



PARTNERS IN PREVENTION : MOVING FROM THEORY TO PRACTICE

**EU CIVILIAN CRISIS MANAGEMENT
AND DEVELOPMENT POLICIES,
SUSTAINABLE APPROACHES TO TRAINING,
AND INVOLVEMENT OF CIVIL SOCIETY.**



Organisation of the Conference

The conference was organised by the Luxembourg Presidency of the Council of the European Union, the European Peacebuilding Liaison Office (EPLO), the Folke Bernadotte Academy of Sweden, and the Madariaga European Foundation.

The organizers would like to thank all the speakers, chairs and rapporteurs, as well as the participants for their constructive contributions during the two days. In an unprecedented mix of EU institutions, NGOs, and government representatives, more than 150 participants laid foundations for future partnerships in prevention.

Conference Report

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The speeches and workshop reports are summaries; they do not reflect every detail of the speech or of the debates.

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NGOs and civil society are often on the frontlines of conflict and crisis situations. Local, national and international NGOs and civil society have a wealth of knowledge to share with policy makers and civilians embarking on missions. Missions will have greater long-term impact if NGOs and civil society, including those in areas affected by conflict, are more involved. However, there is no formalized forum for regular exchange of information and expertise between civil society and the EU at a European level or in areas affected by conflict.

The EU Action Plan for Civilian Aspects of ESDP,* adopted by the European Council in June 2004 recognises this and notes that:

Exchange of information with representatives from non-governmental organisations and civil society should take place on a regular basis. To this end incoming presidencies are invited to facilitate meetings with them during their respective presidencies. NGO and civil society views in relation to the general orientations of EU civilian crisis management are welcome. NGO experience, expertise and early warning capacity are valued by the EU. (Art. 22).

A strategic peacebuilding approach should be based on a coherent framework that recognises the interdependence of its parts and is specific to the context and its particular needs. A coherent link with military missions and longer-term instruments such as development, diplomacy, human rights and democratisation processes strongly enhances the impact of EU civilian crisis management capacities. This necessitates joined-up conflict assessments missions, planning, training and education, implementation and evaluation. The first day of this conference was dedicated to these crosscutting issues and on how the EU could better work with civil society and realize the shift from crisis management to conflict prevention.





Security sector reform (SSR) and disarmament, demobilization and reintegration (DDR), generative dialogue and participatory processes are practical examples where the EU needs to improve its implementation of joined-up policy and practice. The EU is participating in a wide range of SSR and DDR initiatives and has huge potential for increasing its impact in this regard, especially through improved methods of internal coordination. Work has begun to fulfil the EU's mission for "coherence" across all its instruments. However, the EU still has some way to go to address this commitment. Thus, SSR and DDR became the main topics of the second day of the conference to start improving cooperation between civil society and the EU in these particular issues.

*The Action Plan is available at
<http://ue.eu.int/uedocs/cmsUpload/Action%20Plan%20for%20Civilian%20Aspects%20of%20ESDP.pdf>




Cooperation between the Council and Civil Society Organisations (CSOs) at the institutional level is currently hampered by the lack of a real space for CSOs in the formal procedures of ESDP. This omission is mainly due to a lack of understanding vis-à-vis the potential role civil society could play in missions and on how to cooperate operationally with civil society. The main obstacles to increase concrete cooperation are limited funds and capacities for civilian EU missions, including a lack of awareness and of sufficient political will to drive the issue forward.

In the course of the joint debate between NGOs, EU institutions, and Government representatives, the following proposals were made concerning **partnership** at EU level and in zones affected by conflict:

EU level:

-  Organise a regular meeting between each EU presidency and NGOs involved in civilian crisis management and conflict prevention. Possible agenda points would include the updating of scenarios, entry points for NGOs, resource mobilisation, creating a data base on available skills from the NGO world;
-  Involve NGOs (formally where possible) when longer-term policy planning on civilian measures is conducted and particularly when the different steps of any mission are planned, i.e. in training, recruitment, planning, scenario-building, lessons learned and evaluation;
-  Discuss publicly the policy contribution on conflict prevention made by NGOs during each presidency to highlight the benefits gained;
-  Establish a specific EU budget line for peacebuilding and create space for NGO funding to support peacebuilding in the (new) Stability Instrument of the Financial Perspectives.

Cooperation on the ground:

-  EU missions should establish contacts with local civil society/NGOs and be structured to accommodate effective working relationships;
-  The EU should act carefully when dealing with local NGOs/ civil society. It should choose reliable, independent, accountable and transparent NGOs for cooperation. The identification can be achieved via contacts with international NGOs with local contacts or networks or/and through member states embassies/ EC delegations;
-  The EU should draw on existing experience of the UN, OSCE and the Commission while defining its relations with local civil society/NGOs.

In order to develop more effective partnerships with civil society, the conference focused on 4 precise themes: education and training; development and conflict prevention; Security Sector Reform; and Disarmament, Demobilisation and Reintegration.

Education and training: We clearly need a common European approach for training programmes on conflict prevention. Some of the core elements that should be included in course curricula for multifunctional training are: dialogue skills as one of the major methods of dealing with conflicts, how to work in multicultural teams; understand your own motivation and learn how to explain that before learning more technical skills; how to get people motivated; how to be aware of and apply common values; and learn from the “subjects” of the missions. The evaluation, debriefing, and mutual learning are also very important elements. The EU Group on Training (EGT) is a very important step forward towards a common approach that yet has to find a stronger reflection at EU institutional level. The difficulties of access to qualified experts were mentioned as an important obstacle for the development of civilian capabilities in crisis management and conflict prevention.

During the session on Development and Conflict Prevention, the impossibility of separating development and conflict prevention was highlighted. Development is a pre-condition for security and security a condition for development.

The EU can play an important role for the coupling of development and conflict prevention that might reside in the structuring and institutionalisation of bilateral relations through a combination of different policy types, which were highlighted. The EU could be a stronger strategic ally for the UN. The main recommendations focused on issues such as making conflict prevention a Millennium Development Goal, the development of a more coherent approach among development and conflict prevention NGOs, engaging in common reflection on the role of business in conflict areas, and enhancing research on danger zones to make watchlists a global tool for early action.

On the issue of **Security Sector Reform**, defined and prioritised in the European Security Strategy of December 2003, the liaison mechanisms with NGOs at different levels (delegations on the ground, regional level and at headquarters) were identified as important. NGO advice in the planning process of an operation can help increase effectiveness and avoid cost, deciding on a case by case basis the possible divisions of labour between NGOs and governmental bodies. Additionally, there is a clear need for sustainable funding guarantees, i.e. link political decisions to funding opportunities. Furthermore, a common EU comprehensive doctrine on SSR should be elaborated duly taking into account gender issues. In order to realise this within the means available, we need a joint inventory that pools expertise and equipment. Finally, much closer cooperation is possible between the military and civilians. There is a need to identify best practices with community based policing, community involvement, and involvement of NGOs in monitoring and evaluation of missions.

On the final theme of **Disarmament, Demobilisation and Reintegration**, the conference also proposed some key recommendations. These include the need to develop a regional approach to DDR and to involve EU Delegations and local NGOs. The role of local civil society is clearly needed for sustainable implementation of DDR processes while the role of NGOs should be strengthened concerning the evaluation of DDR initiatives or missions. The social and economic aspects of reintegration and rehabilitation must be strengthened, and the implications for and needs of women and children mainstreamed. On the institutional side, coordination should be developed between Member States and the EU. The new Stability Instrument should at Commission level also be used for DDR, while European Development Fund (EDF) funding relevant to this sector should be maintained. More synergies have to be developed inside the EU, especially between the Committee for the civilian aspects of crisis management (CIVCOM) and the Working Party on Development Cooperation (CODEV) of the Council of the European Union, and outside the EU, by strengthening the EU-UN interoperability on DDR programmes. An EU DDR framework would support the development of more strategic and coherent approaches to DDR at EU level.

By Ambassador Paul Duhr

Luxembourg Representative to the Political and Security Committee

In the past few years, capacity building in the military field has been one of the most prominent features of European integration. ESDP or Berlin+ operations like Artemis and Althea are considered to be milestones of a new European defence identity and of a shared conscience that a common security policy can make a change for the better. This is laudable and extremely positive, because it helps the Union to gain ground as an international player.

One should not forget, however, that our first and main responsibility lies in crisis prevention. However spectacular and efficient an ESDP operation may be in bringing an end to conflict, resorting to military means is the result of a failure, the failure of not having been able to prevent the conflict. A conflict which may have taken numerous lives and brought about immeasurable suffering. Hence, the crucial importance of prevention.





Conflict prevention has been on our agenda for some time already and it will probably remain there for decades. This is all the more likely given increased struggles for scarce natural resources, often masked under the guise of the infamous so-called clash of civilisations.

In an effort to quantify the financial losses of insufficient efforts in conflict prevention, the Carnegie Commission on Preventing Deadly Conflict has estimated that by 1999 the post-Cold War interventions of the 1990s have cost the international community over 200 billion USD. This was even before Kosovo and East Timor, let alone the post-9/11 interventions in Afghanistan and Iraq.

The Carnegie Commission concluded that early concerted international efforts to prevent these conflicts from getting out of control would have amounted to less than one-third of this sum. Hundreds of thousands of lives could have been saved and millions of people would not have been forced out of their homes and become refugees.

Where does the EU stand nowadays when it comes to conflict prevention?

In June 2001, under the Swedish presidency, the European Council approved the EU Programme for the Prevention of Violent Conflicts. Shortly before, the Commission had adopted a Communication on Conflict Prevention. The EU was tasked to

-  set clear political priorities for preventive actions,
-  improve its early warning, action and policy coherence,
-  enhance its instruments for long- and short-term prevention, and
-  build effective partnerships for prevention.

Nearly four years later, much remains to be done. However, we have been able to make important progress in the first two areas. Priority areas and regions for EU preventive actions have been identified, the Commission has strengthened the conflict prevention elements in many of its country strategies and the EU has made major advances in the area of early warning. Development policy and other co-operation programmes are more focused on addressing the root-causes of conflicts. Conflict prevention has become an important part of the EU's political dialogue with its partners. This list is of course not exhaustive.

Concerning the two latter sets of activities (enhancing EU instruments for long- and short-term prevention and building effective partnerships for prevention), we have made some progress, but there is definitely room for further pursuing the implementation of the Gothenburg Programme. In the field of ESDP, new capabilities from 10 new member states have been integrated in a very short period of time into existing EU capabilities, both in the civilian and in the military fields.

Currently we are working on two headline goals, the 2010 Headline Goal on military capabilities and the Civilian Headline Goal 2008, aiming to further enhance our assets. Rapid reaction has become a central issue as well. Let me underline in this context the importance of markedly increasing the number of properly trained experts who could be deployed to crisis regions at short notice. We must ensure that we have a common understanding of the qualifications required. We need to define common standards to make sure that our experts don't apply the same approach to different situations, but rather adapt quickly to changing circumstances, on a case by case basis.

EU action is of course not limited to ESDP. It encompasses a sometimes bewildering array of Community instruments as well. Without aiming to be comprehensive, I would like to mention some examples: the two regional programmes, CARDS and the Cotonou Agreement, the "Everything but arms" trade policy and the European Initiative for Democracy and Human Rights.

For some time now, the EU has developed an increasing interest in Africa, where preventing or bringing to an end violent conflict is unfortunately all too often required before one can focus on what should be essential, i.e. improving the living conditions of the population through economic development and good governance. Two issues are of primary importance here: firstly, disarmament, demobilisation and reintegration (DDR). Here the EU lacks an all-encompassing coherent concept. The sheer figure of estimated 250.000 combatants to be demobilised in the Democratic Republic of Congo illustrates the magnitude of the task the International Community faces and the need for swift and coherent action, while, at the same time placing the onus on Congolese ownership. In that context, gender and child soldier issues are of primary importance. Once again, I believe the EU has to devote more of its efforts to tackle these two vital questions.

A second issue to focus on is Security Sector Reform (SSR), since, as a basic condition for peace, people need to trust that those responsible for ensuring security and the respect of law act according to the basic principles of the rule of law. Currently the EU is focusing its attention on two missions in the DRC to address this crucial issue: EUPOL Kinshasa, an already established police advisory mission for Congolese Integrated Police Units and the yet to be established Security Sector Reform mission to the DRC.

Finally, Gothenburg requires the building of effective partnerships for prevention. In 2002, Sweden organised a regional EU conference on Conflict Prevention addressing this topic in Helsingborg. High level representatives from the UN, the Council of Europe, the OSCE, NATO as well as from the ICRC attended. In the meantime, the EU has enhanced its relations with these organisations and the African Union has joined to the group of our privileged partners. Let us not forget, however, that the Gothenburg Programme also mentions that relevant non-governmental and academic organisations should also be considered as potential partners. I believe that this aspect needs a lot more attention from the EU. In this regard, I would like to pay tribute to the efforts carried out by the Irish Presidency to map out the way ahead. Recognising, as does the UN, the importance of civil society involvement, would help the EU to make further headway in improving conflict prevention and crisis management techniques.

This conference is addressing these questions. Allow me to wholeheartedly thank the European Peacebuilding Liaison Office, the Folke Bernadotte Academy and the Madariaga Foundation for their invaluable contribution to the holding of this conference. I think that this has been an extremely positive cooperation, living testimony of the importance of forging close partnerships to allow for efficient conflict prevention.

