assurances it was looking for. The conference backed the demand for the creation of a Trust Fund and the EU and its member governments pledged over € 1.25 billion for Iraqi reconstruction.

First free election organised

The EU firmly believes that Iraq will only see stability when democracy takes root in the country. Free elections are a necessary step to achieve this.

The Independent Electoral Commission of Iraq announced in November 2004 that the first democratic election for half a century would take place in January 2005. The EU responded with a € 31.5 million package for this election.

It channelled € 30 million through the UN and World Bank Trust Fund for Iraq. The money supported the work of the Electoral Commission to help it organise the election and reach out to voters ensuring both women and men take part.

It used the remaining € 1.5 million to train some 170 Iraqi domestic observers and set up an election team of experts in Amman, Jordan, to follow the electoral process. With this money, it also deployed three European experts to Baghdad. They worked with the Electoral Commission and the UN.

The election put in place a Transitional National Assembly in Iraq. The winning parties formed a new government to run the country after protracted negotiations. They are now embarking on the difficult road to draft a new constitution.

The election package brought the EU's total contribution to Iraq in 2003-2004 to almost € 320 million.



EU law mission in Iraq

The EU decided to launch in February 2005 a rule-of-law mission for Iraq named EUJUST LEX to build up the country's justice system.

The mission will train some 520 judges, investigating magistrates, senior police and penitentiary officers in senior management and a further 250 investigating magistrates and senior police in criminal investigation.

The training will use a common curriculum. It will take place in the EU or in Iraq's neighbouring region although the mission has a liaison office in Baghdad.

If security improves in the country and appropriate infrastructure is available, the EU may run some of the courses in Iraq. Throughout, it is working in consultation with the Iraqi authorities.

The mission will cost the EU an estimated € 10 million. EU Member States are also contributing by providing course material and the trainers.

The EU put in place this training action based on the findings of its November 2004 expert mission to Iraq that focused on the rule of law, police and the civilian administration.

Iraq



Throwing the net wider

Once the interim government led by Prime Minister Allawi was in place, the EU discussed with it to see what they considered as their top priorities.

As a result, it focused its € 200 million assistance in 2005 on three areas: restoring key public services such as education, health, water and sanitation; boosting jobs and tackling poverty; and strengthening Iraq's institutions and administrations. The EU channels the bulk of its aid through the UN and World Bank Trust Funds that a donors' committee monitors.

Despite or because of the tense situation in Iraq, there is a boom in civil society organisations that are trying to reduce tensions between communities and protect human rights. The EU wants to support these organisations that work on the ground and can help to bring stability. Part of its funds will benefit them directly.

It has also offered to cover some of the costs of the preparations for the drafting of the new constitution in cooperation with the UN and support future elections in the country including a possible EU observation team if the security situation improves.

In addition, it plans to build bilateral relations in the key areas of energy, trade and investment.

As always, the EU supports the work of the UN in the country. It funds the UN Protection Force.

The EU's long term aim is to promote the development of a secure, stable and democratic Iraq; an open, sustainable and diversified market economy and society; equitable economic and social development; and Iraq's economic and political integration into its region and the open international system.

Preparing for peace

Acute insecurity in the country continues. Suicide bombings, kidnappings and killings are a daily event hampering the recovery as are sabotages of electricity lines and oil and water pipelines. A large number of NGOs have withdrawn their international staff from the country, scaled back operations outside the capital and increased protection for local staff.

Yet Iraq has the second largest proven oil reserves in the world and the lowest oil production costs in the region. It has an abundant supply of arable land and water resources, a skilled labour force and many small businesses from which to expand its private sector. However, its immediate economic prospects are heavily dependent on the security situation.

An international conference on Iraq, co-hosted by the EU and the US, was held in Brussels on 22 June 2005. The new Iraqi Transitional Government presented its priorities, vision and strategies for the transition period leading up to the next round of elections expected at the end of 2005. It was also an opportunity to gather international support for the Iraqi Transitional Government and its institutions.



Terrorism

Blocking the road to terrorism

Strong on humanitarian aid

The EU created the post of a Counter-terrorism coordinator, held by Gijs de Vries, after the 2004 Madrid train bombings. Over 190 people died and almost 2,000 were injured. It was one of the most devastating terrorist attacks in an EU country.

“Terrorism is frightening in its unpredictability, unsettling by its seemingly random nature - its capacity to strike apparently anywhere, anytime, anyone”, says Mr De Vries.

