Instrument for Stability


Identification

<table>
<thead>
<tr>
<th>Budget Heading</th>
<th>Peace-building Partnership: (19 06 01 01 – Crisis response and preparedness; 19 06 01 04 – Conflict prevention network)-</th>
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<tbody>
<tr>
<td>Total cost</td>
<td>€ 8 Million</td>
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Programme components:

1. Peace-building Partnership Support: €5.85 Million of which the following priorities:
   a. Civil society capacity-building: €4 Million
   b. Civil society early warning and field-based analysis activities on conflict prevention: €1.5 Million
   c. Pro-active policy advice from civil society: €0.35 Million

2. Co-operation with international organizations on early warning and early recovery: €1.5 Million of which the following priorities:
   a. Development of post-conflict and post-disaster needs assessment frameworks: €1 Million
   b. Development of a natural resources management and conflict policy framework, guidelines and training: €0.5 Million
3. Training for civilian stabilization missions: €0.65 Million:

*Delivery of training for police experts in civilian missions: €0.65 Million*


**Introduction**

The 2007-2011 Strategy Paper for the Instrument for Stability identifies as one of its three main objectives “to strengthen the international capacity and regional capacity to anticipate, analyse, prevent and respond to the threat to stability and human development posed by violent conflict and natural disasters, as well as to improve international co-operation in post-conflict and post-disaster recovery”.

The 2007-2008 Indicative Programme for the Instrument for Stability focuses on building capacity in the international system, including regional organisations and non-state actors, and foresees four main results during the period:

- Improved operational capacity of non-state actors, regional and sub-regional organisations and networks;
- Improved early warning mechanisms are established; improved access to field-based political analysis and policy-oriented research is ensured;
- Common tools and working practices are put in place with the UN, World Bank and other multi-lateral organisations, as well as with Member States;
- A strengthened and expanded cohort of trained experts is available for international missions.

As the current Indicative Programme covers the biennium 2007-2008, the 2008 Annual Action Programme shares the same general framework – notably, with regard to the results foreseen - as that of the previous year. Thus, the Commission proposes to retain the same basic structure as in 2007, and the 2008 Annual Action Programme sets out the specific measures that will be taken under the 2008 budget to implement this strategy. Moreover, to the extent possible, it is envisaged in 2008 to build on and enhance activities already financed in 2007. This intention is of

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1 This Annual Action Programme is also the Annual Work Programme in the sense of Article 110 of the Financial Regulation
particular relevance with regard to those 2007 activities, which are already well sketched out at the time of writing: notably, with regard to priority 2a) - development of post-conflict and post-disaster damage needs assessment frameworks, and priority 3 - training for civilian stabilization missions, even if their implementation is still for the moment at a preliminary stage. With regard to the civil society-related activities (priority 1), it is also intended to link funding between the 2007 and the 2008 Programmes to the extent possible,. Priority 2b) - development of a natural resources management and conflict policy framework, guidelines and training – is new, but is coherent with the funding to the UN on early recovery work in the 2007 Annual Action Programme.

However, given the increasing importance of the Commission’s dialogue with civil society actors on conflict prevention, crisis management and peace-building issues – as exemplified notably by the recent conference ‘From Early Warning to Early Action’, it is also proposed to increase substantially the percentage of the financing allocated to the civil society sector (from approximately 45% of total funds under the Annual Action Programme in 2007 to approximately 73% in 2008). Moreover, during 2008, it is intended to build upon the concrete co-operation efforts with relevant regional organizations funded under the 2007 Annual Action Programme, which are currently getting underway, - and upon initial efforts already undertaken in establishing a dialogue with them, - with a view to further financing of specific activities in future Annual Action Programmes.

In the 2008 Annual Action Programme, there will again be three main components:

1- Peace-building Partnership Support – mainly grant funding to develop the capacity of civil society actors to anticipate and respond to crisis, and to improve the dialogue between civil society actors and policy makers at field- and at European-level;

2- Development of multilateral co-operation on early-warning, post-conflict and post-disaster needs assessment,

3- Strengthening the EU’s capability to contribute to international civilian stabilisation missions through operational training of EU police experts.