SPEECHES 23 March 2005

EU POLICIES IN CONFLICT PREVENTION: THE STATE OF PLAY

Summary of the speech by Javier Niño-Perez, European Commission, Conflict Prevention, Crisis Management and ACP Political Issues Unit

In recent years, new structures have been created for more efficient crisis management. For the success of EU crisis management NGOs have to play a role in the definition of EU crisis management policy. EU institutions are perfectly aware of the need to incorporate the capabilities of NGOs and that these are essential in the implementation of EU activities in this field. There are a number of initiatives to increase the role of non state actors in the implementation and definition of EU policy in this field: the reflection on the voluntary corps for humanitarian aid; the feasibility study for the Civilian Peace Corps that we have launched at the request of the European Parliament; the revised strategy for the NGO co-financing budget line. All these initiatives prove the increased acknowledgment of the role of NGOs in these areas.

Javier Niño-Perez presented two issues where the role of civil society is fundamental:

- ✍ First, the delicate balance between conflict prevention and crisis management: Unfortunately, politicians often lack the political ambition for conflict prevention activities. And many eurocrats lack the capacity to show politicians the way. The shift from crisis management to conflict prevention is not going to come from within the EU structures, the impulse has to come from civil society.
- ✍ Second, the problem of the multitude of actors in this area: institutionally we have the Council, the Commission, the Member States. We spend a very significant amount of our time simply coordinating all of these actors in post-conflict or crisis scenarios. We lack a common development policy as well as a common foreign and security policy, a common defence policy, or a common conflict prevention policy. With a common policy, or at least strengthened co-ordination in these areas, we would have much more efficient policies.

The multitude of actors is also a problem within civil society. Even though NGOs provide excellent analysis, the EU simply lacks the capacity to absorb what has been produced. Platforms such as EPLO are, therefore, very useful, in fact crucial for us. The EU has very limited capacities in terms of human and financial resources to deal with conflict prevention issues. In that respect, there is a clear need and mutual benefit to develop synergies with NGOs' work and we have started to have these synergies with EPLO.

Summary of the Speech made by György Tatar, General Secretariat of the Council of the European Union, Policy Unit

Conflict prevention is one of the main objectives of the external relations of the EU. The relevant activities of the European Union are based on the Gothenburg Programme for Prevention of Violent Conflicts adopted by the European Council in June 2001. Conflict prevention has also been a cornerstone of the European Security Strategy adopted by the European Council in December 2003.

The basic element of the European approach is that conflict prevention and threat prevention cannot start too early. One should be ready to act before a crisis occurs. The EU as a global actor needs to think about ways and means to address the emerging conflicts in a timely way and tailor-made fashion. This is not just a question of streamlined decision-making and management procedures but a question of moral and ethics, a question of security culture, a question of building a common political will to respond to the challenges.



The European Council reviews annually the implementation of the EU Programme for prevention of violent conflicts on the basis of Progress Reports. The documents give a perfect picture on the wide range of activities carried out by the Council Secretariat and the Commission.

The Policy Unit plays a central role in preparing documents constituting the basis for the early warning exercise. These documents concentrate on countries/regions primarily from the point of view of problems which potentially could lead to conflicts. The documents are regularly updated and are all-source assessments of the countries and regions from the aspect of possible conflicts. The documents draw on the full range of information available including intelligence deriving from military and non-military sources alike. This explains the confidential nature of the documents. The experiences of the last three years concerning the preparation of these papers are positive. The Council Secretariat and the Commission have been cooperating closely and the Member States have also become active contributors and involved to a significant extent. The real challenge is to arrange that early warning exercises lead to early action. The purpose of early action is to apply an appropriate mix of instruments to the specific situations in order to prevent the emergence of a conflict. Early action should occur ahead of crises and address both the short term problems and the root causes of conflict.

In the first half of 2004 the Irish Presidency launched an initiative to define and implement comprehensive preventative strategies for a number of countries but it has not led to substantial results.

The Luxembourg Presidency made a new attempt to encourage early action. The political willingness of the Member States is clearly much stronger at present than one year ago. In January the Political and Security Committee instructed the geographical working groups to examine the possible fields of early action. The Working Groups have already started the exercise. The Council Secretariat and the Commission elaborate jointly a strategy for conflict prevention which is to be discussed by the working groups and adopted by the concerned bodies. The common action of the Council Secretariat and the Commission ensures the coherence and consistence of the EU operations. The first strategies are under preparation and the documents are going to be adopted by the end of the Luxembourg Presidency. The implementation of the adopted strategies will start during the British Presidency.

In preparing the follow-up of early warning we face several problems emanating from the fact that there is no way paved for early actions:

-  It is hard to identify the dividends of early action and that is what makes it difficult to convince Member States of starting action. If the prevention is carried out successfully there will be no headlines in the media concerning the given country and it is difficult to prove that the early action was indeed necessary.
-  The developments in potential conflict areas could easily accelerate and in case of slow reaction crisis management with its all consequences becomes the need of the day instead of early action. This is one of the reasons why one has to act swiftly.

The EU has now to elaborate and adopt its first early action strategies. While implementing the strategies close cooperation should be established between the EU institutions, on the one hand, and Member States, local authorities and other key actors, on the other.

Concerning more specifically the cooperation with NGOs, the Irish Presidency arranged a successful conference on conflict prevention last spring. The Dublin conference has laid the basis for an enhancing dialogue and cooperation between the EU and NGOs in the field of conflict prevention. The present seminar might be considered as a continuation of the Irish efforts.

There are three dilemmas to be settled and the mechanism and ways of cooperation should be worked out:

- a. how to find and cooperate with the proper NGOs having the appropriate experiences and capacities on the ground without hurting the others by leaving them out of collaboration.
- b. how to involve the NGOs into the planning and preparation of early actions given the confidentiality of the preparatory process.
- c. how to involve the NGOs into the implementation phase given the fact that the operations are carried out mainly on governmental level.

EU POLICIES IN CONFLICT PREVENTION: PARTNERS IN PRACTICE

Panel Discussion

Moderator: Anders Mellbourn, Bank of Sweden Tercentenary Foundation

Composition of the panel: Tom Köller, Luxembourg Presidency, Chair of the Committee for Civilian Aspects of Crisis Management (CIVCOM); Marie-Ange Gaiffe, Madariaga Foundation, Programme Director; Ragnar Ängeby, Folke Bernadotte Academy, Ambassador, Project Director; Paul Eavis (Saferworld), European Peacebuilding Liaison Office, President.

Summary of the speech of Tom Köller, Luxembourg Presidency, CIVCOM Chair

Civilian crisis management has become a success story in the past few years. For the moment we have three police missions (Bosnia and Herzegovina, FYROM and Kinshasa) and two rule of law missions - one already running in Georgia and another one forecast in Iraq. The new police mission in Kinshasa will be an important mission because it will be the first civilian mission outside our neighbourhood. It will bring a contribution to the stabilisation of RDC, which is of strategic importance, also because of the positive impact this can have on neighbouring countries.

Over the last years, the member States have made strong commitments in civilian crisis management, as has just been confirmed at the ministerial Capabilities Commitment Conference in November. We have now at our disposal an important number of experts in the priority fields of police, rule of law, civilian administration and civil protection as well as monitoring. The last Capabilities Commitment Conference in November 2004 showed a new commitment to have experts in the field of human rights, political affairs, gender and Security Sector Reform in support of EU Special Representatives.

The civilian side of ESDP is in administrative and management terms less developed than the military one. While the EUMS is staffed with more than one hundred people, the civilian directorate of the Council only has around twenty people. And we cannot have recourse to the NATO assets like the military does. There is a clear gap between what the Member States are declaring and the actual availability of these means. The quality of these means is also an important matter which is closely linked to the question of training. Other questions can also be pointed out, such as the need of a real rapid reaction mechanism, the lack of integrated approaches and the general absence of civil society involvement. In practice the EU clearly goes ahead but we have to concentrate more on the qualitative aspects of civilian crisis management now. The Civilian Headline Goal is an important step in this direction.

Even if the classical pillar divide of the EU is hampering EU action, this just reflects the complexity of the whole Union. And in the field of ESDP it is clear that we are far from having a common view on what ESDP has to be. The biggest problem in this pillar divide is that we have difficulties to link short term crisis management to longer term reconstruction or institution building efforts. The Constitution, with the Minister of Foreign Affairs and the External Action Service could reduce the competition between the institutions. The dependence on the second pillar also raises the problem of financing, the CFSP budget is limited and the procedure to release money and to procure material for the missions is lengthy.

Summary of the speech of Ragnar Ängeby, Folke Bernadotte Academy, Ambassador, Project Director "Conflict Prevention in Practice"

Conflict prevention is based upon partnership; this is one reason why this conference, co-organised by the Presidency, EPLO, FBA and Madariaga, with active participation from the Commission and the Council Secretariat, is so important. What is most needed now is a change from reaction to actual concrete conflict prevention and there is still a lot to be done. There is a need for good leadership. SG/HR Solana's efforts in Ukraine are an example of a clear leadership. This is linked to dialogue. Leadership is a key issue but it must be linked to interaction between people in order to build a common vision about the future. This is how I think the EU can be effective in conflict prevention.

It is equally important to achieve knowledge on how to act. The concept of cooperation and partnership therefore has to be applied, particularly within the following areas of education and training.



Dialogue and participative processes: the basis of democracy is dialogue. The EU is clearly an example of dialogue as an alternative to war. We have here an obvious link in trying to see the establishment of dialogue as a way to find an alternative to war and violence.



Multifunctional operations: peace operations are very complex. It is a matter of cooperation between individuals and institutions. It is necessary to include all stakeholders, including civil society. It is also a question of bringing together the different organisations working in conflict prevention: the EU and its different parts, the UN and its different parts. In working together we can find the different advantages from the different organisations. In the case of early prevention, there is a clear need of collaboration between NGOs, international organisations and the relevant stakeholders in the analysis of what could be the future of the area which is in conflict.



Joint training for multiple actors: Security is a precondition for economic development but economic development is also a condition for security. That is why it is important to bring in economic actors in the prevention of armed conflicts. We should think about the way to involve more business in conflict prevention and training for conflict prevention. Conflict prevention cannot be built from the outside, it has to be built from the inside by local ownership, but we can help a lot from the outside.



Leadership as an instrument for a value-based, purpose-oriented conflict prevention practice.

Summary of the speech of Marie-Ange Gaiffe, Madariaga European Foundation, Programme Director

The Madariaga European Foundation is active in conflict prevention through its Anna Lindh Programme launched in 2004. The late Swedish Foreign Minister Anna Lindh had a key role in the introduction of conflict prevention as a fundamental aspect of EU external policy.

During this conference, the Madariaga European Foundation focuses on Development and Conflict Prevention/ Security as a Millennium Goal which will also be the next publication of the Anna Lindh programme to be issued in September 2005. The link between development and conflict is no longer in need of proof. But this issue requires a multidimensional analysis, a long-term strategy and certainly a reflection on the role of civil society. The forthcoming Millennium Development High Level Event in September will make this topic particularly relevant. The EU is largely involved in this process; not only as the biggest provider of official development assistance but also as a major source of financing support for UN programmes and specialised agencies.

How can the EU provide a more political leadership? How could the EU better coordinate its action? How to promote a comprehensive approach to security, development, conflict prevention and crisis management? Finally, how can a better coordination in the EU improve the emergence of an alternative view on the reforms the UN should adopt in the next months? All these questions will have to be addressed.




Summary of the speech of Paul Eavis (Saferworld), European Peacebuilding Liaison Office, President

EPLO welcomes the EU's commitment to enhancing civilian crisis management (as indicated in the Action Plan and the Civilian Headline Goal). The big challenge now is to ensure that the Action Plan is implemented, and that the planning and implementation of crisis management operations links more effectively with the longer-term conflict prevention, peace building and development activities supported by the EU.

One of the challenges to effective implementation is the current pillar structure of the EU which makes 'joined-up' planning and implementation difficult. The Action Plan and Headline Goal represent a serious commitment to overcome some of these problems. We welcome, for example, the commitments to: draw upon a broader range of expertise (human rights, gender) in planning missions; develop concepts on SSR and DDR; develop capacities on mediation; develop multifunctional teams which can help to bridge the gap between crisis and longer-term peace-building and development. In addition, the expressed focus on setting qualitative targets, and the subsequent discussions on the need to establish Civilian Response Teams, is also to be welcomed.

As a European NGO network of conflict prevention NGOs, EPLO wants to work in partnership with the EU (the Commission, the Council and the Member States) in realising effective civilian crisis management and longer-term conflict prevention. NGOs have an important, complementary, role to play in civilian crisis management, whether in early warning, policy analysis or project implementation. The real added value of NGOs is when it comes to the work on the ground, where local actors are engaging in early warning activities, analytical processes, reconciliation, and confidence-building activities, including facilitating dialogue, between conflicting parties.










There are a number of practical ways in which civil society organisations can be engaged more effectively with the EU in CCM - in the planning, the implementation, and the evaluation of operations.

-  Planning: Civil society representatives could be included as experts in the planning of missions. NGOs could help to ensure that any crisis management mission will be compatible with longer-term conflict prevention and development. NGOs could also be involved in the work of regional working groups at EU level (working on early warning and the development of preventive strategies) through the organisation of round-tables and seminars. This approach could be enhanced via the future Conflict Prevention Network.
-  Implementation: When one looks at the priorities identified by the EU in terms of CCM (rule of law, police, civil administration and civil protection) one can easily find examples where civil society has actively collaborated with governments in addressing crisis situations and promoting peace. In the area of policing, for example, NGOs have led the way in developing effective partnerships between the policy and communities, through the development and implementation of Community Based Policing programmes. These skills and experiences should be drawn upon in the development and implementation of future EU Police Missions. We will hear a number of other practical suggestions during the conference.
-  Evaluation and lessons learned: Civil society representatives could also play an important role helping to audit and evaluate civilian crisis management operations. Through our own work on the ground and long-standing experience we can help identify best practices and lessons learned.

