

A EUROPEAN PEACEBUILDING COORDINATING CELL POLICY PAPER JANUARY 2006



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. 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 Policies (ESDP) which incorporate 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.

EPLO hereby calls on the EU to seize the opportunity of the proposed Stability Instrument to develop a more coordinated and comprehensive approach to crisis management and peacebuilding. Establishing a European Peacebuilding Coordinating Cell would allow for coordination beyond the EU institutions and 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?

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.**

The current approach to crisis management is limited because the ESDP mechanisms are institutionally and practically divorced from activities such as conflict prevention, crisis management and post-conflict reconstruction that are supported by the Commission, Member States, the UN, OSCE and NGOs. The institutional and cultural divides, both internally between the EU institutions and externally between the EU and the other actors mentioned above, must therefore be bridged for the future strengthening of European Union peacebuilding and conflict prevention.

What problems must be addressed?

There are weaknesses in the current EU system in all of the following areas:

- Training and recruitment
- Support and management of missions and evaluation for civilian crisis management
- Co-ordination of internal EU instruments
- Cooperation with external organisations and non-governmental organisations
- Research and evaluation

In order to address these problems, EPLO calls for a European Peacebuilding Coordinating Cell with the following mandate:

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

Support and management of missions 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 different options of deployment including rapidly deployable cross-disciplinary teams,
- 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 strategic frameworks of intervention, under a joint Council and Commission mandate, for a longer-term conflict prevention approach,
- Co-ordinate focal points within relevant General Directorates (DGs) in the Commission, the EU Military Staff (EUMS) and CivCom in the Council, and the Justice and Home Affairs mechanisms for regular planning and evaluation,
- Develop expertise in managing the civilian / military interface and establish a mechanism to coordinate mission management and administrative support for civilian crisis management operations with military planning in the EUMS and future Planning Cell.

Cooperation with external organisations and non-governmental organisations

- Minimise duplication and maximise efficiency of implementation between external organisations, regional and sub-regional and non-governmental organisations, involved in crisis management and conflict prevention,
- 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

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.

The European Peacebuilding Liaison Office

EPLO is the alliance of European NGOs, networks of NGOs and think tanks active in the field of peacebuilding, who share an interest in promoting sustainable peacebuilding policies among decision-makers in the European Union. EPLO aims to influence the EU so it promotes and implements measures that lead to sustainable peace between states and within states and peoples, and that transform and resolve conflicts non-violently. EPLO wants the EU to recognise the crucial connection between peacebuilding, the eradication of poverty, and sustainable development world wide and the crucial role NGOs have to play in sustainable EU efforts for peacebuilding, conflict prevention, and crisis management.

EPLO advances the interests of its members through common policy positions and consequently advocating for those common positions. EPLO disseminates information and promotes understanding of EU policies of concern to its Members. The Office builds also solidarity and cooperation amongst its members and with other relevant NGO networks. Finally, EPLO raises awareness about the contribution the EU should make to peacebuilding and the need to hold the EU accountable to its own political commitments of helping secure peace within and outside its borders.

Activities

EPLO develops its political positions and campaigns in its Working Groups. Currently, EPLO has three working groups:

- **Civilian Intervention for Sustainable Peace (CISP).** The goal of this WG is to increase the awareness, the scope and the effectiveness of civilian contributions to conflict prevention, crisis management and peacebuilding and to reduce the dependence on military forces for activities which are better carried out by civilians. CISP aims to propose alternative solutions for strengthening EU capacity and coherence in all relevant areas in the Council and Commission.
- **Peacebuilding and Development (PBD).** This WG aims at strengthening the EU's capacity to prevent violent conflict and build peace. The working group is based upon the belief that sustainable development is a critical aspect of peacebuilding, alongside security, good governance, justice and reconciliation, and vice versa: peacebuilding is an essential element of sustainable development and of meeting the Millennium Development Goals set by the United Nations.

Funding for Peace (FfP). This WG engages in EU budget discussions in relation to peacebuilding activities of the EU with a focus on financial planning, EU budget capabilities, program funding, and Financial Perspectives. In peacebuilding and security issues there is a lack of knowledgeable involvement of NGOs which EPLO aims to fill through increasing its capacity in this field. The WG advocates the role of the EU as a serious player in the safeguarding of human security. The EU budget must be capable of fulfilling the EU's external relations commitments to peacebuilding. FfP will influence the EU for a special budget on civilian conflict prevention activities and it will work for the establishment of an EU Peacebuilding Agency.

The Conflict Prevention Partnership

The Conflict Prevention Partnership is a cooperative effort between international non-governmental organisations – International Crisis Group, International Alert, European Policy Centre (EPC) and European Peacebuilding Liaison Office (EPLO) – and focuses on helping to prevent, manage and resolve deadly conflict, and engage in peacebuilding in conflict-affected regions.

In particular, the Partnership aims to strengthen the capacities of the European Union and its Member States in conflict prevention, crisis management and peacebuilding. The Partnership is based on the recognition that human rights, democracy and conflict prevention are inextricably linked; that the European Union, its Member States and civil society have a vital role to play in these areas; and that policy-makers require high-quality field-based analysis of conflict-affected regions in order to pursue a coherent and holistic approach to strategic planning and policy implementation.

International Crisis Group

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This CPP Policy Paper is available from the Conflict Prevention Partnership website: www.conflictprevention.net

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**EUROPEAN PEACEBUILDING LIAISON OFFICE - EPLO
MEMBER ORGANISATIONS 2006**

**Berghof Research Center for
Constructive Conflict Management**
www.berghof-center.org

Crisis Management Initiative — CMI
www.cmi.fi

**European Network for
Civil Peace Services — EN.CPS**
www.en-cps.org

**European Centre for
Conflict Prevention**
www.conflict-prevention.net

Field Diplomacy Initiative — FDI
www.fielddiplomacy.be

**German Platform for Peaceful Conflict
Management**
www.konfliktbearbeitung.net

**Groupe de Recherche et d'Information
sur la Paix et la Sécurité — GRIP**
www.grip.org

International Alert
www.international-alert.org

**International Center for
Transitional Justice—ICTJ**
www.ictj.org

**International Security Information
Service, Europe — ISIS Europe**
www.isis-europe.org

KATU
www.katunet.fi

Nonviolent Peaceforce
www.npeurope.org

Oxfam International
www.oxfaminternational.org

**Pax Christi International & Life and
Peace Institute**
www.paxchristi.net - www.life-peace.org

Peace Team Forum
www.fredsforum.se

Quaker Council for European Affairs
www.quaker.org/qcea

Saferworld
www.saferworld.org.uk

Search for Common Ground — SFCG
www.sfcg.org

Swisspeace
www.swisspeace.org

World Vision
www.wveurope.org