

Action Plan

"Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building"

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List of abbreviations and acronyms

AA	Federal Foreign Office
ACP States	African, Caribbean and Pacific Group of States
AU	African Union
BAKS	Federal College for Security Policy Studies
BMBF	Federal Ministry of Education and Research
BMI	Federal Ministry of the Interior
BMVg	Federal Ministry of Defence
BMZ	Federal Ministry for Economic Cooperation and Development
BWC	Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on Their Destruction (Biological Weapons Convention)
CCMS	NATO Committee on the Challenges of Modern Society
CEP	Corporate Engagement Project
CEPOL	European Police College
CFSP	Common Foreign and Security Policy of the European Union
CIPM	Centre for International Peace Missions
CPC	Conflict Prevention Centre of the OSCE
CPS	Civil Peace Service
CSCE	Conference on Security and Co-operation in Europe
CWC	Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction (Chemical Weapons Convention)
DAAD	German Academic Exchange Service
DAC	Development Assistance Committee of the OECD
DD&R	Disarmament, demobilization and reintegration
DED	German Development Service
DPKO	Department of Peacekeeping Operations of the United Nations
DSF	German Foundation for Peace Research
DW	Deutsche Welle
EAC	East African Community
EAPC	Euro-Atlantic Partnership Council
ECCP	European Centre for Conflict Prevention

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ECHR	European Court of Human Rights
ECOWAS	Economic Community of West African States
ECRI	European Commission against Racism and Intolerance
EDF	European Development Fund
EDSP	Environment, Development and Sustainable Peace Initiative
EED	Church Development Service (An Association of the Protestant Churches in Germany)
EIDHR	European Initiative for Democracy and Human Rights
EITI	Extractive Industries Transparency Initiative
ENVSEC	Environment and Security Initiative of the OSCE, UNDP and UNEP
EPLO	European Peace-building Liaison Office
ESDP	European Security and Defence Policy
EU	European Union
EUMS	European Union Military Staff
EUPM	European Union Police Mission in Bosnia and Herzegovina
FriEnt	Working Group on Development and Peace
G8	Group of Eight
GDI	German Development Institute
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH (German Agency for Technical Cooperation)
HIPC	Heavily Indebted Poor Countries
ICC	International Criminal Court
ICJ	International Court of Justice
ICRC	International Committee of the Red Cross
ICT	Information and communication technologies
ICTR	International Criminal Tribunal for Rwanda
ICTY	International Criminal Tribunal for the former Yugoslavia
IDEA	International Institute for Democracy and Electoral Assistance
ifa	Institute for Foreign Relations
IFIs	International Financial Institutions
IGAD	Intergovernmental Authority on Development
IHL	International Humanitarian Law
IIZ	Institute for International Cooperation of the German Adult Education Association

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IMF	International Monetary Fund
InWEnt	Internationale Weiterbildung und Entwicklung gGmbH (Capacity Building International, Germany)
ISAF	International Security Assistance Force
ITEP	International Test and Evaluation Program for Humanitarian Demining
KAIPTC	Kofi Annan International Peacekeeping Training Centre
KfW	KfW banking group (Reconstruction Loan Corporation)
KZE	Catholic Central Agency for Development Aid
LDCs	Least developed countries
LICUS Initiative	Low-Income Countries Under Stress (LICUS) Initiative
MANPADS	Man-Portable Air Defense Systems
MDG	Millennium Development Goals
MTCR	Missile Technology Control Regime
MYFF	Multi-year funding framework of the UNDP
NATO	North Atlantic Treaty Organization
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organization
NPT	Treaty on the Non-Proliferation of Nuclear Weapons (Non-Proliferation Treaty)
NSG	Nuclear Suppliers Group
OAS	Organization of American States
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
OSCE	Organization for Security and Co-operation in Europe
PCAU	Post-Conflict Assessment Unit of the UNEP
PCF	Post-Conflict Fund of the World Bank
PCIA	Peace and Conflict Impact Assessment
PfP	Partnership for Peace
PPP	Public-private partnership(s)
PRGF	Poverty Reduction and Growth Facility of the IMF
PRSP	Poverty Reduction Strategy Papers
PSI	Proliferation Security Initiative
PSTC	Peace Support Training Centre
SAA	Stabilization and Association Agreement

SADC	Southern African Development Community
SALW	Small arms and light weapons
SMEs	Small and medium-size enterprises
SWP	Stiftung Wissenschaft und Politik
TBT	Transboundary biosphere territory
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNIFEM	United Nations Development Fund for Women
UNMIK	United Nations Interim Administration Mission in Kosovo
UNOMIG	United Nations Observer Mission in Georgia
UNPREDEP	United Nations Preventive Deployment Force in the former Yugoslav Republic of Macedonia
UNSAS	United Nations Stand-by Arrangements System
VENRO	Association of German development NGOs
WCD	World Commission on Dams
WHO	World Health Organization
WMD	Weapons of mass destruction
WTO	World Trade Organization
zivik	Project Office for Civil Conflict Resolution of the Institute for Foreign Relations

I. Building on success - forging new paths: key elements of the Action Plan

1.

Peace and stability are prerequisites for development and prosperity. Conversely, without development peace and stability cannot be enduring. The world is, however, currently witness to well-nigh 40 violent conflicts, most of which are the cause or the result of serious political, economic, social or environmental mismanagement. Conflicts are part and parcel of all processes of transition and thus pave the path of progress. By its very nature, freedom, especially individual freedom, invites conflict. Conflict is, however, only productive if resolved by means of peaceful, inclusive debate conducted in a spirit of solidarity with the aim of finding the best solution. The state as such has a duty to provide mechanisms for the peaceful resolution of conflicts or to support equivalent non-governmental or informal instruments. If these do not exist, conflicts may directly or indirectly take on a more violent form.

Crisis prevention requires coherent and coordinated action on the part of all state and non-state actors. Only if various policy areas are dovetailed can measures intended to eliminate the causes of national or regional conflict be effective and sustainable. In its Comprehensive Concept on Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building, the Federal Government therefore set out the basic principles and strategies of German crisis prevention policy. The present Action Plan builds on this Comprehensive Concept to concretize and implement the chosen methods of crisis prevention and define fields of action based on the various causes of violent conflicts. At the same time, it identifies ways to further develop existing institutions and crisis prevention instruments and create new ones, and use them as part of a coherent strategy to enhance the ability of the Federal Government to act in this field. "Crisis prevention" must be understood in this context as a comprehensive term which includes conflict resolution and post-conflict peace-building.

The Action Plan also represents the first comprehensive interministerial round-up of the measures taken to promote peace over the past years. The fields of action and 161 concrete initiatives have been chosen on the basis of their clear and direct conflict impact, taking account of the special skills that Germany can bring to crisis prevention efforts. The objective is to develop the Federal Government's capabilities and to make greater use of foreign, security and development policy in civilian crisis prevention. Crisis prevention should also be incorporated to a greater extent into economic, financial and environmental policy. To this

end, particular attention is being paid to increasing the coherence of crisis prevention measures within the Federal Government and in its cooperation with other domestic and foreign actors. Crisis prevention is an integral component of Germany's peace policy and thus a task which must influence policy across the board. For this reason, the Action Plan also refers to military crisis prevention instruments. While these are not subject of this Action Plan, a comprehensive approach requires that the interface between military and civilian crisis prevention be taken into account.

The Action Plan identifies and evaluates the various activities undertaken by Germany as part of its preventive policy, and groups them into fields of action. Moreover, it sets out concrete future-oriented proposals for action over a manageable timeframe of 5-10 years. These proposals should be implemented by the Government taking coherent and coordinated action with the goal of pooling resources efficiently in order to make Germany's contribution to crisis prevention through civilian measures even more efficacious. However, the Action Plan and its implementation will by no means solve all the problems that litter the road towards peace in greater security. Civilian crisis prevention is a long-term exercise. The Action Plan is only one step on this road, albeit a particularly important one.

This Action Plan has been elaborated by members of the Government together with representatives of the legislative, civil society, academia and other institutions.

2.

Building on an extended security concept, the Action Plan contains various strategic leverage points, fields of action and bodies involved in civilian crisis prevention at global, regional and national level.

The following have been identified as strategic leverage points: the establishment of stable state structures (rule of law, democracy, human rights and security), but also creating the potential for peace within civil society, the media, cultural affairs and education. A further method is to safeguard people's opportunities in life by taking appropriate measures in the fields of business, society and the environment.

The worldwide fields of action identified by the Action Plan include non-proliferation, disarmament and arms control, subjecting conflicts to legal adjudication, involving the International Financial Institutions in crisis prevention and the development of global partnerships between the public and private sectors.

Above and beyond its own responsibilities, the Federal Government does not in the Action Plan overlook the special significance of the United Nations (UN) for civilian conflict management as the only organization with global reach, nor the importance of the European Union (EU), the Organization for Security and Co-operation in Europe (OSCE) and the North Atlantic Treaty Organization (NATO) as regional actors. In addition, civil society and the contributions made or pledged by the Federal Government to strengthen the crisis prevention capabilities of such organizations deserve special mention.

Lastly, the Action Plan examines the requirements of a national crisis prevention infrastructure, which is the sine qua non for effective action by the Federal Government in this field.

The Action Plan builds on success. It also pursues new avenues in order to create more potent instruments, thus improving civilian crisis prevention and bringing conflicts closer to resolution so that peace can be secured in the long term.

3.

The core of the Action Plan is formed by a host of concrete initiatives for each of the listed strategic aims, fields of action and bodies involved in crisis prevention. At both national and international level, the availability of the necessary crisis prevention infrastructure is the precondition for timely and coordinated action for which the requisite instruments must be developed and honed. The complex causes of violent conflicts call for a comprehensive approach guided by the aims set out below and implemented by means of concrete initiatives:

Establishing stable state structures:

- Various measures to promote the rule of law, in particular by strengthening the relevant state institutions, improving people's access to adequate forms of conflict settlement and encouraging respect for human rights in partner countries, especially as regards gender equality, the protection of minorities and freedom of religion;
- Development of standardized or model procedures to safeguard and/or re-establish the rule of law in post-conflict situations, in particular incorporation of rule-of-law elements into UN peace missions and the establishment of provisional judicial structures;

- Efforts to ensure the transparent and responsible use of revenues and expenditure in the security sector. For this purpose the planning and management capacities in the partner countries should be strengthened and supported by the provision of advisory services and further training;
- Renewed inclusion of police assistance in equipment aid, if the relevant conditions are met.

Creating the capacities within civil society, the media, culture and education:

- International networking of civil society bodies and promotion of exchange between state and civil society;
- Designation of central contact partners in the Federal Government for civil society and encouraging civil society to create parallel contact points;
- Expansion of training programmes for journalists from crisis regions;
- Intensification of intercultural exchange as an instrument for crisis prevention; realization of the "culture of peace" model (including dialogue with the Islamic world) by paying greater attention to the relevance of cultural cooperation for crisis prevention.

Safeguarding opportunities through economic and environmental measures:

- Supporting efforts to establish peace-time economies in affected countries with the goal of economic diversification to reduce dependence on individual raw materials; embedding such efforts in a strategy that takes account of the particular profile of the country (conflict, post-conflict);
- Dovetailing emergency humanitarian assistance and development cooperation by meaningful management of development policy measures.

Strengthening the global level - the United Nations:

- Strengthening UN missions by giving them extended (multidimensional) mandates with civilian components, and incorporating crisis prevention into the work of all UN funds, programmes and specialized agencies;
- Supporting multilateral political processes, in particular those aimed at poverty reduction, the establishment of a just system of trade, climate protection, the conservation of biological diversity and combating desertification.

Developing the regional level - the European Union:

- Supporting the efforts to use EU instruments in a coherent and coordinated fashion for civilian crisis prevention, and in particular ensuring that the EU is able to act by providing a sufficient budget for the Common Foreign and Security Policy (CFSP) and strengthening the capabilities of the Council Secretariat to plan and support civilian crisis management operations;
- Developing the Commission's Conflict Prevention Unit so that it can perform its current tasks effectively and can additionally anchor crisis prevention as horizontal function in the EU (awareness, training, reviewing procedures).

Supporting Africa - (sub-)regional organizations:

- Targeted assistance for the African Union (AU) and African sub-regional organizations in establishing and developing efficient institutions for crisis prevention and conflict management. To this end, the Federal Government relies on various complementary instruments (e.g. development policy and equipment aid).

Developing a national infrastructure for civilian crisis prevention:

- Anchoring crisis prevention as a cross-sectoral task in national politics, for example by appointing crisis prevention commissioners and/or contact persons in the Ministries and by drawing up interministerial country and/or regional strategies, which should lead to much closer coordination between diplomatic, development policy and security policy activities;

- Ensuring the coherence and coordination of the Federal Government's crisis prevention activities through an Interministerial Steering Group, chaired by the Federal Foreign Office (AA), and the creation of an Advisory Board whose members are drawn from civil society and academia;
- The Interministerial Steering Group is to promote the development of country and/or regional strategies by coordinating country and/or regional working groups. In addition, it is to monitor and assist the implementation of the Action Plan and submit regular reports to the German Bundestag and the Federal Security Council. It is also to maintain regular contact with representatives of civil society and academia.

II. Violent conflicts and the necessity of civilian crisis prevention

Peace and stability are prerequisites for development and prosperity in all the countries of the world. Conversely, resolute steps to reduce poverty and permanently improve living conditions in developing countries figure importantly in preventing outbreaks of violence, conflicts and war. The world is currently witness to well-nigh 40 violent conflicts, predominantly in the countries of the South. Nearly 40 percent of all conflicts are centred in Africa. Armed conflicts are both the result and the cause of serious political, social, economic and environmental mismanagement. Wars can be accompanied by systematic human rights violations, the breakdown of state structures, ecological disasters and the spread of crime, wiping out previous social and economic progress and impeding future development endeavours. The repercussions of violent conflicts seldom come to a halt at national frontiers - cross-border flows of refugees, smuggling and (para-)military movements lead to a regionalization or even internationalization of wars.

Conflicts are part and parcel of all processes of transition. If governmental or other formal or informal mechanisms for their peaceful resolution do not exist, there is a danger that these conflicts may directly or indirectly take on a more violent form. While the danger that a conflict may turn into an armed conflict is often recognized at an early stage, in many cases resolute action is not taken until the crisis has already crossed the threshold into violence and comes to the attention of the mass media. The international community is therefore called upon to hone its instruments for early identification of potentially violent conflicts (early warning), prevention and successful termination of wars and to put in place a satisfactory regime for the settlement of conflicts.

II.1. "New wars", economies of violence and terrorism

The wars that have dominated the annals of conflict since the end of the confrontation between East and West differ in many respects from the wars waged prior to 1989. In response to the changes in underlying factors, the term "new wars" has become widely used. The breeding ground for most domestic conflicts is the merely formal or rudimentary existence of state structures or the failure of the state as such. Today's conflicts are often waged with varying degrees of intensity over very long periods of time. In the reality of these new wars, the contours of the three traditional phases of conflict are becoming increasingly blurred - the crisis phase preceding the outbreak of violence, the actual war phase marked by system-

atic use of force, and the phase of peace-building following the formal termination of armed conflict. Only in about half of all cases does the formal termination of hostilities lead to enduring peace. Angola, Liberia, Rwanda, Burundi and Northern Ireland are examples from the 1990s of renewed outbreaks of armed conflict following peace settlements.

Non-state actors play an important role in today's conflicts. The so-called "privatization" of war is marked by the emergence of complex networks of warlords, militias, rebel movements, terrorists and criminal gangs as well as mercenary troops and private security firms, which challenge enforcement of the state's monopoly on the use of force. As a result of the attacks of 11 September, moreover, the terrorist threat to the Western industrialized nations has come to figure prominently in public awareness, and regional conflicts and their geopolitical relevance are being reassessed. The European Security Strategy thus cites international terrorism and state failure along with the proliferation of weapons of mass destruction as key threats - threats which cannot, however, be viewed in isolation.

Cooperation among increasing numbers of different non-state actors with a propensity for violence, notably between warlords and organized crime or terrorists, hastens the failure of states and exacerbates current conflicts. It can seriously complicate the process of post-conflict peace-building. The parties participating in peace negotiations often represent only a small cross-section of the groups involved in the hostilities. Internal factions or newly emerging parties do not feel bound by the terms of peace agreements and quickly render the latter obsolete.

More and more attention is being accorded to the so-called "economization" of war. The use of force thereby becomes a means for warlords, drug barons and smugglers to seize control of and traffic in economic goods. Drug crop cultivation and drug smuggling, trafficking in small arms, kidnapping, slavery, and trafficking in women and children are pillars of economies of violence. But even transactions involving legally traded natural resources such as oil, diamonds, wood or coltan make the use of force economically rational and can foster the emergence of intractable structures of violence. The increasingly strong correlation between civil wars and organized crime, close connections between the illegal and legal economic sectors and global economic cycles therefore pose key new challenges for conflict management. To effectively counter this economic dimension of wars, the instruments of foreign, security and development policy must be closely coordinated with domestic, foreign trade and financial policy.

