

EUROPEAN EXTERNAL ACTION SERVICE



CSDPCR.PRISM - Conflict Prevention, RoL/SSR, Integrated Approach, Stabilisation and Mediation

Working document of the European External Action Service

of 02/06/2017

EEAS Reference	EEAS/COM(2017)8
Distribution marking	<i>Limited</i>
To [and/or GSC distribution acronyms]	GSC
Title / Subject	The EU Integrated Approach to external conflicts and crises - EEAS-Commission services Issues Paper for PSC
[Ref. prev. doc.]	

The EU Integrated Approach to external conflicts and crises
EEAS-Commission services Issues Paper for PSC

Introduction

Introducing the Integrated Approach

1. The Global Strategy mentions the Integrated Approach to external conflicts and crises as one of its priorities, with the aim of further strengthening the EU's and Member States' action in this area. It advocates an approach that fosters human security, is conflict sensitive and ensures that women's key role in peacebuilding and State-building is fully acknowledged and supported. Also, the Integrated Approach sees adherence to human and fundamental rights as crucial in assessing, preventing and resolving conflict. The Integrated Approach bases itself on, and expands the scope and ambition of the Comprehensive Approach. The Integrated Approach requires the EU to further strengthen the way it brings together institutions, expertise, and instruments, and works with Member States in prevention (in the case of countries with high levels of structural risks or fragility)¹, peacebuilding, crisis response and stabilisation in order to contribute to sustainable peace.
2. The Integrated Approach is also reflected in the new European Consensus on Development, which emphasizes that the EU and its Member States will use development cooperation as part of the full range of policies and instruments to prevent, manage and help resolve conflicts and crises, avert humanitarian needs and build lasting peace and good governance. The new Consensus highlights peacebuilding and statebuilding as essential for sustainable development and should take place at all levels, from global to local, and at all stages of the conflict cycle. It also points to the need to ensure that economic, social and environmental objectives are fully integrated with security and development objectives.
3. The Integrated Approach aims to address all policy dimensions of a conflict. It does this by bringing together multiple means of engagement, such as diplomatic engagement, Common Security and Defence Policy (CSDP) missions and operations, development cooperation and humanitarian assistance² (multi-dimensional). The Integrated Approach describes the separate phases of conflict (multi-phased), aiming to identify the instruments and tools that are appropriate to each of the phases. The need for cooperation with external partners (multi-lateral) is clearly spelled out in order to ensure the synergies of all instruments. The Integrated Approach will further improve the EU's effectiveness on the ground by acting at an international, regional, national and local level in an integrated manner (multi-level).
4. There are strong relationships between actions to take forward the Integrated Approach to external conflicts and crises and other follow-up to the Global Strategy. In particular, the Joint Communication on Resilience will highlight the relevance of investing in upstream conflict

¹ This papers uses 'prevention' or 'conflict prevention' as shorthand for prevention of violent conflict. Prevention also includes prevention of relapse into conflict and prevention of the spill over of violence.

² EU humanitarian aid is provided solely on the basis of the needs of affected populations, in line with the European Consensus on Humanitarian Aid, and beyond any strategic, military, economic or other EU objective.

prevention, crisis response and conflict resolution. There are also important areas of read-across with the Security and Defence Implementation Plan, including maximising the potential of the Common Security and Defence Policy as part of a wider EU Integrated Approach to conflicts and crises.

