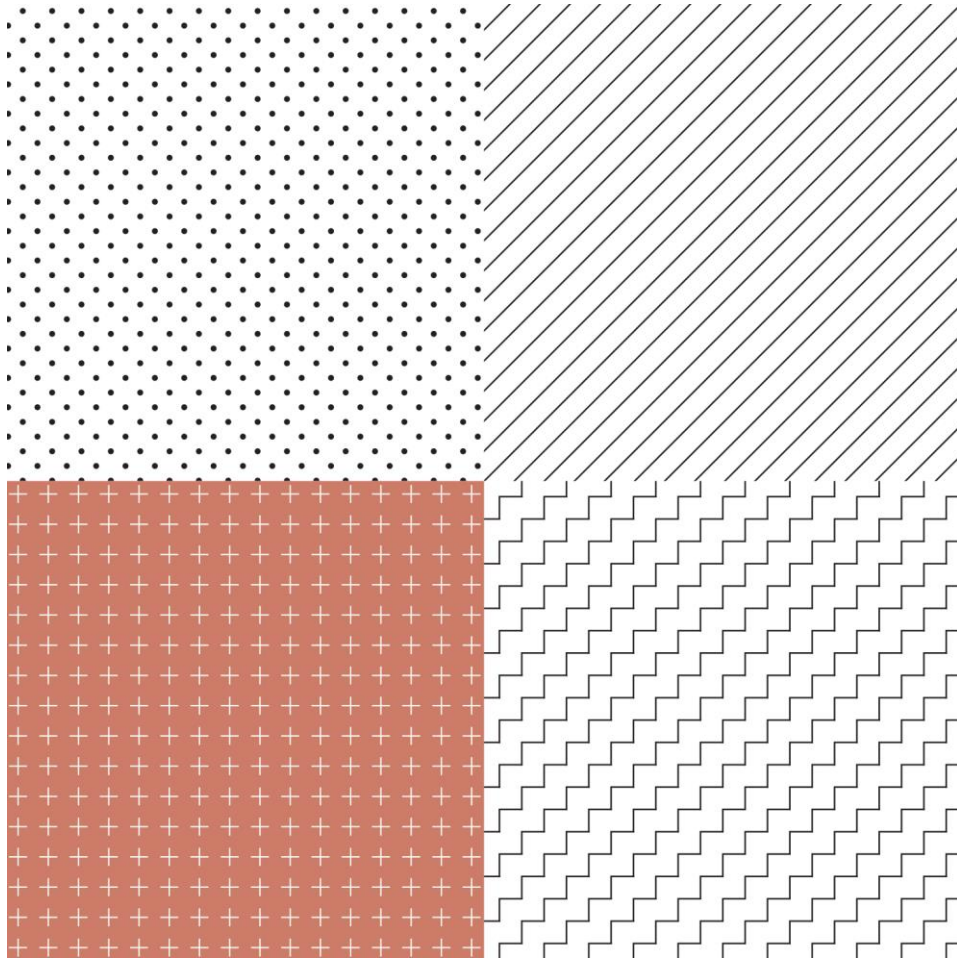


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ENHANCING EU PEACEBUILDING CAPABILITIES



## Review of EU Policy towards Conflict Prevention and Peacebuilding

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ESSEC IRENÉ - Institute for Research and Education on Negotiation

## Colophon

# REVIEW OF EU POLICY TOWARDS CONFLICT PREVENTION AND PEACEBUILDING

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## Whole of Society Conflict Prevention and Peacebuilding

This review of the EU policy was produced as part of the project “Whole of Society Conflict Prevention and Peacebuilding”, which aims to enhance the EU’s peacebuilding and conflict prevention capabilities. This paper seeks to provide an overview of the recent evolution of EU policies.

More information at [www.woscap.eu](http://www.woscap.eu)

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# 1. Introduction

The WOSCAP (Whole-of-Society Conflict Prevention and Peacebuilding) project assesses the evolution of European Union (EU) conflict prevention and peacebuilding policies by drafting scoping studies, case studies and best practice reports. The topics addressed by the project are divided into three clusters (governance, multi-track diplomacy and security sector reform) and five cross-cutting themes (coherence, local ownership, civil-military synergies and information and communication technologies – ICTs) with the objective of drafting recommendations for EU policy-makers in order to strengthen the EU's capabilities. The WOSCAP project focuses mainly on the EU Comprehensive Approach and frames EU conflict prevention and peacebuilding policies within a “Whole-of-Society” (WOS) approach. This approach aims at embracing “the complex dynamics of the conflict and post-conflict environment and the presence of different interactions through problematizing not only the multi-actor environment, but also the integration of different policies and peacebuilding actions across a broad spectrum of security needs” (WOSCAP Theoretical and Methodological Framework, 2015: 14).

