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**COMMISSION STAFF WORKING DOCUMENT**  
*Accompanying the document*

**REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE  
COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE  
COMMITTEE OF THE REGIONS**

**2011 Annual Report on the Instrument for Stability**

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## TABLE OF CONTENTS


Laos .....	3
Lebanon5	
Libya .....	9
Mali .....	12
Mauritania .....	14
Mauritius .....	16
Republic of Moldova.....	18
Myanmar/Burma .....	21
Nagorno-Karabakh region.....	23
Nepal .....	25
Nicaragua .....	27
Nigeria .....	29
Occupied Palestinian Territory.....	31

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**2011 Annual Report on the Instrument for Stability**

**IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN  
LAOS**

<b>Title of IFS Decision</b>	Practical measures to implement a dialogue between the Hmong Diaspora and the Government of Laos (GoL)	
<b>Type of measure</b>	Reconciliation	
<b>Date of Adoption of IFS Decision</b>	30/07/2009	
<b>Amount(s)</b>	EUR 540,839; Contracted: EUR 540,839; Paid: EUR 432,671	
<b>Start Date of Project</b>	30/06/2010	
<b>End Date</b>	31/05/2012	

**Context of Instability**

Stemming from the mountainous areas straddling the borders of four countries, (China Vietnam, Laos and Cambodia), the Hmong never felt fully integrated in the nation-states emerging at the end of the colonisation process. As a result, they sometimes sided with colonial powers in the hope to gain future autonomy/independence. US support for the Hmong ceased after its withdrawal from the region in 1975. Thus, when the communist Pathet Lao overthrew the royalist government, the Hmong became exposed to accusations of treason, leading to a mass exodus of some 300,000 migrants (almost a third of the total Lao Hmong population in the country), mostly to camps in Thailand. In the following years many of the Lao Hmongs settled in the United States (250,000) while others left for France (15,000) and Australia (2,000). Of the remaining Hmong population between 2,000 and 3,000 people were sent to “re-education camps” whilst others escaped to remote mountain regions in the border areas where loosely organised Hmong militia groups staged attacks against Pathet Lao and Vietnamese troops.

## **Short Description**

In recent years, the Government of Laos (GoL) has become increasingly eager to find long-lasting solutions and 'normalise' relations with the Lao Hmong Diaspora. To this end, the GoL accepted an offer for confidential mediation by the Henry Dunant Centre for Humanitarian Dialogue (HDC). The mediation was to take place in Switzerland, where representatives from the Government of Laos and the Hmong Diaspora would meet to explore possibilities to end the conflict. The process was planned to be implemented in two phases: A first phase to assess the willingness from both sides to engage in negotiations, and a second phase to establish Confidence Building Measures (CBMs) that may lead to a final agreement.

## **Activities and State of Play**


(1) The first phase of the project was implemented satisfactorily and both sides agreed to proceed to phase 2 of the project, where concrete Confidence Building Measures were agreed upon.

(2) The second phase started in mid-2010. Although some delays were faced at the outset in December 2011, the project succeeded in taking the first-ever official delegation of Diaspora Hmong to Vientiane, meeting with high-level officials (Vice-Ministers, etc.). Representatives of GoL have expressed their satisfaction with this outcome and have signalled a firm intention to continue the engagement through exchanges/activities related to issues of common interest (e.g. health, academic exchanges, education, cultural exchanges, etc).

## **Role of the IfS Action within the Broader EU and International Response**

This project puts the EU at the heart of the international response in relation to the long-term solution of the Lao Hmong conflict. Since a significant part of the project relates to activities in the US (co-ordination with Diaspora leaders, etc), the EU has kept the US authorities informed of developments. After seeing the results, the Vietnamese government has signalled an interest in a similar project targeting the Vietnamese Hmong Diaspora.

## IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN LEBANON

<b>Title of IfS Decision</b>	<p>(1) Prevent the outbreak of a new conflict in the camps in Lebanon (UNRWA)</p> <p>(2) Study on Governance and Human Security in Palestinian Refugee Camps (Pursue Ltd.)</p> <p>(3a) Support Civil peace and Reconciliation in Lebanon (UNDP)</p> <p>(3b) Addressing the Legacy of Conflict in a divided Society (ICTJ)</p> <p>(4) Emergency support to the Special Tribunal for Lebanon (STL)</p>	 <p style="text-align: center;">Copyright UN ReliefWeb</p>
<b>Type of measure</b>	<p>Post-conflict recovery</p> <p>Support to displaced populations</p> <p>Political stabilisation</p> <p>Peace-building &amp; Reconciliation</p> <p>International Justice and Rule of Law.</p>	
<b>Date of Adoption of IfS Decisions</b>	(1) 07/09/2011; (2) 20/04/2011; (3a/b) 02/03/2011; (4) 16/05/2011;	
<b>Total Amount(s)</b>	<i>Decisions</i> EUR 21,589,963; <i>Contracted:</i> EUR 21,589,963; <i>Paid:</i> EUR 14,644,135.17	
<b>Start Dates of Projects</b>	(1) 01/07/2011; (2) 19/07/2011; (3a) 15/07/2011; (3b) 16/09/2011; (4) 01/08/2011	
<b>End Dates of Projects</b>	(1) 31/12/2013; (2) 19/01/2012; (3a) 15/01/2013; (3b) 16/03/2013; (4) 01/08/2012	

### Context of Instability

The legacy of fifteen years of civil war (1975-1990) and subsequent Syrian control (1991-2005) is still being felt in Lebanon, with many conflicts unresolved. Since 2004, tensions have been exacerbated by different events: the wave of political assassinations, including that of Prime Minister Rafik Hariri in 2005; the war with Israel in 2006; and the Nahr el-Bared crisis in 2007 (a conflict between the Lebanese Armed Forces and the Fatah Al-Islam group, resulting in the total destruction of a camp and displacement of approximately 27,000 Palestine refugees). Following the May 2008 events (Hezbollah launching a military operation against Sunni opponents, taking over West Beirut), the Doha Accord provided the backdrop for the current political environment. However, this solution was reached without solving Lebanon's internal contradictions. The consensus-based national unity government formed after the June 2009 parliamentary elections fell at the beginning of 2011, amid tensions surrounding the work of the Special Tribunal for Lebanon (STL), set up to deal with the assassination of former PM Rafiq Hariri. After months of negotiation and political vacuum, a new Hezbollah-led "March 8" government took office in July 2011 which still faces numerous difficulties in passing much needed reforms. 2011 has also been

marked by a deteriorating security situation with increased kidnappings in the Beka'a region, attacks on UNIFIL troops in south Lebanon, bomb attacks and explosions (Tripoli, Beirut). Tensions also mounted due to progress in the STL work (release of the first four indictments and decision to proceed with a trial in absentia; internal divisions on the payment of Lebanon's share of funding for STL's budget), and the fatal incidents involving Palestinian refugees at the border with Israel on the occasion of the Nakba commemoration in May.

Key drivers of conflict, inequality, extreme poverty, marked sub-regional disparities and youth employment remain unaddressed while an absence of representation mechanisms and decent living conditions for Palestinian refugees may also re-emerge as future sources of instability. However, the danger of a spill-over from the conflict in Syria remains the most pervasive risk. To date, the government has offset this risk by carefully disassociating public discourse from immediate events in Syria while providing effective assistance to displaced Syrian refugees and de-escalating border incidents. Nevertheless, Lebanon remains highly susceptible to fluctuating regional and international developments, with a direct impact on the local security situation. National mechanisms set up in times of consensus have failed to address contentious issues in a meaningful manner while societal and political divisions continue to create obstacles to smooth governance, further enhancing exposure to external upheavals. To a great extent the legacy of the devastating civil war has yet to be tackled in a meaningful way. Deep-seated sectarian animosities persist and if not properly addressed, will leave Lebanon vulnerable to future political instability and civil strife.

## Short Description and Objectives

1) "**Prevent the outbreak of a new conflict in Palestine refugee camps in Lebanon**". This project aimed to diffuse growing tensions and discontent in the Palestinian refugee camps through the provision of adequate shelter to the most vulnerable refugee families living in Lebanon. Living infrastructure was in fact identified as the main source of frustration of Palestine refugees living in the camps.

