



Laurea University of Applied Sciences

IECEU (Improving the Effectiveness of Capabilities in EU conflict prevention)

External Newsletter

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How to improve effectiveness of EU capabilities?

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The European Union (EU) is increasingly affected and challenged by geopolitical changes, increasing impact of conflict on civilians, globalized impact of local conflicts, technological developments, the growing potential for individuals to create large security threats and transnational criminality further complicates the security landscape of EU CSDP missions and operations. Conflicts and crisis devastate states and leave behind broken societies, broken governmental structures, civilian victims and damages the capacity for future economic and human development. With global interconnectedness, the repercussions of outside conflict are also seen within the EU, and may lead to

societal and security challenges within the EU. A key issue for the EU is how to improve its conflict intervention capabilities and create more enduring impact on the ground and to use limited resources more effectively.

To enhance the conflict response capabilities EU Framework Programme for Research and Innovation H2020 launched call for proposals to support this purpose under the Border and External Security (BES12-2014) topic. The overall goal of the project is to find out new approaches and solutions to respond the future EU external security challenges and threats. Effective interventions can help prevent conflict escalation, shorten

its duration, a reduce its devastating impact on society.

The IECEU-project is set to analyse and evaluate best practices and lessons learnt with a view to enhance the civilian conflict prevention and peacebuilding capabilities of European Union (EU). It seeks to find out how to increase the interoperability of resources in the crisis management and peacebuilding for example in order to discover the potential for pooling and sharing of EU capabilities. The project started 1 May 2015 and consists of nine working packages, each with different objective, in the scope of 33 months.

Published

- *D1.1 Review from short term stabilization to long term peacebuilding*
- *D1.2 Analysis of the current preventive activities*
- *D1.3 Review: Civil-Military Synergies*
- *D1.4 Identifying Success Factors (indicators)*
- *D1.5 IECEU Conceptual Framework*

IECEU WP1 provides EU external action current state of art

The first work package (WP1) was finalised by end of November 2015. Its objective was to provide the Consortium with an up-to-date review documents for better understanding of the framework and definitions of the EU external action, civilian and military as well as existing practices in terms of pooling and sharing of capabilities. Documents are based on the literature review, expert discussions,

online discussions and online surveys. Secondly, the first working package is establishing factors and indicators for measuring effectiveness of the EU CSDP operations as well conceptual framework and methodology to analyse the effectiveness of the EU in the upcoming case studies (Balkans, Africa, Middle East and Asia).



IECEU Kickoff Meeting, June 2015

From short-term stabilization to long-term peacebuilding



EU personnel in training before mission.

The first deliverable "Review: from short-term stabilisation to long-term peace building" acts as the first step in implementation of the IECEU-project by reviewing and analysing current EU policy priorities, instruments and capabilities in conflict prevention and preventive activities. Furthermore it describes EU policy priorities in crisis management and their development, focuses on the potentials for supporting long-term conflict prevention instead of short-term stabilisation and creates a joint terminology and bibliography. D1.1 introduces that the EU response to a (potential) violent conflict is divided into three phases:

Phase 1 – conflict prevention: EU instruments are typically used to help develop and stabilise a country, preferably before a violent conflict breaks out.

Phase 2 – crisis management: EU instruments are typically used to help manage (control) an ongoing conflict.

Phase 3 – conflict prevention: EU instruments are primarily used for stabilising and ensuring that a conflict

does not become violent (again). The key EU's conflict prevention capabilities are:

- 1) Early Warning System
- 2) Instrument contributing to Stability and Peace
- 3) Military Operations
- 4) Civilian Missions
- 5) Sanctions
- 6) Mediation
- 7) Election Observation Missions
- 8) EuropeAid
- 9) Security Sector Reform

With increasing instability, there is a growing need for crisis management. The EU's role in crisis management is also likely to grow in the long-term. To do the opposite, in other words to circumscribe EU's crisis management operations, would be both contradictory to EU's *raison d'être* as a Union to promote peace, and the Lisbon treaty.

Moreover, it could also have serious security repercussions on the security of the European Union itself through increased refugee flows, radicalization, and increased insecurity within the European Union as well as damage the credibility of the European Union as an international actor. Increasingly, CSDP missions have become a corner stone of the EU's international identity. Similarly, state-building processes seem most effective when a range of tools is employed, but coherence between wide-range of EU actors in humanitarian aid, development and external relations is lacking. There is no forum or tradition of joint deliberation within the EU for the creation of an overall strategy for dealing with weak or failed states that would also include decisions over what is the appropriate mix of instruments to be used. Coherence in itself does not ensure effectiveness in the field, but it does improve potential for improving effectiveness by broadening the range of instruments, actors and funding that can be employed by the EU.