The present document was foreseen at the beginning of the project as a methodological tool to enhance the effectiveness of future EU policy recommendations, by assessing the institutional framework in relation to the EU's Comprehensive Approach to conflict prevention and peacebuilding. This work intervenes at a time when the main research findings have been presented by the WOSCAP teams, and before the preparation of a concrete engagement strategy. This report was firstly delivered in November 2016, as the 6<sup>th</sup> output of the WP4, which ambition was to spread best practices. Initially, this EU policy review was meant to be a specific and one-off phase within the WOSCAP project, aimed at exchanging with officials on EU institutional level. This interaction would be repeated during the WOSCAP International Conference. However, as leader of the WP5, IRENE considered that an early-on and continuous channel of information between academic research and EU policy makers was paramount for the relevance and impact on WOSCAP future policy recommendations. The EU policy review has therefore been envisaged beyond the initial terms of reference, as a way to establish a continuous dialogue with EU officials. In a first phase, the aim was to be aware of their priorities and allowing them to take into account WOSCAP research findings. Our work was based on exchanges at various stages with EU policy-makers and NGOs, to feed both our EU policy review and our Best Practices report (Benraïs and Simon, 2016). The first exchanges with EU policy-makers from the EEAS in 2016 demonstrated that the WOSCAP research findings were in compliance with the EU external action's priorities. We also learnt that the draft of a new EU strategic document was in progress. Further exchanges allowed us to realise the importance of the so-called “Global Strategy”, and that our inputs were warmly welcomed. The interest of the EEAS at this very strategic stage was an opportunity for us to further develop our connection with the EU institutions and to have an influence on the final document during its conception. We took the opportunity to organise two WOSCAP events in Brussels in order to meet with EU officials, some of which directly involved in the conception of the document (see Annex 1), and with civil society actors which have expressed concerns throughout the whole development process of the strategy.<sup>1</sup> The outcomes of these events

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<sup>1</sup> The WOSCAP Community of Practice event on coherence, organized in Brussels on 23 June 2016 gathered high EU officials from the European External Action Service and the European Commission - some of which involved in the conception of the strategy - civil society actors, researchers and private sector representatives around two

allowed us to constantly feed our EU policy review, with particular attention paid to the new strategy. The EU Global Strategy on Foreign and Security Policy (EUGSS) was published in June 2016 under the supervision of HR/VP Federica Mogherini. It implied numerous structural and organizational changes within the EEAS, which impeded additional interviews with EU officials. However, an in-depth analysis of the strategy allowed us to confirm the convergence between the WOSCAP research findings and the EUGSS. Nevertheless, several months after the launch of the strategy, and in the aftermath of fruitful discussions with the EU reviewers of the WOSCAP project, we have decided to conduct additional in-depth interviews in March 2017 to assess the concrete changes undertaken and the real impact of the EUGSS on the work of the EEAS (Annex 2). These mutations within the EU and the EEAS caused a renewed interest to drafting an EU policy review, covering the organisational and institutional changes at stake. This task has been facilitated by the launch of the PRISM division (Prevention of conflicts, Rule of law/SSR, Integrated approach, Stabilisation and Mediation) in charge of conflict prevention and peacebuilding. In order to establish the context of this EUGSS, it is important to give a clear overview of the previous efforts and actions by the EU to create a common EU security Strategy.

The launch of the EUGSS follows a continuum of EU external security strategies since 2003. The first European Security Strategy (ESS) “Providing Security in a Changing World” was drafted in 2003, under the supervision of Javier Solana as High Representative for the Common Foreign and Security Policy merely two years after the 9/11 terrorist attacks, in the context of the Iraq war and the US doctrine of pre-emption. The document starts by stating that Europe has “never been so prosperous, so secure nor so free” (ESS 2003:1), and therefore focuses on external security and threats. It is important to note that the ESS is a comprehensive document which analyses and defines the EU’s security environment, identifying key security challenges and subsequent political implications for the EU. It provided the conceptual framework for the Common Foreign and Security Policy (CFSP), including what would later become the Common Security and Defence Policy (CSDP) (EEAS 2016). This strategic document also led to annual conferences in the European Institute for Security Studies (EUISS) (Carlos de Izquierdo 2016: 6). The adoption of the Lisbon Treaty in 2007 led to the revision of the Security Strategy in 2008 entitled “Report on the implementation of the European Security Strategy - Providing Security in a Changing World”, which aims at reinforcing the 2003 ESS. It mentions the implementation difficulties of the ESS, despite the progress that has been made in terms of facing security challenges as well as the necessity for public support for EU interventions. Following the annual EUISS conference in 2010, there was pressure from different fields for a new European strategy in terms of anticipation of crises and

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round-tables (“Addressing the current problems and challenges of coherence between the actors involved in peacebuilding and conflict prevention”, chaired by Mary Martin from the London School of Economics ; “Highlighting the economic dimension of conflict prevention and peacebuilding through the role of private sector, and link with the economic diplomacy”, chaired by Linda Benraïs from ESSEC IRENÉ). The topics addressed during these round-tables mainly focused on ways of improving the current EU strategy, with the aim of providing inputs, to emphasize some priorities and to influence the strategy process. A second event has been organized in Brussels on 7 July 2016, where representatives of the research teams from Ukraine, Yemen, Mali and Georgia presented the preliminary findings of their case studies, assessing and reviewing the EU’s conflict prevention and peacebuilding efforts. This allowed them to meet and exchange with EU policy makers, mainly from the EEAS, and to discuss their findings with people from NGOs working on these issues. This event has been combined with individual interviews of EU officials by the research teams in the premises of the European External Action Service.

threats. In this sense, the Egmont Institute states that no strategy could be eternal and the newly created EEAS (European External Action Service) called for an adapted strategy. The pressure of the EEAS to create a new strategy was backed by the European council in June 2015 (Carlos de Izquierdo 2016: 8). Moreover, the changing international and European context made clear that a revision of the existing strategy wouldn't be sufficient and that a new security strategy had to be published (Carlos de Izquierdo 2016:11). In this sense, the European Think Tanks Group stated that European problems needed global solutions and global problems European action, an idea that would finally be the angle developed in the new strategy document of 2016 (European Think Tanks Group 2014). The launch of the EUGSS comes at a time where Europe is facing both an identity crisis (the rise of eurosceptic parties during the former European elections and Brexit) and external threats such as the migrant crisis and terrorism. The particularity of the 2016 EUGSS lies in the fact that it mentions the need for a stronger Europe in order to face global challenges. By stressing the need of a united and strong Europe, with the support of the citizens and the member states, its priority shifted to societal resilience in order to reinforce the Union. In this sense, the EUGSS reaffirms the need to connect the domestic and external communitarian policies as these dimensions are still divided between EUMS on one side and the EEAS and the EC on the other (Arteaga 2016 4). In order to gather input from the 28 EUMS in the process of drafting the EUGSS, Mogherini asked each EUMS to bring forward one spokesperson. Moreover, there has been a consultation of non-EU actors, other stakeholders as well as EU citizens (van Camp and Heyman 2013).