2) "**Identification Study on Governance and Human Security in Palestinian Refugee Camps in Lebanon**". As well as being aimed at pre-empting any further destabilisation of the situation in/from Palestinian refugee camps in Lebanon, this study was commissioned to identify possible areas for policy advice, for support to improve camps governance structures. It also covered the effectiveness of existing mechanisms for Lebanese-Palestinian dialogue, alongside suggestions on how to practically integrate the governance dimension as a cross-cutting issue in the other EU interventions for Palestine refugees in Lebanon.

3a) "**Supporting Civil Peace and Reconciliation in Lebanon**". The overall objective of this EU-UNDP joint initiative is to reduce the risks of conflict relapse and consolidate domestic peace in Lebanon. It aims to strengthen existing dialogue capacities at local, sub-regional and national levels and to reduce sectarian and communal divides that represent permanent triggers for an internal crisis or full civil conflict.

3b) "**Addressing the Legacy of Conflict in a Divided Society**". The overall objective of this project is to reduce the risks of recurrence of violence by addressing the legacy of Lebanon's multiple conflicts. This will be done by producing information to create a better understanding and awareness of the legacy of events since 1975 and the way they impact upon conflict risks today. In this way the project seeks to enable victim groups to reclaim the voice they have not been afforded in the past two decades, without which any enduring, sustainable and legitimate process of addressing the past cannot take place.

4) "**Emergency support to the Special Tribunal for Lebanon (STL)**". By promoting the rule of law, the

Tribunal aims to assist Lebanon to overcome impunity, foster reconciliation and strengthen national stability. IfS support ensures that STL can continue its work in order to fulfil its mandate. Non-core areas of assistance also help guarantee effective communication of the Tribunal's work to the Lebanese public and increase accessibility to the Court's proceedings.

## Activities and State of Play

1) **"Prevent the outbreak of a new conflict in Palestine refugee camps in Lebanon"** (UNRWA). An assessment of shelter conditions and prioritisation of shelter to be rehabilitated was conducted in all the camps by a multi-disciplinary team of engineers, architects and social workers. This was followed by the preparation of: architectural drawings for the 736 shelters prioritised for rehabilitation/reconstruction; submission to the Lebanese Army of the requests to enter construction materials into the camps; and preparation of self help agreements with the beneficiaries. Rehabilitation works are scheduled to start in March. Parallel to these activities, rental subsidies have been paid to families displaced from Nahr el Bared for them to secure adequate shelter through renting while the reconstruction of NBC continues.

2) **"Identification Study on Governance and Human Security in Palestinian Refugee Camps in Lebanon"** (Pursue Ltd.). The Consultancy produced a report on Palestinian governance structures and priorities in Lebanon in general as well as specific for each camp. On this basis, possible entry points were analysed for improving governance in the camps as well as Lebanese-Palestinian dialogue more broadly. A baseline to measure the impact of potential future interventions and to assist in the tracking of governance capacity in the camps over time was also produced. Given the intense stakeholder consultations and thorough qualitative research needed within the camps, a no-cost 3-month extension was granted and the study is to be finalised in the first quarter of 2012.

3a) **"Supporting Civil Peace and Reconciliation in Lebanon"** (UNDP). The first few months of implementation have seen the start of activities in the project's areas of work, as follows: choice of the conflict-prone areas to accompany the development of local level conflict-mitigation and peace-building strategies; establishment of a civil society platform at national level as a mechanism for advocacy and coalition building on issues related to civil peace, dialogue and reconciliation; preparation of activities to promote collective memory and integrate peace building into formal and non-formal educational channels (the first one of which is foreseen to be launched on the anniversary marking the start of the Lebanese Civil War i.e. 13 April); training on conflict-sensitive reporting and production of materials to use alternative media to work on identity issues and diversity management.

3b) **"Addressing the Legacy of Conflict in a Divided Society"** (ICTJ). A sample mapping of the violations that occurred since 1975, and a survey of victims are the starting points for this action. Given the sensitivity of the issues, delays were encountered in securing a Lebanese institution to undertake such research tasks. In the coming year these will provide the basis to equip decision-makers and civil society representatives with better means and tools to understand victims' needs and expectations in terms of justice and accountability vis-à-vis the violations that have taken place. The ICTJ project will then develop recommendations on policy options for dealing with the past in a manner that is meaningful for a sustainable peace-building process.

4) **"Emergency support to the Special Tribunal for Lebanon"** (STL). The action has allowed the proper functioning of the Pre-Trial, Trial, and Appeals Chambers, Office of the Prosecutor, Registry, and Defence Office, to continue their operations, even in the absence of the payment of Lebanon's 49% share of funding, which was only received in December. The assistance has also assisted a smooth implementation of the STL communication and outreach strategy.

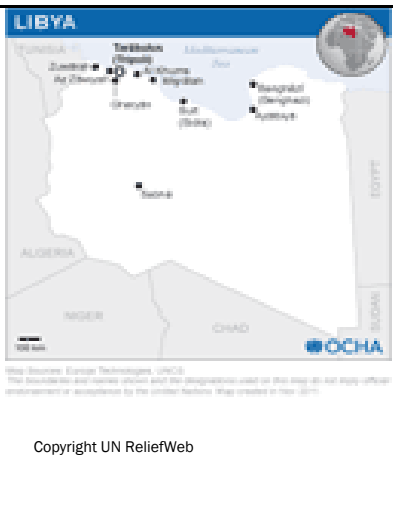
## **Role of the IfS Action within the Broader EU and International Response**

In 2011, the focus of IfS support has shifted towards interventions with a greater political added value in terms of support to Lebanon's stabilisation process, in line with the overall EU and international efforts to establish stability and sustainable peace. The IfS continues to support actions on sensitive topics while seeking maximum scope for complementary action with, and transition towards, bilateral programming under the European Neighbourhood and Partnership Instrument (ENPI). With instability mounting in neighbouring Syria, Lebanon's vulnerability and risk exposure highlights the need to strengthen national structures for emergency response and crisis management. The current situation along the borders will also be carefully monitored.



## IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN

### LIBYA

<b>Title of IFS Decision</b>	<p>(1) Initial capacity building programme for emerging institutions and civil society in Libya</p> <p>(2) Preventing a major health and social crisis by developing and implementing a National HIV-AIDS Strategy.</p>	
<b>Type of measure</b>	<p>(1) Post-conflict Recovery</p> <p>(2) Health epidemic prevention</p>	
<b>Date of Adoption of IFS Decision</b>	<p>(1) 7/6/2011</p> <p>(2) 17/11/2008</p>	
<b>Amount(s)</b>	<p>(1) EUR 2.000.000</p> <p>(2) EUR 1.000.000</p> <p><i>Contracted:</i> (1) EUR 1.752.857      (2) EUR 934.400</p> <p><i>Paid:</i>            (1) EUR 985.229            (2) EUR 909.189</p>	
<b>Start Date of Project</b>	Start dates (1) 23/6/2011      (2) 1/6/2009	
<b>End Date</b>	End dates (1) 23/1/2013      (2) 31/5/2011	

### **Context of Instability**

(1) Inspired by the popular revolutions in Tunisia and Egypt, demonstrations started in Benghazi on 16 February 2011. The brutal response of the security forces fuelled broader civil protest, developing rapidly into a widespread uprising, gradually spreading out from the east of the country (Benghazi, Misrata). Almost since the beginning of the revolution the population in the east experienced a new political environment where they could express their freedom and rights for the first time in 42 years. A Transitional National Council (TNC), based in Benghazi, was created in early March with the self-proclaimed objective of steering Libya during the interim period leading to full liberation from the Gaddafi regime, free elections and the establishment of a constitution. The EU recognised the TNC as a political interlocutor on 11 March, providing a context in which targeted capacity building action in support of civil society and emerging transition institutions could be funded. The meetings convened by HRVP Ashton in Benghazi on 22 May further highlighted the critical need for quick EU intervention to support civil society and institutional actors to cope with the challenges resulting from the popular revolution. Some of the needs identified included leadership development, core skills and expert advice.

