Instrument for Stability
Thematic Strategy Paper 2012-2013

Assistance in the context of stable conditions for cooperation
(Article 4 IfS Regulation)

Summary


The Lisbon Treaty has, for the first time, set up common overarching principles and objectives of the EU’s external action, among which “to preserve peace, prevent conflicts and strengthen international security in accordance with the purposes and principles of the UN charter [...]”. These objectives apply to all external policies and instruments of the Union, including its development cooperation as well as its economic, technical and financial cooperation with third countries, which are the two Treaty legal bases of the IfS Regulation.

The IfS Regulation provides for the implementation of innovative approaches and building connecting bridges between the security and development agendas. As emphasised in 2007 Council Conclusions, the nexus between security and development is at the heart of the EU’s foreign policy. In this regard, the Instrument for Stability represents a flexible and dynamic instrument addressing both crisis response (Article 3) and assistance in the context of stable conditions for cooperation (Article 4), The present proposed Strategy only applies to this long-term component of IfS (Article 4).

The primary aim of IfS assistance in the context of stable conditions for cooperation is “to help build capacity both to address specific global and trans-regional threats having a destabilising effect” (i.e., terrorism, illicit trafficking, organised crime, CBRN risks...) and “to ensure preparedness to address pre- and post-crisis situations”. Thus IfS assistance under this Strategy targets the so-called security and development “nexus”, where the EU’s development and security policy frameworks converge.

This Strategy Paper covers a relatively short two-year (2012-2013) period and builds principally on lessons learned and on-going actions supported during the 2007-2011 period. The main aim of

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3 Treaty on the European Union, article 21.
4 Treaty on the Functioning of the European Union, articles 209 and 212.
5 Conclusion of the Council and Representatives of Governments and Member States meeting within the Council on Security and Development (15097/07) of 20 November 2007.
this Strategy is therefore to ensure the consolidation, continuity and sustainability of actions, rather than aiming at a major overhaul. In line with the major objectives and support priorities set out in the previous Strategy Paper the focus of this new Strategy will remain:

(1) To support international efforts to mitigate Chemical, Biological, Radiological and Nuclear (CBRN) risks, whether natural, accidental or criminal.

CBRN disasters represent a key threat to the security and the health of people, to the environment and infrastructures as identified in the 2003 European Security Strategy (ESS), updated in 2008, and the 2009 EU CBRN Action Plan. The recent nuclear disaster in Japan has reminded us of the incipient risks. Promoting a culture of CBRN safety and security, from prevention to consequence management, is now a prerequisite to development and stability.

(2) To support global and trans-regional efforts to address the threats posed by terrorism and organised crime, including illicit trafficking of human beings, drugs, firearms and explosive materials.

Terrorism and organised crime, including illicit trafficking of human beings, drugs etc., have become more diverse and multi-dimensional. The terrorism threat involves many different aspects, such as transport security, spread of terrorist networks in different regions (including franchising of Al-Qaida brand and other terrorist organisations), linked terrorist travel, financing of terrorism, recruitment and radicalisation.

The trafficking and illicit accumulation of firearms and their ammunition also pose a serious threat to peace, security and development. They contribute to increase the level of armed violence, both in conflict and non-conflict areas, and to hinder social and economic development. The illicit trafficking of explosive material and of their chemical precursors constitutes another factor of instability within and between regions and entails high social, economic and human costs.

A number of infrastructure and transport routes which link the EU with key partner countries and regions are essential for the prosperity and security of both the EU and its partner countries. Cooperation and capacity building to address vulnerabilities of these critical routes, both from a security and safety standpoint, are of common interest. In particular, further efforts to address vulnerabilities of critical maritime routes will be required in combination with geographical instruments addressing the conditions conducive to piracy.

(3) To build and strengthen international capacities for conflict prevention and in crisis preparedness.

With regard to building capacity for effective crisis response, EU institutions have traditionally relied on implementing capacity, expertise and field experience in conflict prevention, peace-building and early recovery lying with a wide range of partners, including non-state entities, international organisations, regional organisations, and relevant bodies in the EU Member States. In this regard, up-stream investment in the response capacity of these implementing partners continues to be of importance in order to address the perceived capacity gap in the pre-crisis and early recovery phases of the conflict cycle.
Only two new significant priority areas are proposed for support in this present Strategy: cyber-crime/cyber-security, which has only recently become a major security threat, and the fight against trafficking in falsified medicines, a growing trans-regional threat of serious concern. Some innovative approaches are also proposed under this new Strategy in the field of crisis preparedness.

The guiding principles for the implementation of IfS actions during the period 2012-2013 will build upon relevant policy documents and integrate relevant lessons learnt from the previous period:

- **Added value** by providing worldwide coverage and not being bound to ODA-eligibility criteria that enables the EU to properly address global security threats and risks, across and between regions involving all kind of countries;
- **Complementarity** with all other external assistance instruments in addressing the security and development nexus and wider security challenges;
- **Coherence** with Development Policy and the Common Foreign and Security Policy, in accordance with the Treaties;
- **Linkages** between internal and external dimensions of security policy;
- **Coordination** with international partners and organisations;
- **Regional and trans-regional cooperation**;
- **Enhanced integration between cooperation instruments and political actions**;
- IfS will continue to focus on capacity-building measures which have the potential to enhance and reinforce capacities of third countries to prevent crises and address long-term security threats;
- **Involvement of the Member States, relevant Commission services and EU Delegations** will continue to be a key element for the programming and implementation of IfS actions. In this regard, the **Expert Support Facility (ESF)**, which facilitates access to EU Member States’ experts, will play an important role.

The IfS Multi-annual Indicative Programme (MIP) for the 2012-2013 period which shall accompany this Strategy, will be submitted for adoption in the coming weeks.

In accordance with Article 9(3) of Council Decision 2010/427/EU, this draft Strategy has been prepared by the European External Action Service, in consultation with relevant Commission services.

The IfS Management Committee gave a favourable opinion to this Strategy on 28 February 2012

The Commission is invited to adopt this Thematic Strategy Paper (2012-2013) for the Instrument for Stability. The adoption of this Strategy does not entail a Financing Decision.

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6 Council Decision 2010/472/EU of 26 July 2010 establishing the organisation and functioning of the European External Action Service (OJ L 201, 03.08.2010, p. 30)