The first section of this paper demonstrates the convergence between the EUGSS and the topics addressed within the frame of the WOSCAP project, based on our analysis and comments. Secondly, the paper addresses the current institutional developments of EU policies on both organizational and institutional level. Moreover it will indicate the following steps for the WOSCAP project to influence the implementation of the EUGSS as well as the improvement of EU's capabilities in conflict prevention and peacebuilding.

## 2. Outlining the convergence between the EUGSS and WOSCAP research findings

Following the launch of the EUGSS in June 2016, we have been able to make comments and analyses, based on the outcomes of the document. We believe the EUGSS stressed a shift in the EU's strategy to focus on societal resilience, while maintaining its previous commitment to a comprehensive approach to conflict prevention and peacebuilding. This section will first analyse the EU comprehensive approach through the lens of the WOSCAP project on multi-stakeholder coherence and local ownership. This will be followed by a broader review of the links between societal resilience and a Whole-of-Society approach.

### 2.1 Analysing the EU Comprehensive approach through the prism of the EUGSS

The Comprehensive Approach was formally presented in the 2003 European Security Strategy (European Council, 2003), and then defined by the Council of the European Union as “both a general working method and a set of concrete measures and processes to improve how the EU, based on a common strategic vision and drawing on its wide array of existing tools and instruments, collectively can develop, embed and deliver more coherent and more effective policies, working practices, actions and results” (Council of the EU 2014: 1). The WOSCAP scoping study on multi-stakeholder coherence highlights three main research findings related to coherence: coherence within EU institutions, coherence with regional and international organisations, and coherence with civil society organisations (CSOs) (Benraïs and Simon 2015). These elements are explored by the EUGSS, which stresses the EU Comprehensive Approach through a “multi-level approach to conflicts” (EUGSS 2016: 29).

The EUGSS takes into account coherence within EU institutions, notably by addressing the development of closer ties with EU Member States (MS). The document refers to a “horizontal coherence” (EUGSS 2016: 26) based on “enhanced cooperation” and “greater coordination” between the EU and its Member States (EUGSS 2016: 11 and 49). In that sense, following the statements made in the previous EU strategic documents, the EUGSS insists on the necessity to promote a “joined-up Union” (EUGSS 2016: 10, 11, 44, 49). While dealing with coherence within EU institutions, the WOSCAP project also emphasised the need for rationalisation of EU instruments in order to improve coherence and to favour the proper combination of tools when facing complex crises (Benraïs and Simon 2015). The EUGSS addresses this issue by referring to the “consistency” of EU policies in order to invest “in all dimensions of foreign policy” (EUGSS 2016: 44) i.e. to develop a flexible and “multidimensional approach” to conflict prevention, management and resolution (EUGSS 2016: 28). The EUGSS underlines that “the time has come to consider reducing the number of instruments to enhance our coherence and flexibility” (EUGSS 2016: 48) and to pursue joint-working methods such as “information sharing and joint reporting, analysis and response planning” and innovative policies (EUGSS 2016: 48). Regarding this last point, the design of the EU comprehensive approach now seems to reflect the links made between conflict prevention, peacebuilding and

development, as “new fields of our joined-up external action include energy diplomacy, cultural diplomacy and economic diplomacy” (EUGSS 2016: 49).

The EUGSS also confirms the EU’s on-going commitment to support and cooperate with international and regional organisations in order to improve conflict prevention and peacebuilding at all levels. The WOSCAP scoping study on coherence underlined the fact that the EU repeatedly stated its commitment to enhance its partnership with the United Nations (UN) (Benraïs and Simon, 2015). It is based on the assumption that the UN is the most important international actor in peacebuilding and conflict prevention (Council of the EU, 2009) and that “the United Nations Security Council has the primary responsibility for the maintenance of international peace and security” (ESS 2003: 9). The EUGSS confirms this trend by stating that the EU strongly supports multilateral cooperation (EUGSS 2016: 35, 37, 43, 47), based on the UN framework (EUGSS 2016: 39, 40). Conflict prevention and peacebuilding efforts are also considered through cooperation with regional organisations as well as through multi-level relations and sustainable partnerships (EUGSS 2016: 18, 28, 29, 32, 36). In that sense, the EU ensures continuity with its on-going commitment to address regional peace through financial and technical support, especially with African organisations (EUGSS 2016: 36).

Contrary to previous EU strategic documents, the EUGSS insists on the multifaceted nature of its commitment with CSOs on a long-term perspective, paying particular attention to the diversity of actors involved: “cultural organisations, religious communities, social partners, human rights defenders” (EUGSS 2016: 27). For the first time, the private sector is included as a key partner in crisis management and conflict prevention: “On humanitarian action, sustainable development and climate change, the EU will partner with the UN and the G20, as well as new donors, civil society and the private sector.” (EUGSS 2016: 43). This shift in EU strategy is supported by innovative forms of engagement: the EU’s commitment with CSOs and the private sector goes beyond dialogue and support by including cultural, inter-faith, scientific and economic diplomacy (EUGSS 2016: 18, 26, 31). In this regard, the EUGSS converges with the research findings on multi-stakeholder coherence, on the importance of involving the private sector in conflict prevention and peacebuilding.