A more regular dialogue between NGOs and EU institutions is very much needed so that we can move beyond generalities to discuss the specificities of co-operation. We hope that the focus on SSR and DDR during the second day of this conference could be a start in that direction.

Discussion:

Contributions from the floor were on:

-  The need not to limit civilian missions to police mission.
-  The importance to involve NGOs in early warning and early action.
-  The need to create a real professional cell for CCM.
-  The changes due to 9/11.
-  The difficulty to integrate academic knowledge in practice.
-  The fact that there is 'big money' and too little 'small money'.
-  Crisis prevention needs infrastructures on a national and on an international level, which need to be complemented by civil society as an integrated part. It also requires fostering information exchange on how our respective structures can fit together.
-  Some doubt was expressed about the existence of a European civil society driven by common interests.
-  Finding practical ways to integrate NGOs in EU institutions' work.

SPEECHES 24 March 2005

TOWARDS A MORE COHERENT APPROACH: LINKING SECURITY, DIPLOMACY, AND DEVELOPMENT

Summary of the speech by Pieter Feith, General Secretariat of the Council of the European Union, Deputy Director General for ESDP

According to the European Security Strategy, the EU should become more capable. And in fact the Union is already willing and able to take its global responsibility. A couple of years ago, such a statement would have been considered science fiction. But today the Union is increasingly matching its declarations with concrete action. The EU's major asset is its unique combination of civil and military assets. Currently both types of capabilities are being developed, both in the Civilian Headline Goal 2008 and its counterpart the Military Headline Goal 2010. And we are also setting up a civilian-military planning cell in the Council Secretariat to ensure a better coordination of military and civilian instruments.

The strategy document says the EU should also become more active. And in fact the Union has demonstrated very strong political will to be a global actor in the fields of conflict prevention and crisis management. In the past years police operations have been launched in Bosnia, Macedonia, DRC, and Rule of Law Mission in Georgia and Iraq. We need to further refine these instruments. We need to improve the rapidity of our response; we need to make that response more effective, by creating integrated packages combining components of both civilian and military instruments designed for specific crisis situations including natural disasters. And most of all we need to work in close cooperation within the EU and outside, to handle the world's problems more effectively. And finally the strategic document also calls upon the Union to become more coherent. In fact that is the topic of today's meeting. We are here to discuss synergies among actors in Conflict Prevention. Two elements will be the key in order to achieve this: political will and coordination among the actors.

With regard to internal synergies within the EU, there is an increasing recognition of the need to bring more coherence to the EU's overall approach to conflict prevention and crisis management by bringing together the different instruments at our disposal more effectively. This recognition is reflected in the planned appointment of a foreign minister supported by an external action service as foreseen by the new European Constitution. This should allow the EU to make more effective use of its different instruments in a more structured and coherent approach to the whole field of conflict prevention and crisis management. We are not there yet. But this is clearly the direction in which the EU intends to move. A coherent use of community and civilian ESDP instruments is of key importance for a qualitative improvement of the EU's capacity to act. Civilian ESDP instruments, in complementarity with the community instruments, managed by the European Commission, can be used for the purposes of conflict prevention, principally by preventive deployment when a clear threat of escalation of a conflict arises. We have many examples of complementarities in our crisis management operations: the forthcoming police mission in Kinshasa will monitor and advise an integrated police unit as part of the new national police force in the DRC. This unit is currently undergoing training by the EC and will automatically protect the governmental institutions in the capital during the national elections scheduled for this summer. And in carrying out this task, this mission will assist the DRC in the transition towards democracy and help prevent the kind of violence we have seen in the past. The Rule of Law mission in Georgia, which assists the Georgian government to define and implement a national strategy for the reform of the judicial system, is another example of deploying resources aimed at crisis management for the purposes of conflict prevention.

This mission complements the programme being conducted by the Commission in Georgia on penal reform.

With regard to external synergies with other actors, we clearly state in the European Security Strategy that if we want to address conflict prevention and crisis management at the global level, we need to work with others. And we do precisely this. The EU has made a big contribution in Macedonia by taking over the UN military mission and the OSCE police mission. Similarly the Police mission in Kinshasa will take over tasks currently being undertaken by the UN. And there are many examples of international cooperation in crisis management. We have now established partnerships with the UN, the African Union and NATO, in the framework of which we work on common planning, common training, advance warning and on lessons learned. We need to realize that in civilian crisis management the Union will be just one of the many civilian actors. Such actors will include the host governments, international organisations, bilateral actors as well as non governmental organisations. These players will cover the tasks of CIMIC (Civil-Military Cooperation), which is a military effort to work with local civilian institutions; pure civilian crisis management tasks; humanitarian tasks; and some tasks related to the longer term development. In the typical conflict prevention scenario, the local host government will be in charge of coordinating the international assistance. But we all know that they are not always willing to carry through that job.

As governmental and non-governmental organisations, we have different but complementary roles in conflict prevention. The civilian ESDP instruments are bound to work with local authorities in place, attempting to support or replace it during a potential escalating conflict. NGOs can more easily reach out to the silenced parts of societies, the local media and the local communities and to its weak constituents such as women, youth and minorities. One of the key lessons of conflict prevention studies is after all that we need to find ways to reach out to these parts of societies.

Summary of the speech by Anna Maria McLoughlin, European Commission, Head of Conflict Prevention, Crisis Management and ACP Political Issues Unit

When we address the topics of this conference, we need to talk about process and about politics.

Concerning process: When we look at conflict prevention in the longer term in a more structural approach of development cooperation, we need to look back a little bit further than the European Security Strategy. We need to start with the important year 2001 which started the setting of priorities and the setting of standards for the EU in conflict prevention. This process was guided by the Swedish Presidency and the much missed Anna Lindh.

The particular added value of the EU in conflict prevention is the emphasis we put on what we call the root causes approach. The essential notion we set out at that time was the notion of structured stability. In other words, we were trying to encourage in our partner countries not just democratic regimes but regimes based on the notions of rule of law, justice, and a sustainable economic regime. It is not just a matter of form, but based on socio-economic development as well. The key word in trying to promote structured stability in our own community policies was the word 'mainstreaming'.

There has been a lot of progress since 2001. In the Commission we have developed what we call the Country Conflict Assessment. It was not easy to introduce this in some DGs, but today it is a natural part of their everyday work.

With this instrument, the Commission has provided the PSC with an instrument that is more adapted to the needs of the diplomatic forum and which does enable the PSC to address issues at an earlier stage than it might have been the case in the past.

We have perhaps made less progress in some other areas of mainstreaming. One of the criticisms which I have often heard from NGOs is that we have mainstreamed development policy and conflict prevention quite well, but have not made such progress in bringing together other policy areas such as trade. I must agree with this, even if there are some notable exceptions such as the Kimberley Process. Another field we have to work on is the sharing of the Strategic Papers between the Member States. These papers are at the basis of national development policies. The Gothenburg Council actually concluded that Member States should also share their strategy papers with the Commission. There is a little bit more to be done on that. Ten years ago, the Commission would not have accepted to finance a DDR programme, because we believed that DDR was not something that the Commission should be involved in. We have come a long way indeed in that respect.

The fact that Community cooperation agreements now integrates security dimensions, such as the fight against terrorism, non proliferations of Weapons of Mass Destruction, and immigration does show that the Community side also tries to take greater account of security considerations. Parallel to the EU/UN dialogue in crisis management the Commission has started about two years ago what is called a 'desk to desk' dialogue. This started as a quite modest project: the idea was to try to bring together the people at headquarters level who work on particular countries in Brussels and New York. There is also a problem of speed in the financial process at the international level. The Commission tries to solve this with the 'stability instrument', which is part of the next financial perspective project. The idea is to try to integrate more closely the rapid response capability with the medium and long term development cooperation instruments. It would be important to have something which is integrated.

With regard to future processes: one of the issues which still have to be determined is the relation between the EU and the Member States. There are open questions about the European External Action Service and about the EU delegations. Another interesting development for the future is the proposition of the UNSG, as part of the report for the UN reform, to establish a UN peace building Commission. We, as the EU, would have to play an active role in this Commission.

With regard to politics: this aspect should not be forgotten and we have to define what the basic values and basic interests of the EU are. The Iraq crisis actually showed that we still have a long way to go. Despite the closer integration of institutions at the Brussels level and the creation of the ESDP architecture, we are still not in a situation where our Member States are ready to sit down and have a serious discussion on what their strategic priorities are and what the interests and values of the EU should be. That is worrying because ESDP architecture is not a substitute for a foreign policy foundation. Unfortunately, the root causes approach has been overshadowed in recent time by terrorism and WMD.

Summary of the speech by Kennedy Graham, United Nations University, Senior Fellow, Peace and Governance Division

This presentation focuses on the relationship between the EU and the UN in crisis management.

This intervention has three aims. Firstly, to review the role of civil society. Secondly, to explore the reasons this role has evolved the way it has. And thirdly, to explain which direction that role might usefully take in the future.

The first point to make is to recognise how far civil society has come over recent decades. In the early 1980s the idea of a civilian advisory panel to assist the minister on nuclear arms control was an unprecedented thing. Such a venture was seen then as terribly risky. There was a natural assumption prevailing of an instinctive antagonism, a zero-sum relationship, between government and NGOs, in environment, in human rights, in security and defence. We took risks to introduce that innovation. But it worked, over time, and had an effect on policy formulation, too.

In the early-1990s, the role of civil society in conflict situations was accepted as legitimate activity, including by governments and the UN. We liked to think our efforts made some difference. But throughout those times we all had a palpable sense of the amateurism in what we were doing, no matter how experienced and sound the participants might be. We were aware at the time that we were lacking experience and methodology of a particular kind. Things were legitimate, but still novel and untried.

And now, after the global conference of the '90s, and the World Social Forums, civil society has arrived, including at the global level. This is not to say that all is perfect by any means. There are problems still to be tackled - the perennial issue of representation and accountability - but we have all come a long way in the development of civil society, and I mean the international community in general.

This has occurred because of the personal dynamism of NGO leaders and the commitment of the rank-and-file members, prepared to sacrifice time and money and sometimes safety for the particular vision that drove them and their organization. This has been recognised by the UN, and to a lesser extent or more grudgingly perhaps, by governments. The acknowledgement of the need to accept civil society as a partner is not only inevitable but welcome in the emerging global community and marked the learning period of the 1990s. That has been led assertively by the UN Secretary-General.

Look, for example, at the 2002 annual report of the Secretary-General that included as part of his reform agenda the strengthening of the relationship between the civil society and the UN. And especially now the Cardoso Report of June last year. That report got it right with its paradox that while the substance of politics was rapidly globalizing, the process of politics was remaining local. Thus the role of CSOs remains critical, in conflict prevention, in linking the global with the local. There is something of a natural marriage of interest between the UN and civil society around the world that does not exist to this extent at national level.

So where to from here? What future is best prescribed for the relationship between civil society in Europe, the EU, and the UN? I think it is more of the same but in a more focused manner. Much of the dross on this subject has been cleared away in recent years and the terrain should allow easier going in the next decade. What might this mean in practical terms? CSOs are picking up on the Secretary-General's report of 2001 on the prevention of armed conflict.

Recommendation 27 urged NGOs active in conflict prevention to arrange an international conference on the future role of NGOs and their relationship with the UN on conflict prevention. This has been picked up and will now culminate in the global conference in July in New York. For you in Europe the Dublin Action Agenda is your clarion call.

The goal identified at Dublin last April was an official recognition of the legitimate role of civil society in peace and security. This was not meant to be an instrument for agendas set by others, but as partners in policy design and programme implementation. Dublin advanced some strong recommendations that will perhaps go into the global partnership debate in July. Let me highlight three today. The EU should engage in structural reform in peace-building. It should improve on its early warning analysis capacity. It should consider CSOs as possible alternative entry points in certain crisis situations.

And finally a point on tactics. This year presents a specific window of opportunities. The Global Partnership for the Prevention of Armed Conflict is to convene its global meeting in New York in mid-July. The following week there is the 6th high-level meeting between the UN and regional organisations. Two months later there is the GA summit, celebrating the 60th anniversary of the UN and debating in earnest the recommendations of the High-Level Panel and the SG's own report just released. So there is a real momentum being generated now for UN reform and for a clearer understanding of legal and doctrinal aspects of the use of force that have been obfuscated and placed under strain recently. In his report the SG said that the world needs strong and capable states and effective partnerships with civil society to mobilise and coordinate collective action.

The call is out there, for civil society to become more engaged, with the UN, with the EU and with its individual Member States in the common pursuit of conflict prevention. It promises to be an interesting year ahead.

Summary of the speech by Colin Gleichmann, GTZ Germany, Programme Manager "Small arms and DDR"

We all know that issues of conflict prevention, post-conflict interventions, disarmament, demobilization, reintegration and security sector reform are all very closely related. Programmes and policies for each one of these issues are interdependent on the programming for the other steps.

I will present some crucial aspects of this interconnectedness in the field of SSR and DDR.