(2) The political crisis caused by the outbreak of HIV-AIDS infection at the Benghazi paediatric hospital in 2008, and subsequent accusations against Bulgarian medical personnel regarding the cause, highlighted the absence of an appropriate HIV-AIDS policy in Libya and the need for a measured EU intervention to redress the situation. A medical assistance offer was made to the Libyan government

as part of a humanitarian assistance package including: i) continued medical assistance to the Benghazi Centre for Infectious Diseases and Immunology; ii) special treatment in EU hospitals of serious cases; and iii) technical assistance to develop a national HIV/AIDS strategy, thus contributing to the de-escalation of the crisis. In the absence of formal agreement on bi-lateral cooperation with Libya, IfS funding was urgently required to support the implementation of the third component of the EU medical assistance in order to fully deliver on the EU's humanitarian and political commitment in this regard.

## **Short Description**

(1) The project aims to provide urgent assistance to Libyan civil society organisations and TNC entities to play an effective part in the ongoing transition process and the deep reforms it will entail, focusing on leadership training, organisational and management skills being given to managers and other personnel, including women and young people, within the emerging interim institutions and civil society.

(2) The action aimed to prevent a major HIV/AIDS health and social crisis in the absence of an appropriate national prevention and treatment policy by supporting the implementation of a National HIV/AIDS Strategy in cooperation with national and provincial authorities as well as those living with HIV/AIDS.

## **Activities and State of Play**

(1) Based in Benghazi since July 2011, the project designed and delivered a range of courses to improve the leadership and management skills of civil society and interim authority actors. There was a particular focus on young leaders of 25-30 years and those engaged in the delivery of essential public services, helping them assume their new roles by providing specialist technical advice and training. Participants came from across Libyan society including non-governmental organisation leaders and volunteers, public service officials, women's organisations, media groups and other civic-based organisations. Since November 2011, activities have been extended to Derna, Tripoli and Al Bayda to meet growing demand for skills and human capacity development. By year end, 470 participants had benefitted, of whom 40% were women. The project has also proven to be a valuable tool to diagnose the rapidly-shifting civil society environment in Libya.

(2) Due to the major disruptions caused by the revolution and subsequent civil war, the project ended prematurely in February 2011, rather than in May, as was foreseen. Despite considerable operational obstacles, it managed to develop a draft National HIV/AIDS Strategy in cooperation with national authorities albeit without a budget or defined monitoring and evaluation provisions. It also analysed the first set of data from a Bio-Behavioural Sentinel Study (BBSS) from Tripoli; those envisaged for Benghazi, Sabha, Misurata and Kofra having to be abandoned. Reliable BBSS data was compiled for only one city with reference to only two risk groups – intravenous drug users and MSM (men having sex with men) with much of its policy relevance overturned by the events since February 2011. The Strategy was not shared with nor approved by the Libyan Government and as such, remains a first draft for further discussion with the new post-Gadaffi democratic authorities.

## **Role of the IfS Action within the Broader EU and International Response**


(1) The project is one of the main EU activities aimed at strengthening and reinforcing civil society in Libya and improving public service delivery in the wake of a violent revolution and difficult transition. Its rapid deployment in May 2011 enabled the EU to secure a credible position as a partner in Libya's reconstruction and democratisation effort. It forms part of a wider EU contribution to the latter in the framework of the Libya Coordinated Needs Assessment (LCNA) agreed to by the EU and other international donors at the Paris Conference in September 2011.

(2) This project formed part of a specific EU action, ongoing since 2005, in support of the Benghazi Centre for Infectious Diseases and Immunology, providing medical treatment to HIV patients and technical advice and training to the medical staff of the Centre at a cost of EUR 6.5 million. In the absence of a framework for bi-lateral cooperation with Libya under the European Neighbourhood Partnership Instrument (ENPI) in 2008, the IfS was the only EU instrument able to provide a timely and effective response to this political and humanitarian imperative. As the project formed part of EU cooperation with Libya before 2011, its alignment with current EU strategy towards Libya is difficult to place though the TNC authorities have indicated an interest in resuming discussions on the HIV/AIDS

epidemic.

## IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN

### MALI

<b>Title of IFS Decision</b>	Special Programme for Peace, Security and Development of North Mali (PSPSDN),	 <p style="font-size: small; margin-top: 5px;">Copyright UN ReliefWeb</p>
<b>Type of measure</b>	Restore State presence in the region	
<b>Date of Adoption of IFS Decision</b>	11/04/2011	
<b>Amount(s)</b>	EUR 4,000,000 <i>Contracted: EUR 3,961,350</i> <i>Paid: EUR 2,336,776,80</i>	
<b>Start Date of Project</b>	01/03/2011 (retroactive)	
<b>End Date</b>	31/08/2012	

### **Context of Instability**

The north of Mali has become a transit area for all kinds of trafficking (human beings, drugs and weapons) and a safe haven for terrorist groups. The level of insecurity is fundamentally linked to the very limited presence of the state administration in these vast and arid territories in the north of the country. In this context, the Malian authorities have stepped up efforts to restore the effective presence and authority of the State's civilian administration in the north through strengthening police, army and border control through the Special Programme for Peace, Security and Development of North Mali (PSPSDN).

The return from Libya to Mali of heavily armed, well commanded and combat-hardened Touareg, the unsteady approach of the Malian government to the complexity of the issues in the North and the lack of commitment (as perceived by the Touareg rebels) to meet the terms of the 2006 peace settlement as well as the earlier Algiers agreement have exacerbated tensions and created a new crisis in the North of Mali.

The evaluation of the situation and formulation of the Instrument for Stability (IFS) crisis-response programme took place before the outbreak of the Touareg rebellion, which started in January 2012 in

the North of Mali, and the coup d'état of the 23rd of May 2012.

## **Short Description**

This IfS intervention supports the PSPSDN programme of the Malian government, which is also co-funded by other international donors, including some EU Member States. It aims to help combat growing insecurity linked to criminal and terrorist activities and the socio-economic grievances aired by local communities through re-establishing an effective presence of the civilian administration in the North of Mali.

## **Activities and State of Play**

To reduce the causes of instability in the country the Programme had initially foreseen the following activities: Reinforcement of the national security set up in the northern regions; Improvement of governance in the northern regions through a better functioning of the State Administration and of local authorities; Promotion of economic and social development activities in the northern regions; and Information, awareness raising and participation of the local population on issues related to security threats.

The implementation of this project has been seriously affected by the increasing insecurity in the north of Mali and, following attacks on two project locations, the PSPSDN programme was suspended by the Government of Mali in February 2012. The incidents which increased the security concerns and enabled the project implementation occurred before the outbreak of the Toureg rebellion which confirmed the risks.

## **Role of the IfS Action within the Broader EU and International Response**

The Sahel region is facing multiple challenges in terms of extreme poverty, the effects of climate change, frequent food crises, rapid population growth, fragile governance, corruption, internal tensions and conflicts, the risk of violent extremism and radicalisation, illicit trafficking of different kinds (notably drugs) and terrorist-linked security threats. The problems in the Sahel are cross-border and closely intertwined. In a few regions the inter-dependence between security and development is more obvious.

Against this backdrop, the EU prepared an EU Strategy for Security and Development in the Sahel, presented to the Foreign Affairs Council (FAC) in March 2011. The primary focus of the Strategy in its initial phase is on the so-called four "pays du champ", namely Mali, Mauritania, Niger and Algeria (the latter primarily for the political/diplomatic aspects), articulated around four particular lines of action: (i) development, good governance and internal conflict resolution; (ii) political and diplomatic; (iii) security and rule of law; (iv) countering violent extremism and radicalisation. A Senior Coordinator for the EU Sahel Strategy has been appointed and a Sahel Task Force, involving the European External Action Service (EEAS), relevant Commission services and the Counter-Terrorism Coordinator (EU CTC) was set up. The support to the PSPSDN falls within the plan of action of the Sahel Strategy.

**IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN**  
**MAURITANIA**

<b>Ti</b> <b>tle of IFS Decision</b>	<b>Border management support in Mauritania</b>	
<b>Type of measure</b>	Border management	
<b>Date of Adoption of IFS Decision</b>	14/12/2010	
<b>Amount(s)</b>	EUR 1,220,000 Contracted: EUR 1,220,000; paid: EUR 708,352	
<b>Start Date of Project</b>	09/03/2011	
<b>End Date</b>	08/09/2012	

### **Context of Instability**

In recent years, there has been rising insecurity in Mauritania. Its territory has been used by Al Qaeda in the Islamic Maghreb (AQIM) as a theatre of operations and, since 2005, Mauritania has faced terrorist threats, kidnappings, attacks and killings. Moreover, due to the country's geographic location and the vastness of its territory, migration and illegal trafficking (human trafficking, cigarettes, drugs and small weapons) constitute important sources of insecurity. Although there is no clear proof, many of these activities have been linked to AQIM.

An attempt to carry out a major terrorist attack took place in early February 2011. Mauritanian security forces were able to prevent the attack, capturing and killing several suspected AQIM members. The alleged target of the attack was Mauritanian President Mohamed Ould Abdel Aziz.

The Mauritanian Government has shown a strong political commitment to combat security threats and has taken several actions to secure its porous border and control the movement of persons. These efforts have been further accentuated due to the recent regional unrest, notably the conflict in northern Mali.

A Mauritanian governmental decree stipulates that, while free movement will remain for nationals of the sub-region, 45 designated posts along the country's borders are the exclusive points of passage to enter Mauritanian territory.

### **Short Description**

This measure will support the Mauritanian authorities in combating growing insecurity linked to criminal and terrorist activities by helping them to enhance their territorial surveillance capacities. It aims to strengthen the operability of priority land border posts and airports managed by the

Mauritanian border police. The scope of work involves new construction and renovation works, the provision of equipment as well as expertise and training on border management. The project also foresees upgrading of the border management information system and the interconnection of the border posts through a centralised data management system.

### **Activities and State of Play**


All contracts necessary for the construction/renovation and equipment have been signed. The delivery and installation of equipment has commenced. Renovation and border post construction will be completed by the third quarter of 2012. A training-for-trainers program is currently being prepared with the aim to support an in-house training facility for border police within the Directorate for Territorial Surveillance.

To optimise the impact of border management reform, further action is needed to promote border cooperation and harmonisation of standards and practices with neighbouring countries. A program of sensitisation of illegal immigration at the border village level will help detect and deter illicit border crossings.

### **Role of the IfS Action within the Broader EU and International Response**

The action is in line with the EU's Strategy for Security and Development in the Sahel, which is also addressing long-term needs in the area of migration management.

**IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN**  
**MAURITIUS**

<b>Title of IFS Decision</b>	Support to the trial and related treatment of piracy suspects in Mauritius	 <p>Copyright UN ReliefWeb</p>
<b>Type of measure</b>	Support to prosecution, police, judicial and prison services	
<b>Date of Adoption of IFS Decision</b>	17 June 2010	
<b>Amount(s)</b>	Contracted: as at 31.12.2011: EUR 1,080,000 Paid: as at 31.12.2011: EUR 548,574	
<b>Start Date of Project</b>	20.8.2011	
<b>End Date</b>	19.2.2013	

### Context of Instability

Combating piracy along some of the world's major shipping routes off the Horn of Africa is a high priority for the countries of the region as well as the wider international community. Apart from the impact on overall security, the disruption of trade caused by the piracy crisis is damaging the already fragile economies of countries in the region. The EU is actively engaged in the fight against piracy through the CSDP naval operation EU-NAVFOR Atalanta, contributing to the protection of vulnerable sea vessels and the deterrence, prevention and repression of acts of piracy and armed robbery off the Somali coast.

The Government of Mauritius has indicated its willingness to prosecute pirates, while acknowledging the limited human and other resources available in the country. In October 2010, Mauritius hosted the Second Regional Ministerial Conference on Piracy, in which the regional strategy and action plan were adopted. On 14 July 2011, the Government of Mauritius and the European Union signed an agreement defining the conditions and the modalities for the transfer of suspected pirates for investigation, prosecution, trial and detention in Mauritius, transfer of associated property seized and the treatment of such suspects. This is the third such transfer agreement that the EU has signed, after Kenya and the Seychelles.

### Short Description

IFS assistance aims to provide targeted support to Mauritius's prosecution, police, judicial and prison services, with a particular focus on helping to overcome capacity and logistical constraints associated with trying and detaining piracy suspects.



## **Activities and State of Play**

The UN Office on Drugs and Crime (UNODC), EU implementing partner for the anti-piracy projects in Kenya and the Seychelles, is also implementing the project in Mauritius. This project has implemented and made provisions for the following activities (as the actions related to courts can only be completed when Mauritius accepts its first piracy suspects):


- Legislative review and assistance with amendments to legislation;
- Support to the Police/Coast Guard, including mentoring and investigative assistance for the Police, counter-piracy training for the Police and Coast Guard and police support to piracy investigations;
- Support to Prosecutors and the Attorney General's Office, including legal research and materials, production of handover guidance, attendance at international piracy meetings and exposure to trials in other jurisdictions;
- Support to Courts, including witness expenses, interpreters, transcript/voice recognition, additional court security, and legal representation for suspects at trial;
- Support to the Prison Service, including developing a master plan for use of Mauritius's existing prison capacity, legislative framework, and training and assistance to prison staff and management and;
- Support to regional learning exchanges.

Mauritius's National Assembly passed the Piracy and Maritime Violence Bill, on 13 December 2011. The Government of Mauritius has informed the EU it will be ready to implement the transfer agreement as of 1 June 2012.

## **Role of the IfS Action within the Broader EU and International Response**

This IfS action complements the EU's CSDP anti-piracy naval operation Atalanta and the wider efforts of the EU and the international community to tackle the piracy problem in the Gulf of Aden. However, Mauritius's contribution to the joint fight against piracy is restricted by its limited capacities. It is important that EU Member States, the UNODC and other international actors continue and build on the initial measures addressing some of Mauritius' short-term needs. Mauritius will also benefit from the implementation of the Eastern and Southern African and Indian Ocean region's strategy on maritime security endorsed in 2010 and supported by the EU. This strategy involves five regional organisations plus the affected countries, establishing a comprehensive approach to fight piracy and to improve maritime security.

**IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN  
REPUBLIC OF MOLDOVA**

<b>Title of IFS Decision</b>	Democracy Support and Confidence-Building Measures (CBMs)	 <p align="center">Copyright UN ReliefWeb</p>
<b>Type of measure</b>	Conflict Resolution and Reconciliation	
<b>Date of Adoption of IFS Decision</b>	09/09/2009	
<b>Amount(s)</b>	EUR 6,000,000 <i>Contracted:</i> EUR 6,000,000 (CBMs: EUR 2,000,000) <i>Paid:</i> EUR 5,275,700 (CBMs: EUR 1,875,700)	
<b>Start Date of Project</b>	Implementation completed	
<b>End Date</b>	30/06/2011 (extended until 31/12/2011)	

### **Context of Instability**

Since Romania's accession to the European Union in 2007, the Republic of Moldova ('Moldova') shares a common border with the EU. Moldova's leadership declared its desire to join the EU but efforts to resolve the dispute with the breakaway region of Transnistria have failed so far and the country requires more domestic reforms. The electoral campaign for the April 2009 parliamentary elections was marked by police and judicial harassment of the opposition and State-media bias. It revealed a deep political crisis and the country's political fragility, adding to its economic weakness and geopolitical vulnerability. A new coalition resulted from the early parliamentary elections of August 2009 and November 2010 and launched an ambitious reform agenda. However, political instability still remains, as illustrated by the 917 days it took to the Parliament to elect a new President.

An additional challenge stems from the protracted conflict over Transnistria, marked by a strong mistrust between the two sides of the Nistru/Dniestr river, following the 1990's conflict, and by two decades of divergent development paths. This permanence of the conflict prevents full fledged development of Moldova in its territorial integrity, while maintaining a "grey zone" with unspecified risks in terms of organised crime, smuggling and trafficking. Following the December 2011 "presidential elections" in the Transnistrian region, a new generation has come to power, giving rise to hopes of a closer dialogue between Tiraspol and Chisinau.