But he also warns that “the fight against terrorism has to be fought within the boundaries of human rights.” The EU is trying hard “to find the right balance between human rights and security. We want to be safe, but we do not want to jeopardize our values and principles. We are, after all, engaged in a struggle over values”.

Feeding terrorism

Although political grievance can be a more immediate motivator for terrorists, poverty can contribute to radicalisation as young men – and increasingly women – lose hope in their future and trust in their governments for solutions. Terrorist organisations aim to exploit these grievances and give religious justification for their actions.

Terrorism flourishes in regional conflict and foreign occupation and in states that do not have the capacity or the means to maintain law and order. There, terrorists can hide from arrest and train their recruits.

In recent years, terrorists have part financed their activities and moved large sums of money by getting involved in illegal trafficking such as drugs in countries beset by civil war.

Terrorism



The dangers of technology

Technology has made it possible for smaller and smaller numbers of people to inflict greater and greater amounts of damage without the support of a state. Further biological, chemical or nuclear proliferation by states would increase the availability of the material and the technology for a terrorist to acquire such weapons.

UN experts estimate that terrorists with 50 kilograms of highly enriched uranium, an amount that can fit into six one-litre juice cartons, can create an improvised nuclear device that can level a medium sized city. This once again highlights that no country is immune from terrorism or can take the risk of being complacent. Terrorism knows no borders.

EU priority results in swift action

The fight against terrorism has become a priority in all EU Member States. It is a difficult fight as there is no single, tightly controlled terrorist network. Since 9/11 and the Madrid attacks, the EU has adopted a string of policies to counter it. The measures include:

- **Building international protection** – Member States have strengthened their intelligence and police information sharing and introduced a European arrest warrant. They have established a common list of terrorist organisations and individuals. They have built up civil protection and set up a rapid alert system for nuclear and other attacks. They have also agreed to mutually assist each other if there is a terrorist attack against one of them.

They are better controlling their external borders, exchanging data on visa applications, improving custom controls and security at ports and airports. They are working to strengthen the protection of critical economic infrastructure such as energy, communications and transport. To hamper the financing of terrorism, they have agreed a new EU law on money laundering, closer cooperation on suspicious transactions and control of cash transfers. They have set up Eurojust, to coordinate the work of magistrates and prosecutors, Europol, to collect and analyse terrorist-related information, and an intelligence analysis capability to assess all aspects of the terrorism threat.

- **Building international protection** – The first line of defence are the countries of origin of the terrorists themselves. Each country needs to build up its institutional capacity – the police, the courts, intelligence operations, customs and border controls and the financial institutions - to fight terrorism. It must also be willing to act. In cooperation with the UN and like-minded countries, the EU is providing technical assistance for some 80 countries around the world on how to draft and implement counter-terrorism laws and policies and is providing funds to support this. It is including counter-terrorism clauses in all agreements with third countries and using development assistance to erode the support base for terrorist organisations through a focus on poverty reduction, human rights, good government and participatory democracy. It is planning to set up a network of national counter-terrorist experts to assist third countries. It has also strengthened cooperation with the US on terrorism.



Afghanistan

a new start

Afghanistan is one of the world's poorest countries ravaged by 23 years of war and conflict and four years of severe droughts. It is also the world's largest producer of heroin.

When the Soviet-backed government in Kabul fell in 1992, the various Mujahiddin religious, tribal and linguistic factions engaged in a devastating civil war. The Taliban began their rise to power in 1994 and took control of most of the country by 1998. They were renowned for their human rights abuses and their exclusion of women from public life.

In 2001, US-led military action overthrew the Taliban regime because of its open door policy for al-Qaeda that was responsible for the 9/11 terrorist attacks in New York and Washington.

The Bonn conference at the end of that year started the long road to rebuilding a new Afghanistan. There, Afghan factions, assisted by the UN, agreed to set up an Afghan Interim Authority (AIA) under the leadership of Hamid Karzai. Six months later, the Transitional Authority of Afghanistan took over the running of the country until elections could be held.

The EU's presence

The EU has been providing humanitarian aid throughout the Taliban years and has been present in the country since 1992. Aid to the most needy continues today. When the Taliban fell, the EU worked with other donors to rebuild the country. It meant starting from scratch putting in place government ministries, paying the salaries of teachers and the police, building schools and hospitals, repairing sanitation, water supply systems, roads and other infrastructure. At the 2002 Tokyo donors' conference, the EU pledged substantial reconstruction support, including € 1 billion over five years from the EU budget. Two years later, it updated this pledge, and committed \$ 2.2 billion for the period 2004-2006.