As a result of its heightened level of activity since 11 September 2001, terrorism as a violent form of waging conflicts is increasingly being perceived as a global threat. Prevention of terrorism poses specific dilemmas and challenges. On the one hand, attributing the growth of terrorism merely to poverty and bad governance is a dangerous oversimplification. On the other hand, however, it is indisputable that the highly hazardous mix of fundamentalism, smouldering regional conflicts, the danger of deployment of weapons of mass destruction (WMD) and the threat of terrorist attacks can only be defused through a system of global cooperative security. Without the resolution of fundamental political and social conflicts, which are often the breeding ground for terrorism, this task cannot be mastered. Thus crisis prevention and conflict management are also integral parts of efforts to combat international terrorism. Crisis prevention always entails a certain amount of terrorism prevention.

II.2. The challenges of civilian crisis prevention

Crisis prevention endeavours are particularly likely to be effective and ultimately successful if they focus both on the causes of war and on the processes and actors involved in the escalation of violence. Each course of action should be examined to determine whether it might not unintentionally do more harm than good ("do no harm" principle). It is therefore essential to create institutions and political regulatory mechanisms for permanently settling conflicts by non-violent means. Crisis prevention endeavours are not just important for the phase in which an escalation of violence is imminent but must instead be launched earlier on. The containment and settlement of violent conflicts and peace-building activities after the end of hostilities likewise help prevent future wars.

Instruments for the prevention of violence include initiatives to reform political systems, build confidence between the parties to a conflict or further the development of rule-of-law and civil society structures. Civilian conciliation strategies can include steps to promote communication or mediation. Post-conflict peace-building strategies must target a number of different areas and levels in order to minimize the possibility of a renewed outbreak of violence; important aims in this context are the disarmament and social reintegration of ex-combatants, repatriation of refugees, reconstruction of the economy, promotion of democracy and the rule of law, and effective reconciliation.

In the short and medium term, civilian crisis prevention can conflict with other goals and measures of foreign, security and development policy; external pressure for democratization, for example, especially pressure for early elections, can be counterproductive if a minimum of

security and order is not guaranteed and there is no workable arrangement for "afterwards" ensuring that no party to the conflict is forced to tolerate a loss of power or other disadvantages that are a priori unacceptable to it. Structural adjustment measures aimed at a less active role on the part of the state can be problematic in the immediate post-conflict phase if ex-combatants and civilians alike expect a minimum of basic social services or if income and employment decline as a result of privatization and public-sector job cuts. Land reforms can provoke resistance on the part of the potential losers and can be accompanied by acts of violence by paramilitary forces. The involvement of warlords and other violence-prone actors in the post-conflict order can obstruct the prosecution of human rights abuses and thwart the creation of equitable living conditions.

Crisis prevention endeavours should be primarily civilian in nature and should be launched as far in advance of an outbreak of violence as possible. Armed intervention cannot replace civilian conflict management activities and efforts to combat the structural causes of crises. Experience in Bosnia, East Timor, Afghanistan and Macedonia, however, has shown that military means as an instrument of crisis prevention and crisis management may be necessary in order to prevent or end the violent waging of conflicts or in order to first establish conditions under which the causes of conflict can be addressed by civilian means. Crisis prevention thus often requires close cooperation between civilian and military components within the framework of a security concept that embraces political, diplomatic, economic, humanitarian and military means.

Macedonia - an example of successful crisis prevention

One example of successful implementation of crisis prevention policy by the international community is Macedonia. Thanks to the utilization of the array of instruments of the community of nations - ranging from the preventive deployment of UN blue-helmet troops within the framework of the United Nations Preventive Deployment Force (UNPREDEP) mission to the Stability Pact for South Eastern Europe and the stabilization and association process of the European Union - Macedonia is the only successor state of the former Yugoslavia that has been spared the ravages of armed conflict. From the very beginning, stabilization of Macedonia within the framework of a comprehensive crisis prevention strategy was the guiding principle for both German and international policy on Macedonia. Military and civilian crisis prevention components were successfully dovetailed, and short-term crisis management activities were linked to promising long-term prospects for Macedonia.

In the political sector, concerted efforts on the part of the international actors involved culminated in the negotiation of the Framework Agreement, which was signed by the democratically legitimated representatives of both ethnic groups in Ohrid on 13 August 2001 and led to the settlement of the conflict. This political agreement was flanked by economic measures and the opening up of a European perspective for Macedonia as well as by isolation of the extremists. Macedonia qualified as a pioneer country for the new model EU Stabilisation and Association Agreements (SAA).

In the military sector, the NATO operations Essential Harvest (August/September 2001), Amber Fox (2001/2002) and Allied Harmony (2002/2003) and, starting in March 2003, the EU's first military operation CONCORDIA (with the major participation of the Bundeswehr) created the secure environment required for consolidation of the peace process.

Another example of civilian/military cooperation is Germany's contribution to the stabilization and reconstruction endeavours in Afghanistan. In contrast to the situation in Macedonia, however, the challenge here is not to prevent a violent conflict but instead to provide post-conflict assistance, which by its very nature concurrently serves the aim of crisis prevention.

II.3. Civilian crisis prevention: the Comprehensive Concept of the Federal Government

Civilian crisis prevention has established itself as a guiding principle for governmental and non-governmental foreign, security and development policy. Since the mid-1990s, new concepts have been formulated at national level, within the European Union and within a multi-lateral framework that place greater emphasis on crisis prevention. The Coalition Agreement between the SPD and Alliance 90/The Greens of October 1998 stated that the Federal Government would "do its utmost to develop and apply effective strategies and instruments for crisis prevention and the peaceful settlement of conflicts." In the summer of the year 2000, the Comprehensive Concept of the Federal Government on Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building was adopted. The principles formulated in the nine points of this Comprehensive Concept form the pillars of the present Action Plan.

In its Comprehensive Concept, the Federal Government commits itself to work to prevent the violent eruption of conflicts at an early stage and to promote conflict resolution and post-conflict peace-building in both international and domestic conflicts. Preventive and civilian measures take priority over military response in this context. A culture of prevention and dialogue is to be promoted as well. Action by the Federal Government is based on an extended security concept that embraces political, economic, ecological and social stability. Within this comprehensive strategy, the task of development policy is to help improve the economic, social, ecological and political situation in the affected partner countries to prevent conflicts and reduce their structural causes as well as to promote mechanisms for non-violent conflict management.

The Comprehensive Concept stresses the importance of consultation and coordination among national and international as well as state and non-state actors. The aim is always to devise a comprehensive strategy tailored to the given situation. Through effective dialogue, civil society is to be more actively involved in crisis prevention endeavours. The various instruments developed at national and international level are to be dovetailed. Civilian and military measures must be coordinated with one another; disarmament, arms control and arms export control are of key importance in order to curb the use of military means to wage conflicts. Armed forces as part of a foreign and security policy aimed at preventing and containing crises can contribute to multilateral security precautions and strengthen the international security organizations.

Complementary basic policy documents include the Federal Government's Program of Action 2015 to reduce poverty, the Federal Government's reports on its human rights policy in the context of foreign relations and on its cooperation with the United Nations, the Federal Government Report on Arms Exports, and the decisions taken by the German Bundestag in 2000 to enhance capabilities in the field of civilian crisis prevention, civilian conflict management and post-conflict peace-building (Bundestag printed paper No. 14/3862). These contain concrete proposals for areas ranging from the United Nations Stand-by Arrangements System (UNSAS) to the creation of a pool of experts for civilian peace personnel. The Federal Government has meanwhile translated many of these proposals into action.

Crisis prevention must be multidimensional; in other words, it must address a number of different levels. It must also be a long-term approach - ad-hoc measures, humanitarian aid and disaster relief in acute crises are in many cases vital for the people affected. They must, however, remain extraordinary measures and must be rapidly translated into development coop-

eration or be linked to the latter from the very beginning. Experience has shown that projects which are too short-term in scope can fail to have the desired impact or can even exacerbate conflict. Peace-building projects and programmes must therefore be conceived for the long term and geared to reducing the causes of conflict.

No single actor has all the strategies and instruments for crisis prevention in its toolbox. Efforts to prevent violent conflicts and promote conflict resolution and post-conflict peace-building are particularly successful when various state and non-state actors cooperate closely in conflict regions ("multi-track approach"). External and internal actors from the international community and civil society must pool their resources and coordinate their activities at all stages of crisis prevention. Given the multitude of actors, conflicts to be addressed and formats (national, bilateral, multinational) among whom or in the context of which consultation and coordination would appear sensible in principle, however, this approach quickly reaches its limits in practice. It is thus all the more important that common strategies be elaborated on the basis of the Comprehensive Concept which assign specific sectoral responsibilities to each actor, spell out agreed quality standards and guiding principles for action, and make it possible to dispense with a fine-tuning of individual activities and initiatives. A blurring of the distinctions between the different tasks and fields of policy should be avoided, however.

Other state actors besides the executive that help to further crisis prevention through their wide range of contacts are the parliaments, parliamentary assemblies of various international organizations (such as the Council of Europe, NATO or the OSCE) and other international parliamentary bodies (such as bilateral groups of parliamentarians). A description of the work of the legislative cannot, however, be part of the Action Plan of the Federal Government.

In addition, non-governmental organizations (NGOs) can function as observers and admonishers in the event that state actors accord higher priority to their economic interests or matters of power or alliance than to crisis prevention. The private sector can assume greater responsibility as well - on the one hand by making a commitment to refrain from contributing to the emergence of war economy structures (a case in point: the debate on "blood diamonds") and, on the other hand, by working to promote stability and transparency, objectives that are not only in its own interest but also serve the aim of crisis prevention.

It is the parties to the conflict themselves, however, who bear primary responsibility for crisis prevention. Together with the affected civil society actors they are first and foremost called

upon to settle conflicts by non-violent means. The task of external actors is to support and backstop peacekeeping or peace-building processes on a subsidiary basis. Impartiality and cultural sensitivity are essential in this context. External actors can, incidentally, sometimes tip the balance between peaceful and violent forms of waging conflict - positively as well as negatively.

III. Germany's contributions to multilateral crisis prevention - fields of action and bodies

Germany makes substantial national contributions to multilateral crisis prevention. This is true of its support for the United Nations (UN), as the only actor with global reach, and for global fields of action for crisis prevention as well as its support for the crisis prevention activities of regional multilateral actors.

Germany makes its crisis prevention capabilities available primarily for activities and initiatives under the umbrella and mandate of the international organizations addressed in this chapter, for crisis prevention is most effective in the long term if it is pursued within a multilateral framework.

III.1. The United Nations and global fields of action for crisis prevention

III.1.1. The United Nations - strengthening institutions and shaping policy

Challenges

In the 21st century the community of nations will more than ever have to pool their resources in a system of global governance marked by a spirit of partnership in order to master the global challenges confronting humanity. The Millennium Declaration of the heads of state and government at the 55th session of the UN General Assembly and the world conferences since the beginning of the 1990s have drawn humanity's attention to pressing global issues, pointed out cornerstones and formulated goals.

The rise in violent conflicts, which can quickly undo decades of development progress and exacerbate poverty and inequality, poses a particular threat to the realization of the goals spelled out in the United Nations Millennium Declaration.

Decisions of the United Nations have a direct impact on German policy. The UN is the most important multilateral forum for the articulation of ideas and political objectives that the Federal Republic of Germany can in many areas attain only in cooperation with and through this organization.

Major and comprehensive German involvement in the further development of this global organization and the individual UN institutions is consequently indispensable. The task in this context is to support the reform endeavours of UN Secretary-General Kofi Annan and to assume greater responsibility in the future.

The United Nations Development Programme (UNDP), a UN organization that also maintains a presence in weak and failed states, is highly regarded and trusted as a mediator in conflict management and can seek political dialogue with actors who are inaccessible to bilateral donors. These are advantages that must be further strengthened in the interest of preventive crisis management and the development of durable peace.

The United Nations Environment Programme (UNEP) likewise figures importantly in crisis prevention, especially through its activities in the area of early warning, i.e. the early identification and assessment of environmental degradation and the ensuing potential for conflict. It is also active in the area of capacity building in developing countries, especially in post-conflict situations. And, finally, UNEP has made a name for itself through its numerous studies of environmental damage caused by conflicts (in the Balkans, in Afghanistan and in the Palestinian Territories, for instance). The Federal Government advocates intensification and reinforcement of UNEP's activities in the field of crisis prevention through an upgrading of the Programme. The aim is to create a powerful and effective environmental organization within the framework of the United Nations.

Round-up

Milestones on the road to improving the UN's capacity for action in the field of crisis prevention are:

1992: Agenda 21, the plan of action for sustainable development adopted by the United Nations Conference on Environment and Development ("Earth Summit"), with many references to crisis prevention issues

1992: Report of Secretary-General Boutros Boutros-Ghali entitled "An Agenda for Peace" (A/47/277), in which new peacekeeping instruments are proposed

- 1999: Secretary-General Kofi Annan proclaims the transition from a "culture of reaction" to a "culture of prevention"
- 2000: The Report of the Panel on United Nations Peace Operations ("Brahimi Report") (A/55/305 of 21 August 2000) elaborates reform proposals covering the entire spectrum of peace operations (preventive action, peace-building and peacekeeping). The aim is to develop a holistic and integrated approach to enhance the UN's capabilities in the areas of early warning, early action and post-conflict peace-building as well. Many proposals have been implemented; the Brahimi Report in particular has a profound impact on the work of the Security Council (with regard to "robust mandates" for peacekeeping operations and the regular incorporation of human rights components into peace missions, for example)
- 2000: Security Council Resolution 1318 (2000) of 7 September 2000 and the United Nations Millennium Declaration of the General Assembly (55/2 of 8 September 2000), which support reforms and call for the provision of corresponding resources and tools
- 2000: Security Council Resolution 1325 (2000) of 31 October 2000 on women, peace and security, which calls for an increased role of women in decision-making with regard to conflict prevention and resolution
- 2001: Report of the Secretary-General entitled "Prevention of armed conflict" (A/55/985 of 7 June 2001), which is based on an interdisciplinary approach involving a wide range of actors
- 2001: Report of the Secretary-General entitled "Road map towards the implementation of the United Nations Millennium Declaration" (A/56/326 of 6 September 2001), which - on the basis of the goals for the economic and social sectors resolved in the Millennium Declaration and with due consideration for additional internationally agreed development goals - presents a common set of methods for targeted and verifiable implementation within a specific time frame
- 2001: For the first time, the Security Council and the General Assembly adopt consensus resolutions on the subject of prevention of armed conflict (S/RES/1366 (2001); A/RES/55/281; A/RES/56/512)

- 2002: Adoption of the "Declaration of the World Food Summit: five years later - International Alliance against Hunger", with references to conflicts and their serious implications for food security
- 2002: Adoption of the "Plan of Implementation" within the framework of the World Summit on Sustainable Development in Johannesburg, with many references to crisis prevention issues such as poverty eradication, access to drinking water and wastewater disposal, climate protection, renewable energy sources, biodiversity, prevention of desertification and the Kimberley Process to control the certification of rough diamonds
- 2002: Report of the Secretary-General on women, peace and security (S/2002/1154 of 16 October 2002), which addresses the impact of armed conflicts on women and girls as well as their role in peace processes and peacekeeping measures and presents concrete recommendations
- 2003: The General Assembly, by consensus, adopts a resolution on the prevention of armed conflict (A/RES/57/337 of 3 July 2003)
- 2003: Report of the Secretary-General entitled "Implementation of the United Nations Millennium Declaration" (A/58/323 of 2 September 2003), with the call for a comprehensive reform of all the principal organs of the United Nations

Together with its European partners, the Federal Government actively participated in the negotiations on UN reform, advocating inter alia the holistic approach put forward in the Brahimi Report. During the negotiations on a resolution of the General Assembly, Germany strongly supported and expedited consideration of the novel idea that all UN-related crisis prevention issues be discussed and addressed in a targeted fashion as a separate item on the agenda of a suitable committee of the UN General Assembly.

Through its contributions to the Trust Fund for Preventive Action and other funding allocations, the Federal Government has helped enable the UN and especially the Secretary-General to function as an intermediary, mediator and negotiating partner in numerous conflicts. Germany regularly sends the UN Secretary-General lists of outstanding German nationals who are suitable candidates for the positions in question. In their capacity as Special Representatives of the Secretary-General, German diplomats held top leadership positions in a

number of UN missions, heading the United Nations Observer Mission in Georgia (UNOMIG) and the United Nations Interim Administration Mission in Kosovo (UNMIK), for example.

Over the course of the past few years the Federal Government has further elaborated its funding programme "Support for International Measures in the Fields of Crisis Prevention, Peacekeeping and Conflict Management" and has formulated an underlying funding concept. Germany acceded to the United Nations Stand-by Arrangements System (UNSAS) with commitments of civilian resources in 1998 (and pledged military contributions as well in the year 2000).

Through the secondment of civilian personnel for UN peace missions, Germany makes an important contribution to the implementation of multidimensional operations under UN mandates, i.e. operations involving more than purely military peacekeeping tasks. Since the beginning of the year 2000 - in addition to Germany's substantial civilian police commitment - more than 400 German civilians have been deployed in UN missions. The seconded German experts perform tasks especially in the areas of judicial administration, administrative development and medical services as well as technical and logistical support.

In its resolution 1325 (2000), the Security Council of the United Nations stressed that women should be accorded a increased role in decision-making with regard to conflict prevention and resolution. This resolution led to concrete steps addressing the role of women in conflict resolution within the framework of UN peacekeeping mandates. Germany is a member of the informal group "Friends of 1325" and has funded several studies of the Lessons Learned Unit of the Department of Peacekeeping Operations (DPKO) on "Mainstreaming a gender perspective in multidimensional peace operations".