Building on the achievements of the Comprehensive Approach

5. As indicated, the Integrated Approach bases itself on the concept and priorities of the 2015 Joint Communication on the Comprehensive Approach to external conflicts and crises, jointly developed and implemented by the EEAS and Commission Services (including DEVCO, ECHO, FPI and NEAR), and the success of its subsequent implementation. The Comprehensive Approach has allowed for important work in elaborating concepts and increasing coherence in EU and Member States external action. The way of working together and the need for increased coherence and greater synergies between development, humanitarian and peace-building activities, as promoted by the Comprehensive Approach, is retained as part of the Integrated Approach. The Integrated Approach streamlines, operationalises and deepens the Comprehensive Approach.
6. The Integrated Approach **streamlines** the Comprehensive Approach by addressing the phases of the conflict and describing the EU's approach to each of these phases. The Integrated Approach operationalises further the coordination and complementarity of tools and policies. Doing this will create more clarity on the process and enable a more strategic use of the available tools and policies. In this way, the EU together with Member States, can be more effective in preventing and responding to external conflicts and crises.
7. The Integrated Approach **operationalises** the Comprehensive Approach by increasing the EU's impact on the ground. The Integrated Approach will ensure a coherent EU response by aligning the EU's diplomatic, development and security efforts. The EU will also increase its engagement with Member States on external conflicts and crises in order to achieve an even more closely coordinated position. It advocates, where useful and possible, information sharing, joint analysis, joint programming and joint implementation with and between Member States and other partners.
8. The Integrated Approach **deepens** the Comprehensive Approach by applying, to the extent possible, its principles to the full breadth of the EU's work on external conflicts and crises. In pursuing this aim, the Integrated Approach respects and reaffirms the various mandates, roles, aims and legal frameworks of the stakeholders involved.
9. The EEAS and the Commission services will act as catalysts to promote implementation of the Integrated Approach by providing services and advice. In order to support implementation of the Global Strategy, the HRVP established PRISM (Prevention of conflict, Rule of law/SSR, Integrated Approach, Stabilisation and Mediation), which will be the focal point for the EEAS and – together with relevant EEAS and Commission services, and in complementarity with CSDP, geographic and horizontal services – for EU responses to the conflict cycle, including shared analysis, conflict prevention, early warning, mediation, security sector reform and the rule of law as well as crisis response and stabilisation.

The way forward

10. The Comprehensive Approach established a process based on action plans and progress reports. This process has been valuable in establishing lessons learned on how the EU could most usefully work in a coherent way. At the same time, this process made the system somewhat rigid by the nature of the process and by focusing in advance on a limited number of priorities.
11. Under the Integrated Approach, the EU will prioritise engaging internally and with Member States on substance rather than on process. The EU will engage with Member States to exchange information on and look for complementarities with regard to the identification, prevention of and response to external conflicts and crises, on the basis of country cases and thematic issues. The EU would like to reflect with Member States on how they can be more strongly involved in the result areas and activities included in this paper. This paper gives an overview of the results the EU envisions to achieve by implementing the Integrated Approach.
12. Following completion of the 2016-2017 Comprehensive Approach Action Plan, it is now foreseen that the Integrated Approach should succeed the Comprehensive Approach as the framework to promote a more coherent approach by the EU to external conflicts and crises. The EU will present a final report on the implementation of the 2016-2017 Comprehensive Approach Action Plan in spring 2018.

The section below outlines how the EU will strengthen its (preventive) response to external conflicts and crises on cross cutting themes. It looks at the different phases of the conflict cycle ranging from prevention, to crisis response and stabilisation, and identifies results to be achieved.

Common aspects to the full conflict cycle**A. Shared analysis and conflict sensitivity**

The reinvigorated EU approach to Resilience implies a progressive shift in emphasis from crisis containment to upstream measures founded in long-term, but flexible, country and regional strategies that are better risk-informed and less instrument driven. In order to achieve this, the EU will further enhance its capacity to conduct analysis. The purpose of such analysis is to assess the underlying vulnerabilities and causes of (emerging) conflicts, potential factors of resilience and, consequently, options on what type(s) of engagement are most effective given the context. This analysis provides a basis for drafting conflict sensitive strategic and operational plans and, where feasible, for joint implementation.

The EU should further strengthen the degree to which its engagement is informed by conflict analysis. Also, it should further strengthen the resilience and gender sensitivity of its conflict analyses. The EU will ensure that there is up-to-date conflict analysis at the basis of its most intensive engagements. The EU is currently engaged in a mapping of the use of analyses that will inform where future analyses need to be conducted. Also, the EU will pilot the use of local level analysis, acknowledging the multi-level nature of conflicts. Recognizing the transaction costs of drawing-up high quality conflict analyses, the EU will facilitate burden sharing by coordinating with Member States, civil society, other international organizations, like the United Nations, academia and other partners.

The EU will reinforce its analysis sharing with Member States at headquarters level and in the field. In order to do this the EU will keep Member States informed of analyses it is conducting and, where possible, the EU will invite Member States to participate in conflict analyses workshops and it will debrief Member States of the outcomes. Recent analyses on Egypt, Jordan and Burundi were conducted with the full involvement of Member States present locally. Member States are welcome to reciprocate and share relevant analysis with the EU.