## 2.2 Addressing the compliance between the EUGSS and WOSCAP clusters and cross-cutting themes

There exists convergence between the WOS approach developed in the methodology of the WOSCAP project and the societal resilience demonstrated within the EUGSS, as they are both addressing conflict prevention and peacebuilding through a societal scope. One can argue that societal resilience is a specific vision of conflict prevention and peacebuilding. Resilience is defined as “the ability of states and societies to reform, thus withstanding and recovering from internal and external crises” (EUGSS 2016: 23). The broader concept of “societal resilience” encompasses “all individuals and the whole of society” (EUGSS 2016: 24), notably through “deepening relations with civil society” (EUGSS 2016: 27). In this sense, topics such as governance, multi-track diplomacy, security sector reform (SSR), but also cross-cutting themes such as gender and ICTs, are covered by the EUGSS through a WOS scope. The EUGSS indeed



states that the EU will pursue a multilevel, multidimensional and multilateral approach (EUGSS 2016: 25, 28).

The EUGSS particularly highlights the multilevel nature of governance. In this sense, the document notices the EU's role in leading a global governance approach, underlining the EU's "aspiration to transform rather than simply preserve the existing system" (EUGSS 2016: 39). To this end, governance should be addressed through a joined-up approach and includes all sectors related to peace, tailored to the different levels (locally, regionally, globally) and actors involved (EUGSS 2016: 10, 25, 26, 31, 32, 43). Therefore, inclusiveness and versatility lie at the heart of the strategic direction taken by EU governance. Secondly, the EUGSS refers to multi-track diplomacy in terms of "mediation and facilitation" in a context of multifaceted actors and situations (EUGSS 2016: 31). While keeping the traditional concepts of dialogue, cooperation and support, the EUGSS also stresses innovative approaches to diplomacy, such as cultural, inter-faith, scientific and economic diplomacy (EUGSS 2016: 31, 49). In that sense, the document emphasises EU societal resilience through an integrated approach that fosters inclusiveness: due to the complexity of current conflicts (such as those in Syria and Libya), the EU needs to "pursue a multi-level approach to conflicts acting at the local, national, regional and global levels" and a "multi-lateral approach engaging all those players present in a conflict and necessary for its resolution" (EUGSS 2016: 29). Moreover, the document identifies multi-track diplomacy as a tool to facilitate the transition "from short-term crisis management to long-term peacebuilding to avoid gaps along the conflict cycle", based on the fact that "long-term work on pre-emptive peace, resilience and human rights must be tied to crisis response through humanitarian aid, CSDP<sup>2</sup>, sanctions and diplomacy" (EUGSS 2016: 51). Indeed, diplomacy is intended to play a role in fostering resilience and pre-emptive peace, based on the idea that "preventing conflicts is more efficient and effective than engaging with crises after they break out" (EUGSS 2016: 29). Lastly, security sector reform is addressed in the EUGSS mainly through the CSDP, which is an integral part of the EU's comprehensive approach for crisis management, as it entails civilian and military resources. The WOSCAP project has highlighted civil-military synergies as a key concept of the WOS approach, which relates to EU actions in the domain of SSR and emphasises coherent actions between multiple stakeholders. The EUGSS underlines the need for enhanced coordination between the CSDP's civilian and military components (EUGSS 2016: 47), and takes it to the next level by stressing the need for convergence between security and development policies (EUGSS 2016: 40, 50). This assumption is based on the overall concept of societal resilience and the multilevel approach. In that sense, the document also stresses local ownership, perceiving CSDP as a tool to enhance the responsiveness of EU's partners in delivering security (EUGSS 2016: 26, 31, 47).

The issues of gender and ICTs are addressed within the EUGSS, which seems to demonstrate a slight shift in the EU's strategy. Except for the reference to the need to strengthen the incentive of implementation of the UNSCD 1325 on Women, Peace and Security (WPS), referring to the recognition of the role of women in peacebuilding, the 2003 and 2008 ESS rarely mention gender-related issues. Despite the EU positioning itself as a strong supporter of efforts at UN level, the EU strategy does not propose any specific avenues for practical implementation of Resolution 1325. Moreover, neither documents refer to concrete actions or windows of opportunity for women to be more actively included as

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<sup>2</sup> Common Security and Defence Policy

participants in peacebuilding. A WOS approach emphasises gender as a key element in the EU comprehensive approach, both internally with the participation of women in policy-making, and externally with their inclusion in mediation and peace processes. The WPS agenda continues to be insubstantial in terms of policy and implementation despite increasing support by multiple actors at the global level. However, by highlighting the women's role in peacebuilding and conflict prevention in its EUGSS, the EU has proven its willingness to address gender issues in its policy: "Finally, we will systematically mainstream human rights and gender issues across policy sectors and institutions" (EUGSS 2016: 51). The EU's apparent lack of political will seems to be reconsidered in light of statements made in the EUGSS, as it emphasizes the significance of women's role in peacebuilding and conflict prevention by promoting "the role of women in peace efforts – from implementing the UNSC Resolution on Women, Peace and Security to improving the EU's internal gender balance" and strengthening "the participation of women in foreign policy-making" (EUGSS 2016: 26 and 48). Mainstreaming gender issues in EU policies, both internally and externally, seems to become a priority. Regarding ICTs, their use in peacebuilding has hitherto been overlooked by the EU. The WOS approach includes the importance of integrating innovations such as peacetechnology for conflict prevention and peacebuilding on the grounds, as their use potentially represents a more inclusive capability in EU interventions, which itself builds societal cohesion (Gaskell et al., 2015). Even though ICTs are not envisaged as a tool for the promotion of peacebuilding and conflict prevention in the 2016 strategy, the EUGSS validates the importance of communication. The document underlines the necessity to enhance strategic communications "in order to connect EU foreign policy with citizens" (EUGSS 2016: 23) with efficient ethical communication through "rapid, factual rebuttals of disinformation" (EUGSS 2016; 23). Those approaches concerning gender and ICTs are compliant with the research findings of the WOSCAP project.