Security Sector Reform

SSR has recently become a catchword. Most experiences have been gained in Eastern European countries that have joined the EU, are in the process of joining, or are partners through NATO and the Partnership for Peace. The frameworks of NATO and EU provided a clear layout for the SSR agenda in these countries. The ACP countries, however, have little experience with reform processes in the security sector. Many countries have gone through post-conflict restructuring, but not reforms. In those countries SSR is still a concept for policy dialogues and it ought to be part of a good governance discourse. For this discourse, the EU and UN agencies are very important; however they cannot alone assure the implementation of real reforms. Beside US military support and training there is still a strong influence of the former colonial powers, mainly Britain and France and to a certain extend also Belgium.

We should not underestimate the dynamics that stem from these special bilateral relations when it comes to forming mandates within European actions or through contributions to UN missions. These relations are very often on the operational level direct military relationships. Direct intervention with equipment and training is usually the easiest in a post-conflict situation. But this should not be mistaken for SSR or conflict prevention. What is needed, however, are reform elements for a better control of the armed forces through the Parliament and a needs assessments for armament and security in the region. Reform of security systems is, thus, best done in a regional context, as peace building, confidence building, and disarmament programme.

The major role in the future for the European Union in relation to SSR will therefore be to support regional organisations or regional partnerships in confidence and peace building and not just to carry out emergency interventions.

Disarmament, Demobilisation and Reintegration

Programmes for Disarmament, Demobilisation and Reintegration of ex-combatants are understood as a linear concept of a number of interventions that occur in a post-conflict situation. The determining factor is the downsizing of troops which should be at the core of SSR processes. These are multilateral processes involving different actors (UN, EU, World Bank).

Some problems in this field have to be highlighted: the biggest problem is timing and, within the problem of time, also funding. By funding I mean both the funding on an institutional level as well as the actual transfer of funds between different actors (agencies, offices, CSOs). There has been improvement, but still a lot of the political commitment is much sharper than the actual implementation.

Mandates

The biggest damage done by bad timing is the lack of coordinated mandates: mandates of different missions are not overlapping or the funding is only bound to one mandate. Within the field of DDR, the disarmament part and the demobilization part are usually done under a UN mandate and we have seen that it can take ages before development agencies or instruments from the EU take up reintegration. This leads to enormously high transfer costs for aid and other donor contributions. It also means that institutions that were built by the initial post-conflict missions are not strong enough to carry on their mandate. Thus, we are losing political will as well as money in the activity.





The greatest concern is the mandate. The mandate becomes increasingly complicated with missions that are transferred from NATO, OSCE or the UN to the EU. This is due to the lack of definition about what part of the mission is actually transferred. Is it just the staff and the costs? Or is it also the mandate? The mandate remains a crucial aspect because it creates and depends on the willingness of member countries to contribute staff or to get involved politically.

Missing Links

We can also identify missing links. The first and probably most important is the long term structural concept for countries and the commonalities of the multilateral organisations. They have to recognise issues such as DDR and SSR as tools for conflict prevention and not just as a part of the implementation. The second missing link is the harmonisation of operations especially between military peacekeeping and reform processes in the security sector that involves civil society or the Parliament. The last missing link is civil society. On the latter much has been done in relation to implementation, yet at the policy level there is still an enormous challenge ahead.

Discussion:

Contributions from the floor were on:

-  The link between military and civilian operations: civilian operations seem to be only complementary to military operations.
-  The need to clearly distinguish between policies concerning natural disasters and post-conflict situations.
-  The lack of investment on conflict prevention.
-  The need to support NGOs not only in post-conflict situations but also during the conflicts.

SYNERGIES: SSR AND DDR**Summary of the speech by Justin Davies, General Secretariat of the Council of the European Union, Police Unit**

According to my experience in the Balkans for the NATO and the EU, I think that the synergies that are being achieved between the EU, both internally across its pillars and in a wider sense, is continuing to grow. One of the lessons we learned from the EUPM, which is the first ESDP operation which began on 1st January 2003, is that we need to have an even greater synergy with NGOs in the early and planning stages of an ESDP operation. The EUPM is a mission of 500 police officers who are mentoring, monitoring and advising the local police in Bosnia. One of the criticisms addressed to the UN force was, even though they ran civil-military cooperation programs, they did not work together in a cohesive manner with other international NGOs. One of the key elements for us in the early stages was to ensure that what we will be doing in EUPM will be providing added value to already existing international efforts and to ensure that we as a mission could when necessary facilitate the work of other international partners. I give you an example.

Human trafficking: the UN ran a trafficking program which was aimed at raiding the night bars which contained the trafficked women from Moldavia and other areas in Eastern Europe. This had success to begin with but soon ran into problems in that the traffickers were always a step ahead of the local police. Our approach was to try and attack this from an intelligence point of view and gather intelligence as to where the raid could best take place and work together with international organisations to ensure that all efforts were pooled together.

So from the very beginning until now, EUPM works very closely with the UN, with international organisation of migration and with NGOs. I think it has been very effective and this is the way to go ahead for the operations we will be running. I would say that if we were to set up EUPM again, I would probably look for even more NGO involvement in the planning stages of an ESDP operation. And I think that is something for us to work on in the future. One of the key elements of the ESDP Rule of Law mission that will be starting in Iraq in July is that it will provide added value to existing international efforts and achieve complementarities and synergies. In terms of the internal EU cooperation that I mentioned, I think that with the EUPM we have achieved significant complementarities with first pillar activities conducted by the European Commission.

And there is one other lesson learned that I would like to cover: we discovered quite quickly when we set up EUPM that a successful police mission needs a wide range of expertise and capabilities within the mission itself. The UN mission that we took over from was comprised of police officers whose only obligation was to fulfil the five criteria of being able to speak English, drive a car, carry a weapon, have an educational certificate and have a basic police qualification. For our 500 police officers we were searching for very specific people, because we were mentoring and monitoring at the senior and middle management level. What became very apparent to us is that this kind of mission involves a lot of project management and of civilian expertise. This is a capabilities issue; it is also an issue that is going to require addressing from an organisational point of view. How to get the best police officers for missions in the Balkans for three years? And this again is where we need to use the experience of NGOs in the field who have a tendency to be there longer than those who just jump-in and jump-out from the international organisations.

In summary, I have seen a very positive progress in synergies over ten years since the very fragmented days of Bosnia in early 1990s, but I think there are more synergies that can be explored. Especially, as I have mentioned, in the planning of ESDP operations and in the conduct of the operations. This involves having the right contacts with international NGOs and having the right people with the right experience as part of the mission structures.

Summary of the speech by Graham Mathias, Saferworld, International Policing Consultant

As a police officer, when I was seconded to missions overseas I realised there is much I did not know. What I did not know in particular was the critical role that NGOs must play in policing and police reform. Policing in a democracy is far too important to be left to the police alone. The focus of my presentation is on the implementation of Saferworld's Policing Programme in Kenya and, more briefly our work through UNDP in Albania.

The approach of Saferworld, as an international NGO, is to seek to develop and share international good practice: we need to learn from others, and this is one of the aims of this conference. What we have to do is ensure that we tailor any programme in SSR to the host country. Our approach is building bridges not walls. It is all about the public and the police 'working together'. We also work on building the foundations for sustainability. We have taken the time in Kenya to develop a community based policing programme based on these necessary foundations. They are: bringing together all the stakeholders, the donors, local and international NGOs, representatives of civil society and so on. If a year ago you wanted to see where we were, there would be little to show, because we were in the first year- still building the foundations. Getting people together, and seeing what they wanted, not what we thought they wanted, and getting them to **build their** programme of community based policing. We as an organisation are also very much about building capacity, both at the top within the stakeholder groups (the government, the police, the civil society) but also at the grassroots level.

Finally it is important to highlight that it is **their** programme, not ours. You can see on the presentation that I like to use the image of a bus: we need to get people on the bus and share the journey with clear signposts and milestones. Even if some people are not going to move with you, or are going to move in an opposite direction, there are people who are already moving in the right direction and we need to help and encourage them to continue the journey.

The name of this kind of policing is perhaps not important. It is a democratic model of policing which we have developed and called community based policing. Some call it partnership policing or problem oriented policing. The important point is that it is a democratic model of policing that is appropriate for a developing democracy. Community based policing is a vital component and we would contend that it provides the vehicle for any security sector reform agenda.

Concerning Albania, we actually produced a document for the UNDP which is the "Philosophy and principles of community based policing". This document seeks to set out and share some good practice initiatives. It has been adopted by UNDP as a practitioners' guide and we are proud of our contribution to the ongoing global safety and security agenda.

Summary of the speech by Lulseged Abebe, International Alert, Manager, West Africa Programme*

This presentation focuses on Disarmament, Demobilisation and Reintegration in Mano River Union (MRU): An NGO perspective on the case of Liberia.

The conflicts tainting MRU have strong sub-regional dynamics as one conflict feeds another, eventually turning them violent. Politically, the Mano River Union (MRU) includes Guinea, Liberia and Sierra Leone, however geographically it also includes Cote d'Ivoire. Some of the key causes of conflict in the region include the lack of political will, porous borders, the effect of "bad neighbours", corruption, poverty and unemployment, illiteracy, transfer and proliferation of arms and natural resources.

Article VI of the Accra Peace Agreement provides a framework for a DDR programme to consolidate peace and security in Liberia. The main implementer is the UNDP, under the DDR Trust Fund, which is supported by, amongst others, USAID and the EC. This year, UNDP and its partners will complete the disarmament and demobilisation of 53,000 combatants and prepare demobilised ex-combatants, through validation and verification, for reintegration assistance.











The disarmament and demobilisation (DD) process has consisted of a three week (later reduced to five days) DD period under the auspices of UNMIL at three cantonment sites. Here ex-combatants were registered, received medical attention, human rights and peace training, as well as career counselling. At the end of the camp period, former fighters received food for one month as well as a cash stipend of 150 USD and free transportation. Foreign nationals were to be transported to their country of origin or could opt for refugee status within Liberia. The RR (rehabilitation and reintegration) phase was to begin immediately after the arrival of the ex-combatants in their settlement areas, with available options including formal education, vocational training and job creation. During this period a second instalment of 150 USD was to be paid to the former fighters as a sustenance allowance.

The DD process is, however incomplete and reintegration hardly implemented. For example, when we compare the number of weapons surrendered by September 2004 (22,737) with the number of ex-combatants (102,193), it clearly indicates that there are still huge numbers of weapons in circulation. In addition, levels of heavy equipment surrendered are insignificant. Are these weapons still in Liberia or are they being transferred to neighbouring countries to fetch a better price?

*International Alert works in West Africa through a holistic and inclusive approach at the ECOWAS, MRU and country level.

The lack of emphasis on R is a major challenge as it can lead us back to square one. We need to remember what happened in Liberia where the R was neglected in the first DDR of 1996/97 and combatants resumed fighting in 1999.

What are the main challenges of the DDR process in the MRU?

-  **"DDR Tourism":** Ex-combatants are moving among MRU countries in an attempt to get a better deal for the weapon they would surrender;
-  **Bad neighbours:** Neighbouring countries host ex-combatants and turn them into mercenaries;
-  **Lack of a regional approach:** Without a consistent regional approach, the movement of arms ex-combatants and mercenaries across borders will continue;
-  **Poor resource Mobilisation:** Since the DD is under-funded and the number of ex-combatants were under-estimated, pledges made to the R's were utilised to implement the DD;
-  **Needs of women ex-combatants:** Re-integration funds do not address the needs of women ex-combatants through, for example, providing assistance to overcome the stigma attached to rape and sexual exploitation;
-  **Needs of war-affected youth:** The war-affected youth have also been neglected in the design of the DDR process;
-  **Inadequate security planning:** Ex-combatants are reluctant to turn in their weapons during the security vacuum and still seek to provide for their own security;
-  **Sequencing DDR:** The sequencing of DDR should be reconsidered whereby activities to support the reintegration process are planned and implemented in parallel with the DD process e.g. by supporting the transfer from a "war economy" to a "peace economy" (i.e. reintegration into what?);
-  **Engaging CSOs:** DD is technical and should be the responsibility of specialised experts. However, reintegration is part of a social and economic societal process. Civil society organisations can therefore play an important role on the Rs (reintegration, reconstruction and rehabilitation), while D and D are underway;-
-  **Lack of common EU DDR policy:** The EU both supports the UN-led DDR process financially and undertakes a range of economic and political activities in the region that could contribute to the DDR process. However, there is no coherent policy for joined-up planning and implementation across the different EU instruments in support of DDR in the MRU (or indeed, anywhere).



What can the EU do in the future?

DDR should not be viewed as a linear process, it can be implemented concurrently. The EU should use a holistic and regional approach which can reduce "DDR Tourism". It should also ensure that the R includes all members of the society who are affected by violent conflict, not only ex-combatants. There is also a need to strengthen confidence-building to provide a greater sense of security. The EU should involve CSOs in reintegration and rehabilitation projects with expertise and which can provide strong networks*. The DD should be undertaken by experts with input from CSOs, particularly women, since they often know where the weapons are and who owns them.

EU instruments should be better coordinated through shared conflict analysis and planning (through the country strategy papers) and EU and Member States policies must also complement, rather than duplicate or undermine one-another in-country. This can be supported by the development of an EU DDR Framework. The proposed development of a DDR concept by the

WORKING WITH CIVIL SOCIETY AS PARTNERS IN THE EU

Questions set for the workshop:

-  *What is an appropriate role for NGOs/civil society in EU civilian and military crisis management processes? (e.g. as policy advisors, early warning mechanisms, monitors, service providers and as participants in conflict dynamics and in the missions)*
-  *How can this role be enhanced through the implementation of the Action Plan and the Headline Goal?*

The workshop participants were asked to formulate some key recommendations for feedback.

