

GENERATING CIVILIAN CAPABILITIES: MOVING BEYOND CRISIS MANAGEMENT TO PEACEBUILDING

Policy Paper
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The challenge to the EU

The EU has made significant advances in developing its institutional structure over the last five years in order to address foreign, security and development challenges and accommodate EU enlargement. Potential future structural developments include the proposal for a European Foreign Minister and the establishment of a European External Action Service. It is hoped that these changes will increase the EU's ability to be a global player as outlined in the 2003 European Security Strategy.

However, the raised profile of conflict and security issues has highlighted the continued problems of the pillar structure and the EU's 'strategic deficit' in conflict prevention and peace-building.

European Security and Defence Policy (ESDP) which incorporates civilian and military crisis management operations are Council led- under pillar two. These activities are institutionally and practically divorced from conflict prevention, peace-building and post-conflict reconstruction - activities supported by the Commission - as well as from the wider range of aid and trade policies at the EU's disposal in pillar one. This institutional disconnect between the Commission and the Council means that complementary conflict prevention and development programming is not integrated into the strategic and operational planning of crisis management operations.

Furthermore, the EU continues to invest more time and money in developing its military crisis management capabilities rather than developing its civilian capabilities, despite the essential role civilians play in all stages of conflict prevention. The 2004 Draft Action Plan for Civilian Aspects of ESDP attempts to address this deficit by recognising that whilst relevant capacities exist within the governmental departments of Member States, non-governmental organisations, the private sector, and other international organisations, these are not presently mobilised by the EU in a sufficiently robust nor coherent manner for the building of sustainable peace.

The EU needs to engage with relevant stakeholders in a serious dialogue about how to reform EU structures and processes with a view to bridging institutional divides. Only by overcoming this strategic deficit will the EU realise its ambitions to be a more active, capable and coherent actor in promoting international peace and security.

What is needed?

<p>An EU forum for Government Ministers of Member States to build common approaches to peacebuilding across different issue areas at a political level!</p>
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Civilian instruments for crisis management, within the context of European Security and Defence Policy (ESDP), are broken down into four priority areas – police, rule of law, civilian administration and civil protection – and it is these priorities that have shaped the EU’s approach to the development of civilian capabilities. The four areas are by no means exhaustive, but even within those there are issues of co-ordination and ownership as the four areas will fall under the direction of at least two or, in the case of some Member States, more government departments. There is, at present, no forum in which the responsible Government Ministers of the Member States can work on a common approach to this area. We need such a forum.

Innovative frameworks for joined up policy at an operational level

ESDP mechanisms can be institutionally and practically divorced from conflict prevention, crisis management and post-conflict reconstruction activities that are supported by the Commission and Member States, as well the UN, OSCE and NGOs. EPLO calls on the EU to seize the potential opportunity of forthcoming structural reforms to develop a more a coordinated and comprehensive approach to crisis management and peacebuilding at an operational level. The potential establishment of a Joint European External Action Service (EAS) should provide a common platform for concerted action. In particular, the benefits of establishing a mechanism such as an Agency or Pool as part of the EAS to facilitate coordination between and beyond the EU institutions should also be explored.

The following areas must be prioritised

- **Training and recruitment of civilian personnel**
- **Planning, mission support and evaluation for civilian crisis management**
- **Co-ordination of internal EU instruments**
- **Research and evaluation**
- **Cooperation with external organisations and non-governmental organisations**

The needs for each area are listed in more detail in the annex below.

The European Peace Building Liason Office is the largest platform in Europe of NGOs active in peacebuilding, conflict prevention, transformation, and resolution worldwide.

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ANNEX

In order to meet the aims outlined above, appropriate processes or mechanisms should address the following functions:

Training and recruitment

- Establish European standards for training and recruitment of civilian personnel.
- Ensure training and recruitment mechanisms are open and accessible to both state and non-state experts, and that these address civilian personnel requirements for long-term peacebuilding as well as shorter-term crisis management.
- Coordinate and further develop national rosters and common formats and procedures to improve their interoperability.
- Research further areas of civilian expertise required for peacebuilding and crisis management and develop training and recruitment standards for these.
- Evaluate and manage accreditation of training courses and qualifications that meet the European standards.

Planning, mission support, and evaluation for civilian crisis management

- Identify long-term and short-term civilian capability objectives and operational requirements based on needs assessments and best practice and evaluate the observance of the capability commitments given by the Member States.
- Explore more options of deployment including rapidly deployable cross-disciplinary teams.
- Include civilian capability objectives based on functional needs assessments for long-term preventive engagements as well short-term post-conflict operations.
- Expand the capacity and range of functional expertise within the Council Secretariat, and future Civil-Military planning cell, to include security sector reform, disarmament demobilisation and reintegration, border control and organised crime (including trafficking), human rights, mediation, and media.
- Incorporate conflict impact assessment analyses into generic and specific scenario planning.
- Establish a best practice unit to examine “lessons learned reports” relating to civilian interventions, to commission independent conflict impact assessments, and to promote best practice throughout the EU on the basis of this evaluation.

Co-ordination of internal EU instruments

- Co-ordinate the planning, implementation and evaluation of relevant mechanisms within all EU institutions within country/region-specific preventive strategies of intervention under a joint Council and Commission mandate for a longer-term conflict prevention approach (as proposed in the EU Programme for the Prevention of Violent Conflict, 2001).
- Develop the Civil-Military Planning Cell under the EAS to ensure that it draws on EC development and humanitarian assistance expertise as well as personnel from DG Relex.
- Consider establishing a cross-institutional focal point for conflict prevention through the establishment of a Working Group (or Pool) on Conflict Prevention in the Council (with membership from the Commission DGs as appropriate) or within the new External Action Service.

- Learn lessons from models of joined-up government used by Member States (e.g. the UK, the Netherlands, Germany).
- Advocate for an EAS that would comprise Council and Commission staff from all directorates with a link to external relations and secondees from foreign and development ministries in Member States.
- The European Foreign Minister should be supported by a deputy who has specific responsibility for development/security coherence.
- An annual review of ‘coherence in external actions’ should be undertaken (via the presidency), with the European Parliament’s Development, Foreign, Defence and Budget committees scrutinising it by means of preparing their own joint parallel report to monitor progress.

Research and evaluation

- Support independent policy-relevant research to identify needs based capability targets and to promote best practice in EU peacebuilding and crisis management policies, programmes and operations.
- Support independent audits of the EU’s conflict prevention and crisis prevention efforts, drawing on the experience of local stakeholders.
- Support independent early warning reports, for the Commission and the EU Situation Centre.

Cooperation with external organisations and non-governmental organisations

- Minimise duplication and maximise efficiency of implementation between external organisations, regional and sub-regional, non-governmental and civil society organisations, involved in crisis management and conflict prevention/transformation, through mechanism of regular consultation at the planning stage (e.g. through the creation of formal or informal crisis management and conflicts prevention contacts groups of stakeholders).
- Ensure the development of joint operations that support local capacity-building and longer-term peacebuilding.
- Document and develop, in consultation with NGOs, best practice principles for all parties engaged in EU crisis management and conflict prevention.
- Learn lessons from models of cooperation/interaction between governmental bodies and non-governmental organizations already realised by Member States (e.g. the German Civilian Peace Services).
- Learn lessons from models of cooperation/interaction between governmental bodies and non-governmental organizations realised by non EU countries as well as regional and international organisations.
- Establish a regular dialogue at EU policy level with groups of NGOs in Europe active in peacebuilding, conflict prevention, transformation, and resolution.