In 2002, it also appointed a Special Representative in Afghanistan, Francesc Vendrell, to work in liaison with the UN and help implement the EU's policy in the country.

In addition, 23 out of the 25 EU Member States are contributing to the UN-mandated and NATO-commanded International Security Assistance Force (ISAF) which assists the Afghan authorities in maintaining security in Kabul and in surrounding areas. Several Member States also provide troops for the US-led coalition in Afghanistan and are involved in training the Afghan National Army and the Afghan National Police.

Afghanistan



Giving a voice

"Good Morning Afghanistan" is a daily, breakfast-time, radio news programme produced and presented by young Afghan journalists. It began broadcasting in 2002 over Afghan state radio with EU funding. It goes out in Pashtu and Dari, the main languages spoken in Afghanistan, and reaches up to 80% of the population.

The Baltic Media Centre (BMC), which launched it, negotiated the two hour slot with Radio Afghanistan out of the daily six hours available at the time. Radio stations from a number of EU countries donated the equipment.

Sharifa Zormaty, one of the radio broadcasters trained to produce and edit the programme, said that when they started, only military and foreign radios were working. "Everywhere there was no news about loved ones who had fled the bombing. There was no information about combat zones to avoid."

In just a few months, this radio station became the most listened in the capital. It now employs a team of 45 and also goes out every evening.

She said when the Taliban were in power "if a woman showed her hand, they beat her and whipped her, or she was sent to jail."

Today, Sharifa has become a popular and well known figure in the capital reporting on issues that affect every day life.



Violence threatens reconstruction

Security remains a key challenge facing Afghanistan today. Unexploded bombs and mines from the Soviet occupation and civil war have not disappeared. Insurgency, factional fighting and criminality remain a problem in many parts of the country.

Actions to disarm and demobilise regional warlords and militia have had some successes, with over 80% of Afghan Militia Forces registered with the Ministry of Defence disarmed by spring 2005 and their heavy weapons cantoned in secure sites in most parts of the country.

But further efforts are needed in particular to control criminal gangs and irregular militias falling outside the current programme of DDR (Disarmament, Demobilisation and Reintegration) for ex-combatants. The drugs trade, which provides a lucrative income for the local warlords and militia, could fuel continued conflict hampering reconstruction efforts in some areas.

By 2004, EU aid in Afghanistan had helped:

- Support the return to work of 220,000 public sector workers including doctors and nurses and 60,000 police officers
- Deliver health services in six provinces, covering 20% of the population
- Refurbish 633 irrigation structures and provide 57,000 metric tons of improved seed
- Vaccinate over 740,000 animals
- Promote rural livelihoods by creating 1.4 million days of employment in 2002 alone
- Clear 11.2 million square metres area from land mines
- Rehabilitate the women's park and 30 hammans in Kabul

Afghanistan



The EU sets its priorities

To identify the priority areas for funding, the EU launched a series of expert missions. It also did a lot of talking with Afghan officials, local and international NGOs and other donors. Few countries start again from zero. In the face of this huge need, the choice of where to begin was difficult.

In coordination with other donors and the Afghan authorities, the EU decided to concentrate on four key sectors – health, rural recovery, infrastructure and public administration reform. Other areas of activity have included de-mining, civil society and human rights. All its programmes incorporate gender issues, the environment, the rights of refugees and returnees and drug issues.

Nearly half of EU aid goes to strengthen the government in Kabul. It is helping to reform the public sector, build-up key government institutions, pay the salaries to key workers such as teachers and nurses and deliver essential services.

The EU is also channelling a lot of money into rural development. Over 80% of Afghans depend on agriculture for their livelihood. In 2003-4, it allocated € 105 million to tackle rural poverty and promote alternative livelihoods for the communities who depend on illicit poppy cultivation.

In health, EU aid is providing basic health care and funding rural clinics to help reduce the rate of infant and maternal mortality, one of the highest in the world. It is also making an important contribution to the regeneration of the national economy by helping to repair the road networks and other infrastructures.

The elections, the first step to democracy

Presidential elections took place in October 2004. Mr Karzai was the clear winner and became the elected president of Afghanistan. Parliamentary elections are planned for September 2005.

Including contributions from Member States, the EU gave some € 80 million for the Presidential election. It also dispatched a Democracy and Election Support Mission in August 2004 to assess key aspects, train domestic monitors and work with the Afghanistan Independent Human Rights Commission.