## Short Description

**Democracy Support Programme** - This IFS project responded to the crisis that followed the highly disputed elections of April 2009. It aimed to contribute to the restoration of Moldova's political stability and democratic credentials. The Programme covered different areas of intervention, notably a) bringing the national legislation into compliance with European standards, in particular as related to the judiciary, the reform of the prosecution service, the penitentiary and the police, b) reinforcement of the institutional and operation systems for the prevention of torture and ill-treatment, c) strengthening pre-trial guarantees in the course of the criminal procedure, d) capacity building of the Ombudsman institution, e) capacity building of the broadcasting regulatory authority and the public broadcasting company Teleradio Moldova, f) enhancing capacity of apparatus of the Moldovan Parliament and of its Standing Committees and g) advice to the Parliamentary investigation commission into the events of April 2009.

**Confidence-Building Measures** - The Confidence-Building Measures project addressed as a priority the needs of vulnerable communities, with a specific focus on the Transnistrian region of Moldova, around three main areas: Business Development; Communities Empowerment; and Civil Society Organisations (including capacity building), aiming to promote local development and technical cooperation between the two banks of the Nistru/Dniestr river, and "reintegration" of the Transnistrian region into Moldovan economy and infrastructure networks. The project initiated sustainable partnerships between economic actors, specialists, NGOs and local authorities from the two banks of the river, and contributed to create a more favourable environment for a future political settlement of the conflict.

## Activities and State of Play

**Democracy Support Programme** - This component covered the following areas: Legislative assessment, accountability for Human Rights violations, safeguarding pre-trial guarantees, support to the development of a pluralist media, support to the Parliament of Moldova, promoting broad society participation and facilitating police dialogue. The Programme contributed to drawing up policy documents and new legislation with regard to reforms in the internal affairs, judicial and criminal justice sectors, including the Strategy for Justice Sector Reform and the concept of the reorganisation of the Ministry of Internal Affairs. Moreover, the Programme provided significant input in view of strengthening the capacity of the national authorities to combat torture and ill-treatment, by equipping the newly established unit to combat torture within the Prosecutor General's Office and by training policemen and prosecutors involved in anti-torture investigations. An important part of the Programme's activities was dedicated to the mass media, in particular through support to the Audiovisual Coordinating Council and by helping the public broadcaster Teleradio Moldova to improve the quality of its TV and radio programmes and enhance its impartiality in covering political and social issues in a balanced, neutral and informative manner.

**Confidence Building Measures** - This component, implemented by the UNDP, provided concrete assistance in the following fields: business development, social, health and environmental projects and civil society development. Important progress has been registered as a result of EU expertise, notably in the transport sector, with the resumption of the railway connection between Odessa, Tiraspol and Chisinau. In the business area, joint working visits to new EU member states took place in April-May 2011 involving entrepreneurs from the textile, business support and agricultural sectors from both banks of the river. Two economic roundtables, promoting exchanges of experience, notably in the context of upcoming negotiations on a Deep and Comprehensive Free trade Area (DCFTA) between the EU and Moldova, were organised. Three "business schools" for students and entrepreneurs were created on the left bank of the river,


hosting lecturers from right-bank Moldova and contributing to the economic rapprochement of the two sides. In the health and social sectors, joint training led to improved cooperation and better services for local communities. A small-grant scheme was created to bring Moldovan and Transnistrian NGOs together to work on joint initiatives in the areas of environment protection and reproductive health, and set a platform for cooperation beyond the completion of the IfS Programme.

### **Role of the IfS Action within the Broader EU and International Response**

This IfS project has supported the strategic EU policy goal of upholding Moldova's democratic transition and European orientation. In addition, despite the continuing political crisis, the project has played an important role in providing support to the Moldovan authorities in designing a strategy for the justice sector reform and set the ground for future EU assistance under the Budget Support operation for Justice Sector Reform in Moldova.

With regard to the conflict in Transnistria, the Instrument for Stability contribution paved the way for closer synergy between assistance on the ground and the technical negotiations on country reintegration (notably on telecommunications, transports), including at a high political level, through the "5+2" negotiations on conflict settlement (these negotiations officially resumed in December 2011). Based on this success, in early 2012 the EU launched a EUR 13 million Confidence Building Measures package under the European Neighbourhood and Partnership Instrument and established itself in a central role of donor coordination on confidence-building measures, at country level.

**IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN  
MYANMAR/BURMA**

<b>Title of IFS Decision</b>	Support to civil society initiatives on democracy and media	 <p align="right">Copyright UN ReliefWeb</p>
<b>Type of measure</b>	Capacity Building Support	
<b>Date of Adoption of IFS Decision</b>	26/06/2009	
<b>Amount(s)</b>	EUR 2,150,000; Contracted: EUR 1,998,228; Paid: EUR 1,557,054	
<b>Start Date of Project</b>	Various, earliest on 08/2009	
<b>End Date</b>	Various, latest 06/2012	

### **Context of Instability**

Under autocratic rule since 1962, Myanmar (Burma) has, for decades, been considered one of the most repressive and isolated states in Asia. The country has seen a series of failed attempts to initiate and manage a transition from military to civilian rule and to stabilise the country. Economic mismanagement has led to a dire economic situation while ethnicity based armed unrest became a paramount concern for the military leaders. In this context, the announcement by the Government of Myanmar to hold national elections in 2010 presented both a challenge and an opportunity for the international community. The November 2010 elections, held after the approval of a new constitution in 2008, led to the installation of a new, civilian government that began implementing an ambitious political and economic reform agenda in April 2011.

The current reforms are unprecedented, with considerable progress in the respect for human rights (e.g. release of political prisoners, easing of media censorship, establishment of a national Human Rights Commission), in the inclusive dialogue between Government and opposition (participation of the National League for Democracy in the by-elections on 1 April 2012) and in addressing structural poverty.

With the efforts to open up Myanmar society, instability and uncertainty increase and the Government of Myanmar needs the initial assistance of the international community to define and implement a comprehensive reform agenda.

### **Short Description**

To benefit from the nascent window for greater political breathing space, five projects were signed in the third quarter of 2009 to help build capacity of civil society as agents of change in the run-up to the 2010 elections and beyond. An additional project to strengthen elected pro-democracy members of parliament and political parties started after the elections.

## **Activities and State of Play**

Four of the five projects, addressing issues such as support to civil society, ethnic minorities, and free media, concluded their activities in 2011 and the results have been highly satisfactory despite a difficult environment. They succeeded in delivering leadership and political capacity building, in providing training in journalism, disarmament, demobilisation and reintegration (DDR) and assistance for ethnic minority leaders abroad. The fifth project, to provide capacity building to elected MPs, will conclude in late 2012.

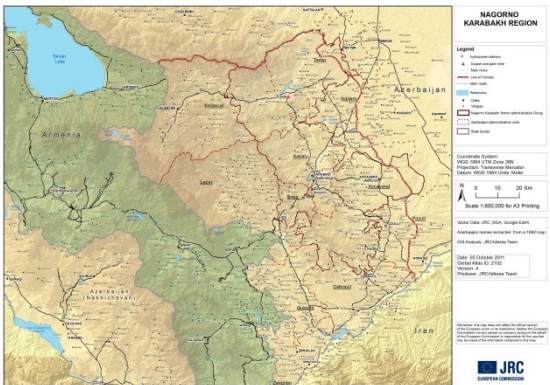
## **Role of the IfS Action within the Broader EU and International Response**

Earlier IfS funding to Myanmar went to the good offices of the UN Special Envoy which enhanced policy dialogue on Myanmar between the UN and the EU. Complementing these public diplomacy channels, in 2008, the IfS provided support to a widely distributed report mapping conflicts in the country (including the ethnic dimension) and a parallel informal dialogue through the Finnish peace-building NGO Crisis Management Initiative (CMI) led by former President Martti Ahtisaari.

In addition to the IfS programme, the EU is implementing further democratisation support measures by non-State actors in Myanmar through the European Initiative for Democracy and Human Rights (EIDHR) and support of NGOs through the Non-State Actors thematic instrument.

The IfS is currently developing a new action to urgently strengthen the capacity of the Government and other key actors in steering the reform process, notably in the areas of economic reform and reconciliation with ethnic minorities, in coordination with EU Member States and the rest of the international community.

**IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN  
NAGORNO-KARABAKH REGION**

<b>Title of IfS Decision</b>	The European Partnership for the Peaceful Settlement of the conflict over Nagorno-Karabakh	 <p>The map shows the Nagorno-Karabakh region, a conflict zone between Armenia and Azerbaijan. It includes a legend, scale, and JRC logo.</p>
<b>Date of Adoption of IfS Decision</b>	05/08/2009	
<b>Amount(s)</b>	(3) EUR 2.000.000 (out of EUR 10.000.000) <i>Contracted:</i> EUR 2.000.000 <i>Paid:</i> EUR 1.770.000	
<b>Start Date of Project</b>	01/06/2010	
<b>End Date (final date for contracting)</b>	01/12/2011	

**Context of Instability**

Negotiations over Nagorno-Karabakh in the Minsk Group under the auspices of the OSCE are not yielding the expected results, and peace-building attempts are being systematically politicised. There are rare contacts between the divided communities and violent incidents occur regularly. Apart from the IfS project described here, there are very few initiatives in place from international NGOs to support and strengthen civil society.

**Short Description**

The objective of this project is, in partnership with local and civil political actors, to enact initiatives which will cumulatively contribute to a peaceful settlement over Nagorno-Karabakh. The project focuses on three areas: i) increase capacity of a range of mass media groups, as well as alternative media sources, to provide balanced and challenging media coverage which reduces attitudinal barriers to progressing conflict resolution; ii) strengthen the capacity of conflict affected groups to engage in conflict resolution processes, contributing to the cumulative growth of a critical mass of social groups actively engaged in the peace process; and iii) facilitate an inclusive and effective public policy environment in support of a negotiated settlement.

## **Activities and State of Play**

The IfS is currently the only EU assistance instrument operating in Nagorno-Karabakh. Despite initial concerns and objections, expressed mostly by the Armenian Government, the project managed to achieve its goals through a wide variety of activities: publications on conflict related issues; fostering the discussion on the Nagorno-Karabakh conflict and conflict settlement process in social networks; production and screening of a documentary film; conducting peace-building training and workshops; conducting comparative conflict studies and visits; training of journalists; exhibitions and events; public policy discussions; and advocacy and dialogue with governmental and other stakeholders, including the EU. The project came to an end in December 2011.


## **Role of the IfS Action within the Broader EU and International Response**

The EPNK programme of confidence building on Nagorno-Karabakh is the only concrete EU activity that addresses the Nagorno-Karabakh conflict. It works at the levels of civil society and the community. It complements the EU's formal political support to negotiations within the Minsk Group. Alongside increased engagement with the countries of the South Caucasus at the bilateral and multilateral levels within the Eastern Partnership, an active supporting role to the peaceful settlement of the NK conflict is relevant.



## IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN

### NEPAL

<b>Title of IFS Decision</b>	Programme to Support the Peace Process in Nepal	 <p>Map Sources: UNCS, Europa Technologies, EBRI. The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. Map created in Nov 2011. Copyright: UN ReliefWeb</p>
<b>Type of measure</b>	Conflict Resolution and Reconciliation, Regional Peace building Capacity	
<b>Date of Adoption of IFS Decision</b>	19/12/2008	
<b>Amount(s)</b>	EURO 5,950,000 Contracted: EURO 5,500,000 Paid: EURO 2.500.000	
<b>Start Date of Project</b>	8/2009	
<b>End Date</b>	12/2012	

### **Context of Instability**

After more than a decade of insurgency, Nepal witnessed a return to democracy when King Gyanendra was forced to capitulate in April 2006 in face of mass protests, paving the way for the start of the peace process. Parliament was reconvened and the mainstream seven-party alliance set out to implement a roadmap to democracy – including the promulgation of an Interim Constitution in 2007 and the election of a Constituent Assembly (CA) in 2008 to rewrite the Constitution in line with the parties' agreement with the Maoists. The drafting of the new Constitution has been delayed several times, in particular due to disagreement on three major issues: federalism, form of the executive and electoral system. It is now fixed for the 27<sup>th</sup> of May 2012. In the meantime, there has been some progress on the issue of rehabilitation and integration of the former Maoist Army combatants. Those who did not opt for integration have received voluntary retirement cash packages and integration into the Nepal Army is likely to occur in the near future. The much needed political consensus between the political parties in the CA nevertheless remains an important challenge and the international community retains an important role in the peace process.

### **Short Description**

The overall objective of the project is to contribute to the consolidation of the fragile peace process in Nepal by supporting, through the multi-donor Nepal Peace Trust Fund (NPTF), the successful implementation of the Comprehensive Peace Agreement (CPA). Its specific objectives are to provide for Promotion of Security and Transitional Justice; Support to Constituent Assembly; Elections and Peace building initiatives at national and local levels; Cantonment management and integration/re-integration of Maoist Combatants; Reconstruction of public infrastructure; and Assistance to Conflict Affected Persons/ Communities.

## **Activities and State of Play**

NPTF supported activities are grouped under four clusters: (1) Cantonment Management and Rehabilitation of Combatants; (2) Conflict Affected Persons and Communities; (3) Security and Transnational Justice; (4) CA and Peace Building initiatives at national and local levels. Support to reconstruction of public infrastructure is seen as a cross cutting theme across supported sectors.

(1) Support to *Cantonment Management and Rehabilitation of Combatants*: A total of 20 projects are financed by NPTF. Areas of support range from construction and maintenance of physical infrastructure including access and internal roads, temporary residential buildings, communication and provision of essential services such as health, sanitation, water supply, electricity, alternate energy sources and communication facilities to the Maoist ex-combatants.

(2) Conflict Affected Persons and Communities: Two new rehabilitation centres for conflict affected persons are being opened in addition to the ongoing special programme to rehabilitate Internally Displaced Persons.


(3) Security and Transitional Justice: After the NPTF had supported the Government's efforts to draw up and implement a strategy to remove mines and raise awareness of them, the UN, on the 14<sup>th</sup> of June 2011, declared Nepal free of landmines. A project to reconstruct police units that were damaged during the conflict entered into its second phase.

(4) CA and Peace Building Initiatives at National and Local Levels: A total of 14 projects are financed. Seven projects (including one ongoing) are with the Election Commission of Nepal (ECN), which supported successful conclusion of the CA elections/bi-elections. The Election project focuses on developing a fair and credible voter roll with photographs for more effective, accurate and transparent civil registration during elections. Other projects include public consultation for constitution making to Constituent Assembly Secretariat (CAS) and three projects on institutional development and capacity building of the Peace Fund Secretariat.

## **Role of the IfS Action within the Broader EU and International Response**

The EU encourages political stability and multiparty democracy in Nepal. Several Member States (UK, Finland, Germany and Denmark) contribute to the NPTF. EU development cooperation with Nepal aims to contribute also to peace and stability in the country. The EU Country Strategy Paper (2007-2013) supports stability and peace building activities, Education for all, trade facilitation and economic capacity building. This includes follow-on support of 22 M euro to the NPTF to extend and continue the Peace Process in Nepal.

## IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMME IN NICARAGUA

<b>Title of IFS Decision</b>	Programme of Support for Rehabilitation and Reconstruction in Areas Affected by Hurricane FELIX in Nicaragua	 <p style="text-align: center;">Copyright UN ReliefWeb</p>
<b>Type of measure</b>	Post-Disaster Recovery	
<b>Date of Adoption of IFS Decision</b>	10/06/2008	
<b>Amount(s)</b>	EUR 7,490,000 <i>Contracted: EUR 7,450,000</i> <i>Paid: EUR 7,449,981.17 Euros</i>	
<b>Start Date of Project</b>	03/01/2009	
<b>End Date</b>	28/02/2011	

### Context of Instability

Political relations between the EU and Nicaragua have been shaped by the San José Dialogue that was launched in 1984. The EU also supported the Esquipulas Process aiming to restore peace to the region and to Nicaragua through a negotiated solution to the armed conflicts. Nicaragua is a signatory to the 2003 Political Dialogue and Cooperation Agreement and will become a signatory to the 2012 Association Agreement between Central America and the EU. Nicaragua is the biggest country in Central America but its GDP per capita is the second lowest in the Americas. At least 42.5% of its 5.8 million inhabitants live in poverty with 14.6% in extreme poverty. Persistent structural problems and recurrent natural disasters create a vulnerable economy, dependent on external aid and remittances from migrants. Natural phenomena such as El Niño in 1997, hurricane Mitch in 1998 and hurricane Felix in 2007 were some of the more recent natural disasters that affected the country.