The interviews conducted in 2016 did not allow analysing the concrete impact of the EUGSS, as changes were still on-going at this period. Following a review by the EU, additional interviews have been planned to provide a developed institutional dimension to the paper. These interviews were conducted in March 2017, predominantly with the new PRISM division, in order to verify the elements mentioned above.

## 3. Addressing the current EU institutional developments on conflict prevention and peacebuilding

As mentioned above, the EUGSS has led to transformation in the structure of the EEAS. One of the main results of these modifications is the creation of the new PRISM division (Prevention of conflicts, Rule of law/SSR, Integrated approach, Stabilisation and Mediation). However, while drafting the previous version of this report, the new organizational chart of the EEAS was still unavailable and the restructuration was still confidential and being implemented. Therefore, our previous report has not dealt *in extenso* with these new changes. In this report we include information gathered from in-depth interviews with PRISM officials on the institutional changes and objectives of this new division (see Annex 2). These interviews also provided details about the upcoming steps related to the evolution of EU policies, which will be developed in the second section.

### 3.1 Presenting an overview of the main organisational changes

The new PRISM division, led by Stefano Tomat, has been established after the publication of the EUGSS and could be perceived as a direct result of the EUGSS and the operationalization of the new place given to conflict prevention and peacebuilding. However, as stated by EU officials, the new PRISM division is a result of the interplay between the EEAS's organisational developments and the EUGSS and is anchored within the EU's institutional framework. In this sense PRISM should be considered as a whole with the other instruments available in the European Commission and has to be seen in a broader context, not just as a direct result of the EUGSS. The characteristics and objectives of this entity provide a good insight of the future implementation of the EUGSS. Therefore it seems crucial to understand the organisational structure of PRISM and the challenges implied by its creation within the EEAS. The second section will explore two broader changes – mediation and early warning system – at the EEAS level, more or less unconnected to the creation of PRISM.

As mentioned in the first part of this document, the PRISM division could be considered merger of CSDP I and SECPOL II with the particularity of holding a more prominent position on the organisational chart as it is now a division and not part of a directorate. In that sense, PRISM reports directly to the Deputy Secretary-General for CSDP and crisis response and is also working closely together with the Deputy Secretary General for Political Affairs. This has increased both the importance and the visibility of the division. As pointed out by several PRISM officials, this new role could be considered as the incarnation of the Integrated Approach within the EEAS. Indeed, as a result of the EUGSS, the EU, the EEAS and PRISM are assessing the ways of improving conflict prevention and peacebuilding with partners both inside and outside the EU. In order to achieve this, PRISM puts the emphasis on working with all the tools provided by the EU and under the coordination of the Secretariat General. PRISM is able to act as a crisis response platform for all the actors within the EU and brings together different parts of the Commission. It assesses priorities and gathers different mechanisms and guidelines launched by senior officials of the EEAS, becoming both a structural and a long term

instrument of the EEAS. PRISM will be in charge of organising inter-service round tables with actors of the European Commission such as, among others, DG DEVCO, DG ECHO, DG HOME, DG JUST, the financial department and other CSDP missions. This inter-service cooperation and enhanced communication are one of the characteristics of the new division and comes back in each of its five pillars: Early Warning and Conflict Prevention, Mediation, Stabilisation and Crisis Response, SSR and Rule of Law and DDR (Disarmament, Demobilization and Reintegration). In addition to these five pillars, PRISM is divided in the following geographic clusters: West Africa, Middle East and North Africa, rest of Africa and rest of the world, each of which are closely related to the corresponding regional secretariats. In order to enhance coherence, there is a person of each thematic pillar for each of these regional clusters, enabling cross thematic discussions and information sharing. The enhanced information sharing and weekly briefings also creates versatility within the PRISM team and experts employed in missions worldwide as they are able to assess situations through a broader perspective. This also enables employed officials to work on different clusters of the PRISM division and the EEAS, which results in a shared responsibility. PRISM officials note that the five thematic sub-teams within PRISM remained unchanged, resulting in a good cooperation with other EU actors, and that the coordination with the geographical division results in a more efficient approach. The challenges that result from this new division within the EEAS structure are mainly the coordination of other divisions. Indeed, even though the communication and cooperation are resulting in a fruitful and more efficient action in terms of conflict prevention and peacebuilding, the challenge now is to find a common ground between the different divisions. Therefore, it is important for PRISM not to profile itself as the driving seat, which remains the task of the geographic divisions, but as a support tool. As for now, PRISM is in the process of establishing a more effective way of coordination between divisions by having regular meetings and better information sharing. PRISM officials note that there is a lot of willingness to ensure cooperation and emphasize the fact that this also is something explicitly demanded by the hierarchy. PRISM is also trying to demonstrate its value to other directorates showing how they can help other EU actors by digging deeper on different issues related to the clusters or geographical scopes within PRISM. In this sense, it has to define on what topics and how it can help the geographic divisions through the Commission and EUDs. The aim is to bring together different EU actors by organising meetings in order to create the most thorough plan of action to address crises. This mechanism has still to be fine-tuned as for the moment it is still considered on a case-by-case basis. Another important challenge is the way of prioritizing the different crises and countries. Even if there isn't a set formula for prioritizing, the main priority for the EEAS – and PRISM – is the EU Neighbourhood, in particular the Sahel region and Southeast Europe. Other sources of setting priorities are the Early Warning system (assessed on a yearly basis), political priorities defined by the hierarchy, the EU and the Foreign Policy as well as the daily crisis mechanisms. Moreover, the countries where CSDP missions are deployed become de facto priorities for the PRISM division. In addition, PRISM oversees whether these CSDP missions are well integrated.