Analysis of current preventive activities

The second deliverable "Analysis of current preventive activities of the EU" complements the first deliverable and presents current activities of the EU in conflict prevention, namely the preventive activities that the EU employs as part of its response to international conflicts and crises. In addition, in relation to improving the utilisation of EU conflict prevention capabilities and activities, the report introduces and analyses the concept of pooling and sharing within the EU.

The current preventive activities of the EU can be categorised as representing structural, long-term, conflict prevention and operational, short-term conflict prevention. The current preventive activities of the EU can be outlined as including, but not limiting to: Early warning and conflict assessments,

diplomatic measures, mediation, demarches, statements, as well as activities conducted as part of the Common Foreign and Security Policy such as the EU CSDP missions and operations.

Within the context of this project, the primary focus is on the operational, short-term conflict prevention consisting of activities such as political dialogue, diplomatic measures, issuing demarches or declarations calling for a peaceful resolution of conflict, sending diplomatic envoys to a crisis area, mediation in peace talks, mechanisms of early-warning, fact-finding missions, observer or monitoring missions and deployment of armed forces. It is in this context that the CSDP missions come into play as part of the EU's overall approach to preventing violent conflicts. Training was also seen as the

most potential area of developing pooling and sharing in the context of CSDP. Also, the ESDC was complimented as a successful example of pooling and sharing capability in this regard. Its work strengthens a common training and strategic culture in CSDP and promotes training initiatives. Regarding procurement and R&D, there are concrete regional examples, such as NORDEFECO, Visegrad4 or the Franco-British Defence Cooperation.

Related to increasing the efficiency of the EU, and making available capabilities for the EU to deploy to crisis management and conflict prevention, widening the concept of pooling and sharing in the context of both civilian and military CSDP, can offer potential for improving the effectiveness of CSDP activities.

Review: Civil-Military Synergies

Although, both civilian and military functions of EEAS are involved in the strategic planning of a mission/operation, the examples have shown that in reality, civ-mil cooperation exists merely at early stages of a prevention phase up to the point when the CMPD is preparing the GMC. After this, the next phases are conducted in separate civil and military stovepipes and civ-mil cooperation is conducted on an ad hoc basis. Although, civil-military coordination only constitutes a limited - albeit significant - part of the EU's comprehensive approach to crisis management, when executed properly, it can significantly impact the effectiveness of the EU's conflict prevention and resolution efforts.

The structural changes within EEAS following the Lisbon Treaty brought about an aspiration of improved institutional cooperation and coordination. As already mentioned, the institutional "architecture" has been strengthened, frameworks have been created and working methods have been improved; enhancing the comprehensiveness of EU external action. Currently, there are multiple actors and various coordination mechanisms that engage in crisis response: the EU Crisis Response System consisting of the EU Crisis Platform (chaired by the High Representative of the EU for Foreign Affairs and Security Policy, the Executive Secretary General or the Managing Director for Crisis Response and Operational

Planning), the EU Situation Room and the Crisis Management Board. The purpose of the EU Crisis Response System is, by regular meetings, to ensure the coordination of EU actors and instruments across the EU system. In many instances, it has therefore been stated that the necessary coordination mechanism should be in place to ensure efficient coordination, including between the existing civilian and military capabilities at the strategic-political level. Although, the EU has in recent years taken important steps towards more coherent external actions, there are still a number of contemporary issues preventing the EU in fully exploiting the civilian and military capabilities at its disposal.

"Related to increasing the efficiency of the EU, and making available capabilities for the EU to deploy to crisis management and conflict prevention, widening the concept of pooling and sharing in the context of both civilian and military CSDP, can offer potential for improving the effectiveness of CSDP activities."



Improving the EU comprehensive approach

Identifying Success Factors

“Identifying Success Factors” (D1.4) is a deliverable, which provides an analytical guide for IECEU partners and end users seeking a deeper understanding of concrete factors related to effectiveness and impact of EU external action, especially within CSDP missions and operations. The analytical guide facilitates identification of key issues for success such as coordination and cooperation between actors, who can enhance efficiency and effectiveness of crisis management through resource allocation and mandate fulfilment. Four effectiveness criteria have been developed, which facilitate further analysis of ‘effectiveness’ in EU conflict prevention. These are listed with corresponding research questions below:

1. Internal goal attainment
 - o To what extent does the mission/operation achieve what the EU set out to do?
2. Internal appropriateness
 - o To what extent is the mission/operation implemented according to the EU’s plans?