Through the 132 country offices of UNDP, the United Nations supports innovative approaches to crisis prevention, conflict resolution, peace-building and post-conflict reconstruction. A core element of this support is the development and implementation of new and more effective strategies for reforms in the judicial and security sectors as well as in the areas of small arms control, disarmament and demobilization, crisis prevention, peace-building and reconstruction. Through its engagement in the transition process from disaster relief and humanitarian aid to reconstruction, UNDP forges links between security and development policy within the UN. By supporting national governments in their efforts to build structures

and organizations, UNDP furthers their ability to take independent and responsible action in the field of crisis prevention.

Through its poverty reduction programmes, UNDP helps to eliminate the structural causes of conflict and thus promote long-term stabilization of crisis-prone states and regions.

Experience

The United Nations Millennium Declaration, the resolutions of the Security Council and the General Assembly, and the reports of the Secretary-General have convincingly reaffirmed the general commitment of the UN member states to the peaceful settlement of disputes and have pointed out key courses of action for crisis prevention both at institutional and material level. Nevertheless, the reforms and efforts to develop more efficient crisis prevention mechanisms have made rather halting and limited progress. In the case of the resolution on the prevention of armed conflict adopted by consensus at the 57th session of the General Assembly, for example, it was not possible to incorporate a provision issuing a mandate to a specific body of the General Assembly to address all issues relating to crisis prevention in a systematic and targeted fashion. Given its central importance for the future role of the United Nations, however, ongoing dialogue on crisis prevention issues would be highly advisable. Moreover, the existing structures of the UN system should be carefully examined in order to exploit synergy effects for more efficient coordination of the UN's various activities. This could serve to reinforce the authority of the Secretary-General as well. Appointment of an Under-Secretary-General or a Special Representative for this area would also be conceivable, as the activities of such officials have thus far proved extremely valuable in other areas. The formation of "groups of friends" selected by the Secretary-General from among the member states would likewise be helpful.

The increased importance of crisis prevention in international development policy is reflected inter alia in the marked expansion of the activities of UNDP in this area. UNDP programmes are only implemented in agreement with the given national government. The increased share of UNDP funds and resources deployed not only in post-conflict countries but also in countries with a potential for conflict indicates that awareness of the importance of such programmes is growing in developing countries as well.

Further efforts will be necessary in order to integrate the new concepts for peace-building and crisis prevention into the UNDP's country programmes.

Germany has gained great respect for its contributions to the formulation of the UN's crisis prevention policy, to the reforms of the UN mechanisms, and to the organization's peacekeeping and peace-building activities. There is particular appreciation of the fact that Germany is a driving force behind efforts to strengthen civilian crisis prevention capabilities.

This is also true of the civilian contributions Germany has voluntarily made to UN missions thus far. However, the Federal Government's ability to second civilian experts is subject to financial and legal constraints. Especially the lack of a federally uniform statutory basis for the secondment of civilian personnel for international peacekeeping missions is a barrier to greater German engagement in this area, also with regard to the involvement of Länder¹ personnel from various fields of activity. In addition, steps must be taken to ensure that the work of civilian peace personnel is more highly valued in administration, business and industry and society at large, so that civilian deployment in international missions proves conducive to professional advancement.

The resources contributed by the member states to the United Nations have not been optimally utilized in the past. Up until now, for example, there has been no adequate definition of the focal areas that should be accorded greater priority on the basis of comparative advantages. Germany's contributions to UNSAS, too, have only been utilized once thus far (German medical team for UNAMA, the United Nations Assistance Mission in Afghanistan).

Concrete initiatives

- The Federal Government will continue to strongly support measures aimed at incorporating crisis prevention into the work of all UN funds, programmes and specialized agencies. (1)
- The Federal Government will work to further the ongoing dialogue among the UN member states on the shaping of a more efficient role of the global organization in crisis prevention. Particular attention should be given to issues associated with the responsibilities of the UN and its member states as well as to sensible structural adjustments to the UN system to improve coordination among the various actors and define their roles in the field of crisis prevention. (2)

¹ Germany's constituent states are hereinafter referred to by their German designation "Länder" (singular: Land).

- The Federal Government is working to ensure continued improvement of the United Nations' capacity to respond effectively and efficiently in matters relating to dispute prevention, as urged by the General Assembly in its resolution of 19 November 2002 (A/RES/57/26). (3)
- The Federal Government will maintain its personnel commitment of civilian peace personnel, police officers and soldiers and will step up this commitment in specific areas, especially in Africa. It will also take the initiative in the medium term to create a statutory basis for the secondment of civilian personnel in international peace missions. (4)
- The Federal Government is working to strengthen UN missions through extended (multi-dimensional) mandates with civilian components. The many different root causes of virulent conflicts must be addressed through an array of targeted approaches within the framework of international post-conflict peace-building endeavours. UN missions are a particularly suitable context for pooling these complex tasks and facilitating a coherent course of action. (5)
- The Federal Government recognizes the necessity of incorporating human rights components into peacekeeping missions and will actively support the engagement of the Office of the United Nations High Commissioner for Human Rights (OHCHR) in this regard. (6)
- The Federal Government will work to ensure adequate participation of women in bodies charged with the implementation of peace agreements. (7)
- The Federal Government supports the targeted efforts of the United Nations Development Fund for Women (UNIFEM) to strengthen the special role of women in peace-building and tap their potential as peace activists. (8)
- The Federal Government supports the work of the United Nations Environment Programme (UNEP) in the area of early warning and crisis prevention, such as the work of the Post-Conflict Assessment Unit (PCAU), which also serves to further the development of environmental capabilities in the context of post-conflict peace-building. It supports the upgrading of UNEP from a UN programme to an effective environmental organization of the UN with an enhanced profile in the field of crisis prevention. (9)

- The Federal Government will continue to support the UNDP Thematic Trust Fund for Crisis Prevention and Recovery. Both UNDP's conceptual work in the area of peace-building and crisis prevention and its specifically crisis-related activities at country level are financed through this Fund. (10)
- The Federal Government, in close cooperation with other donors, is supporting UNDP's focus on crisis prevention and recovery. In its multi-year funding framework (MYFF) 2004-2007, UNDP for the first time explicitly specified crisis prevention as one of the Programme's five core goals. (11)
- The Federal Government continues to cultivate its dialogue with UNDP in order to facilitate the incorporation of its concepts and ideas concerning crisis prevention and recovery into the development of UNDP programmes. (12)
- The Federal Government furthermore supports inter-institutional dialogue among all the UN agencies engaged in the development sector with the aim of improving their common response to crises and conflicts and increasing the efficiency of UN programmes in post-conflict situations. (13)
- The Federal Government supports the strategies for civilian crisis prevention following from the United Nations Millennium Declaration and from the "road map" for implementation adopted for the achievement of the Millennium Development Goals (MDG). (14)
- The Federal Government advocates holding regular conferences as a (formal) framework for cooperation between the United Nations and regional organizations and for arrangements in the fields of crisis prevention and post-conflict peace-building. (15)
- The Federal Government will in particular promote a more effective arrangement for cooperation between the UN, NATO, the OSCE and the EU by enhancing the "Tripartite Plus" process of consultations. (16)
- The Federal Government will work to ensure the continued compilation of so-called "on-call lists" to enable the UN to deploy military, police and civilian experts. (17)

- The Federal Government will continue to furnish its civilian and military contributions to the United Nations Stand-by Arrangements System (UNSAS) and adapt these to the needs of the UN. (18)

III.1.2. Non-proliferation, disarmament, arms control and arms export control

Challenges

The proliferation of weapons of mass destruction (WMD) poses a threat to all the members of the international community which must be addressed. Of central importance in this context are the enforcement of compliance with treaty obligations, the strengthening of multilateral instruments, further development of export controls, enhancement of international cooperation and the deepening of political dialogue with third countries.

The same is true of the destabilizing accumulation of conventional weapons. Small arms and light weapons, which predominate in domestic conflicts, will be discussed in Chapter IV.1.2.

Round-up

The instruments of disarmament, arms control, non-proliferation and confidence-building figure prominently in civilian crisis prevention. The most important conventions are the Treaty on the Non-Proliferation of Nuclear Weapons (Non-Proliferation Treaty, NPT), the Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction (Chemical Weapons Convention, CWC) and the Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on Their Destruction (Biological Weapons Convention, BWC). With the International Code of Conduct against Ballistic Missile Proliferation signed at The Hague in 2002, an initial step has also been taken towards curbing the proliferation of the relevant delivery systems. The challenge in the future will be to further strengthen these conventions through universalization and further development of verification and enforcement instruments. Export controls are also crucial for the non-proliferation of technologies relevant for the development, production and delivery of weapons of mass destruction. The international export control regimes in this area - the Nuclear Suppliers Group (NSG), the Missile Technology Control Regime (MTCR), the Wassenaar Arrangement on Export Controls for Conventional Arms and Dual-Use Goods and Technologies, and the Australia Group, which is concerned with export controls on materials used in the manu-

facture of chemical and biological weapons - play a key role that can and should be further expanded. Other multilateral initiatives such as the G8 Global Partnership against the Spread of Weapons and Materials of Mass Destruction, which furnishes Russia and other CIS states comprehensive assistance in accounting for, securing and destroying existing weapons and materials of mass destruction, likewise figure importantly in efforts to curb proliferation.

In the area of conventional arms, the universalization and full implementation of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction, the protocols to the United Nations Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects, and the United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects are of crucial importance for containing and reducing the potential for escalation. The same is true, in the context of cooperation in the area of export controls, of the Wassenaar Arrangement and the European Union Code of Conduct on Arms Exports. A comprehensive presentation of the Federal Government's restrictive arms export policy can be found in the 2002 Federal Government Report on Arms Exports (Bundestag printed paper No. 15/2257), which includes as annexes both the Federal Government's political principles governing exports of war weapons and other armaments of 19 January 2000 and the European Union Code of Conduct on Arms Exports of 8 June 1998.

Experience

Multilateral cooperation in the field of security policy has proved indispensable for the peaceful settlement of conflicts and the prevention of arms races. The challenge now is to eliminate existing deficiencies in the implementation of the instruments and the verification of arms control agreements.

Following the adoption of an EU Common Position on the control of arms brokering, which was supported by the Federal Government, the EU Member States - including the acceding states - are now in the process of revising their national legislation.

Concrete initiatives

- The Federal Government will resolutely support efforts to universalize and strengthen existing multilateral agreements in the areas of disarmament, arms control and non-pro-

liferation. It will work to improve compliance with disarmament and arms control agreements and to both strengthen and further develop the existing verification instruments and safeguards. In the case of the Biological Weapons Convention, for which a verification regime does not yet exist, the Federal Government will continue to pursue the aim of developing an international verification instrument. It will work to ensure that the prohibitions of the Chemical Weapons Convention and the Biological Weapons Convention become general rules of international law. (19)

- The Federal Government will support developing countries in their efforts to develop and enhance their capabilities for implementing the aforementioned international regulatory instruments. (20)
- It will work to strengthen export controls and other instruments to prevent proliferation, such as the Proliferation Security Initiative (PSI). This includes endeavours to achieve a harmonization of export control policies at international level and - precisely with regard to countries where activities in the area of weapons of mass destruction (WMD) are presumed - to apply a restrictive approval policy in the case of dual-use goods. (21)
- The Federal Government will launch an international initiative for the marking of weapons and ammunition to promote transparency with regard to their circulation, final destination and end use. (22)
- The Federal Government will continue its efforts to further develop confidence-building instruments - including regional security strategies - and instruments of effective arms control and thus combat the proliferation of WMD, even where this has already occurred or is expected to occur. (23)
- The Federal Government is working to promote wider adoption of its restrictive arms export policy at European level. The EU Member States' envisioned review - and, where necessary, adjustment - of the European Union Code of Conduct on Arms Exports on the occasion of the fifth anniversary of its existence in 2004 affords an opportunity for such action. In the interest of greater harmonization of national arms export controls, deliberations will focus on the consolidation of mutual information and consultation procedures, the further strengthening and harmonization of end-use controls, the inclusion of intangible technology transfers, arms brokering transactions and items manufactured under new licences, and the enhancement of public transparency. (24)

- Furthermore, the Federal Government - building on its engagement in the EU (Common Position on the control of arms brokering), the OSCE (Best Practice Guide on National Control of Brokering Activities) and the Wassenaar Arrangement (Elements for Effective Legislation on Arms Brokering) - is working for the creation of international instruments for the monitoring of arms brokering transactions. Within its own sphere of action it is reviewing Germany's national legislation on the monitoring of arms brokering activities in order to adapt it in line with the EU Common Position, which it co-initiated. (25)
- With regard to the security of air transport, the Federal Government will, in the context of preventive action to counter the threat of terrorist attacks, actively participate in the implementation of the G8 plan for the control of Man-Portable Air Defence Systems (MANPADS) introduced at the Evian summit in 2003. (26)

III.1.3. Subjecting conflicts to legal adjudication

III.1.3.1. Lawmaking, jurisdiction and law enforcement

Challenges

Lawmaking, jurisdiction and law enforcement - also at international level - are key instruments for the peaceful resolution of conflicts and for the legitimization of settlements. The progressive development of international treaty law and customary international law as well as the increasing institutionalization of international jurisdiction are a visible expression of the will of the international community to enforce the rule of law in international relations as well. However, the community of nations is still far from a regime under which enforcement of the rules of international law is guaranteed by a comprehensive and universally recognized system of international jurisdiction.

In the case of domestic conflicts that go hand in hand with state failure, moreover, the parties must be prevailed upon to observe the rules of international humanitarian law (IHL).

Round-up

International jurisdiction is presently exercised by a multitude of institutions. These have recently come to include the International Criminal Court (ICC), the Statute of which entered

into force in July 2002. The Federal Government actively participated in the formulation of the Statute and the ancillary instruments required in order for the Court to take up its work. Germany ratified the Rome Statute of the ICC in November 2000 and, together with its EU partners, has campaigned worldwide for ratification by other states. Germany and the European Union work to convince hesitant or critical states of the importance of the ICC. The Court is also to be seen as a means of restoring stability for states that have been weakened by crises and whose legal systems are therefore not in a position to prosecute and sentence the perpetrators of heinous crimes.

In addition, the Federal Government supports the work of the International Criminal Tribunal for the former Yugoslavia (ICTY) and the International Criminal Tribunal for Rwanda (ICTR) and has committed itself to contribute to the establishment of a War Crimes Chamber within the Court of Bosnia and Herzegovina that will partly be staffed with international judges and prosecutors. Germany's early and extensive financial commitment provided key impetus for the establishment of the Special Court for Sierra Leone as well. Support is also being provided for endeavours to establish Extraordinary Chambers in the Courts of Cambodia for the Prosecution of Crimes Committed During the Period of Democratic Kampuchea.

In addition to the aforementioned instruments of international criminal jurisdiction, the International Court of Justice (ICJ) in The Hague – the principal judicial organ of the United Nations – affords states a dependable route to the resolution of international conflicts such as border disputes.

In the area of lawmaking, the UN Secretary-General launched a campaign on the occasion of the Millennium Summit to promote the signature and ratification of a wide range of international treaties. Attention focused on 25 basic treaties (addressing human rights and humanitarian law in particular) that reflect a number of the most important goals of the United Nations.

A matter of particular concern to the Federal Government is that international humanitarian law be universally respected in armed conflicts. In cooperation with its EU partners and the International Committee of the Red Cross (ICRC), and within the framework of the United Nations, it is therefore working inter alia to prevail upon the parties to conflicts to observe the rules of international humanitarian law.

Experience

The International Criminal Court (ICC) and the criminal tribunals for specific conflicts constitute important milestones on the road to bringing individual criminal offenders to justice for genocide, war crimes and crimes against humanity.

Despite this substantial progress in the area of international criminal jurisdiction, formidable barriers must still be overcome in order to fully exploit the potential of such courts for civilian crisis prevention. The United States of America has thus far refused to subject itself to the jurisdiction of the ICC and has successfully insisted on exceptional arrangements for its citizens. Due to the constantly increasing workload, the International Court of Justice (ICJ) and the courts for human rights such as the European Court of Human Rights (ECHR) have reached the limits of their capacity to handle cases. Cooperation between national and international courts should be expanded as well.

On 25 January 2004, the Protocol to the African Charter on Human and Peoples' Rights on the Establishment of an African Court on Human and Peoples' Rights entered into force. Further steps towards its implementation must now follow, above all the election of the judges and the specification of the seat of the Court.

Considering the idea of supplementing the ICJ and the ICC with a World Court of Human Rights would be very premature at this stage, even though the need for such a court is obvious. There are still no signs of any endeavours that would significantly improve enforcement of either the rules of international law or the judgments handed down by international judicial organs.

Numerous states, moreover, have not yet or only partially managed to adjust their legal systems and national legislation in line with their obligations under international law.

Through the introduction of the Code of Crimes against International Law, Germany has created the domestic prerequisites for ensuring that the most heinous human rights crimes can be duly prosecuted in Germany, irrespective of where they were committed. The Code also has an ultimately preventive impact that should not be underestimated.