One of the important changes in terms of conflict prevention and peacebuilding as result of the EUGSS, is the reshaping of the Early Warning System (EWS) which is now joint between the EEAS and the Commission. In order to improve coherence and the level of integration, the sources and information of Member States (MS) will be taken more into account. Moreover, the EUDs and senior management assess the risk factors and identify specific actions. One of the changes is that once the risk has been evaluated and the EWS-

team identified it as a priority, the responsibility for further action goes to the corresponding regional directorate. The EWS works with the financial department in order to estimate the budget support that can be allocated to the identified conflict. The system has started to get institutionalized and MS have started to look at the European Union's EWS as a model for their own external action services. Another aspect which implied concerns for EUMS while restructuring the EEAS, was that the importance of mediation would decrease. However, the hierarchy emphasized its importance, not only as a crisis response tool, but also for the political priorities of the EEAS. In this sense, Mediation Support Team (MST) members consider mediation as being the most political part of PRISM. MST members affirm that it is important for CSDP to better understand the conflicts through dialogue and mediation in project countries. In this sense, PRISM works closely together with the CSDP structure, other EU actors and CSOs on the ground with the objective of working on dialogue and mediation on a community level in conflict areas. The aim is to make the EU deployable in response to crises and send staff on long-term missions in crisis countries. PRISM officials point out that the main constraints for the MST are the budget and status constraint, as MST members are not diplomats nor high level senior officials. The MST has already proven effective in situations such as Turkey and Libya where the early-on presence of the EU has allowed the creation of satellite EU coordination posts in order to move closer to crisis hotspots. This has been the case for Iraq where EU presence is complicated due to the on-going conflict.

Finally, exchanges with EU officials from the EEAS and the European Commission have confirmed that it puts the emphasis on European economic diplomacy within the EU's external action. By diminishing the gap between internal and external policy strategies, the EUGSS paves the way for an EU economic diplomacy. In this sense, the strategy allows a more inclusive cooperation between CSOs and companies in the external policy in terms of peacebuilding and conflict prevention. This topic is still being developed internally within the EEAS, but exchanges with EEAS officials have confirmed that research studies explored for the WOSCAP project were relevant. Economic diplomacy can be conceived through two dimensions: macro-economic diplomacy encompasses the global regulation of the world economy, while micro-economic diplomacy relies on the support provided to EU companies to invest in third countries. In terms of conflict prevention and peacebuilding it is paramount to assess the role that public and private companies can have and how to engage with those actors.

In-depth interviews with EU official from the PRISM divisions allowed us to assess the organisational changes in progress within the EEAS, which are crucial to develop an engagement strategy for future WOSCAP recommendations. In addition, this report presents the current institutional changes related to evolving EU policies in terms of conflict prevention and peacebuilding.

## 3.2 Introducing opportunities for influencing the future EU policy developments

The EU institutional activity in the upcoming months is crucial for the last phase of the WOSCAP project, as a political dimension is expected to be assumed to ensure the best outcomes for the policy recommendations that will be drafted. Various meetings and

publications are on the agenda for the upcoming months, some of which are affected by the outcomes of the EUGSS. The EU institutional timetable has to be analysed, given that the WOSCAP partners have the opportunity to share their research findings and recommendations during these meetings and conferences organized with EU officials and CSOs. In order to allow the project to have a measurable impact, attention should be paid to upcoming changes and discussions on EU policies. Therefore, the following section intends to provide an overview of the upcoming formal and informal EU events and steps. It will be divided into a thematic and a geographic section, as the WOSCAP project is able to have an impact on both. The first section will examine the thematic scope, with developments related to general policies (resilience and the integrated approach), to the clusters (Security sector reform, governance reform, multi-track diplomacy) and the cross-cutting themes (local ownership, gender, ICTs, coherence and civil-military synergies). The second one will be built on the geographic scope as there is an opportunity to intervene further at geographic level, in particular in Yemen, Mali, Ukraine and Georgia.

As for the thematic scope, an important aspect of the EUGSS is the Integrated Approach (IA) that should be implemented before June 2017. This deadline is set in order for HR/VP Mogherini to show progress to Member States on the overall implementation of the strategy. As mentioned above, PRISM can be considered as the institutionalization of the IA, which is perceived as a new way of working within the EEAS rather than a methodology. However, PRISM officials have confirmed that this concept, brought forward by the EUGSS, is still to be filled in. Therefore, PRISM produced a draft non-paper to highlight concrete actions that could help to better integrate the EU response to conflicts and crises, by applying existing policies and regulation. Even if this non-paper includes action points, it is not explicitly called an action plan and PRISM has also confirmed that the publication of a joint communication is excluded. PRISM officials justify it by underlining that the EUGSS clearly states that it is time to take action. An event will be organised in Brussels on the 31<sup>st</sup> of March 2017 on the implementation of the Integrated Approach in conflict prevention and peacebuilding. However, the possible interference of the IA with the implementation of the comprehensive approach raises doubts about the effective implementation of the IA. In terms of external action, PRISM considers that, in order to enhance coherence and IA, the Head of Delegation in each country should be responsible to coordinate the EU actions in their respective countries. At the moment, there are too many elements involved in the coordination of actions (such as the Head of Delegation, the Head of Missions), which impede a smooth and efficient cooperation between the EUMs, CSOs, UN and on a multi-leverage level.