Chair: **Torkild Byg**, Danish Representative to the Committee of Civilian Aspects of Crisis Management (**CIVCOM**).

Rapporteur: **Alessandro Rossi**, **Nonviolent Peaceforce**.

Report by Alessandro Rossi, Nonviolent Peaceforce

The workshop "Working with Civil Society as Partners in the EU" addressed critical questions such as the appropriate role for NGOs/civil society in EU civilian and military crisis management processes. This role could be enhanced through the implementation of the Action Plan and the Headline Goal for EU civilian capabilities.

The comments brought up during the intense discussion mainly revolved around the three following dimensions:

Where are we now?






Having a look at the state of the art in common EU crisis management, both CIVCOM (governmental) representatives and participants from other organisations recognised that NGOs are not involved, neither formally nor informally, in the current procedures or decision making processes.

The formal bodies where Member States representatives decide on possible common civilian missions under the Common Foreign and Security Policy, that is mainly CIVCOM, are looking right in this period at concrete scenarios of integrated civilian missions, to be deployed in different stages of the conflict cycle. Only after that they will look into the exact capabilities needed and then try to fill the gaps before 2008.

All participants recognised that on different aspects of this work CSOs' inputs could be helpful. For the time being, there is no real space for such a contribution in the formal procedures of European Security and Defence Policy. This is partly due to the "second pillar" nature of ESDP, which makes it intergovernmental concerning the initiative and the gathering of potential civilian capabilities, etc. This makes the chances of a fruitful relationship between CSOs and governments in this matter largely dependent on national traditions or availability in approaching CSOs. For some of the participants this is unavoidable and national governments should be the only entry point for CSOs. For others, it makes ESDP lose a great chance to build upon existing know-how and lessons learned.






Bottlenecks and obstacles for CSOs' contribution to civilian crisis management

The workshop noted that even if an informal space of consultation was found, other problems could arise. The following themes were discussed:

-  The general budget constraints for common civilian missions. This affects the general EU external policy budget, but especially the civilian crisis management initiatives under the second pillar. The comparison with existing military budgets at national and ESDP level gives rise to serious doubts about the political will behind civilian crisis management.
-  The difficulties linked to availability of qualified personnel that is potentially rapidly deployable. The reasons are manifold: lack of common training standards, missing skill standards, comparable job descriptions in each Member State that enables an effective team, absence of career incentives and of a common standard of employment securities linked to field missions.
-  Other relevant players in conflict areas, such as business actors, risk to be disregarded even if NGOs can get some sort of entry point.
-  Unsufficient political will at the higher decision-makers' level, which is partly linked to the hardly demonstrable results of "preventive" or purely civilian actions until now (they do not make the headlines), to the apparent lack of public opinion pressure, and to the missing dialogue in this field with CSOs. Another important factor is the limited numbers of civilian ESDP missions until now and will to keep them "separated" from other civilian interventions in conflict areas.
-  The multiple pillar structure (Commission, Council and Member States) of the current EU policies in conflict areas does not only contain the risk of inefficiency but it also makes it possible for Council and Member States to balm the need of CSO consultation mainly off to the Commission. Moreover, the way in which ESDP missions are funded (national decisions about the parts to be funded by each country) constitutes an obstacle to better European coordination and to the inclusion of CSOs.



Possible ways forward

Among the proposals suggested, the following had the largest support among participants:

-  A regular meeting between each EU Council Presidency and the CSOs involved in civilian crisis management and conflict prevention, possibly by including points in the agenda such as the updating of scenarios, entry points for NGOs, resources availability, and a data base of available skills from the NGO world.
-  Involve NGOs (formally where possible) when longer-term policy planning on civilian measures is conducted and particularly when the different steps of any mission are planned, ie. in training, recruitment, planning, scenario-building, lessons learned and evaluation.
-  The ongoing efforts to ameliorate ESDP procedures in deployment include ways to allow better collaboration with NGOs (e.g. in the revision of service procurement rules).
-  Discuss publicly the policy contribution on conflict prevention made by NGOs during each presidency to highlight the benefits gained.
-  Find ways in which each of the participants in his/her own role can push for the necessary

WORKING WITH CIVIL SOCIETY IN AREAS AFFECTED BY CONFLICTS

Questions set for the workshop:

-  *What is an appropriate role for NGOs/civil society in EU civilian and military crisis management processes? (e.g. as policy advisors, early warning mechanisms, monitors, service providers and as participants in conflict dynamics and in the missions)*
-  *How can this role be enhanced through the implementation of the Action Plan and the Headline Goal?*

The workshop participants were asked to formulate some key recommendations for feedback.

Chair: Steve Utterwulghe, Search for Common Ground.

Rapporteur: Tom Köller, Luxembourg Presidency, Chair of the Committee for Civilian Aspects of Crisis Management (CIVCOM)






Report by Tom Köller, Luxembourg Presidency, Chair of the Committee for Civilian Aspects of Crisis Management (CIVCOM)

Added value of civil society / NGOs in local conflict prevention efforts

Conflict prevention and conflict management ultimately need to be home grown and locally owned, a fact which reduces the possible influence of outside actors as the EU. ESDP crisis management can only be successful in the long term, if continuity is ensured between short term crisis management and long term peacebuilding. An active civil society is of particular importance for this second phase, especially when it comes to local democratic development. The role of women NGOs was flagged in this context. The EU should, therefore, cooperate with local and international NGOs present on the ground in the crisis management phase.

In the specific case of demobilisation and reintegration of combatants, governments and international organisations on their own would be overwhelmed by the scope of the endeavour without reaching out to local communities.

Other added values / possible roles for NGOs quoted were:

-  possible provider of information as NGOs are often spread throughout a crisis region which is mostly not the case for governmental actors
-  possible role in early warning
-  possible consultants for missions
-  participation in evaluation of mission activities
-  possible trainers for experts to be deployed in a crisis region

Potential problems in cooperation

Ideally, the EU should look for neutral, reliable, independent, accountable and transparent NGOs to cooperate with. The question is how to identify NGOs fulfilling at least part of these criteria. There is a clear risk of investing into the wrong organisations (e.g. NGOs steered by local governments / conflict parties).

On the other hand, cooperating with international actors can be a risky endeavour for local NGOs in a crisis background.

Recommendations

EU missions should establish contacts with local civil society / NGOs and be structured accordingly (e.g. through identifying a liaison officer inside the mission).



However, the EU should act carefully while dealing with local NGOs / civil society for the reasons mentioned above.






The identification of “right” NGOs can be achieved via contacts with international NGOs with local contacts or networks or/and through member states embassies / EC delegations.

The EU should draw on existing experience of the UN, OSCE and the Commission while defining its relations with local civil society /NGOs.

EDUCATION AND TRAINING AS A WAY TO IMPROVE EU CAPABILITIES IN CONFLICT PREVENTION

Questions set for the workshop:

-  *Key elements in multifunctional training to improve EU capacity in conflict prevention.*
-  *Generative dialogue and participatory processes as methods for conflict prevention and change.*
-  *The need for training and education in the EU system.*

Chair: **Tim Wallis, Peaceworkers UK.**

Rapporteur: **Anna Widepalm, Folke Bernadotte Academy.**

Report by Anna Widepalm, Folke Bernadotte Academy

Aiming for a common approach and common standards:








Most Member States now recognise the need for training, but there are still different opinions regarding what kind of training and to what extent training is needed. Workshop participants emphasised that it is crucial at this point to start building a common approach and aim at common standards that provide strong, flexible, and usable curricula on conflict prevention. We need a common European approach to conflict prevention in general and that ought to be reflected also in training programmes.

It was highlighted that a holistic approach included synergies with the military: on the one side military and NGOs can benefit from the specific skills and capabilities of each other. On the other hand, aspects of conflict prevention have to be part of all training, including military training, since preventive efforts are needed at all stages, not the least in peacekeeping efforts within post conflict situations.




There ought to be a balance between generic and mission specific training, i.e. the difference between conflict prevention missions and training for development workers (e.g. Do No Harm, conflict sensitivity, how to work with business in conflict were some of the important issues mentioned). A possible split could be a special program for mission preparation and peacebuilding training for people working in conflict areas, but not within a peacekeeping mission. Certain elements, such as conflict transformation and skills in dialogue and mediation, would be the same for both categories, but there also need to be some key elements included that are specific to each target group.

Courses need to be elaborated to suit different levels; some people might have a lot of experience within their profession but they lack the experience of working in conflict areas. The length of the courses must also be adapted to the various target groups. Some skills require a longer training period, but many people are not able to spend a number of weeks on training. A scope of varying time periods should therefore be available.

Some core elements that should be included in course curricula:

-  Learn how to work in multicultural teams.
-  Understand your own motivation and learn how to explain that before learning more technical skills.
-  How do you get people motivated?
-  Learn to draw knowledge out of your own experience.
-  Learn together how to be aware of and apply common values.
-  Learn dialogue skills as one the major methods of dealing with conflicts.
-  Learn from the "subjects" of the missions.

The importance of evaluation, debriefing and sharing of know-how and experiences:

-  How do we evaluate training? What is the impact of the training? How does it really affect behaviour?
-  Debriefing must improve in order to learn lessons. "Did your training prepare you for this?"
-  We need to be flexible in terms of externalising the training, by picking the best parts that everyone does. We should try to get more resources pushed into multinational training.







How can the already existing training centres help to establish training in the new Member States? They will gain experience by participating in courses. A pool of trainers is being built, available to the new Member States. We should promote know-how transfer to others as well, e.g. to the AU.

How can the already existing training centres help to establish training in the New Member States? By participating in courses they will gain experience. A pool of trainers is being built, available to the New Member States. We should promote know-how transfer to others as well, e.g. to the AU.

Cooperation within the European Union:



The European Group on Training (EGT), the informal network of EU training institutions active in training civilian personnel for international peace operations, is a very important step forward to a common approach to training.

Recommendations for the EGT:



















-  Work towards common standards and shared goals.
-  Improve training.
-  Include new Member States.
-  Improve assessment evaluation.
-  Strengthen the link to recruitment (the ones being trained are not always the ones going on missions).
-  Improve follow-up and debriefing.

The participants of the working group stressed the importance of a continued cooperation within the EGT.

Other Suggestions:

-  Undertake an assessment of all the types of training carried out by different organisations, a registration of available training programmes and break it down into categories.
-  Take one particular country or area as an example and make an assessment of the needs. What are the necessary skills and actions needed to try to stop the outbreak of violent conflict?

Recommendations: Some key issues to bring forward training and education

-  Training on dialogue and participatory processes as a useful instrument for change (to make people move from one position to another).
-  Make people aware of the consequences of war.
-  Multifunctional training is essential for making all parties understand each other.
-  What are the specific needs within the EU system?
-  Learn about reconciliation processes.
-  Work on root causes (socioeconomic factors, human rights etc.).
-  Make the training relevant to the daily work of the participants.
-  Adjust the training and use case studies based on a specific region.
-  Use the vast experience and knowledge of NGOs to deepen the training.
-  Acknowledge the importance of willingness to personal change in order to achieve sustainable improvement of a situation.
-  Awareness of where the interest to act comes from.
-  The importance of an integrated approach; to work together with a common goal with a common perspective.
-  See prevention as a part of the whole.
-  Involve all groups (women and youth in particular).
-  When training field personnel, try to make use of locally engaged staff, use their concrete experiences.
-  Define the minimum standards and how we are to meet those standards.
-  Three categories: training of individuals, training of trainers and training of third parties.
-  Mix and match different modules and adapt them to the different needs.

Training is a means to an end. Education and training is one important way to improve the capacity in conflict prevention.

DEVELOPMENT AND CONFLICT PREVENTION: SECURITY AS A MILLENNIUM GOAL

Questions set for the workshop:

-  *Enlargement and Development cooperation as a tool for conflict prevention*
-  *EU/UN partners in prevention*
-  *UN Security Council and the new security threats*
-  *Redefining the role of international organisations in development*
-  *The Millennium goal in conflict prevention*

Chair: **Fraser Cameron, European Policy Centre.**

Rapporteur: **Julien Bouzon, European Policy Centre**

Report by Julien Bouzon, European Policy Centre

Introducing the workshop, Fraser Cameron underlined the linkage among the main issues on the agenda. They all derived from the need for a more coherent development policy at the global level, which would prevent the fragmentation of actors and instruments and, as a result, would better incorporate conflict prevention as a key starting point for sustainable development. The chairman referred to Kofi Annan's report of 21 March 2005 of the UN General Assembly, which laid out a series of concrete proposals to enable the UN and the international community to attain the MDGs by 2015.

Enlargement and Development cooperation as a tool for conflict prevention.

The chairman began the discussion with a reflection on the EU as an actor in conflict prevention. He argued that the reactions to the last enlargement had been mainly defensive, and that very few commentators had pointed out the contribution played by this major occurrence to consolidating security and stability in the region. The Baltic States were mentioned as a case in point. Fraser Cameron then stressed the dilemma facing the EU in the framework of the European Neighbourhood Policy: how could the EU continue to strive for security and stability in the neighbouring regions, without the "carrot" of a future EU enlargement?

Some participants counter-argued that the example of the Baltic States was not really relevant for an analysis of the EU's influence in conflict prevention, as the "carrot" of accession to NATO had been more of an incentive for these states to engage in regional dialogue, especially with regard to the treatment of their Russian minorities.