3. External goal attainment
 - o To what extent does the mission/operation help prevent (further) violent conflict?
4. External appropriateness
 - o To what extent is the mission/operation proportionate in its preventative measures?

In sum, the success indicators developed with regard to the four effectiveness criteria above are:
Internal goal attainment: fulfilment of politico-strategic goals and operational objectives
Internal appropriateness: timeliness, efficiency and cost-effectiveness in implementation
External goal attainment: initiation, continuation, diffusion, escalation or intensification of violent conflict
External appropriateness: proportional prevention: more good (necessary and meaningful contribution to preventing further violent conflict) than harm (coercion and other negative effects)



IECEU Conceptual Framework

Comparative study of conflict prevention and crisis management missions and operations on any extensive scale is very rare; especially, where lessons are sought to enhance an understanding of how their effectiveness can be improved. Task 1.5, which culminates in this deliverable, harnesses centuries of combined experience, both theoretical and practical, in crisis management to collaboratively create the conceptual framework of the IECEU-project. This framework will guide the case studies of EU missions and operations in the IECEU but can also act as a guide for other similar studies.

The conceptual framework is designed to go beyond existing barriers and limitations to also find positive potentials, which may not only be learnt

from but also used and potentially duplicated in other missions and operations. Thus it strengthens, for its part, the supportive and cooperative function of the IECEU-project. To implement a robust examination of Common Security and Defence Policy (CSDP) capabilities, the IECEU developed a clear definition of ‘capability’ in an organisational context. **Capabilities** are the capacity to deploy resource combinations through collective organisational routines to achieve goals. They can be considered a high-level set of routines that together with resource stocks provide management with a range of decision options to produce desired (high level) outcomes. The conceptual framework presented in this segment consists of modules, which are formed by combining the research focus

(capability), with a perspective. Each of these modules contains a series of research themes, which aid in the identification of the kinds of information sought in that module. The modules operate on both levels of analysis, and the research questions of the conceptual framework can be modified to focus on either. All modules are coded in the way described below in the modular code guide. These codes must be used in the deliverables when discussing capabilities as they ensure comparability. Ideally all three parts of the code should be used. However, some research themes and indeed some research questions can apply to both politico-strategic (ps) and field-operational (fo)-levels. In these cases, the latter part of the codes are missing and can be added for clarity if need be later.

The IECEU has two perspectives: EU and non-EU.

The IECEU has two levels of analysis: field-operational and politico-strategic.

The six capabilities in the IECEU:
 (1) Planning Capacity; (2) Organisational Capacities; (3) Interoperability; (4) Competences (knowledge and skills); (5) Comprehensiveness and (6) Technologies.

Quality Assurance in IECEU

IECEU will apply ISO/IEC 19796-1 to its own operations. ISO/IEC 19796-1 is a framework to describe, compare, analyse, and implement quality management and quality assurance approaches. It serves to compare different existing approaches and to harmonize these to a common quality model. It consists of the following three items:

- A process model defining the basic processes to be considered when managing quality;
- A description scheme for quality management;

- A conformity statement for the decision format.

IECEU-outputs and processes will be qualified and quantified according to the quality assurance mechanism that is described in this document. In general, quality assurance in the project will be carried out in two levels: the progress monitoring level, related to monitoring both the formal milestones of the project as well as a set of WP-internal milestones of smaller granularity, and the project output assessment level, related to the assessment of the different

output types of the project (e.g. content output, technical/software output, evaluation/validation output, dissemination/valorisation output, scientific output).

The IECEU Project Participants will collaborate throughout the project in order to meet all the IECEU-objectives. Effective collaboration requires central coordination, clear rules for communication and unambiguous mechanisms for decision-making.

>80% (Well Done)	>80%
50% (Improvements Advised)	50%
<20% (Improvements Necessary)	<25%
Not observed	Not Observed

QA Evaluation Observation Levels.



Coming Soon:

IECU Advisory Board Meeting (December 2015)

IECEU Ethical Committee Meeting (December 2015)

IECEU Case Studies in Balkans, Africa, Middle East and Asia (Spring 2016)

More Information

\ Website: www.ieceu-project.com

\ Twitter: [@ieceuproject](https://twitter.com/ieceuproject)

\ Facebook: [IECEU—Improving the Effectiveness of Capabilities in EU conflict prevention](https://www.facebook.com/IECEU)



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