The term of resilience, mentioned in the EUGSS, is also still in the process of being conceptualized. The European Commission is planning on publishing a Joint Communication in May, co-led by the EEAS, DG DEVCO, DG ECHO and DG NEAR, and was supposed to publish a roadmap by the end of January. By mid–March there should be a draft circulating within the EU for inter-service consultation. However, there won't be direct consultation with stakeholders and CSOs due to the short timing. The Commission has organized several targeted consultation meetings with key stakeholders, such as the Civil Society Network Dialogue (CSDN) on the 31<sup>st</sup> of January on "The 2015 Review of the European Neighbourhood Policy: Civil society perspectives on the implementation of the security dimension" followed by a EUISS expert lunch meeting on the 6<sup>th</sup> of February. As input from Member States is also paramount on this issue, there has been an informal meeting in Finland on the 8<sup>th</sup> of February

with Alfredo Conte and 8-9 representatives from EU Member states, in particular UK, France, the Netherlands, Denmark and Finland. In order to gather input from humanitarian and development organisations, DG DEVCO and DG ECHO organized a conference on the 17<sup>th</sup> of February. Furthermore, DG NEAR and the EUISS scheduled a conference on the 8<sup>th</sup> of March on the topic “Building Resilience in the EU Neighbouring and Surrounding Regions”. This confirms the declaration of PRISM officials stating that the main target of the EUGS is the EU neighbourhood. Finally, a lunch-time seminar has been organized on the 16<sup>th</sup> of March by EU-CIVCAP on “Resilience in the EU conflict prevention and peacebuilding”. Nevertheless, the direction of the Joint Communication on resilience remains unclear as there is still no agreement on the thematic and geographic scope. In terms of geographic scope, resilience is not only aimed at the neighbourhood and third countries but also, as the Council Conclusions on the EUGS underline, “the EU’s own resilience and that of its citizens”. It also remains unclear as to what kind of resilience (state resilience, community resilience, societal resilience) the Joint Communication will be focused on. In this sense, a PRISM official confirmed that there is still discussion on what the term “resilience” will embrace as the aim is to conceptualize the broadest definition possible. In this sense, the 2017 work programme of the European Commission mentions an initiative on “efforts to foster state, economic, environmental/climate and societal resilience in third countries, in particular in the EU’s neighbours and in wider surrounding regions” (European Commission, 2016). Finally, there are discussions on how the new Joint Communication will fit in with the existing policy on resilience, in particular the 2012 Joint Communication and the 2013 Action Plan on resilience. In terms of finance of this new objective, the Foreign Affairs Committee of the European Parliament commissioned a study assessing EU’s funding in support of resilience in pro-acted crises. As concluded by this study, the instruments in place are sufficient but “substantial improvements should be made to the responsiveness, flexibility, coherence and complementarity of the EU response in support of resilience” (Directorate-general for external policies, 2016: 5). This goes in line with the declaration of a PRISM official, who pointed out that one aspect that is often overlooked in terms of actions of the EEAS is the financial part. At the moment PRISM is facing a mid-term review and there are still on-going discussions on how to financially operationalize PRISM’s objectives. In order to be effective and efficient, the new division needs an easily accessible instrument that provides flexibility. At the moment this is partly being provided by article II, III and IV of the Instrument contributing to Stability and Peace (IcSP). However, the IcSP being valid until the 31<sup>st</sup> of December 2020 and being reviewed mid-2017, it is important to further develop and discuss the funding for PRISM on a long term basis. In this sense, PRISM is considering outsourcing parts of its actions in terms of for example reconciliation and SSR assistance.

In the frame of the WOSCAP project, research teams have the opportunity to take stock of the efforts being made and influence the upcoming evolution related to EU policies at a thematic level. Regarding the Security Sector Reform (SSR), on 14 November 2016 the EU Council endorsed the EU-wide strategic framework on SSR, after the publication of the related Joint Communication. This action is particularly relevant for SSR as a call for tender has been launched in its aftermath to support the deployment of SSR experts in some EUDs. It demonstrates the changing context of SSR development, and proves that there is a room for researchers to exchange and possibly influence the process at different levels. First, EU officials are currently working on guidelines on monitoring and evaluation of EU support to SSR, and will probably undertake consultation with civil society at a later stage. The EU is also expected