PROGRAMME COMPONENTS

1. PEACE-BUILDING PARTNERSHIP SUPPORT

1.1. Background

As previously noted in the 2007 Annual Action Programme, much of the field experience and capacity for crisis prevention and response lies in the civil society sector. Civil society actors, particularly those with extensive field-presence are an invaluable source of expertise, and can often provide policy-makers with reliable and timely early-warning and analysis of incipient conflict.

While the Commission and some Member States draw upon this capacity regularly in situations of crisis, and provide ad-hoc project funding, many civil society
organizations have very limited access to funding for their own long-term institutional development and find it difficult to put staff time into evaluating programmes, codifying best practice, training new staff, or providing input into the wider international policy debate. Given the interest of the Commission to build civilian capacity for crisis response, and to benefit from such civilian experience, it plans to continue to award grants to strengthen this capacity upstream of any specific crisis under the 2008 Annual Action Programme.

Under the 2008 Annual Action Programme, the Commission also proposes to finance civil society activities aimed at contributing to the result foreseen in the 2007-2008 Indicative Programme relating to improved early warning mechanisms and improved access to field-based political analysis. From 2008, a new budget line (19 06 01 04) has been established “to finance a conflict prevention network to carry out the analytical ground-work for and, to underpin, decision-making in the external relations field”. In this regard, it is envisaged to build upon previous support, aimed at enhancing the capacity of civil society organizations, under the preparatory action to establish a conflict prevention network. This initiative currently takes the form of a consortium of civil society organizations and covers the following priority areas: mediation, regional co-operation on the environment, economy and natural resources; security; democratization and transitional justice; gender; and capacity-building and training in Central, Eastern and Southern Europe. The preparatory action itself was also carefully drawn up taking into account lessons learned from work undertaken within the framework of previous incarnations of the conflict prevention network: notably that it focuses more on long-term conflict prevention and peace-building issues – rather than on pure crisis management issues; that it is based on close consultation with relevant Commission services; and that it ensures a degree of flexibility in terms of being able to draw upon the various competences of different organizations within the network.

While it is still somewhat premature to draw lessons learned from the work of the Initiative for Peace-building (which began in September 2007) or from the implementation of the 2007 Annual Action Programme (which will get underway early in 2008), such lessons will eventually be useful with regard to the elaboration of future Annual Action Programmes.

The Commission further proposes to continue to strengthen the dialogue with the civil society sector, by funding round tables, which would allow civil society actors to proactively take the initiative in providing policy advice to the EU institutions on issues relevant to the implementation of the EU’s crisis response, the aim being to harness the policy expertise available within the civil society sector, beyond the utilization of civil society actors as implementers of EU policies.

1.2. Strategic framework

This component responds to two specific objectives identified in the 2007-2011 Strategy Paper for the Instrument for Stability: i) to build the capacity of non-state actors and regional and sub-regional organisations engaged in the prevention of violent conflict, post-conflict political stabilization and early recovery after a natural disaster; ii) to strengthen capacities for providing early warning of potential crisis situations;
The actions proposed are intended to contribute to two results identified in the 2007-2008 Indicative Programme: i) Improved operational capacity of non-state actors, regional and sub-regional organisations and networks; ii) Improved early warning mechanisms are established; improved access to field-based political analysis and policy-oriented research is ensured;

1.3. Objectives and priorities

The specific objectives of the component are to:

– strengthen the EU institutions’ ability to anticipate and respond to situations of crisis through further developing a partnership with, and between, specialised civil society actors at policy and operational level;

– enhance the institutional and operational capacity of civil society actors specialised in the areas covered by Article 3 of the Instrument for Stability\(^2\),

– support the contribution of civil society actors to improved early-warning systems and to provision of strengthened field-based political analysis;