Fighting the Drug trade

Since the fall of the Taliban, Afghanistan has re-emerged as the largest producer of opium poppy in the world representing over 80% of global production. This activity may now account for as much as 60% of its non-drug GDP and involves an estimated 356,000 families.

The trade is worth \$ 2.8 billion a year. Most of this money goes to the warlords who encourage production in their area and to local and regional traffickers. By feeding corruption and violence, such a huge amount of drug money can destabilise the whole country and undermine reconstruction efforts.

Laboratories within Afghanistan now process into morphine or heroin an increasing proportion of the harvest. The remaining processing is done outside the country, along the drug route.

Some 90% of the heroin on Europe's streets is thought to come from poppies grown in Afghanistan. Balkan criminal networks, which are also responsible for some 200,000 of the 700,000 women victims of the sex trade world wide, distribute most of it.

The EU, alongside other donors and the Afghan government, are trying to develop the rural economy to ensure that farmers who have turned to opium production have access to licit alternative livelihoods.

Pre-1979, the country was exporting fresh and dried fruit to its neighbours. The EU is now repairing roads and other infrastructures in the rural areas to reconnect Afghans to their traditional export routes. It is also helping with irrigation and supporting horticulture farmers and those with livestock. ■■■



Afghanistan



■ ■ ■

But this is a long term strategy which must be complemented by stronger law enforcement – capacity to arrest traffickers and traders, the laws to prosecute, the police to enforce them, well trained judges, functioning courts and secure prisons.

Tougher controls underway

One of the legacies of Afghanistan's prolonged conflict is that police, security forces and other institutions including the criminal justice sector need to be developed to cope with the scale of the problem. Following his election, President Karzai has renewed his government's commitment to deal vigorously with the drug trade. Institutions and capacity are being strengthened with international support. The government has adopted a comprehensive Counter-Narcotics Implementation Plan providing a framework for government action and international assistance.

The UK leads international support for the drug control effort in Afghanistan. It has helped the government to shape its anti-drug strategy and is training a counter narcotics police force. It has set up mobile detection units to pick up the mobile laboratories and a central eradication planning cell gathering information where poppies are grown. The EU also gives money to this effort through LOTFA (Law and Order Trust Fund for Afghanistan) set up to pay police salaries and provide training.

The cost of drug routes

Drug trafficking has an unlimited capacity to corrupt political institutions. It can bribe or get rid of officials, police officers, prison guards but also politicians, ministers, judges, bankers, jurors and in some cases even voters.

It affects not only the drug producing countries but also every country that the drug traffickers use to reach their markets. It operates through transnational networks that use all available means to move their goods - physical violence, bribery, corruption but also technology and the facility generated by the increasing free movement of goods and people.

Drug trafficking creates an informal economy along the routes that it uses. It spreads an economic model that facilitates all types of trafficking – human beings, cars, industrial waste, cigarettes and so on.

Violent conflict is a constant threat along the two main drug routes to Europe: the cocaine road from Latin America and the heroin road from Afghanistan. Drug use has also risen along these routes having an impact on public health and often increasing HIV/AIDS.



The actors

The Council of the European Union (EU) that comprises Member State governments.
<http://ue.eu.int>

The European Council that brings together the Heads of State or government of EU Member States and the president of the European Commission.
http://ue.eu.int/cms3_fo/showPage.asp?id=429&lang=en&mode=g

The Secretary-General of the Council of the EU and the High Representative for the Common Foreign and Security Policy (CFSP), Javier Solana, who assists the Council and acts on its behalf.
http://ue.eu.int/cms3_applications/applications/solana/index.asp?lang=EN&cmsid=256

The European Commission that contributes to the formulation of the EU's external relations policy and manages the EU's humanitarian and development assistance and its trade relations with third countries. It has 120 Delegations and Offices around the World.
http://europa.eu.int/comm/external_relations/cfsp/intro/index.htm

The European Commissioner, Benita Ferrero-Waldner, who is responsible for external relations and the European Neighbourhood Policy in the Commission.
http://europa.eu.int/comm/commission_barroso/ferrero-waldner/index_en.htm

The European Parliament that has directly elected members drawn from the main political parties in the 25 EU Member States.
<http://www.europarl.eu.int>

The President of the European Parliament's Committee for Foreign Relations, Elmar Brok, who is responsible for coordinating the Parliament's external relations policy and organises its election observation missions.
http://www.europarl.eu.int/committees/afet_home.htm

EU actions in the world

Peace, Security and Stability