Concrete initiatives

- The Federal Government will continue to work to enhance the worldwide acceptance and capacity for action of international judicial organs, especially the International Criminal Court (ICC). (27)
- To the extent its financial resources permit, the Federal Government will also support those international criminal courts which - as in the case of Sierra Leone - are not funded by compulsory contributions. (28)
- The Federal Government is working for the institution of an observer group of the UN Security Council tasked to review the work of the various judicial organs and afford also those members of the Security Council who have adopted a critical stance towards international courts of justice an opportunity to become involved. (29)
- The Federal Government will continue to bring its influence to bear to ensure that in the case of violent conflicts in territories in which stable state structures do not exist (such as the Democratic Republic of the Congo), the parties to the conflicts comply with their obligations under international law. (30)
- The Federal Government will examine whether, in cooperation with academia, a process can be initiated to define such standards for the further development of the international system of lawmaking, jurisdiction and law enforcement as are of relevance for civilian crisis prevention. This step is taken in response to a suggestion from academia. (31)

III.1.3.2. Sanctions

Challenges

The set of instruments for multilateral crisis prevention also includes measures not involving the use of armed force (sanctions) pursuant to Chapter VII, Article 41 of the United Nations Charter. Imposing sanctions can, however, have undesirable side effects. Preventing such side effects must be one of the core objectives of efforts to improve sanctions practice. Indiscriminate sanctions often have a negative impact on the civilian population while barely influencing the actions of the individuals or groups in power against whom the sanctions are actually directed. They also have adverse economic and other consequences for uninvolved third

states. Furthermore, the effectiveness of sanctions is impaired by the fact that not all states - in particular not all neighbouring states - are willing or able to contribute to their full enforcement.

Round-up

The Federal Government actively works within the UN and the EU to make sanctions as targeted and effective as possible. In the context of the "Bonn-Berlin Process" launched by the Federal Government, models were therefore developed for arms embargoes and travel- and aviation-related sanctions which could inter alia aid the UN Security Council in the formulation of resolutions imposing sanctions. Within the framework of the UN and the EU, accounts of natural persons and legal entities are being frozen and travel restrictions are being imposed - steps that block the financing of terrorist networks, make it more difficult for members of governments and their relatives who violate civil or political human rights or sanctions to pursue their activities, and thus strike a blow to important (co-)instigators and beneficiaries of violent conflicts and state failure.

The implementation of sanctions is being monitored more closely (through reporting obligations on the part of the member states, for example).

Experience

Experience with previous sanctions practice has shown that comprehensive and indiscriminate sanctions not only tend to have little or no effect on their actual targets but also often prompt the general population to side with the very people in power whose behaviour is supposed to be changed. "Smart" sanctions offer the advantage of precision targeting but are difficult to implement and monitor. At the same time, however, the Security Council's so-called "individual sanctions" pose the problem of inadequate legal protection for the persons and associations concerned. The crisis into which the sanctions policy of the Security Council was plunged in the past was also attributable to the fact that the effectiveness and impact of sanctions were not sufficiently analysed prior to decisions being taken.

Concrete initiatives

- The Federal Government will continue to do its part to ensure that the sanctions of the international community are fine-tuned and targeted and embedded in a comprehensive

crisis prevention strategy. Where necessary, it will work for the creation of suitable legal protection mechanisms for the persons and associations concerned. (32)

- Together with its partners in the UN and the EU, the Federal Government will seek to improve the monitoring of sanctions through the creation of suitable mechanisms for tracking the targeted application and enforcement of sanctions and for ensuring that the Security Council is duly informed. (33)
- The Federal Government will work to ensure that the impact of sanctions and the possibilities for their enforcement are sufficiently analysed prior to decisions being taken to impose sanctions and that the capabilities required for such analysis are created at the office of the UN Secretary-General. (34)
- The Federal Government will examine how - on a bilateral basis or in cooperation with other partners (UN, EU, OSCE, etc.) - the capabilities of the states involved in the implementation of sanctions can be enhanced. (35)

III.1.4. Global partnerships

Challenges

In an age marked by globalization of the economy, financial markets, transport and communication as well as by many cross-border risks (environmental degradation and non-sustainable use of natural resources, organized crime, terrorism, depletion of resources, etc.), the goals of the UN can no longer be achieved by the institutions of the UN family and their member states alone. The UN and its members need the support of all global actors to accomplish this. Responsible corporate engagement is taking on increasing importance in the context of crisis prevention and in countries suffering from a progressive loss of state authority. This is especially true in conflict-torn regions of Africa.

Round-up

In the United Nations Millennium Declaration of 8 September 2000, the heads of state and government of the UN member states resolved "to give greater opportunities to the private sector, non-governmental organizations and civil society, in general, to contribute to the reali-

zation of the Organization's goals and programmes" in order to strengthen the UN and better realize the goals of the United Nations Charter.

UN Secretary-General Kofi Annan's Global Compact initiative is a prime example of such an approach marked by a spirit of partnership. The Federal Government supports this initiative in the United Nations and vis-à-vis the private sector. Among other things, it provided knock-on financing for the Global Compact Office at the UN Secretariat and arranged for the creation of a liaison office for German companies at the Deutsche Gesellschaft for Technische Zusammenarbeit (GTZ) GmbH.

To kick off the discussion on cooperation with potential partners outside traditional inter-governmental structures, Germany introduced a resolution entitled "Towards global partnerships" (A/RES/55/215) at the 55th session of the General Assembly in the year 2000. This resolution, which was adopted by consensus, anchored the concept of partnership in the work programme of the General Assembly for the very first time. In 2001, Germany and the EU further elaborated the text in another resolution bearing the same title, which was likewise adopted by consensus on 11 December 2001.

Experience

The involvement of the private sector in crisis prevention treads a fine line between undesirable regulation of economic activity abroad and encouragement of the private sector to also shoulder responsibility in the field of crisis prevention. The UN Secretary-General's Global Compact initiative and the success in the establishment and implementation of the Kimberley Process, however, are positive signs that such a partnership can indeed develop.

The German companies and business associations represented in the "Arbeitskreis Globale Fragen" (study group for global issues) have indicated that they are open to discussion of these issues.

Concrete initiatives

- The Federal Government will introduce an updated and revised text of the UN resolution "Towards global partnerships" in the UN Security Council which shall provide for a strengthening and broadening of the UN partnership concept to include the new elements

resolved at the World Summit on Sustainable Development in Johannesburg and the International Conference on Financing for Development in Monterrey. (36)

- The Federal Government will introduce an initiative in the Security Council which shall incorporate the various existing approaches to corporate responsibility in conflict-torn regions into one Security Council resolution. Taking up the thread of the Global Compact and the OECD Guidelines for Multinational Enterprises, particular emphasis shall be placed on the voluntary nature of engagement and the positive opportunities for the private sector to play a constructive role in crisis prevention and post-conflict peace-building. (37)

III.1.5. Involving the International Financial Institutions in civilian crisis prevention

III.1.5.1. The International Monetary Fund

Challenges

Given its central role in financial policy, the International Monetary Fund (IMF) is particularly called upon to further economic stability in its member states and the stability of the global economy as a whole. In fulfilment of this mission, the IMF contributes to the resolution of balance of payments crises in its member states. The containment - and, wherever possible, prevention - of financial crises also helps to reduce the risk of armed conflicts.

Round-up

Today the IMF focuses more strongly on prevention than it did just a few years ago. In economic and financial consultations with its member states, it consequently keeps an especially close eye on potential financial risks, such as the debt structure. If member states experience difficulties with their balance of payments, the IMF can furnish credits and loans to support them in their economic adjustment and reform endeavours. In this context, the IMF places greater emphasis on poverty reduction and the social implications of its measures.

The creation of the Emergency Post Conflict Assistance Facility affords states easier access to IMF resources after the end of an armed conflict. Through this instrument, the IMF can help stabilize the economic situation after a conflict has ended, facilitate the transition process

from a war economy to a peacetime economy, and reduce the risk of a renewed outbreak of hostilities.

Experience

Developments in recent years have highlighted the necessity of more effective instruments to prevent and successfully deal with financial crises and external shocks. Against this background, the IMF - acting within the scope of its mandate - created the Poverty Reduction and Growth Facility (PRGF), a new lending facility that is specifically designed to reduce poverty and thus supports endeavours to achieve the Millennium Development Goals.

Concrete initiatives

- The Federal Government will continue to support the efforts of the IMF to forestall international financial crises and stabilize the international financial system. In particular, it will support the incorporation of so-called "collective action clauses" into international sovereign bonds as well as agreement on a Code of Conduct for orderly crisis management between the parties involved. (38)
- Within the IMF, the Federal Government will work to ensure that greater attention is given to possibilities for crisis prevention and emergency post-conflict assistance. It will strive to further enhance the IMF's sensitivity to conflict, inter alia through timely compilation of conflict analyses in the context of programme negotiations and corresponding further training of IMF personnel. (39)
- The Federal Government will assist the IMF in further elaborating its policy towards poor countries. This applies to the development of effective responses to external shocks, for instance, as well as to more open discussion of the various macroeconomic options with partner governments and the respective civil society. (44)

III.1.5.2. The World Bank and the regional development banks

Challenges

One of the core tasks of the multilateral development banks is to help implement the international development goals, above all the goal of halving extreme poverty worldwide by

2015. The development banks thus make a key contribution to civilian crisis prevention. Conversely, however, the precondition for effective engagement on the part of the development banks is to significantly reduce the number of violent conflicts.

Round-up

The World Bank and the regional development banks are by far the most important multi-lateral financiers of development. They are increasingly endeavouring to better integrate crisis prevention and a sensitivity to conflict not just into their work in post-conflict situations but also into their country assistance strategies in general. Due to the pre-eminent role of the World Bank, the Federal Government is focusing on the World Bank in its efforts to promote a conflict-sensitive approach on the part of the International Financial Institutions (IFIs).

The engagement of the World Bank in crisis-affected countries is governed by "Operational Policy 2.30: Development Cooperation and Conflict", which dates from the year 2000 and was elaborated inter alia with German support and input. Specific planning concepts and tools were developed for the Bank's re-engagement in post-conflict situations and support during transition phases. An independent Conflict Prevention and Reconstruction Unit supports the conflict-sensitive and prevention-oriented work of the Bank. A Post-Conflict Fund (PCF) facilitates the financing of innovative approaches and the further development of the Bank's set of tools.

Experience

Despite the positive developments in recent years, one cannot ignore the fact that the new "rules of engagement" fall short of Germany's expectations in certain respects and have yet to prove their worth in the course of implementation. Moreover, innovative conceptual work in this area tends to meet with reservations both within the World Bank and on the part of several developing countries and OPEC states. The justification cited in some cases is the institution's "non-political" mandate; in fact, however, this mandate does not stand in the way of a conflict-sensitive, prevention-oriented course of action. Experience with efforts to combat corruption is encouraging in this context.

Concrete initiatives

- The Federal Government will bring its influence to bear on the operational policies of the World Bank to foster a more proactive and sensitive approach to conflict situations and exhaust the possibilities within the scope of the Bank's mandate. Working with like-minded governments, the Federal Government strives to broaden the scope of reform to encompass other institutions of the World Bank Group and the regional development banks. (41)
- The Federal Government will work to ensure that all structures and procedures for crisis prevention are governed by the "do no harm" principle and that the application of conflict analyses is made mandatory. The Federal Government seeks to ensure that the poverty reduction programmes in particular are analysed with this in mind and adapted where necessary. (42)
- The Federal Government supports sensibilization and further training of international and local personnel of the World Bank, bilateral donors and partner countries who are engaged in the elaboration and implementation of Poverty Reduction Strategy Papers (PRSP). (43)
- The Federal Government will work to ensure that the World Bank continues to improve international coordination in post-conflict situations through further development of relevant concepts. This shall apply to the conduct of needs assessments and the determination of absorptive capacities, for example, as well as to the organization of donor conferences and the setting up of multilateral reconstruction funds. (44)
- Together with like-minded governments, the Federal Government is seeking a partnership with the World Bank in order to promote transparent and responsible planning and management of the budget for the security sector. (45)

III.2. Enhancing crisis prevention at regional level

III.2.1. The European Union

Challenges

The European Union (EU) is a prime example of successful structural crisis prevention. Its members form a community of peace in which war has become inconceivable because the Member States - through creating a system of structural interdependencies for the benefit of all - have embarked upon a process of integration in which conflicts are settled solely by non-violent means. Through the association and enlargement process, this stability has an impact beyond the territory of the EU itself. Against this background, and in the light of its economic and political potential, the EU is particularly well equipped - but also called upon - to tackle the challenge of international crisis prevention and management.

Round-up

At its meeting in Göteborg in 2001, the European Council adopted the EU Programme for the Prevention of Violent Conflicts ("Göteborg Programme"), in which it reaffirmed that "conflict prevention [was] one of the main objectives of the European Union's external relations and should be integrated in all its relevant aspects, including the European Security and Defence Policy, development cooperation and trade".

Since 1999, within the framework of the European Security and Defence Policy (ESDP), military and civilian capabilities for international crisis prevention and conflict management have been developed in parallel, and concrete military and civilian headline goals have been agreed. The Federal Government has pledged substantial contributions to the military headline goals and has undertaken a civilian commitment to make available up to 910 police officers of the Federation and the Länder for international peace operations, 90 of whom are to be deployable within 30 days.

The Cotonou Agreement between the EU and the African, Caribbean and Pacific Group of States (ACP States) expressly establishes "peace-building and conflict prevention and resolution" as an important area of cooperation. It envisions civilian measures that focus in particular on building regional, sub-regional and national capacities, preventing violent conflicts at an early stage, and supporting mediation, negotiation and reconciliation efforts.

The EU has meanwhile progressed from the development to the deployment of capabilities. A total of four operations were launched in 2003. In the civilian sector, the European Union Police Mission (EUPM) has been operating in Bosnia and Herzegovina since 1 January 2003. At the end of September 2003, the EU resolved to deploy another police mission: the mission "Proxima" in Macedonia. In the military sector, the EU operation "Concordia" took over the tasks of the NATO operation "Allied Harmony" on 31 March 2003, drawing on NATO assets and capabilities; this operation was successfully concluded in December 2003. From June to September 2003, the EU carried out the military operation "Artemis" in Bunia (Democratic Republic of the Congo) until the UN contingent stationed there could be reinforced. "Artemis" was carried out without the EU drawing on NATO assets and capabilities.

The operation "Artemis" showed that the EU is willing and able to rapidly and effectively support the United Nations in the field of crisis prevention and management. The Secretary-General of the United Nations and the President of the Council of the European Union have meanwhile signed a Joint Declaration on UN-EU cooperation in crisis management.

Experience

The European Union is aware that today's complex problems cannot be solved by individual nations alone and has therefore made progress on the development of the Common Foreign and Security Policy (CFSP), especially in the area of the ESDP, that is of benefit to military and civilian crisis prevention.

Experience has shown that the key threats to security (terrorism, proliferation of weapons of mass destruction, regional conflicts, state failure and organized crime) can require the use of military means. Ultimately, however, these threats must be countered with a long-term, structurally effective, primarily civilian crisis prevention policy.

Individual EU Member States and, increasingly, the European Union as a whole, have developed considerable crisis prevention capabilities. The challenge now is to seize the opportunities afforded by the ongoing development of the CFSP and ESDP to apply and further elaborate innovative national approaches to crisis prevention at European level. The conclusions of the Brussels European Council of December 2003 concerning the planning and conduct of operations provide inter alia for the establishment of a cell with civil/military components in the European Union Military Staff (EUMS). Together with conclusions of the Coun-

cil concerning the development of capabilities for planning and supporting civilian missions, this is an important step towards strengthening the EU's capacity for action.

The honing of its profile as a civilian power will enable the EU to even more effectively pursue an exemplary policy to promote a more stable world order - for peace, security, and the safeguarding and creation of opportunities in life all over the world.

The Federal Government is therefore working to further improve the coherence of EU policy and strengthen the Union's capacity for action in the field of crisis prevention.

Concrete initiatives

The Federal Government is working for:

- improvement of the operational capabilities of the EU in civilian crisis management and in the identification of new focal areas for action, such as monitoring missions. Creation of a civilian division for the adequate recruitment and training of personnel for civilian crisis prevention missions is advocated in this context. The experience of the Centre for International Peace Missions (CIPM) in Germany could be made available here; (46)
- enhancement of the capabilities of the Council Secretariat to plan and support civilian crisis management operations (especially through reinforcement of the relevant organizational units with qualified personnel); (47)
- review of all relevant fields of work of the Commission (trade, development, external relations, humanitarian aid, etc.) and of the Council/Council Secretariat with regard to the coherent application of crisis prevention principles in order to identify and address weak points; (48)
- development of the Commission's Conflict Prevention and Crisis Management Unit so that it can perform its current tasks effectively and can additionally anchor crisis prevention as a horizontal function of the EU (awareness, training, reviewing procedures); (49)
- the conduct of further ESDP missions in both the civilian and military sectors, to the extent required and permitted by general political conditions. Germany's contribution to

police missions calls for a significantly larger pool of qualified personnel. Efforts will be made to meet the necessary recruitment targets; (50)

- improvement of the EU's ability to act in the area of the CFSP - including the ESDP - through provision of a sufficient budget for the CFSP; (51)
- implementation of the European Security Strategy; (52)
- specification of common priority security interests, including civilian crisis prevention; (53)
- reinforcement and optimization of the EU's military capabilities, inter alia through new forms of cooperation (pooling of capabilities, division of labour, specialization) in order to successfully conduct military Petersberg operations and be as well-prepared as possible for peacekeeping and peace-building operations; (54)
- greater use of existing structures for political dialogue and the exchange of information between the EU, governments, civil society and international institutions in the field of crisis prevention; (55)
- intensified exchange of expertise with the relevant ministries of other EU Member States concerning concepts for and experience in civilian crisis prevention; (56)
- further enhancement of EU cooperation with the UN, the OSCE and other international and regional actors as well as with academia and the private sector; (57)
- closer cooperation with Russia and the major states of Asia in the field of crisis prevention; (58)
- further implementation of the Göteborg Programme; (59)
- implementation of the European Diplomacy on Environment and Sustainable Development ("Green Diplomacy") endorsed by the Thessaloniki European Council on 19 and 20 June 2003. Within the framework of this initiative, support is in particular to be provided for environmental protection activities that also serve the aim of crisis prevention. (60)

III.2.2. The Organization for Security and Co-operation in Europe

Challenges

The Organization for Security and Co-operation in Europe (OSCE) is a regional arrangement within the meaning of Chapter VIII of the United Nations Charter and thus a key organization for early warning, crisis prevention, crisis management and post-conflict rehabilitation within the OSCE area comprising 55 member states. In the light of new challenges to security policy, the OSCE must hone its crisis prevention instruments and - in coordination and cooperation with other organizations - reorient them to address the root causes of crises and instability.