A more promising instrument for the coupling of development and conflict prevention objectives might reside in the institutionalisation of bilateral relations through a combination of different policy types. This was best evidenced by the success of the Cotonou agreement. This type of agreements created a forum for multilateral dialogue, which was also successful in linking

EU/UN partners in prevention and UN Security Council and the new security threats.

The chairman paid attention to the increased cooperation between the EU and the UN. Everyone agreed that the UN was confronted with a lack of legitimacy since 9/11, because of the restrictive definition of the concept of security prevailing since then. Fraser Cameron was keen to repeat Kofi Annan's own words, defining "human security" as a broad concept reaching far beyond its only military component and precluding instant results and political gratifications.

Most participants were convinced that the EU could represent a strategic ally for the UN. These two actors shared common values, which they still had difficulty enforcing on the ground. If the EU was to consider itself as a global actor, it had to demonstrate it by effectively pushing for a reformed UN system, in line with the proposals made in Kofi Annan's report.

The EU should also become decisive in its external interventions. Only too rarely had the EU been in a position of exhibiting even modest successes, such as a pacified Macedonia since 2001. Regarding one of the most crucial facets of conflict prevention, arms control, the EU had not managed to render its Code of Conduct binding, which did not augur well for a future arms control treaty.

Redefining the role of international organisations in development.

The chairman initiated the discussion by asking how long the current EU-US duopoly in the leadership of the IMF and World Bank could be sustained. Most participants accepted that the system was no longer tenable, as this guaranteed neither a transparent nor an efficient selection process for the leadership of the Bretton Woods institutions.

The discussion also touched upon the reforms envisaged for the WTO. Fraser Cameron noted that the recently unveiled Sutherland report did not explicitly advocate the abrogation of the consensus principle. Several members participated in the discussion by emphasising the need for a more comprehensive approach to trade negotiations, which, among others, would not artificially separate trade from development commitments by the developed countries.

Concerning non-governmental actors, there was wide agreement on the difficulty to get NGOs and the civil society involved in situations of failed states or post-conflict areas. This observation pertained more particularly to the implementation of Disarmament, Demobilisation and Reintegration (DDR) Programmes on the ground. The Peace Building Commission envisaged by Kofi Annan's report might also offer an interesting instrument for liaising more closely with NGOs.

The Millennium Goal in conflict prevention





Finally, the chairman invited the participants to provide key points for a speech that Anna Lindh (if she was still alive) would give on the subject of conflict prevention in the 5 next years. These points were formulated as follows:



Conflict Prevention should become a full-fledged Millennium Development Goal, seeking for instance to halve the number of civilian casualties worldwide.



All the aspects of conflict prevention, including trade, development aid, and human rights, should be streamlined in order to adopt a comprehensive approach to this future Millennium Development Goal.

-  The NGOs active in conflict prevention should also be urged to develop a more coherent approach, avoiding overlapping efforts on the ground and soundly deploying their capabilities to cover all the areas in conflict.
-  The Goal of conflict prevention should be embedded in an intensified cooperation between the EU and the UN, which would also include the regional organisations competent for the conflict areas.
-  The instrument of the “watch list”, devised under the Irish Presidency and enlisting some 40 countries with alarming tensions, should be updated more frequently than every 6 months. It should become a global instrument, permitting the UN, the EU and the relevant regional organisations to take early action.
-  The UN, the EU, the regional organisations and the relevant NGOs should engage in a common reflection on the role of businesses in conflict areas. In particular, they should reflect on the thin line separating the contributions to local development from the financial support for a regime or a faction in its war efforts.

SECURITY SECTOR REFORM - SSR

The workshop provided space for representatives from NGOs and from different EU institutions to jointly discuss identified priorities in the Action Plan. The working group developed recommendations as to how NGOs and the different EU institutions can better collaborate during the planning and implementation of missions.

Questions set for the workshop:

- ✎ How could the Commission and Council strengthen synergies in SSR?*
- ✎ Within a coherent approach to SSR, what is the role of civilian missions?*
- ✎ How can EU missions and NGOs better cooperate to optimise impact?*

*Chair: **Koen Vervaeke**, General Secretariat of the Council of the EU, Policy Planning and Early Warning Unit, Taskforce Africa*
*Rapporteur: **Jan Ruysseenaars**, Novib/Oxfam Netherlands*

Report by Jan Ruysseenaars, Novib/Oxfam Netherlands

After a short introduction the chair invited workshop participants to share existing expertise and experience, and to come forward with clear and useful proposals. The aim was to engage in a concrete “what and how to do” exercise.

The following points were raised during the discussion:

The perspective of the new European action service raises issues in relation to conflict prevention measures. So far, there have been synergy problems already, Member States do not act in unanimity, and the future of first and second pillar missions is unclear. We need ways to combine both, thus coordinating Commission and Council activities better. Yet, for this to happen, considerable political pressure has to be exerted. The example of Congo DRC was discussed. The SSR missions there are military-led, which is partly due to their higher staff ratio, but should in fact, be based on a sound analysis of the situation in Congo DRC. The involvement of civil society depends on specific task and content, e.g. dealing with hard core criminals or with arms traffic is less a civilian job. However, politics tend to follow the military logic: they do, civilians follow. We need a more balanced footing. There is a role for NGOs in missions. ESDP means that Member States select and send persons, and currently that is the easiest way to proceed. Member States nominate but need to have a clearer insight in capacities and competencies across the EU.

SSR programmes have to integrate police activity, not only operational, but also on the strategy level, including aspects like the capacity of the prison services, development of rule of law, etc. Looking at the example given by Graham Mathias in the morning on community policing programmes in Kenya, it was emphasised that the role of the police as gatekeepers to the criminal justice system called for a holistic and integrated approach. SSR is enhanced through SSAJ (access to Justice strengthening programmes). In Kenya this is done via a Justice, Law & Order programme. Additionally there has been some positive experience of civil society connection to the

The connection between DDR and SSR was also highlighted. D, D, and R, has been sliced up into almost competitive objectives, when in fact one cannot even succeed with any DDR or SSR programme without attention to the other. In addition, SSR is a difficult political and military issue, which faces serious lack of funding. Without local political will, which often does not exist, SSR is not sustainable. Funding for both DDR and SSR needs to be sustainable and guaranteed from the start.






The issue of funding sparked considerable debate. The ODA funding criteria debate needs to be taken into consideration. A too close integration of the two issues (DDR and SSR) might cause danger for funding. Yet, dysfunctional police adds to instability. Thus, sufficient money is needed and NGOs have a role in lobbying for that. However, there are different decision-makers on the policy side and on the funding side, and they do not usually come together because of some rules that inhibit this kind of synergy, which is a problem of any administration. Why money for agriculture, and for humanitarian aid, and not for SSR? It is a fact that EU Member States differ a lot in their position on funding and there is no EU joint position. But rules can be changed. SSR and DDR and RRM and Peace Facilities are clearly too small. They need to be recognised as more essential and thus fundable in the Millennium Development Goals Campaigns.

Another problem in the EU SSR debate is the lack of relation to EU or Commission activities. Often the UN or regional organisations like ECOWAS implement SSR directly supported by individual Member States. The EU needs to be more synergetic, faster and more coherent if it wishes to be a relevant player in this field. There is indeed a need for a common EU position on SSR. We need a SSR-doctrine for the whole EU and we need to define the locus and nature of leadership.

There was some doubt expressed from the side of NGOs on the need to focus so much on the relatively new concept of SSR. It was felt that educational system reform is as important for peace and stability as SSR is. The response to this highlighted that investment in SSR liberates money for education when a society is stable and secure, yet too many countries have collapsed due to a break down of their state security. Security is the first thing needed.

A final, but crucial discussion point centred on women: what can SSR and particularly police projects do about gender mainstreaming, training, evaluation, and women in conflict? Resolution 1325 was adopted by all UN member states, but has not been adequately integrated into EU work in this field. Some Member States, for example Belgium with the gender emphasis on police reform in Burundi, are making an effort. Referring back to the specific example of community policing in Kenya, women seem to have been dropped out of the agenda here too. In response, Graham Mathias outlined some efforts made in this project (Women's only Police Station, attention for criminality and women, need for more gender issues in government's 5 year plan) and how it connects to the definition of security, which is not always the same.

Some additional observations made:

-  SSR is defined and prioritised in the 2003 ESS, and deserves to be better funded.
-  SDP action plan and guidelines offer a good reference framework.
-  Focus should be on police, army and criminal justice.
-  We must discern between SSR in a post conflict situation, and SSR in rather stable contexts, e.g. the condition for new EU Members States.
-  There is obviously a difference of semantics and definitions of the term "EU missions" and

Recommendations:

-  The European Action Service should provide for NGO liaison mechanisms on the ground (delegates level), at medium (regional) level, and at headquarters (secretariat) level. These deserve to be further elaborated.
-  Sustainable funding guarantees for SSR and DDR are needed from even before the start. Press for more discipline in funding by member states and advocate for funding on peacebuilding. Use MDGs for Peace and Security as strong arguments. Funding must be timely, appropriate and sufficient.
-  Draft a common comprehensive EU doctrine on DDR and SSR with a strong gender chapter and a link between political decisions and funding decisions building on existing documents and materials. Create a joint inventory of what exists, also in terms of army integration, arms equipment strategy on police and army, etc.
-  Much closer cooperation is possible between the military and civilians. Follow some of the good examples by the Netherlands, Belgium, and the UK.
-  Involve NGOs already in the planning phase of operations. Let joint context analysis define the roles. Find best practices with community based policing, community involvement in DDR, and involve NGOs in monitoring and evaluation.

DISARMAMENT, DEMOBILISATION AND REINTEGRATION - DDR

The workshop provided space for representatives from NGOs and from different EU institutions to jointly discuss identified priorities in the Action Plan. The working group developed recommendations as to how NGOs and the different EU institutions can better collaborate during the planning and implementation of missions. Questions set for the workshop:



How can the Commission and Council strengthen synergies in DDR?



Within a coherent approach to DDR, what is the role of civilian missions?



How can EU missions and NGOs better cooperate to optimise impact?

Chairs: Jane Backhurst, World Vision and Dan Smith, International Alert.

Rapporteurs: Rory Keane, Consultant for United Nations Institute for Disarmament Research and Johanna Öhmann, Swedish National Defence College.

Report by Johanna Öhmann, Swedish National Defence College, and Rory Keane, Consultant for United Nations Institute for Disarmament Research

The DDR workshop started off with a few questions or reflections posed to Mr Abebe in relation to his presentation in the morning session. The questions were about the efficiency of money spent on DDR programmes and the situation of women in DDR. Women should be brought more actively into the process and should be viewed as a strength.

The two chairs of the workshop each made some introductory remarks.

Dan Smith stressed that the concept of DDR is essential for peacebuilding and conflict prevention. The international community has yet, however to successfully implement the process in practice. Mr Smith argued that DDR is too often seen as a technical process alone, whereas it ought to be looked upon as a social process. The ultimate goal is social reintegration of ex-combatants into a working economy and a society that can provide for the economic, social and psychological needs of all those affected by violent conflict. One current problem with implementation of DDR is, therefore the allocation of funds in a linear, sequential fashion. As a result, the R is addressed with too few funds, too late and without being strategically linked to the D and D. Therefore, an EU parliamentary body should be involved for accountability of EU spending on DDR.

Jane Backhurst said in her introduction that DDR is related to all elements of the conflict "contiguuum" including crisis management, peace building, and conflict prevention etc. She pointed to the need to get back to the roots to make DDR effective the root causes of the conflict, and the "grass roots". In addition, policy-setting and programming should be based on the *rights* of local populations. The military and other actors should receive training on children's rights and child protection. One of the other important factors for DDR is therefore the *right* political will to: promote and respect the rights and needs of local populations; ensure that there is full coherence between the latter and EC policies, including trade, development and CFSP, therefore enhancing coherence between the policies; make compromises towards long term security gains rather than the short term political or military gains of an elite group inside or outside the state, including for civilian crisis management action. Other factors include: the right coordination with clear

Are the UN OCHA MCDA Guidelines upheld? Are humanitarian principles upheld? Are the UN Convention on Civil and Political Rights, on Economic and Social Rights, on the Rights of the Child, being respected?); the right timing, including a generous time frame; the right financing mechanisms which should be driven by long term objectives, and therefore which would need to be flexible, multi-annual and link traditional relief, rehabilitation and development EC financing frameworks; and the right planning and design of DDR programmes, including mapping of the work already underway of other actors, incorporation of lessons, and a thorough assessment, including child impact analysis and conflict analysis.

There were some comments after the introductions; one stating that there is no common EU policy on DDR. Ambassador Ängeby put forward the need for change of mindset and the use of dialogue. Inger Buxton stressed the importance of international trust funds and national commissions connected to those in order to promote national ownership. A somewhat more integrated approach can be observed when it comes to DDR, for example within the UN Interagency Working Group on DDR and the Stockholm Initiative on DDR.