The following priorities are envisaged:

a. Civil society capacity-building

Measures to strengthen the institutional capacity of civil society organizations specialised in the areas covered by Article 3 of the Instrument for Stability (see footnote 2); The organizations will be selected for the relevance of their activities (inter alia, as set out in their annual work programmes), including in the following areas: establishment of networks; promotion of sustainable cooperation between European and local actors engaged in conflict prevention and post-conflict stabilization; improved logistical, communications or financial management systems; the codification and dissemination of best practice; training; development and maintenance of standby arrangements for crisis response (including expert rosters, acquisition of baseline data); the adoption, establishment and testing of relevant technologies (e.g. mine-detection technologies),

b. Civil Society early warning and field-based analysis activities on conflict prevention

\(^2\) including mediation/reconciliation; establishment/functioning of interim administrations; development of democratic, pluralistic state institutions; support for international/ad hoc national criminal tribunals, truth/reconciliation commissions, human rights/property rights mechanisms; rehabilitation of key infrastructure/re-starting of economic development; demobilisation/re-integration of former combatants; mitigation of social effects of re-structuring of armed forces; addressing socio-economic impact of landmines; addressing the illicit use of and access to firearms; ensuring that the specific needs of women/children in crisis/conflict situations are met; rehabilitation/re-integration of victims of armed conflict; promotion/defence of respect for human rights, fundamental freedoms, democracy and rule of law; promotion of equitable access to/transparent management of natural resources; addressing socio-economic impact of sudden population movements; support for development/organization/political participation of civil society, promotion of independent, pluralist, professional media; response to natural and man-made disasters/threats to public health.
Measures to enhance the capacity of civil society organizations to contribute to improved early-warning systems and strengthened field-based political analysis. In this regard, it is envisaged to build upon existing work on establishing a conflict prevention network of civil society organizations in order to increase, develop and pull together international knowledge and expertise in the field of conflict prevention to ensure that all actors, including the EU institutions, can access strong and independent analysis in the field in order to better facilitate more informed and evidence-based decisions. Activities under this sub-component could include, inter alia, mapping of relevant sectoral/thematic policies; the organization of workshops (including in the field), and the preparation of research papers. Furthermore, with respect to this sub-component, a strong field presence in third countries, strong links with the civil society sector in third countries, or access to a strong civil society network with such links, would be of particular importance.

c. **Pro-active policy advice from civil society**

Within the spirit of enhancing dialogue with civil society under the Peace-building Partnership, it is envisaged to hold a further series of round-tables - building upon those financed under the 2007 Annual Action Programme - designed to allow relevant civil society organizations to take the initiative in proposing the provision of policy advice to the EU institutions on conflict prevention, crisis management and peace-building issues. In addition to the issues mentioned in the 2007 Annual Action Programme (mediation, natural resources and conflict, gender issues, early warning and the contribution of technologies to crisis response and preparedness), other potential areas could include, in particular, reconciliation, civilian oversight of the security sector, demobilisation/re-integration of former combatants, and addressing the illicit use of, and access to, firearms.

In this context, small grants may be awarded to prepare papers for these round-tables, to contribute to the costs of participation, and to codify and disseminate the conclusions. Given the likelihood that the civil society organizations involved in this activity will be of limited size and capacity; that they may need to act rapidly in responding effectively to emerging crises; and that the outcome of such round-tables will be of great interest to the EU institutions, it is envisaged to offer financing of 100%, to be determined and justified on a case by case basis by the authorising officer, in accordance with Art. 253 of the Implementing Rules of the Financial Regulation applicable to the general budget of the European Communities.

### 1.4. Foreseen results

- Strengthened institutional capacity of civil society actors in crisis response, in particular in the areas covered in Article 3 of the Instrument for Stability (see footnote 2)

- Improved dialogue between civil society actors and EU policy-makers, on foot of policy advice provided on the initiative of civil society actors
- Early warning signals identified by civil society actors are more systematically transmitted to EU policy-makers and EU institutions have access to stronger field-based political analysis.

- Consolidation of a conflict prevention network to carry out the analytical ground-work for and, to underpin, decision-making in the external relations field.