### Short Description

The programme supported the social and economic recovery of communities in Nicaragua's North Atlantic Autonomous Region (RAAN) that were severely affected by Hurricane Felix on 4 September 2007. This action links the relief phase, for which the Commission provided EUR 6 million through Directorate General ECHO and the longer-term reconstruction and development of the affected areas. The intervention under the Instrument for Stability (IFS) in Nicaragua aimed at promoting socio-economic stability in Nicaragua and providing for early recovery after hurricane FELIX, thus ensuring effective links between Relief, Rehabilitation and Development in the context of earlier DG ECHO interventions. It further promoted the sustainable recovery of critical water sanitation infrastructure, livelihoods and income generation assets.

### Activities

National and local authorities and local civil society organisations identified water and sanitation as one of the main priorities for the affected population. Although some of DG ECHO's interventions were targeting this sector, these were geared to resolving the situation in the short term. A second identified priority was the rehabilitation of the livelihoods of the affected population. Therefore, a response more focused on the rehabilitation of agricultural and fishery-based livelihoods and the re-establishment of income generation was identified in order to facilitate the return of the affected population to pre-Felix conditions. The action was implemented through the UNDP.


## **State of Play**

The main programme activities were completed by 31 January 2011. The activities were found to have had a high acceptance by the communities they were meant to serve, in part due to their close involvement from the start. A notable impact on the livelihoods of poor people and local economies more broadly was also highlighted. High-level authorities both from the Nicaraguan and from the European side took part in closing events.

## **Role of the IfS Action within the Broader EU and International Response**

From the beginning, one of the main focuses of the programme was ensuring complementarities with ECHO interventions and other programmes to successfully link relief and development efforts. Synergies with the actions of other programmes and donors were successfully exploited, for example through the sharing of resources and information with Eurosolar, the strengthening of the Drinking Water and Sanitation roundtable bringing together donors, civil society and regional authorities. The approach that was used continues to influence the design of new actions, in particular in the water sector.

## IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN NIGERIA

<b>Title of IFS Decision</b>	Support to community level conflict resolution and reintegration of ex-militants to promote stability in the Niger Delta region	 <p>Map Sources: UNCS, Europa Technologies, ESRI The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. Map created Jun 2010 - www.reliefweb.org</p> <p>Copyright: UN ReliefWeb</p>
<b>Type of measure</b>	Peacebuilding, Reconciliation and Reintegration	
<b>Date of Adoption of IFS Decision</b>	11 August 2011	
<b>Amount(s)</b>	EUR 5,800,000 Contracted: EUR 5,347,101 Paid: EUR 962,478	
<b>Start Date of Project</b>	13.12.2011	
<b>End Date</b>	12.06.2013	

### Context of Instability

Since 1975, the oil produced in the Niger Delta has accounted for a large part of Nigeria's export earnings, yet it remains one of the most under-developed regions in Nigeria. It is generally understood that the crisis in the Niger Delta, which is home to an estimated 20 million people, results from a deep-seated sense of neglect and marginalization of the region's residents by the government, as well as a high economic dependency of the population on oil production as a result of the destruction of alternative livelihoods through environmental pollution. 70% of the population still live below the poverty line.

Over the last several decades local groups have advocated for a greater share of oil proceeds through both non-violent advocacy and armed struggle. Militias have carried out attacks on oil production infrastructures, oil company employees, and have tapped pipelines, a practice known as 'illegal bunkering'. The instability created by these militant groups and the abundance of small arms have provided an opportunity for quite a large number of loosely organized ethnic and private militias, secret society groups, and bandits to emerge in the region, preying on oil companies as well as on ordinary citizens. Despite a paucity of reliable data, a study commissioned by the Government of the Delta State in 2007 identified forty-eight (48) armed groups in Delta State alone, including more than 25,000 members and an arsenal of 10,000 weapons. These numbers illustrate the dimension of the conflict, and demonstrate the complexity of any problem-solving strategy.

In August 2010, the Presidential Amnesty Committee was established and an Amnesty Programme

went into effect nationwide. While the Amnesty Programme provides a critical opportunity to reduce violence in the region, it has numerous flaws in its long-term sustainability. The programme does not create livelihood and economic growth opportunities. It also places little to no emphasis on resolving old grievances, supporting reintegration, or facilitating reconciliation and healing within communities. As all of these elements are essential for the Niger Delta to turn from the path of violence, it remains a highly volatile region.

## **Short Description**

In order to support the long-term stability and results of the Amnesty and Disarmament, Demobilization and Reintegration processes in the Niger Delta, this action focuses on three specific objectives: 1) to support community conflict resolution and reconciliation in 6 'trend-setting' areas in the three core Niger Delta States; 2) to leverage changes in these 'trend setting' communities to influence conflict dynamics across the Niger Delta region and 3) to facilitate access to information and dialogue inclusive of marginalised and alternative voices in the Niger Delta. Target groups are ex-militants, community residents including women, youth, leaders and elders, as well as security forces. Activities include trainings in conflict transformation for community residents, women, youth and security forces and psychotherapy and rehabilitation ("trauma healing"), establishing of community radio stations and training of journalists as well as media activities such as drama production and broadcast, news and features. These activities should help to reduce barriers to reintegration and community healing and to create a collective, inclusive vision of reconciliation and a peaceful co-existence in the future in the whole Niger Delta region. The activities will also focus on strengthening the capacity for conflict prevention and establish an early warning system as well as new channels of information and dialogue, for marginalised groups, such as women and youth in particular.


## **Activities and State of Play**

The project started at the end of 2011 and the grant beneficiary, *Search for Common Ground*, an international NGO, has been involved in recruiting staff, setting up an office in Port Harcourt, the main city of the Niger Delta, and establishing a structured legal basis with its implementing partners. Full operational activities are expected to commence in the first quarter of 2012 following a baseline study carried out in the communities concerned.

## **Role of the IfS Action within the Broader EU and International Response**

The IfS action is complementary to the EU's up-coming Niger Delta Support Programme funded by the EDF, which includes activities generating economic growth.

**IMPLEMENTATION OF INSTRUMENT FOR STABILITY (IFS) PROGRAMMES IN  
OCCUPIED PALESTINIAN TERRITORY**

<p><b>Title of IFS Decision</b></p>	<p>(1) Gaza Post-conflict Early Recovery</p> <p>(2) Third Facility for urgent actions involving Policy Advice, Technical Assistance, Mediation and Reconciliation (Middle East Process I)</p> <p>(3) Fourth Facility for urgent actions involving Policy Advice, Technical Assistance, Mediation, Reconciliation and other areas of assistance (Middle East Process II)</p> <p>(4) Socio-economic stabilisation support package for the Gaza Strip</p> <p>(5) Support for the upgrading of Kerem Shalom crossing point</p>	 <p>Map Sources: Europa Technologies, OCHA, UNCS The designations employed and the presentation of material on this map do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities or concerning the delimitation of its frontiers or boundaries. Map created Jun 2011.</p> <p>Copyright: UN ReliefWeb</p>
<p><b>Type of measure</b></p>	<p>Post-Conflict Recovery, Reconciliation and Mediation</p>	
<p><b>Date of Adoption of IFS Decision</b></p>	<p>(1) 5/6/2009, amended 21/12/2009</p> <p>(2) 5/8/2009</p> <p>(3) 17/6/2010, amended 17/12/2010</p> <p>(4) 12/9/2011</p> <p>(5) 20/12/2011</p>	
<p><b>Amount(s)</b></p>	<p>(1) EUR 20m / Contracted: 19,646,092 / Paid: 18,324,873.60</p> <p>(2) EUR 0,5m for 2 projects / Middle East Process I/ Contracted: 498,060 / Paid: 415,644</p> <p>(3) EUR 1,2 m for 2 projects / Middle East Process II/ Contracted: 1,2 / Paid: 823,440</p> <p>(4) EUR 25m / Contracted: EUR 0m</p> <p>(5) EUR 13m / Contracted: EUR 0m</p>	
<p><b>Start Date of Project</b></p>	<p>(1) UNRWA: 17/7/2009; UNMAS: 11/10/2010</p> <p>(2) Chatam House: 7/6/2010; Toledo Centre: 8/6/2010</p> <p>(3) Political Security Centre: 14/12/2010; SFCG: 14/12/2010</p> <p>(4) March 2012</p> <p>(5) March 2012</p>	
<p><b>End Date</b></p>	<p>(1) UNRWA: 17/7/2010; UNMAS: 1/01/2011</p> <p>(2) Chatam House: 8/12/2011; Toledo Centre: 8/1/2012</p> <p>(3) Political Security Centre: 31/08/2012; SFCG: 14/06/2012</p>	