Round-up

Today the activities of the OSCE focus on crisis prevention and post-conflict rehabilitation through the development of democratic institutions, through arms control and through contributions to good governance in administration, the armed forces, the police and the border police as well as promotion of the rule of law and a functioning judiciary, furtherance of economic and environmental cooperation and development of civil society. Germany actively participates in the missions of the OSCE and furnishes just under ten percent of its personnel.

Experience

The OSCE can only be as strong as the interest and willingness of its member states to further develop and utilize its capabilities. The Federal Government is keenly interested in maintaining the role of the OSCE as a crisis prevention instrument backing up the development of democracy and the rule of law.

Concrete initiatives

The Federal Government will work to ensure that

- the OSCE is accorded priority ("OSCE first") to address those issues concerning the OSCE area in regard to which - thanks to its local infrastructure, networks, expertise, experience and capabilities - it enjoys comparative advantages vis-à-vis other organizations; (61)

- the OSCE network is utilized by other organizations or states if the OSCE already has direct channels of its own as well as immediately relevant expertise and the OSCE's potential for regional conflict resolution is being exhausted in areas where the OSCE is already engaged; (62)
- the leading role of the OSCE in crisis prevention is further strengthened through control of small arms and light weapons and through accountability of responsible, democratically controlled armed forces and security forces (reform of the security sector) and that corresponding elements are integrated into field missions and experience is shared especially with its cooperation partners; (63)
- the OSCE's sphere of action is widened in the field of crisis prevention in connection with efforts to combat terrorism and cross-border crime and enhance border security. The Federal Government will actively contribute to the OSCE broadening its range of support and will bring its influence to bear to ensure that the OSCE develops politically relevant expertise in border management and security; (64)
- the OSCE develops advisory capabilities for the establishment of police forces acting in accordance with rule-of-law principles and for the work of an Action against Terrorism Unit in the OSCE Secretariat and makes them available to interested participating states. The Federal Government will work to ensure that the Conflict Prevention Centre (CPC) of the OSCE is endowed with the corresponding capabilities and skilled staff in order to further the conceptual and practical development of this aspect of OSCE cooperation. The Federal Government is making a visible contribution in this area by providing experts and expertise and is willing to increase this contribution if necessary; (65)
- the discussion concerning the "balanced geographic and thematic approach" of the OSCE is conducted openly in order to counter talk of double standards; (66)
- there is ongoing development of the economic normative acquis, which forms the basis for the formulation of OSCE good governance criteria and is to also encompass elements of an OSCE Environmental Code of Conduct; (67)
- the Environment and Security (ENVSEC) Initiative launched by the OSCE, the UNDP and the UNEP (focusing on South Eastern Europe and Central Asia) is continued. (68)

III.2.3. The Council of Europe

Challenges

With its mechanisms to monitor and protect human rights and fundamental freedoms, the Council of Europe - the oldest European institution - defines the framework of a legal area encompassing the whole of Europe. It contributes to crisis prevention and post-conflict peace-building above all through the establishment of normative standards and institution building as well as through the political dialogue of the member states revolving around these issues.

Round-up

The Council of Europe with currently 45 member states is the only European organization that combines pan-European membership with a "hard normative core" (legally binding and enforceable rights) and a range of programmes to support and promote democratic reforms and good governance.

The core function of the Council of Europe is to further develop protection of human rights through the Convention for the Protection of Human Rights and Fundamental Freedoms and the European Court of Human Rights (ECHR) as well as through the other key international conventions of the Council of Europe (including the European Convention for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment, the Framework Convention for the Protection of National Minorities, and the European Social Charter for the exercise of social rights) and the work of the European Commission against Racism and Intolerance (ECRI).

The following instruments of the Council of Europe serve the aim of long-term crisis prevention: democratic institution building, monitoring of compliance with commitments under international law, utilization of the implementation mechanisms of the Council of Europe's conventions, parliamentary dialogue, observation of elections and provision of constitutional expertise, support for the development of civil society structures, cultivation of intercultural and inter-religious dialogue, and development and manifestation of a pan-European cultural awareness.

Experience

As an organization complementing the EU, the Council of Europe has achieved notable success in the context of the European transformation processes of the past two decades. The more expressly and deeply the enlarged EU itself now becomes involved in fields such as European protection of basic rights or legal and judicial cooperation, the more importantly the Council of Europe figures in ensuring that those member states of the Council of Europe which remain outside the EU do not become uncoupled from the normative *acquis*.

Concrete initiatives

- The Federal Government will back up efforts to intensify cooperation between the Council of Europe and the European Union in the field of crisis prevention. (69)
- The Federal Government will further accentuate the potential of the Council of Europe for conflict resolution and will closely coordinate with the EU, the OSCE and the European regional organizations to this end. (70)
- The Federal Government will continue to support the resolution adopted at the 5th European Ministerial Conference on Equality between Women and Men in Skopje (22 and 23 January 2003) entitled "The roles of women and men in conflict prevention, peace-building and post-conflict democratic processes - a gender perspective" (MEG-5 (2003) 4). (71)

III.2.4. Enhancing the peace-building capacities of regional and sub-regional organizations, especially in Africa

Challenges

In addition to the UN as a global organization and the EU and the OSCE as European regional organizations, other regional and sub-regional organizations can play an important role in civilian crisis prevention as provided for in Chapter VIII of the United Nations Charter.

However, due to a lack of resources, political resolve and institutional structures in a number of regional organizations, especially in Africa, there is a limit to this in practice. It is therefore

essential to develop a strategic framework for a dependable long-term partnership with the African regional and sub-regional organizations in the field of crisis prevention.

Round-up

The G8 Africa Action Plan, which the G8 elaborated in response to the New Partnership for Africa's Development (NEPAD) presented by five African heads of state, also serves as an operational instrument for developing African crisis management capabilities. At its heart is the ambitious goal of ensuring that, by 2010, African countries, regional organizations and the African Union (AU), which evolved out of the Organization of African Unity (OAU), "are able to engage more effectively to prevent and resolve violent conflict on the continent and undertake peace support operations in accordance with the United Nations Charter". Endeavours in this context will build on the successes that African regional organizations have achieved on their own. The member states of the Intergovernmental Authority on Development (IGAD) on the Horn of Africa, for example, have jointly developed the Conflict Early Warning and Response (CEWARN) Mechanism to address conflicts arising over natural resources in border regions. The Economic Community of West African States (ECOWAS) has demonstrated its ability to carry out military peacekeeping operations and to thus pave the way for or complement a UN engagement.

The African Union is further developing its security pillar with the support of international partners and is currently being put to the test with its peace missions in Burundi and in the Central African Republic.

The activities of the Federal Government focus on the promotion of regional cooperation in the field of security policy, civil-military cooperation, post-conflict rehabilitation and support for peace processes. One example of the participation by several Federal Ministries (Federal Foreign Office, Federal Ministry of Defence, Federal Ministry for Economic Cooperation and Development) in these endeavours is the support provided for regional peacekeeping training centres. Of particular importance in this context are the Kofi Annan International Peacekeeping Training Centre (KAIPTC) in Accra, Ghana - one of three regional centres in the ECOWAS region - and the Peace Support Training Centre (PSTC) in Nairobi, Kenya, which is to be developed into a centre of excellence of the East African Community (EAC).

Experience

Aside from the G8 initiative for Africa, there is little scope for the promotion of crisis-prevention capabilities of regional or sub-regional organizations outside Europe. Based on the intensity of conflict, the concentration on support activities in Africa is a legitimate focus. Implementation of the G8 Africa Action Plan thus far has revealed a great need for coordination among the various international actors. At national level, however, cooperation among the Federal Foreign Office, the Federal Ministry of Defence (BMVg) and the Federal Ministry for Economic Cooperation and Development (BMZ) has worked well.

Concrete initiatives

- In the coming years, the Federal Government will specifically assist the African Union and African sub-regional organizations in the creation and development of efficient institutions for crisis prevention, conflict resolution and post-conflict peace-building. In doing so, it will deploy a number of different instruments (such as development policy and equipment aid) in a complementary manner. It will also actively promote the development of civilian expertise in this context. (72)
- The Federal Government will utilize the G8 framework for closer consultation with the major donor nations (France, the United Kingdom and the United States of America) with regard to security policy cooperation in Africa. (73)
- The Federal Government will intensify its cooperation with those African states which have committed themselves in word and deed to the values enshrined in the NEPAD initiative. (74)
- The Federal Government will step up its conflict-sensitivity measures and training courses at the level of regional and sub-regional organizations. In this context, staff of regional organizations and personnel from countries neighbouring conflict-torn countries will be afforded access to German training courses. (75)

III.2.5. Promoting regional cooperation: the Stability Pact for South Eastern Europe

Challenges

Regional cooperation plays a key role in the creation of stability, prosperity and peace. The necessity of promoting regional cooperation manifested itself particularly prominently in conflict-torn South Eastern Europe after the disintegration of Yugoslavia.

With the enlargement of the European Union in 2004, however, attention is also turning to countries and regions which, while they are not immediate neighbours of the EU, are now at least geographically closer to its territory.

Round-up

In June 1999 - in response to the extremely critical situation in South Eastern Europe and at the initiative of the Federal Government - more than 40 states, international organizations and financial institutions agreed on the Stability Pact for South Eastern Europe. This agreement is hailed as a classic example of a comprehensive, long-term instrument for regional crisis prevention.

For the first time, after several wars and years of deterioration in their political and social situation, the countries of South Eastern Europe were offered a European perspective and a road map for progressive integration into Euro-Atlantic structures. The international community declared its willingness to provide concrete support, and the states of the region obligated themselves to cooperate both with it and with each other. The Stability Pact is not another new actor on the stage but instead has the function of coordinating the many different forms taken by the international community's engagement in South Eastern Europe and giving political impetus to regional cooperation. The Stability Pact pursues a participatory approach with the aim of enabling the countries of South Eastern Europe to assume responsibility for the regional stabilization process themselves.

Following the model of the Conference on Security and Co-operation in Europe (CSCE), support in the form of concrete activities and initiatives is provided through three Working Tables: "Democratization and Human Rights", "Economic Reconstruction, Cooperation and Development" and "Security Issues" (with two Sub-Tables: "Security and Defence" and "Justice and Home Affairs").

All in all, the Stability Pact has mobilized funding in the amount of EUR 5.9 billion, approximately EUR 600 million of which was contributed by the Federal Government over the course of four years (2000-2003). Allocation of a comparable level of funding is sought for 2004.

Important economic support measures include the involvement of the International Financial Institutions (IFIs) and the founding of the Business Advisory Council for South Eastern Europe, which is composed of top-level representatives of private enterprises and functions as a contact and advisory body for the business community and the political sector to involve private enterprises and banks in rebuilding the region from the very beginning.

Experience

The Stability Pact was a turning point for South Eastern Europe. For the very first time, the concept of crisis prevention was translated into a comprehensive approach. Within the Stability Pact, all the actors of the international community work together pursuing the same objectives. The Stability Pact has set in motion a number of regional cooperation processes, but these can only bear fruit in the medium or long term. Meanwhile a certain degree of donor fatigue is becoming apparent, even though the well-known problems of South Eastern Europe have not yet been completely resolved. For the time being, the Stability Pact will continue to be an indispensable instrument for the promotion of regional cooperation in South Eastern Europe.

Concrete initiatives

- The Federal Government will continue to resolutely work towards attainment of the objectives of the Stability Pact for South Eastern Europe. (76)
- Within the EU, the Federal Government will advocate stronger encouragement and support for approaches that promote regional cooperation in conflict-prone regions. It will thereby set priorities on the basis of geographical proximity and the interests of the EU. (77)

III.2.6. The North Atlantic Treaty Organization

Challenges

The North Atlantic Treaty Organization (NATO) is constantly called upon to master new challenges. The critical task facing the Alliance is to support the international community in preventing or containing crises and conflicts. A community of values with common roots that has evolved over time, the Alliance is ready and willing to shoulder this task. Proceeding on the basis of an extended security concept, it is thereby transforming itself into a system of global cooperative security.

Round-up

At its summit meetings in Washington in 1999 and in Prague in 2002, NATO took decisive steps to adjust its strategy to the new challenges following the end of the Cold War. Its transformation endeavours encompass measures to streamline its internal operations as well as responses to asymmetrical threats and pursue the aim of reducing the potential for conflict through disarmament and cooperation marked by a spirit of partnership.

In Prague, for instance, NATO resolved to make a wide range of changes to adapt and improve its capabilities, revamp its structures and develop new instruments in the form of NATO reaction forces. In addition, seven more European countries were invited to commence negotiations on accession. Given the great importance of this process for the further stabilization of the Euro-Atlantic area, Germany has made substantial contributions to support these states in their efforts to create the preconditions for accession. NATO is committed to an open-door policy and has lent substance to this commitment through the introduction of the Membership Action Plan.

Through its peacekeeping measures in Bosnia, Kosovo and (until recently) Macedonia, and since August 2003 in Afghanistan, NATO has been making an indispensable contribution to the prevention of new outbreaks of violence and thus to post-conflict peace-building. Germany has actively participated in these NATO measures, providing approximately 1,300 Bundeswehr troops for the Stabilization Force (SFOR), approximately 3,200 for the Kosovo Force (KFOR), and approximately 2,000 for the International Security Assistance Force (ISAF).

Afghanistan - an example of military back-up measures (ISAF) to safeguard civilian efforts to promote stabilization and permanently eradicate the causes of conflict

Since December 2001, the International Security Assistance Force (ISAF) has been charged with assisting Afghanistan's provisional state institutions in maintaining security in Kabul and the surrounding area to enable the current government, United Nations personnel and other international civilian personnel to work in a secure environment. The presence of the ISAF in the nation's capital has made it possible to create a favourable climate for both political and economic reconstruction. From the very beginning Bundeswehr troops from Germany have been involved in this operation, which has been led by NATO since August 2003.

Due to the inadequate overall security situation, Kabul's favourable conditions for reconstruction could only be extended to a few other parts of the country. There was consequently a danger that further implementation of the Bonn Agreement on the development of democratic institutions - and hence the economic and social reconstruction of the country (Petersberg Process) - would be delayed. Against this background, the United Nations - acting at the request of the Afghan Government and in response to a German initiative - decided to expand the scope of ISAF engagement, which had previously been limited to Kabul and its environs, to encompass areas in all of Afghanistan. On the basis of its Concept on Afghanistan adopted at the beginning of October 2003, the Federal Government is taking forward the process of permanent stabilization of the country in keeping with a comprehensive security concept that is essentially civilian in nature but also contains military components in order to create the necessary climate of security. This approach is also manifest in the concept for the Federal Government's extended engagement in Kunduz, which provides for a military component (the stationing of Bundeswehr troops under the United Nations mandate) to help maintain security. This enables the Afghan Government, United Nations staff and other civilian personnel engaged especially in humanitarian aid and reconstruction endeavours to perform their tasks in a secure environment. Thus the general conditions are being created for establishing and improving political and administrative institutions, strengthening civil society, supporting the rebuilding of the security sector, and proceeding with physical and economic reconstruction.

The Partnership for Peace (PfP) and the Euro-Atlantic Partnership Council (EAPC) with its 46 member states also serve to promote crisis prevention. Through their consultation fora and

wide range of activities, they further security-policy cooperation in the Euro-Atlantic area. Key priorities of these programmes are the integration of the armed forces into society as well as democratic control over and internal reform of the armed forces.

The Federal Government furthermore participates in the work of the NATO Committee on the Challenges of Modern Society (CCMS), which mainly backstops multinational research on issues revolving around environmental protection and military infrastructure as well as security and the environment.

Experience

Developments in recent years have shown that NATO has evolved from a primarily defensive alliance into an alliance that can not only provide security for its members but also make increasingly significant contributions to the resolution of key security issues at global level. It is a community of values whose members play a crucial role in promoting security and stability in the world and in strengthening democracy and the rule of law.

