

# **Auditing civilian CSDP Missions – The case of EUCAP Sahel Niger and Mali**

**Special Report N°15/2018:**

**Strengthening the capacity of  
the internal security forces in  
Niger and Mali: only limited and  
slow progress**



EUROPEAN  
COURT  
OF AUDITORS

# EUCAP Sahel Niger Mali

## - Introduction

- Niger and Mali are fragile states in Western Africa with young parliamentary democracies, weak economies and developing public administrations.
- March 2011: EU Strategy for Security and Development in the Sahel;
- EUCAP Sahel Niger, 2012 ‘to support the capacity building of the Nigerien security actors to fight terrorism and organised crime’;
- EUCAP Sahel Mali, 2014 ‘to allow the Malian authorities to restore and maintain constitutional and democratic order and the conditions for lasting peace in Mali’.





**Why did we do this audit?**



**Auditee - Beneficiaries**



**Challenges**



**What questions did we ask?**



**What did we find?**



**What do we recommend?**



# Why did we do this audit?

**CSDP: key instrument to develop the EU's foreign policy**

- Increase in terrorist attacks, organised crime and migratory problems in the Sahel region
- Important tool for EU visibility
- High priority attached to CSDP Missions by the European Parliament
- Allocations of 69,46 million euro for EUCAP Sahel Niger (period 2012-2017) and 66,48 million euro for EUCAP Sahel Mali (period 2014-2017). Increasing budgets: 94,4 million euro for EUCAP Sahel Niger for 2018-2020 and 29,7 million euro for EUCAP Sahel Mali in 2019. EUCAP Sahel Mali has been extended to 2021 with an additional budget of 67 million euro.



# Auditee - Beneficiaries

## Auditee(s):

- European External Action Service: Civilian Planning and Conduct Capability (CPCC) and Crisis Management and Planning Directorate (CMPD)
- The EUCAP Sahel Missions in Niger and Mali
- FPI: they are responsible for the Missions' budget and procurement procedures

## Beneficiaries:

- The internal security forces in Niger and Mali => the police, the gendarmerie and the national guard.



# Challenges encountered

**Main  
challenge:  
access to  
documents**

- The planning and strategic documents (Concept of Operations and Operational Plans), as well as the 6-monthly strategic reviews were classified as 'EU-restricted'.
- Despite the Court's right of access to documents as stated in Article 287 (3) in the Treaty, the EEAS refused the Court access to these documents.
- Only after long negotiations (four months), read-only access was provided in the secure room of the European Commission. In addition, all Member States were consulted on the fact if the Court could have access to these documents.
- Solution: recently a service level agreement was signed between ECA and EEAS to facilitate access to information for future audits.



# What questions did we ask?

## Are the EUCAP Sahel Missions in Niger and Mali effective?

1. Did the EEAS plan and implement the EUCAP Sahel Missions well?
2. Have the EUCAP Sahel Missions strengthened the capacity of the security forces in Niger and Mali?

**Audit approach**, an analysis of:

- ✓ EU strategies and policies
- ✓ Implementation and set-up of the Missions by the EEAS
- ✓ Achievement of the Missions' tasks and objectives
- ✓ Training courses and projects carried out by the Missions

**Audit work** included:

- ✓ desk review
- ✓ interviews in Brussels
- ✓ interviews in Niger and Mali



# What did we find?

## Main observations

- The EU's response to the security forces' capacity building needs suffered from operational inefficiencies
- The EUCAP Sahel Missions strengthened the capacity of the security forces, but results were not sustainable



# Observations

# 1

## The EU's response to the security forces' capacity building needs suffered from operational inefficiencies

### Appropriate needs assessment

- Detailed needs assessment based on fact-finding mission in the country
- Lessons learnt from EUCAP Sahel Niger taken into account for the set-up of EUCAP Sahel Mali

### Operational inefficiencies

- Insufficient pre-deployment training and practical guidance provided by EEAS
- High number of vacancies
- Short-term mandates
- Commission rules and procedures not adapted to conditions in Niger and Mali

# Observations

## 2

The EUCAP Sahel Missions strengthened the capacity of the security forces, but results were not sustainable

### Strengthened capacity

- Capacity strengthened through training courses, providing equipment and advice
- But difficult context: security and logistical restrictions; poor infrastructure and weak public administrations

### Inadequate monitoring

- Limited impact analyses and not based on monitoring of results
- Monitoring and evaluation of outputs and outcomes inadequate; no appropriate indicators

### Lack of sustainability

- Lack of ownership host countries
- No follow-up by the Missions of practical application training and of equipment provided



# What do we recommend?

1

## Improve operational efficiency

- ✓ Practical guidance
- ✓ Responsibility for procurement procedures with the Mission
- ✓ Common Warehouse and Mission Support Platform

2

## Improve occupancy rate of staff posts

- ✓ Longer secondments
- ✓ More use of contract staff
- ✓ General calls for contributions



# What do we recommend?

3

## **Mandates, Budgets and Exit strategy**

- ✓ Mandates aligned to Missions' objectives
- ✓ Budgets in line with the mandate (Council Decision)
- ✓ Clearer path towards exit strategy

4

## **Increased focus on sustainability**

- ✓ Focus resources on making activities sustainable
- ✓ Encourage autonomy in the internal security forces
- ✓ Follow-up of training given and equipment provided



# What do we recommend?

5

## Indicators, monitoring and evaluation

- ✓ Set RACER indicators
- ✓ Set targeted benchmarks
- ✓ Provide guidance and training to the Missions on monitoring and evaluation
- ✓ External evaluations



# Timeline

- **Special Report was published on 12 June 2018**
- **Presentation to the CONT Committee: 25 June 2018**
- **EP's Sub-committee on Security and Defence: 11 July 2018**
- **CIVCOM: 12 December 2018**

**Thank you  
for your attention!**

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