The workshop was then split into three working groups looking at: 1. Local capabilities, 2. Civilian EU missions, 3. EU-NGO communication. After reporting back from each working group the following recommendations materialised:

DDR Working Group Recommendations

- ✍ Seriously consider the long-term sustainability of potential EU civilian missions on DDR (as recommended in the Action Plan). Under the current EU crisis management structures, there is a risk that they would be short term and neglect the essential aspects of reintegration and rehabilitation. Currently, the main contribution rests in providing DDR experts and developing in common guidelines aimed at sustainability;
- Strengthen the capacity of EU Delegations in peace processes through providing DDR experts and use Delegations to monitor and evaluate how DDR is being implemented;
- Involve NGO experts in any EU DDR implementation missions, including in planning, implementation, monitoring and evaluation processes.
- Ensure conflict impact analysis and strategic peacebuilding assessments are implemented prior to DDR implementation;
- Use a holistic, regional approach to DDR;
- Implement DDR through a dialectic, rather than a linear approach;
- Prioritise reintegration and rehabilitation to ensure sustainability. DDR should be seen as a social process. Focus on socialising local behavioural attitude and actions;
- Pay particular attention to the involvement of women and war-affected youth in all DDR processes;
- Engage non-combatants in the DDR process;
- Strengthen coordination between EU instruments and Member States;
- Develop and codify an EU DDR framework;
- Operationalise DDR under the new Stability Financial Instrument at Commission level, while EDF funding relevant to this sector should also be maintained;
- Ensure CIVCOM and CODEV work together formally on DDR issues to ensure that EU DDR programmes are coherent with DG Development approach and that a strong trade and development component is integrated.
- Strengthen UN-EU interoperability on DDR programmes.
- Identify and share best practices and lessons learned.

Tom Köller, Luxembourg Presidency

We have addressed a great deal of issues linked to conflict prevention in the two days of our conference: working with civil society as partners in the EU and in areas affected by conflict. How can education and training serve the improvement of preventive actions and peace building? The link between security, diplomacy and development as conflict prevention tools, and finally, synergies in SSR and DDR.

But what is special about this conference is the broad spectrum of its participants: experts from NGOs, governmental representatives and EU institutions. Kennedy Graham mentioned this morning that we have come a long way in relations between governments and civil society. I agree, but this conference showed that we have reached a very positive level in this field. I have not heard once during this conference that we should not be partners and just continue on our respective paths.

We identified possible problems of cooperation, but mainly a lot of common ground and possibilities for synergies. Reflections and ideas which will be included into a Conference report. I can assure you that the Presidency will not leave it at that, but will put the results to discussion in the relevant Council bodies.

At the end, allow me to thank my co-organisers, the European Peacebuilding Liaison Office, Folke Bernadotte Academy and the Madariaga Foundation for a very successful cooperation, the European Commission for allowing us to use the Borschette building, all the panellists, speakers and rapporteurs. I also would like to thank Leonora Valerio for ensuring again a smooth organisation. Finally, thanks to you, the participants for attending our Conference, thereby ensuring this very valuable balance between NGO, governments and EU institutions.

23rd March WORKING WITH PARTNERS

9.00-10.00 Registration and Coffee

10.00 **Opening remarks** by Ambassador Paul Duhr (Luxembourg Representative to the Political and Security Committee)

10.20-10.50 **What is the state of play on EU policies of conflict prevention with regard to civilian capabilities? How can civil society enhance the EU's capability to react to crises and prevent conflicts** (*Javier Nino-Perez, European Commission, Conflict Prevention Unit, György Tatar, Council of the European Union, Policy Unit*)

10.50-12.30 **Panel Discussion: Where does the EU have to go from here to ensure sustainable approaches on training, involve civil society, and significantly increase its civilian capabilities in practice?** (*Tom Köller, Luxembourg Presidency, CIVCOM Chair; Ragnar Ängeby, Folke Bernadotte Academy, Folke Bernadotte Academy; Marie-Ange Gaiffe, Programme Director, Madariaga European Foundation; Paul Eavis, President, EPLO*)

12.30-14.00 Lunch

14.00-17.00 **Workshops**

1. Working with Civil Society as Partners in the EU

Chair: Torkild Byg, Danish delegate to the Committee for Civilian Aspects of Crisis Management (CIVCOM)

Rapporteur: Alessandro Rossi, Nonviolent Peaceforce

2. Working with Civil Society in areas affected by conflict

Chair: Steve Utterwulghe, Search for Common Ground

Rapporteur: Tom Köller, Luxembourg Presidency

3. Key elements in multifunctional training to improve EU capacity in conflict prevention. How can education and training serve the improvement of preventive actions and peace building?

Chair: Tim Wallis, Peaceworkers UK

Rapporteur: Anna Wiedepalm, Folke Bernadotte Academy

4. Development and conflict prevention: Security as a millennium goal

Chair: Fraser Cameron, Director of Studies, European Policy Centre

Rapporteur: Julien Bouzon, Junior Policy Analyst, European Policy Centre

17.00- 17.30 **Plenary on the recommendations of the workshops**

Chair: Nicolas Beger, Head of Office, EPLO

18.30 **Reception hosted by the Luxembourg Presidency** at the Permanent Representation of Luxembourg to the European Union

24th March SYNERGIES

Day 2 will focus on one of the six key headings of the Action Plan "Synergies". This is based on the Action Plan's acknowledgement that it is vital that all the instruments for the conduct of efficient and effective operations are complementary and coherent including longer term CFSP, Development and Justice and Home Affairs instruments. This is in order to strengthen EU capacity to promote environments for longer term sustainable security and development.

9.30 - 10.45 **Working towards a coherent EU conflict prevention response: Challenges and opportunities for better linking security, diplomacy and development.**

Pieter Feith, Deputy Director General for ESDP, Council of the European Union

Anna Maria McLoughlin, Head of Conflict Prevention and Crisis Management Unit, DG Relex, European Commission

Kennedy Graham, Senior Fellow in the Peace and Governance Division, United Nations University, Bruges and Project Director, Regional Security and Global governance

Colin Gleichmann, Programme Manager "Small arms and DDR", GTZ Germany

10.45 -11.15 Coffee Break

11.15- 12.30 **Synergies: What does this mean in practice: SSR and DDR?**

The EU Action Plan identifies security sector reform (SSR) and disarmament, demobilisation and reintegration (DDR) as areas in which EU missions would benefit from greater expertise.

European Police Mission (EUPM) in Bosnia - lessons learned and next steps for EUFOR: *Justin Davies, Police Unit, Council General Secretariat*

DDR in the Mano River Union - an NGO perspective: *Lulseged Abebe, Manager, West Africa Programme, International Alert*

Community Based Policing in Albania and Kenya - an NGO perspective: *Graham Mathias, International Policing Consultant, Saferworld*

12.45-13.45 Lunch

13.45-15.30 **Workshops**

1. Security Sector Reform (SSR)

Chair: Koen Vervaeke, Policy Planning and Early Warning Unit, Taskforce Africa, Council General Secretariat

Rapporteur: Jan Ruysenaars, Senior Policy Adviser for Conflict and Human Rights, Novib/Oxfam Netherlands

2. Disarmament, demobilisation and reintegration (DDR)

Co-Chairs: Jane Backhurst, Director, World Vision Europe; Dan Smith, Director, International Alert

Co-Rapporteurs: Rory Keane, Consultant, United Nations Institute for Disarmament Affairs; Johanna Öhman, Swedish National Defence College

15.30 16.00 **Workshop recommendations**

Chair: Nicolas Beger, Head of Office, EPLO

16.00 16.30 **Concluding Remarks**

Chair: Tom Köller, Luxembourg Presidency

The Luxembourg Presidency of the Council of the European Union

The role and tasks of the Presidency

Luxembourg is holding the Presidency of the Council of the European Union during the first semester of 2005.

The Presidency of the Council of the European Union is organised on the basis of a half-yearly rotation system. At present Luxembourg presides over the meetings of the Council of the European Union, which are held in Brussels or in Luxembourg, and organises meetings, informal or not, on its own territory. Moreover, M. Jean-Claude Juncker, Head of government, presides over the European Council. The Presidency of the Council plays an essential role in steering the decision-making process in political and legislative matters. In the same manner, all the working groups (of government officials), whose task is to prepare the ministerial meetings, are presided over by the country which holds the Presidency. The president of the Council is also responsible for representing it at the other European institutions, such as the European Parliament and the European Commission. Furthermore, the Member State which holds the Presidency represents the Union on the international stage, in close cooperation with the EU High Representative for Common Foreign and Security Policy, Javier Solana, and the European Commission.

Relations with NGOs and civil society organisations: a priority of the Luxembourg presidency

In the framework of the European Security and Defence Policy, and more specifically in EU Civilian Crisis Management, the Luxembourg Presidency aimed at following-up the Action Plan for Civilian Aspects of ESDP. This Action Plan, which was adopted in June 2004, committed the EU to reinforcing its cooperation with other actors, particularly the UN, the OSCE, third states and NGOs and civil society. Noting the valuable experience, expertise and early warning capacity of NGOs and civil society organisations, the Action Plan also committed the EU to establish more regular exchanges of information with their representatives. This work has been taken forward. Initial contacts with representatives of NGOs and civil society have resulted in a good exchange of views on possible ways forward to implement the Action Plan's recommendations. The aim of the Presidency was to follow up these contacts with the conference on "Partners in Prevention: Moving from Theory to Practice - EU Civilian Crisis Management and Development Policies, Sustainable Approaches to Training, and Involvement of Civil Society" held in Brussels on 23-24 March 2005. This seminar brought together practitioners and representatives of NGOs and civil society and think tanks/academia in a series of panels and workshops with the objective of sharing different types of expertise and examining ways for further cooperation.

www.eu2005.lu

European Peacebuilding Liaison Office

The European Peace Building Liaison Office (EPLO) is the alliance of European NGOs, networks of NGOs, and think tanks active in the field of peace-building, who share an interest in promoting sustainable peacebuilding policies among decision-makers in the European Union. EPLO and its members are committed to the advancement of sustainable peace in the world, enhanced involvement of civil society in the transformation and resolution of conflict, and non-violent forms of intervention. EPLO seeks 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 also seeks to influence the EU to recognise the crucial connection between peacebuilding, the eradication of poverty, and sustainable development world wide. And it aims to improve the EU's recognition of the crucial role NGOs have to play in sustainable EU efforts for peacebuilding, conflict prevention, and crisis management.

We, thus, want to enhance the engagement of peacebuilding NGOs in structured civil dialogue and participatory democracy at EU level and the inclusion of local civil society actors affected by conflict.

EPLO's membership, currently 17, includes a number of large international NGOs operational in conflict zones, academic think tanks, research institutions, and European NGO networks. EPLO works as a structured NGO platform through specialised working groups, an elected Steering Committee, and membership consensus on concrete policy outputs. EPLO has built a thorough track record of engagement with the European Institutions, the EP, the Commission, and the Council, as well as the Presidencies, and has by now established a regular policy dialogue with all relevant EU institutions.

For more information:

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[Http://www.eplo.org](http://www.eplo.org)

Folke Bernadotte Academy

The Folke Bernadotte Academy is a Swedish government agency dedicated to improving the quality and effectiveness of international conflict and crisis management, with a particular focus on peace operations. The Academy functions as a platform for cooperation between Swedish agencies and organizations and their international partners. Its main areas of responsibility are:

- National cooperation and coordination
- Joint multifunctional education and training
- Research, studies and evaluation
- Method and doctrine development

The Academy has a preparedness to offer good offices for conflict management initiatives, such as talks between parties to a conflict. Within its mandate, it serves as national point of contact with international organizations, including the UN, EU, OSCE and NATO.

The Academy aims for broad international participation in its activities, and cooperates closely with partner institutions throughout the world. It has a coordinating role in the project Challenges of Peace Operations: Into the 21st Century and has been chosen to coordinate the activities of the European Union Group on Training. The Academy is also a member of the International Association of Peacekeeping Training Centres. In 2005 the Academy took over the responsibility for Fredsmiljonen, a fund supporting Swedish non-governmental organizations in the area of security policy and peace development.

The establishment of the Academy reflects Sweden's commitment to international peace and security. It is named after Count Folke Bernadotte, who was the first official UN mediator.

For more information:

Folke Bernadotte Academy
www.folkebernadotteacademy.se

Madariaga European Foundation

The Madariaga European Foundation was created in 1998 as an initiative of the former students of the College of Europe to translate on a practical level the potential represented by the College's capacity for insightful reflection and analysis into European integration.

Building on the spirit of Salvador de Madariaga, and characterised by its committed approach to Europe, the Madariaga European Foundation is dedicated to the promotion of the European civil society co-operation model as a source of inspiration for progress and development in regions inside and outside Europe's borders. The Foundation also supports the College of Europe in its mission of education and training.

The Madariaga European Foundation focuses its portfolio of activities around three major axes:

- 1- *Conflict Prevention*
- 2- *Health and Environment*
- 3- *Research*

The Foundation seeks to achieve its aim by developing innovative projects, realised in partnership with other foundations, think-tanks, corporations, national and international organisations and academia. The projects are concept or subject-oriented and thus bring all relevant stakeholders together in an environment highly conducive to a concrete sharing of views. Acting as a bridge between public and private spheres, the Foundation provides a platform for dialogue and reflection helping to further an informed debate on global issues. The Madariaga Foundation also carries out a series of conferences and debates dealing with topical issues on the EU agenda and addressed to a wide audience. Its work is complemented by the publication of books and topical papers reporting on the Foundation's activities.

On a level specifically related to the implementation of its programme, the Foundation's priorities are all the more legitimised by the considerable implication of its president Javier Solana. Secondly, the Madariaga Foundation can rely upon the outstanding network of the College of Europe lying in its teaching staff and the network of its graduate alumni, spanning all of Europe and beyond. Over the recent years, the Foundation has also developed strong links with other European foundations, think-tanks and NGOs, setting it in a key position at the heart of European civil society.