The EU will further strengthen **conflict sensitivity** of its external action by ensuring that its programming and design of interventions is informed by conflict analysis in order to maximize their impact and ensure that they do not cause harm. The EU will promote joint planning, programming and/or implementation with Member States, in fragile and conflict-affected countries. The EU will assess its on-going relevant EU training curricula in order to strengthen the focus on conflict sensitivity where needed. For example, in April of this year the EU provided a new three day training course for the EU and Member States on conflict analysis. The EU will, where relevant, include sessions on conflict sensitivity in regional seminars of EU Delegations and by promoting the use of the recently developed EU online course in conflict sensitivity.

B. Mediation support

A political settlement of a dispute is one of the best guarantees for its sustainable resolution, and mediation support is a crucial part of any effort to arrive at such a settlement. In order to ensure efficiency, it needs to be adequately embedded in relevant structures and processes.

To improve the work of the EU in the field of Mediation Support it is important to further raise the political profile of this work. Therefore, the EEAS will integrate its mediation support capacity better into peace process-related work of the EU, including in the Political and Security Committee or when drafting relevant Foreign Affairs Council conclusions. Secondly, the EU will strengthen cooperation with mediation support capacities in international and regional organisations, in particular the UN, AU, OSCE and African regional economic commissions.

Considering the effectiveness of mediation, the EU will engage early in peace process support; and seek to utilise mediation more as a 'tool of first response to ongoing and emerging crises' as stipulated by the 2009 Concept on Mediation. The EU will enhance the capacity of CSDP missions to engage in mediation, including through a tailored training offer and enhanced outreach to them by the Mediation Support Team. The EU will also increase the capacity of EU Delegations to support local infrastructures for peace, including mediation and peacebuilding civil society as well as individual actors, including in particular women's organisations, and relevant institutions. The Mediation Support Team will identify additional ways to further strengthen the EU's profile and institutional readiness for effective mediation work through enhanced preparedness and deployment of staff. This work will be linked with the UNSG's new initiative for mediation.

C. Security Sector Reform

The SSR Strategic Framework³ provides the EU with a coherent policy that applies to short-term, mid-term and long-term support activities, including CSDP actions, IcSP programmes and development cooperation in the security sector of partner countries. The approach aims to ensure complementarity and coherence of these actions, based on human security and good governance principles.

Central to increase the effectiveness of the EU support to SSR will be the development of methodological tools. These include guidance for analysis of the security sector and joint monitoring and evaluation guidelines and a dedicated risk management methodology applicable to relevant external action instruments and CSDP. Furthermore and in line with the SSR Strategic Framework, the EU has in the Spring of 2017 conducted integrated SSR-missions to the Central African Republic, Somalia and Mali to assist the EU Delegations in preparing SSR coordination matrices. These matrices, based on the existing national plans, strategies, coordination mechanisms and available security sector analyses aim at providing a common vision of the EU support to SSR in a given context, in line with the national ownership principle. The coordination matrices also take into account actions supported by international partners leading to increased synergies and consensus.

To meet increasing demands and to strengthen the effectiveness of EU supported SSR actions on the ground additional technical expertise to partner countries will be supplied by the SSR facility financed under the Instrument Contributing to Stability and Peace.

³³ JOIN (2016) 31, 05/07/2016

Conflict prevention**D. EU Conflict Early Warning System**

In order to prevent the emergence, re-emergence or escalation of violent conflict early warning is indispensable. A simpler and more transparent conflict Early Warning System with buy-in of the Member States, EEAS and Commission services contributes to more accurate early identification of risks/dynamics of violent conflict, contributing to taking early action to mitigate these risks.

The EU Early Warning System (EWS) is a robust, evidence-based risk management tool that identifies, assesses and helps prioritise situations at risk of violent conflict for non-EU countries, focusing on structural factors and with a time horizon of four years. The EU has adapted its EWS to make it more inclusive and transparent, and briefed the PSC in December of last year. The EU shared results from the Early Warning System more widely through PSC and Council Working Groups and has engaged in dedicated discussions on priority countries on conflict prevention. Also, under the new system, the EU's conflict prevention tools, like mediation support and security sector reform, are more closely linked. The EU is now giving additional focus on implementation and monitoring of early action and seeks involvement of EU Member States. To drive early action, EU Delegations are involved more strongly in the process and Heads of Missions are expected to report – together with Member States - on the implementation of early action. The EU has involved Member States locally in the risk assessment workshops it has organised as part of the Early Warning System.

