

## UNNUMBERED DOCUMENT

### EXPLANATORY MEMORANDUM ON THE EUROPEAN UNION'S COMMON FOREIGN AND SECURITY POLICY

#### Council Decision (CFSP) 2017/1425 of 4 August 2017 on a European Union stabilisation action in Mopti and Segou

Submitted by the Foreign and Commonwealth Office on 14 August 2017.

#### SUBJECT MATTER

1. This Council Decision authorises a European Union Stabilisation Action that will assist the Malian authorities in returning civil administration to central Mali. A team of 10 experts will be attached to the EU Delegation for 12 months, to advise the central Government in Bamako and the Governors of Mopti and Segou.

#### SCRUTINY HISTORY

2. There is no scrutiny history on this document.

#### MINISTERIAL RESPONSIBILITY

3. The Secretary of State for Foreign and Commonwealth Affairs is the Minister with overall responsibility for UK policy on the EU's Common Foreign and Security Policy.

#### INTEREST OF THE DEVOLVED ADMINISTRATIONS

4. The UK's Foreign Affairs policy is a reserved matter under the UK's devolution settlements and no devolved administration interests arise. The devolved administrations have therefore not been consulted in the preparation of this EM.

#### LEGAL AND PROCEDURAL ISSUES

5. Legal Basis: Treaty of European Union Article 28(1), Treaty on the Functioning of the European Union Article 317, HR 2013/C 190/01 of 19 April 2013 on the security rules for the European External Action Service.
6. Voting Procedures: Unanimity.
7. Impact on UK Law: None.
8. Application to Gibraltar: Yes.
9. Fundamental rights analysis: No fundamental rights issues apply.

## **APPLICATION TO THE EUROPEAN ECONOMIC AREA**

10. None.

## **SUBSIDIARITY**

11. The action is more effectively undertaken at Union level, rather than at Member State level, because it allows all 28 EU Member States to work together pooling expertise and resources.

## **POLICY IMPLICATIONS**

12. On 23 June, the EU referendum took place and the people of the United Kingdom voted to leave the European Union. Until exit negotiations are concluded, the UK remains a full member of the European Union and all the rights and obligations of EU membership remain in force. During this period the Government will continue to negotiate, implement and apply EU legislation.
13. The security situation in the Mopti region of central Mali has deteriorated in recent months as Malian state influence in the region has declined. This has led to an increase in criminality, including human trafficking, and recent months have been marked by a growing number of terrorist threats and attacks in central Mali. Far more populous than the North, the poor security situation and lack of access puts central Mali in a precarious humanitarian position. Furthermore, the lack of state authority in central Mali has further reduced government influence in northern Mali and there is a risk of further instability.
14. In February 2017, the Malian Government adopted its “Plan de Sécurisation Intégrée des Régions du Centre” (PSIRC)” and in June 2017, they invited the EU to support its implementation. This Mission is the European External Action Service’s (EEAS) response, and it will support the Malian authorities’ plan to return civil administration to the Mopti region. We, along with Germany, have made clear that this mission must assist the Malian authorities rather than take over control. There will be a full implementation report by the end of the mission mandate, which will be considered by the Council, including recommendations on future actions by the EU.
15. The deployment will be an EU Common Foreign and Security Policy (CFSP) action under Article 28 of the Treaty - the first of its kind under this legal base. The EEAS recommended use of this instrument as a quick and flexible option, that will help address the security and humanitarian situation in the short term, with a view to transitioning to another instrument (such as an EU Common Security and Defence Policy (CSDP) mission) at the end of the mandate. Member States were content to explore this new instrument.
16. The Sahel is the top foreign policy priority for President Macron. This action is also consistent with the HMG Sahel Strategy’s objectives on improving security and stability in Mali and the wider Sahel. We judge that this action is complementary to our objectives in the Sahel.

## BUDGETARY ANALYSIS

17. The proposed budget of €3.25m is to cover a 12 month period. We judge the proposed expenditure to be commensurate with the Mission's objectives. A breakdown of the budget is set out below:

<b>Budget heading</b>	<b>(Euros)</b>
<b>Personnel costs</b>	451,479.68
<b>Missions</b>	608,120.00
<b>Running expenditure</b>	1,577,084.94
<b>Capital expenditure</b>	41,090.00
<b>Representation</b>	6,000.00
<b>Projects and training</b>	4,303,589.57
<b>Contingencies</b>	116,225.48
<b>Total</b>	<b>3,250,000.00</b>

18. Notable aspects of the budget are as follows:
- Personnel Costs:** These costs are based on the EU funding 3 members of staff, with the remaining members of staff being seconded from EU Member States, Union institutions or the EEAS. The CFSP budget will not fund the Head of Mission's salary, as this is covered by his dual role of Head of the EU Delegation. The budget includes high risk insurance for all personnel, as well as a provision for financial and civil liability insurance for each individual. Key contributors to this budget line include €376,034 in respect of Seconded Staff (per diems/allowances) and €100,800 for Local Staff.
  - Missions:** This covers costs directly related to the implementation of the mandate. The majority of expenditure in this budget line is for air travel and accommodation, of which €516,800 is devoted to flights.
  - Running Costs:** This covers vehicle maintenance, ICT, office rent and accommodation, administrative costs, freight, visibility and welfare.
    - The mission will maintain a fleet of seven vehicles (three armoured) with an allocation of €932,784;
    - Office Rents and Accommodation (€161,807): to ensure the safety and comfort of staff, the mission will use hotel or apartment buildings with shared apartments;
    - Security Services expenditure is €366,320.
  - Capital Expenditure:** Costs will be incurred as the mission establishes itself. The main outlays will be for IT and Communications (€13,840) and Security Equipment (€9050).
19. The creation of this Mission is an important step towards achieving stability and reducing the drivers of radicalisation in Central Mali. The Government fully supports this Mission as an important tool to deliver UK objectives in the Sahel.

It is also necessary for strengthening security capacity in one of the most fragile and poorest countries in Africa.

#### **CONSULTATION**

20. None.

#### **REGULATORY IMPACT ASSESSMENT**

21. Not applicable.

#### **FINANCIAL IMPLICATIONS**

22. This activity is to be financed through the existing CFSP budget to which the UK makes a set contribution. The launch of this mission will not increase the UK's financial contribution.

#### **TIMETABLE**

23. The Council Decision was adopted by the Council on 4 August 2017.

#### **OTHER OBSERVATIONS**

24. None.

A handwritten signature in blue ink, appearing to read 'Alan Duncan', followed by a horizontal line.

The Rt Hon Sir Alan Duncan MP  
Minister for Europe and the Americas  
Foreign and Commonwealth Office