NATO is proceeding with the further development of the capabilities necessary to master the entire range of challenges facing the Alliance. Only by enhancing its capabilities at a variety of levels can the Alliance fully perform its tasks, which range from collective defence to peacekeeping measures and other crisis response operations.

The opening up of NATO to additional members is of great importance. The prospect of accession to NATO can contribute to crisis prevention and is therefore in Germany's own interest.

Concrete initiatives

- The Federal Government will further the development of new capabilities and the adaptation of existing capabilities and structures to enable NATO to take appropriate, targeted and - in times of scarce resources - efficient action to meet the new challenges facing the Alliance. (78)
- Within the framework of NATO, the Federal Government will continue to intensify partnership-oriented relations with countries that will have no prospect of accession in the

foreseeable future. These relations are an important and lasting element of the Euro-Atlantic security structures. (79)

- Within the framework of both bilateral cooperation and multinational coordination by the competent NATO bodies, the Federal Government will support the armed forces of the PfP partner countries in the development of NATO-compatible structures and procedures and will continue to contribute to stabilization endeavours in the Balkans. In addition, it will promote cooperation in the field of security policy in the Caucasus and the Central Asian region. (80)

IV. Strategic leverage points for crisis prevention

On the basis of an extended security concept, the task in actual or potential crisis regions is not only to establish or strengthen the state structures necessary for the prevention of conflicts but also to create peace capacities in civil society, the media, culture and education and safeguard people's opportunities in life by taking appropriate measures in the economic, social and environmental sectors.

In the context of this comprehensive approach, the Federal Government sees civilian crisis prevention as a task not only of foreign, security and development policy but also economic, financial and environmental policy.

IV.1. Creating stable state structures: the rule of law, democracy, human rights and security

IV.1.1. Promoting the rule of law, democracy and good governance

Challenges

Legitimate and functional rule-of-law structures are a key prerequisite for an equitable balance of interests within society and thus for the socially regulated and peaceful settlement of conflicts. In the medium and long term, moreover, democratization processes contribute to the structural stabilization of a country - in the medium term, functional mechanisms are created for the peaceful settlement of conflicts; in the long term, democratic reforms lead to good governance and to the inclusion of disadvantaged population groups in economic, political and social processes.

Equal access to and unrestricted participation in power structures for women, and their full involvement in all crisis prevention and conflict resolution endeavours are indispensable for the maintenance and furtherance of peace and security. While women are now playing a more important role in conflict resolution and peacekeeping as well as in national defence and foreign affairs, they are still underrepresented in leadership positions. This is true - to varying degrees - of most countries and of international organizations as well. It is essential that women share political and economic power and be fairly represented at all decision-making levels. In reconstruction processes in particular, the initial and further training of women plays an important role.

In addition to favourable political conditions and the rule of law, good governance also involves the responsible handling of political power and management of public resources by the State. It is marked by transparency, a sense of responsibility, accountability, participation and openness. In reality, however, many countries are far from what could be termed good governance due to cronyism and widespread corruption in state bodies. Poor governance always has a negative impact on large segments of the population and is thus a significant source of conflict.

Although the Federal Government primarily cooperates with partner countries committed to the principles of good governance and the rule of law, it cannot abdicate from its responsibility towards countries with difficult political conditions. Especially new democracies and states in political transition often lack experience with, knowledge of and suitable mechanisms and institutions for peaceful conflict management. One group of countries commanding ever greater international attention in this context are the so-called "failed" or "failing" states, which are characterized by a gradual collapse of state structures and a lack of good governance. The two challenges thus involved in the selection of partner countries - acknowledging and rewarding good governance on the one hand and preventing state failure on the other - pose a conflict of objectives that cannot readily be resolved in view of the limited resources available.

Round-up

The Federal Government attaches great importance to the promotion of the rule of law, democracy and good governance. Through its international engagement, and together with other actors, it has succeeded in ensuring that the principle of good governance is accorded due priority in the most important international institutions and regulatory instruments of international cooperation. This applies above all to the work of the European Union, the multilateral development banks and the United Nations. In addition, attention is given to more carefully dovetailing the activities in the field of good governance undertaken by international actors such as the World Bank, the regional development banks and the International Monetary Fund (IMF) on the one hand and German bilateral development cooperation on the other.

Promotion of democracy and human rights likewise figures importantly in the engagement of the European Union: in the form of positive measures and political conditioning - agreements with third states are made contingent on the signing of democracy and human rights clauses -

and as a horizontal function. Within the framework of the European Initiative for Democracy and Human Rights (EIDHR), funding in the amount of approximately EUR 100 million is allocated each year for this focal area, about 25 percent of which is provided by Germany. Funding is also made available from the European Development Fund (EDF), of which Germany shoulders a 24 percent share.

To underscore the importance of this area of engagement, Germany became a member of the International Institute for Democracy and Electoral Assistance (IDEA) at the end of 2002. IDEA is an inter-governmental organization with presently 21 member states working to build sustainable democracy worldwide. IDEA synthesizes international research and field experience, develops new approaches and practical tools to help build sustainable democracy, and supports concrete reform processes in selected countries.

In the context of Germany's development cooperation, it was agreed with 31 of the approximately 70 partner countries that democracy, civil society and public administration would be a focus of support. The funding volume for this focus is approximately EUR 200 million per year. The most important fields of action for the organizations engaged in this area, such as the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH, the German Development Service (DED), the KfW banking group and InWEnt (Capacity Building International, Germany), are decentralization and community development, administrative reform and modernization of state structures, legal and judicial reform, efforts to combat corruption, and budgetary and financial policy.

Since 1998, democratization assistance has been a new focal area of German foreign policy. The main purpose of this assistance is to support new and re-established democracies in building up their democratic structures. Democratization assistance thus contributes to the consolidation and strengthening of new democracies and is hence part of preventive diplomacy. It primarily takes the form of electoral assistance and international monitoring of elections. In addition, however, support is provided for interior and judicial authorities, parliaments, the media and non-governmental organizations to aid them in the implementation of measures and projects serving to further the development of democracy in partner countries.

In addition to the aforementioned government-funded implementing organizations, non-governmental institutions are engaged in German development cooperation in the area of democracy-building and good governance. The work of the political foundations is of particular importance in this context. The foundations cultivate long-term relationships with parties and

parliaments, political elites, civil society organizations and other local non-governmental partners. Depending on the foundation, focal areas of work include the strengthening of national parliaments, political consultancy, regional integration and decentralization. Their activities encompass political dialogue with their partners, political education and policy advisory services, information and study programmes, conferences and personnel training and promotion, for example, as well as inputs of materials and equipment.

During the past two years the Federal Government was actively involved in the negotiations on the United Nations Convention against Corruption, which were successfully concluded at the beginning of October 2003. This Convention is the first international anti-corruption instrument to go above and beyond regional agreements. Particularly notable is the fact that the Convention pursues a comprehensive approach, encompassing preventive measures, criminal provisions and mechanisms for the recovery of property (including so-called "potentate funds") acquired through acts of corruption that have been established as criminal offences. Also worthy of mention in this context is the OECD Convention on Combating Bribery of Foreign Public Officials in International Business Transactions (Anti-Bribery Convention), which Germany likewise supported.

Experience

Experience thus far has shown that reform processes in partner countries can be effectively backed up and supported but not forced from outside. There are no standard recipes for success, nor can results be expected overnight. Rather, tailor-made approaches are needed that provide flexible forms of support for pro-reform forces in government and society. This also includes support for national and regional platforms for dialogue that afford opportunities to peacefully air differing opinions and find common solutions. The Federal Government's foreign and development policy seeks to support partner countries in their efforts to work their way through difficult reform processes and find institutional solutions that are suited to their own specific situation. The distinctive cultural features of the given country must be respected and taken into account without compromising the universal human rights enshrined in the United Nations Charter and the human rights conventions.

Only through cooperation at a number of levels and with a variety of actors in partner countries is it possible to strengthen state structures in the interest of maintaining the controlling function of society and at the same time better protect the population against instability and arbitrary use of power. This includes effective democratic control of the state security forces

(military, police, border guard, etc.) and their integration into state and society on the basis of rule-of-law principles. Endeavours to promote democracy should involve not only parliamentary institutions but also civil society groups and the media. In the field of law and justice, they should target both the level at which the law is established and the level at which norms are applied by administrative bodies and the courts.

With regard to efforts to combat corruption it has become clear that corruption must be addressed as a cross-cutting task in all areas of development cooperation, especially in the context of endeavours to modernize state structures but also in the fields of education, health care and utilization of natural resources.

Concrete initiatives

- The Federal Government is working to ensure enforcement of and respect for universal human rights. (81)
- The Federal Government is supporting reform processes in partner countries in the areas of democracy and the rule of law with the aim of guaranteeing equitable participation of the entire population - especially women - in the development process and in creating or consolidating peaceful procedures for the settlement of conflicts. (82)
- With regard to the rule of law, the Federal Government is seeking to strengthen the established state institutions, embed armed forces and security forces in democratic structures and further their understanding of their role in society, improve people's access to adequate forms of conflict settlement, and promote codification of and respect for human rights in partner countries, especially with regard to gender equality, protection of minorities and freedom of religion. It is supporting concrete measures to reform the judicial sector in order to enhance transparency and the independence of the judiciary and afford women in particular access to the law. (83)
- Together with the other actors involved, the Federal Government is working to develop strategies to promote statehood and good governance in countries with difficult political conditions. (84)
- Within the United Nations Security Council, the Federal Government is working to ensure that the international community accords particular attention to the reconstruction of the

legal system in post-conflict situations and supports this process to the extent its resources permit. (85)

- Within the framework of the United Nations, the Federal Government is working to further the development of standardized or model procedures to safeguard or re-establish the rule of law in post-conflict situations. This applies in particular to the appointment of judicial investigation commissions, the incorporation of rule-of-law elements into UN peace missions and the establishment of provisional judicial structures. (86)
- In order to ensure the independence of the judiciary in partner countries, the Federal Government is promoting transparent selection procedures for top-level positions in the judicial sector and will support basic and further training for judges, public prosecutors, defence counsel and judicial officers of both sexes. (87)
- The Federal Government is examining the possibility of supporting popularly legitimated parastate institutions and representative bodies in civil war-torn regions in the interest of effective civilian crisis prevention without contributing to their de-facto legitimization and/or recognition by the community of nations. (88)
- The Federal Government is working to ensure that the greatest possible number of states sign the United Nations Convention against Corruption and will take all necessary steps to rapidly initiate and conclude the process for its ratification in Germany. It will furthermore assist interested developing and transition countries in their efforts to fulfil their obligations under the Convention and will support suitable measures to combat corruption. (89)

IV.1.2. The security sector

Challenges

The overwhelming majority of current armed conflicts are domestic conflicts. They signal an inability of the state to adequately guarantee the physical safety of its citizens and certainty of the law. They go hand in hand with a privatization of the use of force and the re-emergence of war as a form of business enterprise, the profitability of which is determined in part by a low but unremitting intensity of conflict and the involvement of cheap fighters (child soldiers). The transition to organized crime is fluid.

Unless citizens are protected against violence and crime by a functioning state monopoly on the use of force, economic and social development is not possible. The socially disadvantaged groups within the population in particular are acutely dependent on a minimum level of physical and legal security. Reform of the security sector is therefore a key precondition for peace and sustainable development. This applies on the one hand to the reform of the state institutions responsible for guaranteeing the safety of the state and its citizens from coercion and violence (such as the military, the police and the intelligence services). But at least equally important, on the other hand, is a functioning system of civilian control of these institutions by parliament, the executive and the judiciary. Civil society and the media take on an important admonitory and control function in this context.

At national level, public revenues from extractive industries - which are often used to finance arms expenditures or wage wars - must be made transparent. Expenditures for the military and for armaments must likewise be subjected to democratic control.

Round-up

In its Program of Action 2015 to reduce poverty², the Federal Government resolved to support measures to strengthen control of the security sector by civil society on the basis of the rule of law and to work for transparent and democratic assessments of military spending.

The existing norms for disarmament, non-proliferation and arms control as well as their strict application and further elaboration figure importantly in the promotion of regional stability and the prevention of arms races and thus in the creation of a structural environment conducive to crisis prevention. Efforts to curb the uncontrolled proliferation of small arms have led to a number of international and regional initiatives and agreements:

The central instrument for crisis prevention is the United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, which provides for measures at national, regional and global level.

² Poverty Reduction – a Global Responsibility. Program of Action 2015. The German Government's Contribution Towards Halving Extreme Poverty Worldwide

On 24 November 2000, the Organization for Security and Co-operation in Europe adopted the OSCE Document on Small Arms and Light Weapons, which spelled out common export criteria for such weapons as well as indicators for the identification of a surplus and provided for comprehensive exchanges of information and other measures to enhance transparency of small arms transfers. It is the most far-reaching politically binding document on military small arms at regional level.

The Organization of American States (OAS), too, has adopted legally binding arrangements for (border) police cooperation and cooperation in the field of criminal law in order to curb the proliferation of small arms.

In the Bamako Declaration on an African Common Position on the Illicit Proliferation, Circulation and Trafficking of Small Arms and Light Weapons of November 2000, all the member states of the Organization of African Unity (now the African Union, AU) committed themselves to take steps at national and regional level to address the problem of the proliferation, control, circulation and trafficking of small arms. Similar declarations and resolutions have been adopted at regional level by the East African Community (EAC), the Southern African Development Community (SADC) and the Economic Community of West African States (ECOWAS).

At EU level, within the framework of the Common Foreign and Security Policy (CFSP), a Joint Action was adopted in 1998 on the European Union's contribution to combating the destabilizing accumulation and spread of small arms and light weapons. At the initiative of the German Presidency of the Council in 1999, moreover, a resolution was adopted for the field of European development cooperation which for the first time addressed the problems associated with small arms and cited approaches for specific focal areas at regional and national level.

In addition, the participating states of the Wassenaar Arrangement on Export Controls for Conventional Arms and Dual-Use Goods and Technologies have adopted Best Practice Guidelines for Exports of Small Arms and Light Weapons (SALW).

The realization that support for nation-building should not exclude the security sector has long been the point of departure for the Federal Government's equipment aid programme for armed forces. Recipient countries currently comprise 13 African states, Yemen and Afghanistan. They receive neither arms nor ammunition but rather assistance with projects that help to

build up the country's civilian infrastructure. At the time the German Bundestag approved the equipment aid programme for the period 2002-2004, it resolved to also adapt this assistance to new challenges in order to enhance the capacity of the recipient countries to participate in international and regional peace missions and engage in crisis prevention and peacekeeping.

Within the framework of its military training assistance programme, the Bundeswehr provides training in Germany for armed forces personnel from partner countries. In addition to military content, this training includes technical knowledge that can be utilized in the civilian sector, especially expertise in democracy, the rule of law and the role of armed forces in a democracy as well as for leadership development and civic education for armed forces personnel. It is thus possible to also reach the military elites of partner countries who can positively influence the shaping of conditions in their countries. In addition, the Bundeswehr second staff officers to partner countries as military advisers to assist them in implementing security sector reforms.

Police cooperation above all helps to reduce personnel training deficiencies and alleviate shortages of material and equipment in partner countries. Since April 2002, German police officers of the Federation and the Länder have been assisting the Afghan Government and the security authorities in rebuilding the police force and training police officers in Kabul and, since January 2004, in several of the country's provinces as well. Assistance is also being provided to combat drug-related crime.

After a war, the challenge is to demobilize ex-combatants of all warring groups and reintegrate them into society. The question of how to successfully reintegrate child soldiers into civilian life poses particular problems. The Federal Government actively participates in so-called "DD&R programmes" (disarmament, demobilization and reintegration), especially those of the World Bank. Within the framework of development cooperation, it provides assistance on a larger scale for the demobilization and reintegration of ex-combatants in post-conflict states such as Cambodia, Sierra Leone and the states of the Great Lakes region of Africa. In acute conflict and post-conflict situations, moreover, it supports targeted confidence-building measures, dialogue programmes and peace education as well as psychological and social counselling projects for traumatized children and adolescents.

Land mines are a legacy of armed conflict that endanger civilian populations in many countries of the world. It is estimated that between 40 and 100 million anti-personnel land mines have been laid and another 300 million stockpiled. In this context, the universalization and

implementation of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction (Ottawa Convention) figures importantly in the prevention of conflict escalation. To improve the coordination and efficiency of demining activities, moreover, several Western industrialized nations jointly established the International Test and Evaluation Program for Humanitarian Demining (ITEP). Germany became a member of ITEP in 2002 and is one of the principal donor countries engaged in demining projects in affected developing countries. These measures have recently been supplemented by a research promotion programme launched by the Federal Ministry of Education and Research (BMBF) to accelerate development of more sophisticated mine-detection technology.

To promote the elaboration of new approaches in the areas of security sector reform and small arms control in developing and transition countries, in 2001 and 2002 the Federal Government commissioned the GTZ to implement corresponding sector advisory projects which on the one hand spur further development of methods and procedures and, on the other hand, test these "under field conditions" in pilot measures. Particular attention is accorded in this context to "community policing", especially the promotion of cooperation between community decision-makers, the police and, where existent, other civil society groups at local level.