The EU is looking into possibilities of making the Early Warning System more sensitive to climate change, human rights, atrocities, and gender. If possible, indicators of resilience will be taken into account. The EU is working on an atrocity prevention toolkit and is consulting civil society on how it can benefit from their experiences in the field of promoting resilience. The EU is also following up on the proposal by some Member States to create an informal Early Warning/Early Action Group to discuss methodological issues and early warning findings.

E. Institutionalise a Prevention Approach and Early Action

"The costs of not preventing war and violent conflict are enormous. The human costs of war and violent conflict include not only the visible and immediate – death, injury, destruction, displacement – but also the distant and indirect repercussions for families, communities, local and national institutions and economies, and neighbouring countries."⁴

Where appropriate, country cases that are being discussed in the Foreign Affairs Council provide an opportunity to include considerations for Conflict Prevention and mediation support. The Commissioners Group on External Action also has a role in guiding early action by the EU, for instance when stronger political support is needed and where early warning on new fragility-related challenges is identified.

The EU is strengthening its partnership with the UN on conflict prevention. For example, the EU and the UN recently agreed to hold quarterly video conferences to discuss concrete measures related to conflict prevention and sustaining peace. The EU will attempt to strengthen cooperation with UN Security Council, including through non-permanent EU members. Conflict prevention will be one

⁴ Kofi A. Annan. Prevention of Armed Conflict. Report of the Secretary General. February 2002.

of the priorities for the EU during the upcoming UN General Assembly. Consideration could be given to have more regular high level UN briefings (Special Representative of the Secretary-General or other high-level UN officials) at the Foreign Affairs Council and the Political and Security Committee.

Moreover, the EU is also strengthening its participation in other conflict prevention fora, such as International Dialogue for Peacebuilding and Statebuilding, a tripartite partnership between the Group of G7+, development partners and civil society, where it co-chairs the Implementation Working Group for two years from 2017 onwards.

EU response to crises

F. Crisis Response

Upon the occurrence of a sudden, serious deterioration of the political, security and/or economic situation or an event or development in a given country or region that might have an impact on the security interests of the EU or the security of EU personnel or citizens⁵, the EU response should envisage the use of all available resources in a coordinated and synergic way.

The EU should aim to enhance synergies between the EEAS Crisis Response Mechanism and emergency response systems in different EU institutions, including IPCR Arrangements in the Council and ARGUS in the Commission, while dedicating particular attention to further strengthening synergies with DG ECHO's European Response Coordination Centre. The EU will support the roll out of the Joint EU Consular Crisis Preparedness Framework together with EU Member States, including the update of already existing crisis plan and follow-up of joint consular crises exercises in third countries. The EU will explore possibilities for cooperation with the crisis response mechanisms of Member States and key partners active in the crisis zone, such as the UN and others. The EU will also enhance coordination of consular response to arising situations, including by use of the consular components of the EU Civil Protection Mechanism.

G. CSDP

The effect of CSDP in response to conflict prevention, crisis and post-crisis situations is enhanced when its missions and operations form part of the Integrated Approach in which all actions are synchronised with each other. Maintaining the shared and close collaborative endeavours in work on CSDP is crucial in delivering effect on the ground.

Under the Integrated Approach, CSDP structures will continue their coordination with other EEAS and Commission services on CSDP related matters. They will enhance their involvement in the broader work on external conflicts and crises, also in areas where CSDP is not (or not yet) engaged. Moreover, in line with the Concept Note on the operational planning and conduct capabilities

⁵ This would include hybrid threats - of external nature or having an external dimension, potentially or actually impacting EU's or any Member States' interests.

agreed by Ministers in March 2017, an EEAS taskforce will be created to contribute to strategic foresight on possible future conflicts and crises, and identify early actions, including CSDP engagement where relevant. Member States will be duly informed and the crisis management procedures will continue to guide the planning and decision-making process in line with Article 38 TEU. This taskforce will also facilitate increased coordination of CSDP with other EU policies (such as support to SDG 16, migration policy, SSR policy and human rights policy). Also, the EU's Early Warning System and joint conflict analysis will be more actively used to support CSDP planning and decision-making. Consideration could also be given to the possible mobilisation of CSDP instruments and structures in support of EU consular crisis responses.

In consultation with the Commission, CSDP missions and operations will increase their work on the implementation of the guidelines and practices of UN Humanitarian Civil-Military Coordination, in relation to areas related to both Civil Protection and Humanitarian Aid.