1.5. Selection criteria

- Financial capacity: financial soundness of participants; co-financing capacity

- Operational capacity: evidence of adequate operational capacity and professional qualifications; experience in the activity area(s) covered by the call for proposals

- Evidence of a strong field presence in third countries, strong links with the civil society sector in third countries, or access to a strong civil society network with such links

- Readiness to participate in networks and to share best practice through the Peace-building Partnership.

1.6. Award criteria

- Relevance of the proposal to the above-mentioned objectives and priorities

- Suitability of the proposed methodology: to reach the above-mentioned objectives and expected results

- Organisation of work and composition of the proposed team

- Cost-effectiveness of the proposed budget with regard to proper implementation and the expected results

1.7. Indicative amounts

€5.85 million (total). Priority a: Civil society capacity-building €4 million; Priority b: Civil society early warning and field-based analysis activities on conflict prevention €1.5 million; Priority c: Pro-active policy advice from civil society €0.35 million

1.8. Type of selection procedure

One call for proposals – divided into lots - will be launched covering priorities a, b, c.

1.9. Maximum co-funding rate

Priorities a and b: 80%. Priority c: 100%, not exceeding €40,000 per grant

1.10. Timetable

The launching of the call for proposals is envisaged in the second half 2008. All contracts to be concluded by the end of 2009.
2. CO-OPERATION WITH INTERNATIONAL ORGANISATIONS ON EARLY WARNING AND EARLY RECOVERY

2.1. Background

Given the European Community’s on-going commitments with regard to ensuring that damage and needs-assessment methodologies for post conflict and post disaster scenarios are technically robust, address the requirements of the EU as a donor and a political actor and - in the context of the conflict-sensitive approach to development to which the European Community is committed - are effective in identifying the critical measures to foster political stability in the early-recovery phase of a crisis, the Commission proposes to continue the current work with the UN (notably, through UNDP, and the UN Early Recovery Cluster for the work on natural disasters and the UN Development Group for the work on conflicts) and with the World Bank on further developing Post Conflict Damage Needs Assessment (PCNA) and the Post Disaster Damage Needs Assessment (PDNA) frameworks (methodologies, training, guidelines, policy).

With regard to strengthened co-operation with international organizations, a second consideration relates to natural resources that have often been managed inadequately and irresponsibly, exploited and traded illegally, thereby contributing - directly or indirectly - to tensions, insecurity and even armed conflicts, particularly in developing countries. Recent experiences have highlighted the importance of the management of natural resources for the transition to peace, demonstrating how effective management measures can help to maintain and strengthen peace, and how, on the other hand, a failure in managing and addressing them appropriately can destabilize countries and societies recovering from conflicts and lead to renewed hostilities.

The European Union, as a major donor for development cooperation and a growing player in building peace and security around the world, is working to ensure the conflict-sensitive, transparent, legal and equitable management of natural resources, through the different instruments at its disposal. However, the Commission is aware that improving the coordination and coherence on the inter-linkages between natural resources and conflicts would facilitate working in a more integrated and effective way.

In this regard, the EU welcomed the recent Security Council’s debate on “Natural Resources and Conflict” and believes that the UN is well placed to ensure coherence in addressing this issue - particularly in fragile situations - notably, through the UN bodies addressing the special needs of countries emerging from conflict towards recovery. In this regard, the lead UN agency for ensuring such coherence – who will be the direct beneficiary of this funding - is expected to be decided shortly. Moreover, the planned activities will build upon regular inter-service work already done within the Commission and upon a study on inter-linkages between natural resources management and conflict.

2.2. Strategic framework

This component responds to the objective identified in the 2007-2011 Strategy Paper for the Instrument for Stability to build “closer operational links between the EU and
relevant UN agencies, the World Bank and other multilateral and regional organisations”.

The actions are intended to contribute to two results identified in the 2007-2008 Indicative Programme: i) common tools and working practices are put in place with the UN, World Bank and other multilateral organisations; ii) improved early warning mechanisms are established.

