

**Commentary on Presidency Proposal  
of 16 December 2005  
to establish an Instrument for Stability**

**March 2006**



**Overview**

We believe the Financial Perspectives 2007-2013 offer a historic opportunity to strengthen Europe's role in conflict prevention and crisis response.

The EU has made clear political commitments made in the past on conflict prevention and crisis response. These should not be hampered or held hostage by legal disputes between the Commission and Council. With political courage and determination, we believe that the EU can design a new Instrument for Stability to deliver on these commitments.

Whilst we welcome many of the developments in this Presidency proposal for an Instrument for Stability, not least putting "prevention of conflict" and the "security and safety of individuals" at the heart of the Instrument's objectives, we are concerned that the proposal falls short in certain key areas. Given that the Stability Instrument is intended for short-term activities, these comments below do not prejudice our calls that peacebuilding be at the heart of the Instrument for Development Cooperation and Economic Cooperation, given the long-term nature of DCECI's scope.

**1. *Preparedness and knowledge management – A European Peacebuilding Cell/Unit***

We welcome the proposed support for civilian preparedness, prevention, international cooperation and knowledge creation (Art. 4.1 (j)), and we urge that conflict prevention be explicitly mentioned in paragraph j.

We believe that the creation of a European Peacebuilding Cell/Unit would be the ideal means to achieve the necessary "international and regional cooperation and capacities in the field of crisis response, including the exchange of information and risk/threat assessment, research and analysis [*conflict prevention*], early warning

systems and training" (art. 4.1 (j)). It would focus on training and recruitment of civilian experts; supporting and managing missions; coordinating internal EU instruments; cooperating with external organizations and non-governmental organizations; and conducting research and evaluation.

## **2. Disarmament**

The absence of any reference to civilian contribution to disarmament measures is of concern. Whilst we welcome the provision for demobilisation and reintegration of ex-combatants, including child soldiers and women combatants, in Art. 3, we regret that no mention is made of civilian measures to research, assist, support and accompany the implementation of disarmament activities. In order to assure consistency and coherence between EU instruments, and effective delivery on the ground, best practice suggests that disarmament projects are most successful when complemented by civilian and civil society projects. Further, disarmament projects carried out in isolation from demobilisation and reintegration efforts are unlikely to succeed.

## **3. Strengthening civilian control over the security sector**

We welcome the inclusion of measures to "strengthen overall civilian control over the security system", but are concerned that this does not go far enough. Mention to the security system should refer to its definition by the OECD DAC.

In the absence of any reference to disarmament (see 1. above), this appears to cover only members of the formal security sector, and not other armed groups. For the EU to be successful in bringing stability to a crisis, the Stability Instrument should enable cross-pillar activity to bring all persons under arms under civilian control.

## **4. Small Arms and Light Weapons (SALW)**

Small arms proliferation control and misuse is not a merely security issue but has unavoidable and interlinked development and societal dimensions and therefore is a cross-pillar issue. We urge that measures to research, assist, support and accompany the implementation of activities to combat the proliferation and misuse of SALW be included in the Instrument for Stability, as measures to manage crises and prevent conflict, as detailed in Art. 3.2, and particularly attempts to bring the security system under civilian control, and the effective demobilization and reintegration of combatants, will be undermined without a strong commitment – and cross-pillar approach – to reducing the availability of arms in unstable areas.

## **5. Gender**

The "support for measures to ensure that the specific needs of women in crisis and conflict situations, including their exposure to gender-based violence, are adequately met" and "measures to address the situation...of female combatants" are welcome.

We believe that the proposal should go further, in line with UNSCR1325 and the European Parliament resolution of 2000, and recognize the contribution of women's participation in building stability and preventing conflict, as well as mainstreaming a gender perspective throughout.

## Detailed commentary:

### **Article 1 – General Objectives**

1. We welcome the inclusion of
  - “prevention of conflict” in Art 1.2 (a); and
  - “the security and safety of individuals” in Art. 1.2(b)

### **Article 3 – Assistance in response to situations of crisis or emerging crisis**

Whilst we are generally supportive of the measures envisaged to achieve Art 1.2(a), we are concerned that

2. “measures to address the root causes of a conflict” has been dropped since the Presidency proposal of 12 July 2005 (Art.3.2a) ) and should be reinserted;
3. we welcome the inclusion of paragraph i), and we urge:
  - promotion of the role of women in the development of democratic and pluralistic state institutions and the consideration of gender perspective in the measures aimed at strengthening the capacity of legal and judicial systems (Art.3(2)(c) );
  - consideration of the special needs of women and girls in the mine clearance and mine awareness programmes (Art. 3(2)(h) );
  - consideration of the special needs of women in the measures for the rehabilitation and reintegration of the victims of armed conflicts (Art . 3(2)(j) );
  - support for measures specifically aiming at promoting and defending the respect of the rights of women and of the related international instrument (Art 3 (2)(k) );
  - support for measures to support the development of the role of women in the civil society and their participation in the political process (Art.3(2)(l); and
  - inclusion of a gender perspective in the evaluation and reporting process.

There is no reference to civilian measures to research, assist, support and accompany the implementation of disarmament activities in paragraphs f) and g), which should be included for successful delivery of demobilisation and reintegration projects.

4. We welcome the inclusion of “measures to promote an independent, pluralist and professional media” in paragraph l.

### **Article 4 – cooperation with third countries in the context of stable conditions for cooperation**

5. We welcome the inclusion of paragraph d)
6. We urge revision of paragraphs i) and j) to read:

*“i) preparedness, prevention, international co-operation and knowledge creation in the areas falling within the scope of this Regulation.*

Measures shall be aimed at:

- supporting the development of effective civilian disaster-preparedness, emergency-planning, crisis response, and capabilities for clean-up measures, including in relation to possible major environmental incidents and possible incidents relating to chemical, biological, radiological or nuclear agents, and in relation to industries where there is a potential for major environmental incidents with international implications;
  
- strengthening of national and international legal frameworks as well as international and regional cooperation and capacities in the field of crisis response, including *know-how transfer*, the exchange of information and risk/threat assessment, research and analysis, *conflict prevention*, early warning systems and training. "

#### **Article 5 – Policy Framework**

7. As the Multi-annual Indicative Framework is to set the framework for external assistance provision through the Stability Instrument, it would appear that a more comprehensive examination of the EU policy on security, development and human rights, and the inextricable links between these three areas, is called for.

The international landscape has changed dramatically since the May 2001 Commission Communication on the EU's Role in Promoting Human Rights and Democratisation in Third Countries, and, the role of the Stability Instrument cannot be regarded in isolation.

#### **Article 8 – Multi-annual, multi-country strategy papers and indicative programmes**

8. We welcome the inclusion of "dialogue... including with civil society", and the consultation with other stakeholders and donors in paragraph 4.

#### **Article 9 – Annual Action Programmes**

9. We welcome the inclusion of "lessons learned from previous assistance" in paragraph 2.

## 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.

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## 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.

The Partnership aims to provide this information and analysis, as well as practical policy recommendations, through publication and discussion of a series of studies drawn primarily from its own field research. In doing so, the Partnership aims to facilitate better informed and more evidence-based decision-making, and greater dialogue between EU

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This CPP Position Paper is available from the Conflict Prevention Partnership website: [www.conflictprevention.net](http://www.conflictprevention.net)

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**EUROPEAN PEACEBUILDING LIAISON OFFICE - EPLO  
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**European Network for  
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**European Centre for  
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**German Platform for Peaceful Conflict  
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