H. Civil Protection and Humanitarian Issues

Effective humanitarian action must be based on a solid understanding of the multiple vulnerability and risk factors that communities face, including conflict risks. Failure to do so can undermine or reverse success, and ultimately could lead to an increase in humanitarian needs.

EU humanitarian aid is guided by the principles of humanity, neutrality, impartiality and independence. Although a key part of EU's overall response to crises, it is not a crisis management instrument as such. It is provided solely on the basis of the needs of affected populations, in line with the European Consensus on Humanitarian Aid, and beyond any strategic, military, economic or other EU objective ("In-but-Out").

Other EU instruments (notably development and foreign policy instruments) aim to contribute to decreasing the humanitarian needs by addressing the root causes of instability and migration, and related human suffering. The EU will advocate more strongly the importance of International Humanitarian Law (IHL), through the monitoring of, enforcing or reporting on International Humanitarian Law compliance, including in the context of CSDP, by providing intensified EU Training Missions modules on IHL training, to ensure the protection of civilians, humanitarian and medical staff and infrastructure. The EU will actively and consistently promote its objectives for people affected by humanitarian crises, where applicable together with EU Member States, notably through demarches for humanitarian access and the promotion of respect for IHL, as well as early warning, de-confliction and protection.

Stabilisation and Transitional Justice

I. Stabilisation

On average, peace after a violent conflict lasts only seven years, 60% of all violent conflicts recur and since 2000 the rate of recurrence has further risen. Therefore, post-conflict stabilisation is essentially also conflict prevention. In order to break the cycle of violence it is imperative to work in an integrated way, building both on lessons of previous engagements and on solid and shared analysis of the situation at hand.

To strengthen the EU's stabilisation response the EU will draft a stabilisation concept and guidelines based on prior and existing EU engagement and lessons learned as well as on the principles laid out in the new European Consensus on Development. To improve the exchange of information and strengthen coordination, the EU will support (informal) discussions on concrete

and specific stabilisation efforts with Member States and key actors. In March 2017, EUISS organised a seminar on an integrated approach to stabilisation and conflict prevention for which Member States, academia, civil society and other actors were invited.

To ensure a coherent and swift EU stabilisation response, in the framework of the Common Foreign and Security Policy, the EU will look at possibilities to implement stabilisation actions including through the use of Article 28 TEU.

The EU is currently mapping existing surge mechanisms and mechanisms to access external expertise (also from EU Member States), assess opportunities to gain in flexibility, speed and range and prepare a proposal for an EEAS surge mechanism (roster). Finally, the EU has also started to temporarily deploy EU staff from HQ into the field to support EU Delegations, on the basis of needs identified by the EU Head of Delegation, to facilitate coordination of analysis and instruments with Member States and other key actors. The EU antenna in Agadez is an example of such a temporary deployment.

The EU will increase its capacity for monitoring and evaluation on engagement with external conflicts and crises. EEAS and Commission services will draft a plan for mapping past experiences in stabilisation, including through the EU's participation in Recovery and Peacebuilding Assessments (RPBAs) carried out together with the United Nations and the World Bank.

J. Transitional Justice

Transitional Justice is the full range of processes and mechanisms associated with a society's attempts to come to terms with a legacy of large-scale past abuses, in order to ensure accountability, serve justice and achieve reconciliation. Without transitional justice measures, the chance of conflict or human rights violations and abuses re-occurring increases significantly. The EU's Policy Framework on Support to Transitional Justice⁶ makes clear that any transitional justice support must be context specific, centred on the victims and driven by the reality of the situation on the ground.

Under the Integrated Approach, the EU will step up its efforts on transitional justice. The EU aims at ensuring that the EU's support to transitional justice measures is embedded in the wider crisis response, conflict prevention, security and development efforts of the EU. It will improve coordination of transitional justice donors in country and at headquarter level to ensure efficient use of resources. Also, the EU will look to provide additional technical expertise to partner countries, reinforcing, where appropriate, EU Delegation efforts. The EU will, where relevant, make sure that planning processes for CSDP missions assess how the mission and operation could support transitional justice process. Finally, the EU will strengthen training opportunities for EU and Member States staff on transitional justice.

⁶http://eeas.europa.eu/archives/docs/top_stories/pdf/the_eus_policy_framework_on_support_to_transitional_justice.pdf