Experience

Reform of the security sector in partner countries is a long-term project. Within the Federal Government, it is part of the comprehensive interministerial strategies for the promotion of good governance and crisis prevention. Nearly all of the illegal weapons used in conflicts were originally part of legal weapons inventories from which they were diverted into the grey or black market. The security sector is therefore an element of good governance that cannot be neglected. Close cooperation with governmental, administrative and judicial reform endeavours is indispensable in order to ensure coherence and achieve synergy effects.

The subjecting of conflicts to legal adjudication and the legal control of arms hinge on the existence of states that are capable of action. Precisely in crisis regions, the willingness to observe such norms and enforce restrictions and prohibitions is limited. Since state and para-state armed forces are not infrequently part of the problem rather than part of the solution in such regions, transparency and civilian control of the security sector are of great importance. At the same time, however, the conflict of objectives between a "lean state" and the availability of state security provided impartially must be resolved. In post-conflict situations, demo-

bilization and disarmament are not enough unless socially acceptable reintegration renders recourse to arms as a source of income superfluous.

Moreover, experience in South Africa has shown that the more vigorously security sector reform is demanded and backed up by a widespread movement in society, the more sustainable it will be. As a rule, steps in this direction are only successful if they take due account of the institutional, social and cultural role of the security sector.

Security sector reform is an important link in the chain of endeavours to foster democratic conditions and the rule of law and therefore requires a common strategy on the part of the international community. Within the Federal Government - despite the institutional separation of powers in the sensitive areas of arms export control, small arms control and security sector reform - there is close coordination and dovetailing of the activities of the Ministries involved.

Concrete initiatives

- The Federal Government is supporting democratic control of the security sector by integrating suitable measures into development cooperation projects in areas such as administrative reform, democratization, demobilization and reintegration. (90)
- The Federal Government is supporting the training of leadership and other key personnel of partner armed forces in the implementation of democratic control of armed forces as well as leadership development and civic education for armed forces personnel and is seconding military advisers for security sector reform to selected countries. (91)
- The Federal Government will gradually concentrate the time-tested instrument of equipment aid on strengthening the peacekeeping capabilities of African regional and sub-regional organizations. (92)
- The Federal Government will utilize military training assistance (training of members of foreign armed forces at training facilities and in units of the Bundeswehr) as well as direct contacts between armed forces within the framework of bilateral cooperation to enable the leadership personnel of foreign armed forces to render the military sector's contribution to the prevention and containment of crises and to peace support measures. (93)

- The Federal Government is working to ensure transparent and responsible use of revenues and expenditure in the security sector. To this end the planning and management capacities in partner countries are being strengthened and supported by the provision of advisory services and further training. (94)
- The Federal Government will re-incorporate assistance for police forces into its equipment aid programme where the corresponding conditions have been met. It is supporting better training of the police for domestic tasks, thus helping to establish a clearer distribution of responsibilities between the police and the military in partner countries. One focus of this training will be human rights training for the police that accords particular attention to the promotion of gender-sensitive behaviour. (95)
- The Federal Government will continue to stress the importance of curtailing the availability of small arms and will support developing countries in their efforts to better control and destroy small arms. (96)
- The Federal Government will continue its active engagement in partner countries – predominantly within the framework of the OSCE's endeavours to develop border and port control capabilities to curb the proliferation of small arms – by deploying particularly well-qualified border guards and customs officials for training operations. (97)

IV.2. Enhancing the peace-building capacities of civil society, the media, culture and education

Given the complexity of conflict situations, individual states or organizations are often overwhelmed by the tasks of civilian crisis prevention, conflict management and post-conflict peace-building. Measures in these areas are most likely to be successful if they are multi-lateral, multidimensional and subsidiary in nature. It is therefore important that state endeavours be effectively coordinated with civil society actors - above all with so-called "peace constituencies" in the conflict regions themselves. The immediate objective is to strengthen those individuals and groups in society in crisis-afflicted countries who work to promote non-violent settlement of conflicts. In the longer term, the aim is above all to support strong civil society structures and independent media as part of the democratization processes that are usually necessary. Both are indispensable in order to improve the basic structural conditions for crisis prevention in partner countries. The democratic control function of the media and civil society - along with the evolution and entrenchment of a culture of non-violent conflict

management - is crucial for the long-term success of endeavours to overcome the vulnerability of these countries to crises.

The Federal Government has recognized the importance of the social dimension of crisis prevention and has strongly emphasized it in the formulation of Germany's peace policy. Within the framework of a multi-track approach, targeted support is provided to enhance the peace-building capacities of civil society and the media. In addition, Germany's cultural relations and education policy and development cooperation in the field of education are geared towards endeavours to further the peaceful resolution of conflicts, break down negative stereotypes and promote intercultural dialogue.

IV.2.1. Civil society

Challenges

A well-developed civil society is of key importance for the non-violent settlement of conflicts. As part of the societal level of conflicts, organized civil society is indispensable for crisis prevention, conflict resolution and especially for post-war reconciliation processes. Its crucial role cannot be replaced by intervention on the part of the international community, other states or the government of the crisis-afflicted country itself. Its emergence and articulation in the course of fundamental debates within society - the fight for human rights, secularization, women's rights, etc. - hinge to a large extent on the existence of a basic rule-of-law framework, which is only inadequately developed in many crisis-afflicted countries.

In order for crisis prevention to be successful, it is important to identify and strengthen civil society actors who are willing to function as peace activists ("peace constituencies"). Conceivable partners of the Federal Government in the implementation of its peace policy include non-governmental organizations and social movements but also non-state actors such as churches and associations. It is especially important in this context to select suitable partners and develop efficient working relationships with them that are marked by mutual trust. Different civil society actors play a role in early warning and the establishment of a balance of interests within society prior to the outbreak of a potentially violent crisis than those involved in informal mediation during the violent phase of a conflict or in subsequent reconciliation processes, for example. The challenge is therefore to identify and provide targeted support for legitimated civil society actors. In many cases it is possible to draw on long-standing partnerships between German civil society institutions and actors in partner countries, such as

church contacts and NGO networks. The security of local partners is an important factor in efforts to enhance peace-building capacities.

Round-up

The Federal Government furthers civil society approaches to civilian crisis prevention directly through instruments and programmes implemented by the Ministries and their implementing organizations and indirectly through special-purpose contributions to German and international non-governmental organizations (NGOs), political foundations and churches. Support is likewise provided for corresponding measures of international organizations.

The instrument of the Federal Government's peace policy which figures most importantly in efforts to enhance the peace-building capacities of civil society is the Civil Peace Service (CPS). Its primary responsibility is to train and deploy German peace experts in conflict areas. Since 1999 EUR 58 million has been made available for this purpose, and 167 CPS experts have been seconded, above all to assist local organizations in their post-war peace-building endeavours.

Since 1999 the Federal Government has provided targeted support for NGO projects at civil society level under the budget title "peacekeeping measures" (FEM). Within this framework, advisory services are provided for applicants by "zivik", a project of the Institute for Foreign Relations (ifa). Since the end of 1999, a total of approximately EUR 21 million (figure as of the beginning of 2004) has been made available to help fund some 250 NGO projects in crisis-afflicted countries. The spectrum of such projects at civil society level ranges from consultations, dialogue events, training in civilian conflict management methods and reconciliation projects to international networking of NGOs active in the field of crisis prevention. On the one hand, support is provided for NGOs in partner countries that are deemed particularly suitable recipients on the basis of their previous activities. Under the difficult conditions of immediate post-conflict assistance, however, support is also provided for German and international NGOs furthering the development of civil society initiatives through their own activities or through empowerment of a local partner.

Since 2002, within the framework of development cooperation, the Fund for Peace-building Institutions and Peace Initiatives (now the Peace Fund) has supported crisis prevention measures linked to development cooperation projects and implemented by local initiatives which are engaged in areas such as human rights, peace education, mediation, networking of peace

organizations, confidence-building or reconciliation endeavours and are mainly affiliated to the GTZ or the executing agencies of the Civil Peace Service. The focus in this context is on structurally oriented peace-building endeavours that address the root causes of violent conflicts and can help to prevent them. In addition, the Federal Government provides support to NGOs involved in the implementation of conflict- and gender-sensitive rehabilitation and reconstruction measures that help strengthen civil society and, in particular, increase high-level participation of women in the conflict resolution process.

Civil society endeavours in crisis-afflicted countries are also furthered through support for the engagement of the churches and through funding allocated for human rights work and the advancement of women.

Moreover, the Federal Government supports the international networking of NGO activities to coordinate and strengthen the role of civil society in crisis prevention; to this end, for example, it is co-financing the relevant programme of the European Centre for Conflict Prevention (ECCP).

Federal Government funding was also provided for a survey of the activities of German civil society to promote civilian conflict management and crisis prevention ("Frieden braucht Gesellschaft!", December 2003).

Experience

Germany has had good experience with efforts to enhance peace-building capacities in crisis regions. The documentation and evaluations of successful projects have shown that even with relatively modest resources it has been possible to support projects that effectively complement other measures at multilateral and government level.

It is difficult, however, to find influential and legitimate partners during or shortly after acute crises. In many cases, local initiatives are not yet capable of taking action or are deterred from doing so by the unstable security situation. They may also be overwhelmed by the simultaneous overtures of numerous external potential cooperation partners or may be unsuitable as project executing agencies due to their weak structure.

In situations like these, instruments such as conflict analyses and Peace and Conflict Impact Assessments (PCIA) are to help choose the right options and actors and strengthen them if

necessary. At the same time, they are to facilitate selection of the most suitable executing agencies for the given project. The development of these instruments has not yet been completed, however - and the insights gleaned from PCIAs jointly compiled by German executing agencies have not always been translated into action.

It has proved useful to strengthen local civil society structures by providing support for their German partners. In many cases, the German missions abroad and the country offices of the GTZ have also been able to identify suitable local project executing agencies. Further improvement of direct access to local civil society appears important, however, also in the light of its attendant supportive impact. The Civil Peace Service (CPS) has proved its worth as a joint effort on the part of state and non-state executing agencies.

Even though it is not always possible to reconcile the realities of work in partner countries with German budgetary provisions, the Federal Government's relevant funding programmes meet with the keen interest of non-governmental organizations, churches and other executing agencies.

Concrete initiatives

- All Ministries are being made aware of the crisis-prevention potential within local civil society with a view to better promoting this potential. Efforts will be made in this context to expedite the development of suitable instruments, such as PCIAs, to facilitate the identification of suitable local actors. (98)
- Existing structures for the promotion of non-governmental organizations and local civil society initiatives are being strengthened, and corresponding resources will be made available on a permanent basis. (99)
- In order to more effectively promote civil society initiatives in crisis-afflicted countries, they are being consulted more closely and support is being provided for their long-standing partners at German and European level. (100)
- The Federal Government will do its utmost to support the international networking of civil society actors among themselves and with local initiatives in partner countries. (101)

- The Federal Government is working to promote even more targeted dialogue with German civil society in order to further strengthen and develop civil society initiatives in crisis-afflicted countries through joint or closely coordinated activities. (102)
- Bundeswehr personnel with training in civil-military cooperation will also be deployed for crisis prevention in states destabilized by conflict if civilian institutions or organizations are not or not yet available. (103)

IV.2.2. The media

Challenges

Professional and independent media are an important building block of effective crisis prevention. Many crises have shown that media can be instruments for inciting terror and violence as well as instruments for crisis prevention. The challenge is to prevent existing media from being instrumentalized by parties to a conflict and to create general conditions conducive to journalistic reporting that is objective and conflict-sensitive and thus peace-oriented.

Precisely those journalists who report from and on crisis regions must be aware of the critical nature of their role and exercise their profession in a particularly responsible manner, especially with regard to the separation of news from commentary and above all with regard to the scrutiny of statements by parties to a conflict. In order for the media to play a full and active role in crisis prevention, it is essential to not only ensure freedom of the press but also further the development of a journalistic ethic. In Germany, too, the media are called upon to heighten awareness of conflicts and their resolution.

Fewer than half of the world's people have access to television or the Internet. Especially in many countries of Africa, South America and the Middle East, the number of Internet users is still minuscule in comparison to Europe and North America. For this reason, traditional radio and newspapers will continue to play an important role. A conflict-sensitive and peace-conducive approach is likewise desirable in the digital media (including homepages). There are limits to freedom of speech, however, notably in the case of "hate speeches" (Radio Television Libre des Mille Collines (RTLM) in Rwanda, for example).

International media, by virtue of their greater distance from the fray, can often have a moderating and conciliatory influence on the parties to a conflict. Cultural sensitivity and impartiality are particularly important in this context.

Round-up

The Federal Government promotes media policies that aim to break down negative stereotypes and further intercultural dialogue and peaceful conflict resolution. Political foundations help local media to play their educative role as information providers in the democratic development process. The Federal Government supports independent media and dialogue programmes for media in various regions through the Institute for Foreign Relations (ifa). At the request of the Federal Government, InWEnt (Capacity Building International, Germany) is increasingly focusing on crisis prevention awareness training for foreign journalists. Since January 2004 the DW Academy, which evolved out of the Deutsche Welle (DW) Training Centres, has been providing upgrading training on behalf of the Federal Government for foreign professionals and managers from the field of radio and television broadcasting. Within the framework of the Stability Pact for South Eastern Europe, the participants are also working to further the drafting of media legislation that meets European standards. International NGOs receive funding to realize film and radio programmes for crisis regions that are specifically designed to have a conciliatory impact and help build peace capacities.

Especially in countries with limited range of domestic sources of information, the resources of international and German media can be drawn upon. Deutsche Welle is responsible for presenting a well-rounded picture of life in Germany and communicating the opinions of the German public on important issues. Topics related to crisis prevention and its actors and methods are incorporated into these programmes.

Experience

Existing programmes to support the work of journalists and the media in partner countries could be more strongly geared to crisis prevention in order to meet the goal of a more prominent role of the media in this area. It is countries with high conflict potential in particular that are often lacking both a journalistic ethic and the necessary political conditions.

Development of the information and communication technologies (ICT) infrastructure can make a key contribution to the emergence of rule-of-law structures. Information monopolies

can be broken up, dissenting voices can make themselves heard, and political opinion formation processes can be encouraged. Information and communication technologies can thus improve the general conditions for civilian crisis prevention.

Concrete initiatives

- Through special media programmes, local and regional media representatives are being made aware of the impact of their reporting on crises themselves and on the aim of crisis prevention. (104)
- The Federal Government is expanding training programmes for journalists from crisis regions as a focus of its endeavours. (105)
- The Federal Government is supporting the creation of independent bodies for the exercise of journalistic self-regulation along the lines of the German Press Council and the broadcasting councils. (106)
- The Federal Government is providing targeted support to further the development of and facilitate access to information and communication technologies in partner countries, also through assistance in the enactment of corresponding media legislation and provision of advisory services for its implementation. (107)

IV.2.3. Culture and education

Challenges

Crisis prevention has a cultural dimension. Intercultural understanding and respect for other cultures - domestically as well as internationally - are key prerequisites for crisis prevention. Fostering them involves dialogue and exchange, but also culturally sensitive methods of communicating the values and instruments of crisis prevention as well as support for education systems that promote non-violent approaches to dealing with conflicts and allow different points of view, especially with regard to contemporary history curricula.

Round-up

In its "Concept 2000", the Federal Foreign Office for the first time expressly accorded cultural relations and education policy a role in crisis prevention. To this end the Goethe-Institut and the Institute for Foreign Relations (ifa) offer opportunities for dialogue and intercultural exchange as well as events and secure rooms.

Activities within the framework of the United Nations Year of Dialogue Among Civilizations 2001 pointed up the special opportunities afforded by cultural relations policy - over and above official positions - to make targeted contributions to the discussion of values and thus also strengthen civil society. The independence of the intermediary organizations with regard to content and their arm's-length relationship to the government lend greater credibility to their more sociopolitically oriented activities. Through the institution of dialogue with the Islamic world, for which additional funding has been made available, a European-Islamic intercultural dialogue on values is to be furthered to reinforce transition processes towards democracy. The role of women, respect for the rule of law, the Sharia and human rights issues are focal points of guest programmes, dialogue events and working conferences hosted in this context.

Funding has been made available under the Foreign Office budget title "peacekeeping measures" (FEM) as well as through the Project for Civil Conflict Resolution ("zivik") of the Institute for Foreign Relations and the Peace Fund for specific NGO projects providing education programmes on civilian crisis management. Training programmes for decision-makers, multipliers and affected persons have been funded as well, especially through support for the work of the churches. Extracurricular education programmes for young people and adults, particularly in crises, play an important role in this context.

Capacity-building measures for local institutions are an integral part of the Federal Government's cultural relations and education policy. The German Academic Exchange Service (DAAD), the Alexander von Humboldt Foundation and the German Rectors' Conference, for instance, are engaged in peacekeeping and crisis prevention activities in the context of international endeavours to further stability in South Eastern Europe. Within the framework of the special programme "Stability Pact for Afghanistan", moreover, the DAAD is supporting the rebuilding of Afghanistan's higher education sector. In addition, funding will again be provided this year for adult education programmes of the Institute for International Cooperation of the German Adult Education Association (IIZ/DVV) in South Eastern Europe.

Germany supports programmes of the United Nations Educational, Scientific and Cultural Organization (UNESCO) in the fields of education, science, culture and communication to further the development of a culture of peace. The recognition, preservation and promotion of cultural diversity and the interaction of many different and dynamic cultural identities of individuals and groups take on particular importance in this context. Together with its partners, the German UNESCO Commission has realized several projects (creation of multilingual education servers in the former Yugoslavia, revisions of schoolbooks, etc.) for the development of fora for dialogue and global networks fostering the emergence of "learning communities" transcending political and cultural frontiers.