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THE HELSINGBORG AGENDA

Partners in Prevention
Helsingborg, Sweden, 29-30 August 2002

The Helsingborg Agenda Chairman's Conclusions

The European Council in Göteborg endorsed the EU Programme for the Prevention of Violent Conflicts, whereby the EU will:

- set clear political priorities for preventive actions
- improve its early warning, action and policy coherence
- enhance its instruments for long-and short term prevention, and
- build effective partnerships for prevention

In order to further the goal of an increased co-operation and effective partnerships, the Regional EU Conference on Conflict Prevention "Partners in Prevention" was held in Helsingborg, Sweden, on 29-30 August 2002.

The Conference was arranged by the Swedish Government in close co-operation with the former Spanish and present Danish, EU Chairmanships and with support from the European Commission.

The Conference responded to the call from the UN Secretary General to arrange regional workshops in order to discuss specific regional dimensions of co-operation in conflict prevention.

The Conference brought together key actors from the EU and from international organisations involved in conflict prevention in Europe. Participants included high officials from EU institutions as well as from the United Nations, the OSCE, the Council of Europe and NATO. Foreign ministers from several EU and candidate countries participated. Persons with practical experience from conflict prevention in the field served as moderators and panellists. High officials from the African Union, ECOWAS and SADC also attended the Conference. A list of participants is annexed.

The Conference was the first meeting of senior representatives from all European regional organisations and the UN to review in an informal way their joint work and the collective challenges which lie ahead. Participants stressed their determination to build stronger partnerships for multilateral action.

Participants reviewed and reaffirmed their common commitment to translating the conflict prevention agenda into concrete action. The Chairman of the Conference, Swedish Foreign Minister Anna Lindh, drew the following conclusions from the discussions. These conclusions will be transmitted to the EU Presidency for further consideration.

Common Values

1. Conflict prevention is one of the primary obligations of UN member States set forth in the UN Charter. The Charter provides the foundation for a 1. comprehensive and long-term approach to conflict prevention based on an expanded concept of peace and security, in which the human being is placed at the centre.

2. International law including norms on human rights and international humanitarian law, as well as the global and regional institutions to safeguard these norms, lay the foundation for international peace and security. Violent conflicts have often resulted from flagrant violations of common norms and commitments.

3. States are accountable to their inhabitants and responsible to each other for the implementation of commonly agreed international norms. Common commitments, undertaken at regional and global levels, are matters of immediate and legitimate concern to all.

4. Conflict prevention and sustainable and equitable development are mutually reinforcing activities. Investment in national and international efforts for conflict prevention is investment in sustainable development.

Common Action

5. Too often, the international community has failed to prevent violent conflicts. Complex challenges in recent years have led to a closer co-operation between the EU and regional and international organisations. This has made efforts to prevent violent conflicts more effective. The international community is faced with urgent challenges to the maintenance of peace and long-term security. Addressing these challenges will require intensified co-operation and a resolve to accelerate and intensify joint work.

6. Co-operation and partnership have been intensified between our organisations. Joint lessons should be drawn from experiences gained from our previous actions. For example:

- i) common forward-looking exercises based on lessons learned, including on policy coherence, for instance with regard to our activities in FYROM,
- ii) the need for a consistent political message and strengthened co-operation between envoys and special representatives,
- iii) sharing of manuals for conflict prevention,
- iv) experience gained from the institution of the OSCE High Commissioner of National Minorities,
- v) experience of supporting and engaging local and national efforts for conflict prevention, with civil society playing an important role,
- vii) experience from consolidating peace through co-operation on disarmament, demobilisation and reintegration,
- vii) experience from co-operation on long-term peace-building in post-conflict situations.

Common Commitment

7. In order to translate our common commitment to conflict prevention into co-operative action, practical institution-strengthening and process measures should be taken aimed at improving the capacity to:

- i) analyse situations requiring preventive action,
- ii) identify appropriate policy responses, and
- iii) agree upon and effectively deliver such responses.

8. To this end, practical measures should be taken, both at head-quarters and field levels, aiming at:

- i) increased transparency and substantive exchange of relevant information among partner organisations,
- ii) co-operation between situation rooms, including for early warning on potential conflict situations,
- iii) development of common indicators and check lists for root-causes of conflicts, including the role of democracy, human rights and the rule of law,
- iv) joint fact-finding and development of shared strategies, i.a. through country teams, drawing on local and non-governmental actors, for instance with regard to Central Asia and Southern Caucasus,
- v) co-operation in defining goals and strategies in specific situations, including through the establishment of ad hoc working groups,
- vi) sharing of experiences on conflict prevention between organisations in different regions,
- vii) sharing of experiences on how to strengthen conflict prevention in development co-operation, including through institution-building,
- vii) development of joint training programmes for conflict prevention.

Follow-up

9. The Conference will be followed up and reviewed by the EU, in its continuing implementation of the Göteborg Programme for the Prevention of Violent Conflicts, and by the participating organisations, both at headquarters and in the field, including at working level.

10. An enlarged European Union will benefit from the expertise and new perspectives offered by the new member states. European security will be enhanced with these new member states playing an active role in the implementation of the Göteborg Programme.

11. The chairman's conclusions will be forwarded to the UN Secretary-General and will contribute to the next high-level meetings between the UN and regional organisations, which i.a. will review progress. In this context, the conclusions of the Conference will be forwarded to all regional organisations participating at the next high-level meeting.

12. Our common hope is that the results of this Conference will stimulate an increased interaction between United Nations and organisations in different regions and will lead to similar meetings in other regions.

13. Our common ambition is also to enhance our co-operation with NGOs, civil society, the business community and research institutions in the implementation of the conflict prevention agenda.

PARTICIPANTS LIST

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48	Gourlay	Catriona	Executive Director	ISIS
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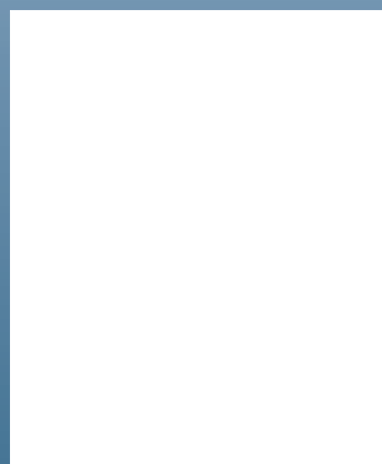
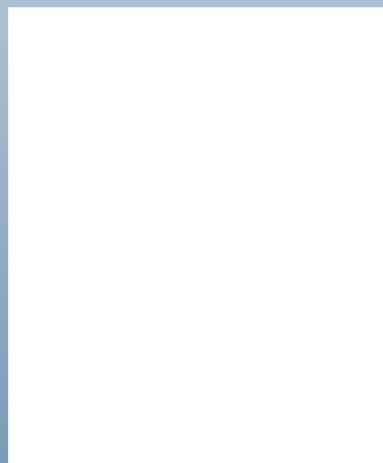
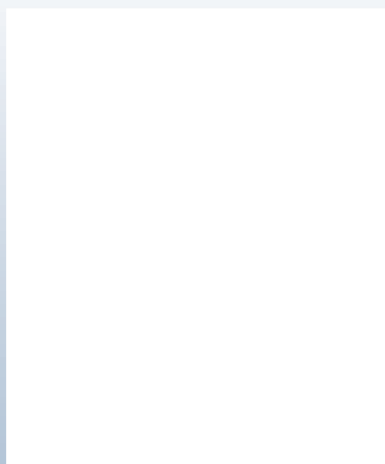
50	Grebäck	Kerstin	Secretary General	Kvinna till Kvinna
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72	Leborgne	Astrid	CODEV	Permanent Representation France
73	Lebruskova	Zuzana		Committee of the Regions

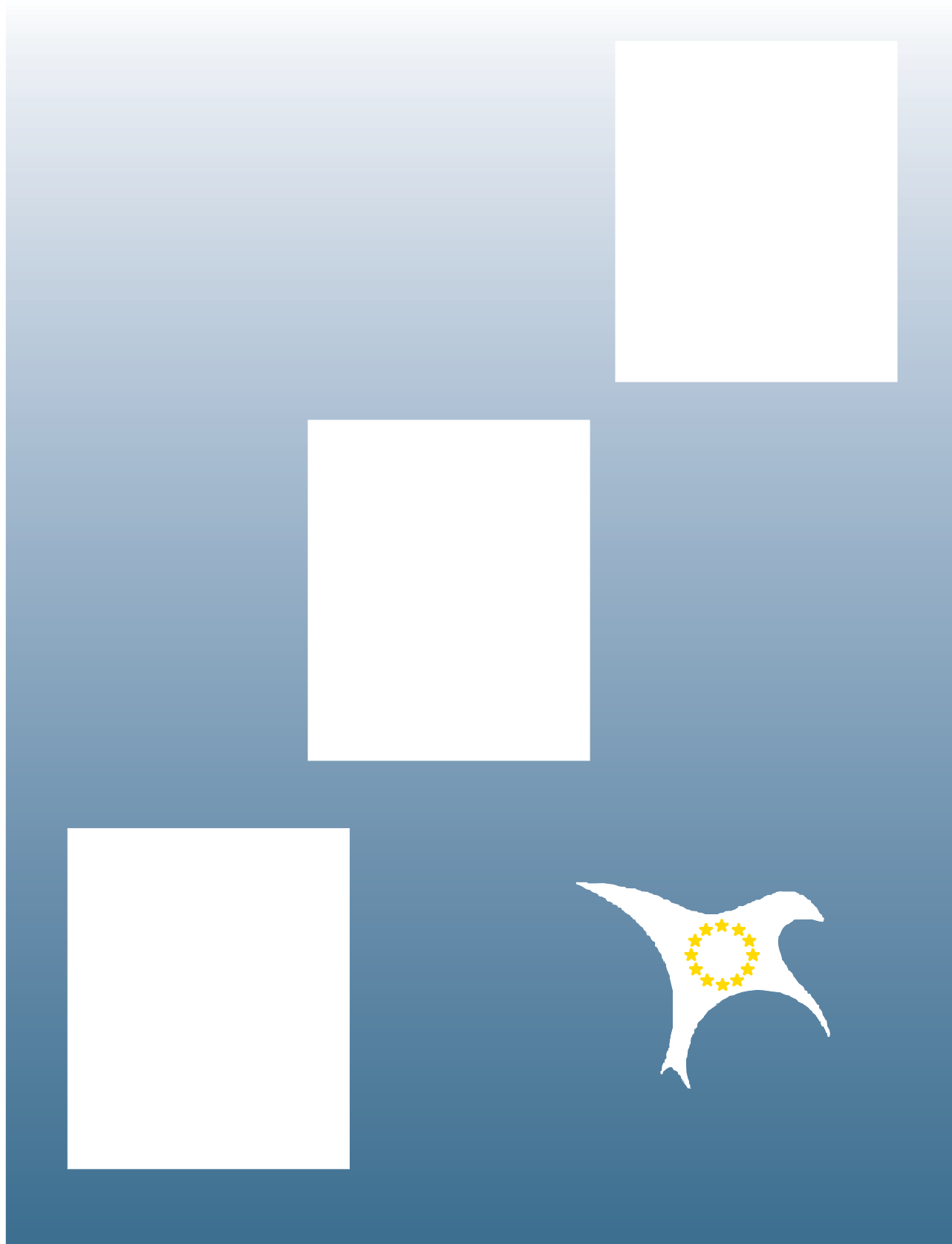
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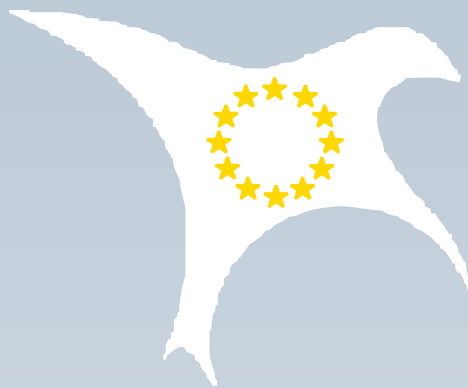
124	Steverlynck	Dominique		Commission
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ACP	Africa, Caribbean and Pacific
AU	African Union
CARDS	Community Assistance for Reconstruction, Development and Stabilisation
CCM	Civilian Crisis Management
CFSP	Common Foreign and Security Policy
CIVCOM	Committee for Civilian Aspects of Crisis Management
CPN	Conflict Prevention Network
CSO	Civil Society Organisation
DDR	Disarmament, Demobilisation and Reintegration
DG Dev	Development Directorate General
DG Relex	External Relation Directorate General
DRC	Democratic Republic of Congo
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EP	European Parliament
EPLO	European Peacebuilding Liaison Office
ESDP	European Security and Defence Policy
ESS	European Security Strategy
EU	European Union
EUMS	European Union Military Staff
EUPM	European Union Police Mission
FBA	Folke Bernadotte Academy
HG	Headline Goal
ICRC	International Committee of the Red Cross
MDG	Millennium Development Goals
NATO	North Atlantic Treaty Organisation
NGO	Non Governmental Organisation
OSCE	Organisation for Security and Cooperation in Europe
PSC	Political and Security Committee
SSR	Security Sector Reform
UN	United Nations
UNDP	United Nations Development Programme
WMD	Weapons of Mass Destruction



"It is tempting just to hold beautiful speeches. There is an urgent need for concrete progress right now. We need to transform the EU programme (on the prevention of violent conflict) into action; increase cooperation, coordination, and the division of work with all organisations that want to be partners in prevention; increase exchanges of information between field and HQ actors, and find ways to work with civil society, NGOs and business."

Welcoming address by Ms. Anna Lindh, Helsingborg Conference, 2002

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