to proceed to the *Evaluation of EU support for SSS in enlargement and neighbourhood countries (2010-2016)* before January 2018. On the other hand, development of a risk management methodology has started in 2016, through joint working between EU officials and SSR experts. They have demonstrated interest for inputs from CSOs in 2017. On the other hand, several events are being organized on development and partnership, which should be taken into account while addressing governance, coherence and local ownership issues. First and foremost, on 7 and 8 June 2017, the 11<sup>th</sup> edition of the European Development Days will take place in Brussels. This event is of particular interest for the WOSCAP project as 'Investing in Peace and Partnerships' will be one of the three main themes of the event, and several NGOs will organise conference to showcase their work. The same aspects will be addressed in New York from the 10<sup>th</sup> to the 19<sup>th</sup> July 2017 during the "Voluntary national reviews of implementation of the 2030 Agenda and the Sustainable Development Goals (SDGs)" that will gather EUMS (including Belgium, Czech Republic, Denmark, Italy, Luxembourg, Netherlands, Portugal, Slovenia and Sweden). They are expected to take part in this meeting to voluntarily report on their national preparation for implementing the 2030 agenda. It could be relevant for WOSCAP partners to exchange with national representatives prior to this event and to share their recommendations on local ownership, governance and coherence. These issues are also relevant while considering the "Joint Communication on a new impetus for the Africa-EU Partnership: Towards the 5th Africa-EU Summit" that is expected for April 2017, led by Pan-African Affairs Division (AFRICA.5) in the European External Action Service (EEAS). This communication is intended to carry out a synthesis based on the work undertaken in the context of the EUGSS, the Post-Cotonou process and the revision of the European Consensus on Development. A roadmap has been published by the European Commission<sup>3</sup> and should be included within the reflections made on EU-Africa partnership and cooperation. Finally, gender is at the core of EU's discussions in 2017, due to the fact that the EU Informal Task Force on UNSCR 1325 is planning to revise the Comprehensive Approach (CA) of the EU implementation of the UNSCR 1325 and 1820 on WPS in 2017. For this purpose, the Task Force has planned a yearly high-level meeting and three regular meetings per year that will possibly take place in March, July, and October/November 2017. At this stage, a first meeting has been organized on 26 January 2017, gathering EUMS gender focal points and EU officials working on gender, and some international organisations and CSOs. A concept note on the revision of the CA 1325 circulated prior to the meeting. During the meeting, Ms. Mara Marinaki, EEAS Principal Advisor on Gender, has underlined the crucial role of the EU as a leader on gender on the international scene. This statement has been backed by an informal roadmap endorsed by the PSC (Political and Security Committee) Ambassadors two days before the meeting and supposed to be a living-document throughout the process. In addition, a working group with EUMS representatives is expected to prepare a non-paper that will be discussed at the high-level task force meeting on 30 March 2017. As there is no concrete timetable for the revision process, there is a room for further exchange with relevant officials on gender issues and recommendations.

At this stage of the WOSCAP project, it seems crucial to share research findings and to debate EU policy recommendations related to the current situation in Yemen, Mali, Ukraine and Georgia. For this purpose, in-country round-tables are expected to take place before June

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<sup>3</sup> This roadmap is available at the following link: [http://ec.europa.eu/smart-regulation/roadmaps/docs/plan\\_2016\\_99\\_joint\\_communication\\_afric\\_eu\\_en.pdf](http://ec.europa.eu/smart-regulation/roadmaps/docs/plan_2016_99_joint_communication_afric_eu_en.pdf)



2017. Current bilateral and multilateral discussions are planned both at the EU and national levels, providing room for identifying and establishing contact with key stake-holders in order to fully understand their role and impact as well as to feed previous discussions with external inputs. In the case of Georgia, the 2nd Meeting of the EU-Georgia Civil Society Platform (CSP) has been organized on 16 February 2017. This platform intends to “complement the political bodies existing within the framework of the EU-Georgia Association Agreement”. CSOs from both sides of the conflict met with the aim of monitoring the implementation process and prepare recommendations, both at national and EU levels. It seems appropriate to develop efforts to follow-up on their future activities, as well as activities undertaken in Ukraine, such as the interactive seminar “EU4Business in Ukraine” on 10 February 2017. It was hosted by the European Investment Bank (EIB) together with the EU Delegation in Ukraine and aimed at emphasizing the support that could be provided to private sector development in the country. In addition to these events, we can add that the new PRISM division is currently working on geographic priorities, with the aim of emphasising resilience, as stated in the EUGSS. This information is still confidential but will become public through the publication of future documents in the following months.

## 4. Conclusion

The present report demonstrates that the launch of the EUGSS in June 2016 has implied significant changes within the EU institutional framework. The interviews conducted prior to the publication of the strategy were relevant in order to influence the process on significant issues such as conflict prevention, mediation, private sector, EU economic diplomacy, or stabilization. Our analysis of the EUGSS has highlighted the focus of EU's external and internal strategies on a societal approach, based on the interests of its citizens. EU societal resilience developed by the EUGSS converges with the research findings of the Whole-of-Society conflict prevention and peacebuilding (WOSCAP) approach, in particular concerning the multi-stakeholder coherence approach. Indeed, the methodology of the WOSCAP project is based on a WOS vision that goes in the same direction as the EUGSS by giving a prominent place to different layers of society. The EUGSS therefore consolidates the direction taken by the WOSCAP project, implying that future research could inspire and impact the implementation of the EUGSS and future EU policies.

This report was supposed to be delivered in November 2016, a year and a half after the project started, together with a Best Practices report on coherence. Exchanges and interviews with key stakeholders were initiated at different steps. However, additional interviews carried out in March 2017 allowed us to provide an institutional dimension to the report, through an overview of the organisational and institutional changes at stake within the EEAS. It provides relevant information about the evolution of EU policies in terms of conflict prevention and peacebuilding, such as on-going and future developments related to the integrated approach, resilience, partnerships with the private sector, or stabilisation. Moreover, future development related to the clusters and cross-cutting themes addressed within the WOSCAP project are also explored. It demonstrates the added-value of conducting interviews at different stages of the institutional process, in order to capture the overall framework. Significant organisational and institutional changes should now be taken into account in order to design a proper WOSCAP engagement strategy. These interviews also came at the right moment as it allowed our team to establish relationships with key EU stakeholders, especially EU officials of the new PRISM division, who will certainly be involved in the future activities of the project.

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