2.3. Objectives and priorities

The specific objectives of the component are to:

- develop an effective policy framework, guidelines and training for methodologies relating to multilateral post-conflict and post disaster needs assessment
- put in place effective mechanisms for operational co-ordination on needs assessment between the EU, the UN and the World Bank;
- enhance the capacity of the UN system to respond in the post-crisis recovery phase;
- ensure coherence in addressing the issue of natural resources management and conflict, in particular in fragile situations, notably through the UN bodies addressing the special needs of countries emerging from conflict towards recovery.

The priorities envisaged are:

a. Development of post-conflict and post-disaster damage needs assessment frameworks (methodologies, training, guidelines)

This element will continue the work on developing an extended methodology for needs assessment in post-conflict and post-disaster situations. It builds on existing tools and methods such as ECLAC (a damage assessment methodology widely tested in Latin America), sectoral methodologies in use by UN agencies, and the satellite and field-based damage assessment techniques used by the Commission. The methodology seeks to generate a succinct overview of damage that compromise the lives and livelihood of the affected community in the medium term, and can be used as the basis of national recovery planning and donors’ decisions about aid prioritisation.

The work focuses on: developing common methodologies and related training, defining early recovery guidelines for field staff, identification of relevant physical data for recovery and reconstruction needs, definition of data collection roles and responsibilities, information and communications technology support, identification of global disaster risk hotspots. The methodological work is being taken forward under the aegis of a steering board comprising the European Commission, key UN agencies and the World Bank. The work also promotes linkages between immediate emergency responses (in the humanitarian phase) and durable long-term reconstruction (in the early recovery phase).
Actions include: collection, codification and validation of sectoral needs and damage assessment methodologies; dissemination and training for cluster members; finalisation of early recovery guidelines; enhanced technical cooperation and data sharing, including the exploration of a roster of satellite imagery and GIS (geographic information system) experts; dissemination of PDNA and PCNA methodology throughout the cluster, and development of a surge capacity ensuring access to the necessary specialised technical expertise.

b. Development of a natural resources management and conflict policy framework, guidelines and training.

This element will work on the development of a common policy framework for the UN and EU on the role of the international community in contributing to conflict prevention through effective, transparent and legal management of natural resources: analysis of root causes and dynamics; of policy instruments available (sanctions, certification, capacity-building, licensing, mandates for UN peace-keeping missions, development assistance…); and of the role of different agencies/departments/actors; the development of joint guidelines, training and tool-kits for field staff; dialogue and collaboration with civil society (international and local) on the matter. More specific modalities with regard to this sub-component will be elaborated once the decision with regard to the UN lead agency has been taken.

2.4. Foreseen results

- Common post conflict/disaster damage and needs assessment methods, tools, frameworks, and working practices
- Strengthened capacity of key UN agencies to contribute to damage and conflict needs assessment;
- Coherent international natural resources management and conflict policy framework, guidelines and training;
- Strengthened capacities for UN agencies working in countries emerging from conflict towards recovery with respect to conflict and natural resource management issues

2.5. Type of selection procedure

Joint management with the UN - UNDP for priority a; the UN lead agency (to be decided shortly from, inter alia, UNDP, UNDG, PBC, UNDPKO, UNDPA) for priority b - in accordance with Article 53 d) paragraph 1 b) of the Financial Regulation “wherever the Commission and the international organisation elaborate a joint project or programme”, for approximately €1 Million (priority a) and €0.5 Million (priority b).

3 Joint Management within the context of the Financial and Administrative Framework Agreement (FAFA), signed with the United Nations. The general conditions of the 2007 model of the AIDCO convention with International Organizations will be annexed to the contribution agreement, in order to ensure respect for the conditions provided for under article 43 of the Implementing Rules of the Financial Regulation on joint management
2.6. Maximum co-funding rate

Priorities a and b: 80% (representing the part of the Commission contribution for the jointly managed action)

2.7. Timetable

The funding agreements with the UN will be concluded in the second semester of 2008.