(4) March 2015

(5) September 2013

## Context of Instability

The EU has a longstanding engagement in the Middle East peace process with the aim of supporting a two-state solution: the State of Israel and an independent, democratic, contiguous and viable State of Palestine, living side by side in peace and security. It has therefore supported the PA in building the institutions of the future state.

Currently there is little progress to report in the peace process. Efforts by the Quartet, which in September 2011 called on the parties initially to present proposals on borders and security and reach a final agreement no later than the end of 2012, have so far not yielded results. In addition, a series of exploratory talks in Amman in the course of January 2012 have not been successful so far. The Palestinian side refuses to enter into direct negotiations as long as Israel refuses to stop the construction of settlements and to accept the 1967 borders as terms of reference for the talks. Meanwhile, the PA continues its security cooperation with Israel, thus aiming to prove that it is capable of running a state while guaranteeing Israel's security. In the longer run, however, if the realistic prospect of an independent Palestinian state diminishes, the PA's security cooperation will come under increased pressure from the Palestinian population.

It has been acknowledged that the Gaza Strip is in a "crisis situation". Over the last two years, the EU has regularly expressed its readiness to contribute to its reconstruction and economic recovery in view of improving the living conditions of the population and supporting greater access for goods to and from the Gaza Strip. The EU is helping to preserve stability by ensuring the establishment of the minimum conditions for sustainable socio-economic development.

## Short Description

(1) Gaza Post-Conflict Early Recovery - UNRWA programme, including two components, Emergency Job Creation Programme and Primary Health Care Programme provided temporary employment opportunities and promoted the health of Palestine refugees in the Gaza Strip. Support to the UNMAS programme for clearance and disposal of unexploded ordnances was provided as well.

(2) and (3) Middle East Process – The actions were aimed at reinvigorating negotiations through high level dialogue and advocacy activities:

- Chatham House: addressed the Palestine refugee issue and promoted the possibility of an agreement in the Arab-Israeli conflict through a comprehensive approach, bringing together various relevant stakeholders;
- Toledo International Centre for Peace: created a high level contact group of regional and international participants, acting as a standing forum for discussion and recommendations on core issues and processes related to the Arab-Israeli conflict and peace process from a regional perspective and on the basis of the Arab Peace Initiative (API);
- The Political Security Domain Centre for Peace and Security in the Middle East: set up a web-based discussion forum under the name of "Bitterlemons" to improve mutual understanding, to encourage target audiences to use dialogue rather than conflict for managing regional problems, and to use the internet for discussion of political differences.
- Search for Common Ground: produced a docu-drama showing the advantages of a peace agreement for everyday life in the region.

(4) Socio-economic stabilisation support package for the Gaza Strip - The aim of this programme is to support stabilisation in the Gaza Strip by improving the living conditions of the population, through the UNRWA Job creation programme, by providing short-term job opportunities to the refugee population, and through UNICEF by improving the availability of the water supply.



(5) Support for the upgrading of Karem Abu Salem/Kerem Shalom crossing point - The overall objective of this programme is to facilitate the flow of goods to and from the Gaza Strip in order to foster stability and help re-establish the conditions necessary to the reconstruction and rehabilitation of the area. The action will support the upgrading of the crossing point facilities in order to increase its capacity. Karem Abu Salem/Kerem Shalom is currently the Gaza Strip's only functioning crossing point for goods. This is in line with the December 2010 Foreign Affairs Council Conclusions to assist in the reconstruction and economic recovery of Gaza including by extending support to the crossings infrastructure.

## **Activities and State of Play**

(1) Both UNRWA and UNMAS programmes are completed, final reports are being analyzed and the projects are in the process of being closed. UNRWA provided 19,260 people with short-term jobs, and injected more than 12 million Euros into the local economy (as paid wages). Families and vendors alike benefited from the introduction of cash and purchase of basic household necessities. Equally, primary health care provision was supported through 7 primary health care centres and three sub-health centres. Through UNRWA's Special Environmental Health Programme, environmental conditions and infrastructure in the refugee camps were maintained through water supply, sewerage and storm water systems, solid waste collection and disposal, and vector control. Through the UNMAS programme, explosive ordnance disposal (EOD) operations were carried out, liaison with local communities maintained, UXO technical risk assessment provided, and safety awareness trainings in rubble removal as well.

(2) Chatham House and Toledo Centre completed their actions. Chatham House activities consisted in four consultation meetings with a variety of decision-makers and opinion-makers from various sectors involved with Palestine refugees, also in the neighbouring countries. A stock-taking meeting was organized in October 2011 in UK, aiming at briefing the international community and collecting feedback on research conducted by Chatham House. The Contact Group, led by the Toledo Centre met on four occasions in 2011 with the intention to increase discussions at a regional level regarding regional solutions to the Arab-Israeli conflict and to develop recommendations.

(3) Internet-based forum, Bitterlemons continued to pursue its activities, encouraging open dialogue on the Israeli-Palestinian and Middle Eastern conflict, enabling iPad and iPhone users to access a specially-adapted Bitterlemons website ("bitterlemons apps"), adding virtual books to an early publication, available for free download at a new site. The production of the docu-drama, led by Search For Common Ground, is still on-going. The original script was rewritten extensively, the agreement was extended for six months, and more time was requested to implement the post-TV facilitated screenings and discussions with Israeli and Palestinians groups.

(4) The agreements with UNRWA and UNICEF are under preparation. Activities will start in spring 2012. Support will be given to relieve economic hardship at the household level for refugee families through the provision of temporary employment opportunities designed to bolster Gaza's economy and infrastructure, and to restore private sector capacity in key industries. Additional support will be given for improving capacity for water supply by constructing a medium-sized desalination plant in Gaza.

(5) Activities will start in March 2012. The action will support the increased capacity of the Karem Abu Salem/Kerem Shalom crossing point facilities by improving existing infrastructure, adding extra infrastructure and purchasing equipment for operating the crossing and for allowing exports.

## **Role of the IfS Action within the Broader EU and International Response**

Since 2009, the EU and UNRWA have worked together to provide vital recovery actions in the Gaza Strip, to keep the private sector alive, in spite of the closure which has hampered its development, and

in line with UNRWA's unique mandate to carry out direct relief and works programmes for Palestine refugees in the Middle East.

Part of the IfS projects have been focusing on the promotion of high level dialogue and advocacy activities. These have been providing additional support to reinvigorate the peace process, beyond the means available through the Partnership for Peace, ENPI support and other thematic calls for proposals.

The EU delegation dedicated 2011 to identify and formulate the next actions to be financed under IfS, targeting early recovery and rehabilitation in Gaza, where it was found that the instrument would have an important added value to other EU support programmes, such as ECHO or ENPI funded actions in the Strip. This resulted in two decisions taken by the end of the year: i) Gaza Socio-Economic Package (25 MEUR ), Decision No. 2001/23391 - Job Creation Programme (UNRWA, 15 MEUR ) and Small Scale Desalination Plant (UNICEF, 10 MEUR ) and ii) Support for the upgrading of Karem Abu Salem/ Kerem Shalom crossing point (13 MEUR ), Decision No. 2011/23594 (only EUR 8,886,586.00 committed in 2011) and Decision No. 2012/23711 (rest committed from 2012 budget)