3. TRAINING

3.1. Background

Following the European Councils in Feira in June 2000 and Göteborg in June 2001, the EU undertook to contribute to the strengthening of civilian capabilities to support stabilisation efforts in countries emerging from a situation of political crisis. It established concrete capability targets in four priority areas - police, rule of law, civilian administration and civil protection. Since then a further area – monitoring – has been added to the list. The capabilities thus generated were intended to contribute to both EU-led operations and operations led by another multilateral actor, such as the UN or the OSCE.

In 2007, as part of its contribution to this work, the European Commission launched a project to train some 600 Member States’ police experts to participate in international missions. The over-arching aim of the training was to contribute to improved civilian crisis management and the establishment within the EU of a multinational civilian rapid deployment capacity. The activities foreseen under the 2008 Annual Action Programme should be considered as the continuation of the previous activities financed under the 2007 Programme.

More generally, the Commission will remain vigilant in assuring the complementarity of activities undertaken in the context of this sub-component with respect to those relating to the establishment of an Expert Support Facility under Articles 4(1) and 4(2) of the Instrument of Stability.

3.2. Strategic framework

This component will focus on two specific objectives identified in the 2007-2011 Strategy Paper for the Instrument for Stability: i) to ensure access to a well-trained body of experts with relevant skills in the fields listed under Article 3(2) of the Instrument for Stability; ii) to build close operational links between the EU and relevant UN agencies and programmes, the World Bank and other multilateral and regional organisations;

In line with the 2007-2008 Indicative Programme, this component will: i) finance operational training (rather than general core courses) for police experts to be deployed in international missions; ii) endeavour to develop stronger links between the EU and the UN, OSCE and other regional organisations, and improve compatibility of training requirements and delivery.
3.3. **Objectives and priorities**

The specific objectives of this component are to:

- Train up to (approximately) 600 additional experts in the field of police and rule of law, following training standards for deployment in international missions, compatible with UN, World Bank and OSCE requirements;

- actively involve and co-operate with the relevant UN bodies;

- as a second step, and following approval by the Commission, possibly consider limited participation in training by other international and/or regional organizations.

The following priority area is envisaged:

*Delivery of training for police experts in civilian missions*

There continues to be an overwhelming demand for police expertise in civilian missions. Training in this area is a highly specialised task, and national traditions are varied. The Community is endeavouring to promote a common EU approach by support for the delivery of training of the type offered by EU police training organisations. Commission financing would go towards a further series of combined training and exercise sessions with the view to the development of a rapid deployment capability of EU police elements in crisis management operations. The sessions seek to enable the EU to improve the robustness, the flexibility and the interoperability of its police elements when deployed either by the EU or by the UN and OSCE. Funding would also support the development of training concepts designed to be interoperable with UN/OSCE training concepts.

3.4. **Foreseen results**

Approximately 600 additional police experts trained in 2008

3.5. **Indicative amount**

Total: approximately €0.65 million.

3.6. **Type of selection procedure**

The Commission will entrust these tasks to a national agency under centralized indirect management. A procedure allowing expressions of interest from all Member States agencies will be followed. A previous analysis will be carried out in order to ensure that this national agency complies with the principles of economy, effectiveness, efficiency and other conditions. An agreement, laying down the detailed arrangements for the management funds and the protection of the financial interests of the Communities, in particular, the provisions referred to in Art. 41.2 of the Implementing Rules will be concluded with the national agency retained.

3.7. **Maximum co-funding rate**
80 % (representing the part of the Commission contribution for the jointly managed action)

3.8. Timetable

It is expected that the financing will be awarded in the second semester of 2008.

4. General provisions to the implementation of the three components:

4.1. Evaluation and audit

The final evaluation of the projects will be based on the identified impact and sustainability of the overall project results.

An audit will be carried out at the end of the projects. Furthermore, the actions will be subject to examination by both the European Court of Auditors and the European Anti-Fraud Office.

4.2. Communication and visibility

All appropriate measures will be taken to publicise the fact that the projects have received funding from the European Union.