The Federal Government contributes significantly to crisis prevention through intensified educational work in Germany as well. In 2003, for instance, it allocated more than EUR 8.5 million for education and information on development policy.

Experience

German intermediary organizations have yet to mainstream the guiding principle of a culture of peace - in line with UNESCO standards - into all their operations.

The dialogue with the Islamic world launched roughly two years ago, inter alia with the aim of preventing terrorism, has yielded its first concrete results with regard to better intercultural understanding and can serve as a point of departure for intensified European endeavours in this area.

Concrete initiatives

- The Federal Government will continue to develop intercultural exchange as an instrument of crisis prevention and will coordinate its activities, also with international steps. To this end, the UNESCO activities associated with the International Decade for a Culture of Peace and Non-violence for the Children of the World (2001 to 2010) will be continued.
- (108)
- Over and above its dialogue with the Islamic world, the Federal Government will take greater account of the relevance of cultural cooperation for crisis prevention when main-

streaming the guiding principle of a culture of peace into all its operations. In the field of development policy, dialogue with Islamic executing agencies is to be enhanced. (109)

- Within the framework of development cooperation in the education sector, the Federal Government will accord greater attention to peace education activities. (110)

IV.3. Safeguarding opportunities in life - economic and social affairs, resources and the environment

The livelihood for the people of this world consists of the resources that individual countries produce or hold in reserve. These are unequally distributed both within the global community and within the individual countries themselves. It is not so much poverty and a scarcity of resources that make a country vulnerable to crises but rather the uneven distribution of and inadequate or limited access of certain population groups to resources.

IV.3.1. Economic and social affairs

Challenges

The unequal distribution of prosperity, together with inadequate structures for achieving an economic and social balance of interests, increases a society's vulnerability to conflict. Elimination of these structural causes of conflict is the goal of long-term development cooperation and takes priority over short-term crisis prevention or steps to put an end to violence. Nevertheless, short-term measures such as humanitarian aid or reconstruction measures are indispensable above all in post-conflict countries, for a country weakened by armed conflict is highly vulnerable to a renewed outbreak of violence. The swift re-establishment of people's livelihood figures importantly in overcoming the immediate danger of war.

At the same time, the availability of and dependence on raw materials such as crude oil or diamonds often increase a country's vulnerability to conflict - especially in Africa there is a significant connection between natural wealth, the outbreak of armed conflicts, the emergence of economies of violence and insidious processes of state failure, necessitating the development of new political, financial and economic concepts and conflict management instruments. Resources must be utilized in a transparent and sustainable manner, and the proceeds must be seen to benefit the local population. In many cases, however, the political figures who are to be motivated to practice good governance are themselves deeply embroiled in illicit economic

activity. For this reason, countermeasures must target the global economic level as well. Here not only the International Financial Institutions (IFIs) but also the private sector are called upon to develop a greater sensitivity to conflict as well as mechanisms to enhance transparency and control. Effective crisis prevention must thus also aim to safeguard the stability and integrity of the financial systems. Steps must be taken to dry up illegal flows of funds and prevent the misuse of financial, insurance and investment services companies for illicit activities.

Making globalization fair and equitable is a central prerequisite for economic and social development. However, it requires the effective involvement of the developing countries in the shaping of international regimes for trade, investment and capital movements as well as due consideration of their interests, needs and concerns in the world economic order and in global environmental protection.

Round-up

Within the framework of the Federal Government's comprehensive strategy for peace-building and crisis prevention, development cooperation at various levels helps to eliminate the structural causes of conflicts and create mechanisms for non-violent conflict management. While humanitarian aid is exclusively geared towards a given acute emergency and is hence provided unconditionally, development cooperation is tied to political conditions and objectives.

At the United Nations Millennium Summit in autumn 2000, the UN member states pledged to meet the goal of halving extreme poverty worldwide by the year 2015 thus eliminating one of the central structural causes of crises. To implement this goal, the Federal Government adopted the Program of Action 2015. The ten approaches identified in the Program are designed to bring about structural changes at international level, in Germany, in the European Union and in the other industrialized countries in order to establish a more equitable and ecologically sustainable economic and financial order. Reforms are to likewise be implemented in partner countries to enhance their economic and social efficiency and prevent violent conflicts. Support for national Poverty Reduction Strategy Papers (PRSP) in developing countries is one of the main fields of activity of German development cooperation.

The Heavily Indebted Poor Countries (HIPC) Initiative helps to stabilize the economic and financial situation of heavily indebted poor countries, a number of which are also post-con-

flict countries. At the World Economic Summit in Cologne in 1999, the Federal Government and its G8 partners adopted measures to enhance this initiative and accelerate its implementation. The Federal Government has granted the heretofore 26 participating states complete cancellation of their reschedulable debts out of commercial claims as well as their debt resulting from disbursed Financial Cooperation. The funds freed up through this total debt relief package in the amount of approximately EUR 6 billion are to be used for poverty reduction. In addition, the participation of civil society mandated under the HIPC Initiative can help ease domestic tensions and promote stability.

To give impetus to the implementation of the resolutions of the International Conference on Financing for Development in Monterrey and the Fourth WTO Ministerial Conference in Doha, the Federal Government is working to eliminate market and price distortions on the international markets and to assist the developing countries in building competitive export capacities and developing sustainable production methods. An important step in this context is the Everything But Arms (EBA) initiative of the European Union, which grants least developed countries (LDCs) largely free market access. The failure of the Fifth WTO Ministerial Conference in Cancún was a setback but must not jeopardize the future of the development rounds or even the World Trade Organisation (WTO) itself. Pursuant to the Cotonou Agreement concluded between the EU and the African, Caribbean and Pacific Group of States (ACP States), negotiations on new WTO-compatible economic partnership agreements between the EU and regional groupings of ACP States must be concluded by the end of 2007. Negotiations to clarify basic issues relating to market access, etc., were commenced with the entire ACP Group in September 2002.

Trilateral partnerships involving the private sector, civil society and states can prove successful in promoting a peace-conducive role of private companies (see also the aforementioned Global Compact). In this context the Federal Government supports the Extractive Industries Transparency Initiative (EITI), which is committed to fighting corruption and strengthening good governance in developing countries. Payments by industry to developing countries for resource extraction are to be disclosed - with the aid of a statutory regulation if necessary. In this way transparency is to be created over payment flows and the stewardship of revenues from resource transactions between the extractive industries and the governments involved. A voluntary code of conduct (Statement of Principles and Agreed Actions) jointly drawn up and agreed by governments, extractive companies and non-governmental organizations is to help further this process. In 2001/2002 the Federal Government supported the Corporate Engagement Project (CEP), which develops recommendations as to how companies operating in con-

Conflict regions can work together with local populations and governments without causing additional social tension and conflicts and contribute constructively to stability in the region. German companies have been won for this project.

Increasingly, attempts are also being made to involve the general population in the exploitation of natural resources and the transparent use of the proceeds. One example of this approach is a project implemented by the Civil Peace Service (CPS) in connection with the construction of a controversial oil pipeline from Chad to Cameroon. Within the framework of this project, peace experts are supporting civil society *inter alia* through information activities to facilitate the process of opinion forming and effective advocacy of civil society interests.

Experience

Since the mid-1990s, within the framework of country and project studies, the Development Assistance Committee (DAC) of the OECD and a number of bilateral and multilateral donors (Germany, Norway and the World Bank, to name but a few) have examined the impact of technical cooperation on conflict situations. It has become apparent that while traditional development cooperation contributes significantly to the reduction of the socioeconomic causes of conflict, the possibilities it affords to short- and medium-term conflict management have not yet been exhausted. On the whole, however, the expectations pinned to technical cooperation should not be too high - primary responsibility for preventing armed conflicts or bringing them to an end lies with the individual parties to the conflicts themselves.

Experience in recent years has shown that especially in countries where war economies are based on particularly lucrative economic sectors, the networks of the old profiteers remain intact. The emergence of new types of conflicts as an outgrowth of the process of privatization and economization of wars calls for new strategies for creating peacetime economies. Steps must be taken here to facilitate equal access for women to resources, employment opportunities, markets and trade.

Concrete initiatives

- High priority is being attached to the implementation of the Program of Action 2015 to halve extreme poverty worldwide, an important instrument of the Federal Government to effectively address the root causes of conflicts and safeguard peace. This Program pools all the resources of the Federal Government in an effort to ensure that cooperation with

international organizations, other governments and relevant actors in Germany is consistently geared towards the reduction of global poverty as a key cause of many conflicts. (111)

- In the area of governmental development cooperation, a cross-sectoral concept for peace-building and crisis prevention will be elaborated and implemented. This concept will be binding on governmental development cooperation and serve as a guideline for non-governmental organizations. (112)
- The Federal Government will further increase the flexibility of development cooperation instruments for work in crises so that the positive experience with the Stability Pact for South Eastern Europe can also be utilized in other regions. (113)
- In the context of the Poverty Reduction Strategy Papers (PRSP), the Federal Government is focusing on social justice, i.e. steps to afford disadvantaged population groups access to resources and ensure a more equitable distribution of prosperity in general. To this end it is in particular promoting the involvement of civil society actors in the process of elaborating and implementing poverty reduction strategies. (114)
- The Federal Government will endeavour to take early action after the end of violent conflicts to lay the structural foundations for sustainable development. It will coordinate development policy measures in such a way as to ensure a dovetailing of emergency humanitarian aid and development cooperation. (115)
- The Federal Government will systematically promote the peace-building role of the private sector in conflict/post-conflict situations. Corresponding advisory services will be made available to project participants to heighten their awareness of the relevance of private-sector activity for crises. Cooperation with other international state and non-state actors such as International Alert will be sought in this context. The importance of greater conflict sensitivity will be underscored in suitable dialogue fora with the private sector, in partnership programmes with the German chambers of industry and commerce, and in the programme to promote public-private partnerships (PPP). (116)
- The Federal Government will step up its efforts to enhance the transparency of revenues from natural resource exploitation in partner countries and make these countries account-

able for their use. It will seek to ensure that these revenues are ultimately channelled into economic development and poverty reduction. (117)

- In addition, the Federal Government is supporting the Extractive Industries Transparency Initiative (EITI), pursuant to which payments by extractive industries to developing countries are to be recorded and duly reported on a voluntary basis to a neutral body such as the World Bank or the IMF. It will continue to actively participate in international dialogue on this issue and will also enlist the cooperation of companies in this endeavour. (118)
- The Federal Government will work to ensure that greater attention is given to crisis prevention in the structuring of national and international financial transaction regimes. It will work towards agreement with its European partners on a coordinated course of action to curb so-called international tax havens and will strive to put a stop to money-laundering activities that finance wars and to financial transactions involving trade in raw materials and arms from war-torn areas. (119)
- The Federal Government will work for the adoption of suitable measures to dry up the sources of funding for warring parties and profiteers. Within the framework of the Kimberley Process, for example, it will work to ensure efficient and binding implementation of the certification scheme for rough diamonds that was elaborated and adopted by numerous companies, government representatives and NGOs. (120)
- The Federal Government will work to see to it that the national and international financial institutions devote the necessary attention to the potentially crisis-relevant impact of the projects they finance. When taking decisions on investment guarantees and export credit guarantees, moreover, the Federal Government will likewise take due account of the conflict-relevant impact of these decisions. (121)
- Especially in the case of countries that are dependent on exports of primary goods, the Federal Government is working to reduce their vulnerability to price shocks. In addition, it will support the diversification of economic structures in developing countries, for example through the promotion of small and medium-size enterprises (SMEs). (122)

IV.3.2. Resources and the environment

Challenges

Scarce or unequally accessible resources harbour considerable potential for conflict. Access to water and soil is unevenly distributed throughout the world. Global, cross-border and domestic environmental degradation can cause conflicts and jeopardize security. To a large extent, environmental problems are attributable to the non-sustainable management of soil, water and forests. Profound changes in the environment brought on by climate change, such as progressive desertification or rising sea levels and natural disasters such as floods, droughts or forest fires render important habitats uninhabitable and unleash flows of refugees. These can give rise to conflicts - within a country, in neighbouring countries and internationally - and even lead to violent clashes, pogroms and migration of parts of the population. In many countries suffering from acute conflicts or post-conflict problems, land issues (lack of access to land, absence of a land title regime or a functioning cadastral system) are among the central causes of conflict. The political instrumentalization of the land issue in Zimbabwe, for instance, has led to the outbreak of devastating conflicts.

On the other hand, however, cross-border and regional environmental cooperation endeavours can serve as confidence-building measures and help ease tensions in conflict-ridden areas. Global environmental problems can only be resolved at global level; binding decisions must be translated into action in order to accomplish this. Figuring importantly in this context are the multilaterally oriented United Nations Framework Convention on Climate Change (UNFCCC), the United Nations Convention on Biological Diversity and the United Nations Convention to Combat Desertification (UNCCD) as well as the support and cooperation mechanisms that have evolved out of them.

Round-up

The global challenges in the environmental sector thus not only pose a threat but also afford an opportunity for cross-border and regional cooperation that can serve as a catalyst and stimulus for confidence-building measures and conciliation processes in areas fraught with tension. Over the course of the past decades, international environmental cooperation has been broadened and deepened through global, inter-regional and regional agreements in many fields of action ranging from protection of the ozone layer and the climate to protection of the oceans and biological diversity. Europe has often played a vanguard role in this process.

According to the World Bank, 480 treaties and formal agreements relating to the environment have been concluded since the end of World War II. Especially the global environmental conventions are part of an emerging global structural policy.

At the World Summit on Sustainable Development in Johannesburg in September 2002, ambitious goals were agreed - inter alia in the areas of water, energy, biodiversity, fisheries and chemical safety - for a reversal of the process of resource depletion and for sustainable use of increasingly scarce natural resources. Implementation of these goals also presupposes intensified cooperation between states - especially between the North and the South.

The aim of the policy pursued by the Federal Government is to increasingly combine environment, development, economic, foreign and security policy and to integrate corresponding perspectives into global, regional, sectoral and institutional political processes - in cross-border cooperation in the water sector, for example, as well as in the climate protection process and in the fundamental work of international organizations and the European Union.

The Federal Government supports numerous projects for the regulation of access to scarce resources (such as land management in Cambodia or water management in the Middle East and North Africa) and their sustainable management. It also contributes to the protection of natural resources in its measures to implement international conventions, which often contain crisis prevention elements: activities through which the Federal Government is implementing the agreements reached at the World Summit on Sustainable Development, for example, include steps to curb illegal logging through support for developing countries in the introduction of "certificates of legality and sustainability" and reinforcement of the Federal Government's timber procurement policy, inter alia through public-private partnerships (PPP) in developing countries.

In addition, Germany is playing a particularly active role in the international discussion of cross-border cooperation in the water sector. Especially through the so-called "Petersberg Process", a series of international dialogue fora jointly organized with the World Bank to highlight the fact that water must - and can - serve as a catalyst for international cooperation and peace, Germany has made a name for itself as an important supporter of cooperative management of transboundary waters. The "Petersberg Declaration" set a standard for cross-border cooperation mechanisms.

In 2001, moreover, the Federal Government hosted the International Conference on Freshwater in Bonn. The Recommendations for Action adopted at this Conference have received international recognition.

In the broader context, over and above crisis prevention in the stricter sense - i.e. the prevention of armed conflicts - it must also be pointed out here that the improvement of early warning systems for environmental disasters likewise serves the aim of crisis prevention. With this in mind, the Federal Foreign Office staged an initial International Conference on Early Warning Systems for the Reduction of Natural Disasters (EWC '98) in 1998 and a second international conference on this topic (ECW-II) in 2003 under the aegis of the United Nations. Both conferences gave important impetus to the improvement of disaster risk management worldwide. Incipient potential for conflict in the wake of natural disasters can thus be reduced. One example is the development of disaster risk management capabilities in the SADC region, specifically disaster preparedness strategies to avoid situations in the future in which one country's uncoordinated opening of its floodgates after heavy rains exacerbates flooding in Mozambique (the nine major rivers that flow through Mozambique all have their sources in neighbouring countries).

Experience

Up until now, there has been only rudimentary consideration of crisis prevention in the key areas of access to and use of resources. This is above all true with regard to the utilization of natural resources (oil and gas, water, timber, diamonds) and the attendant conflicts, but also with regard to the issues of land distribution and access to land or land-use rights and water. Profound environmental changes harbouring the potential for conflict do not come to a halt at national frontiers. Precautions must therefore be taken within the framework of multilateral and bilateral processes at all levels. Frequently, however, pronounced sensibilities of recipient countries with respect to security issues stand in the way of such action. The initiation of cooperation in the field of transboundary water management and the domestic clarification of land rights have already yielded noteworthy experience:

Crisis prevention is at the heart of many development cooperation projects in the water sector. Experience has shown that access to water at local level must be guaranteed by legal reforms and efficient institutional structures at national level. Water sector reform is consequently a focal area of German development cooperation. At international level, trust and cooperation between riparian states can only develop over a long period of time. Long-term support for

confidence-building is therefore an important element of crisis prevention in the context of water distribution at international level.

Swift and efficient action to address land conflicts in post-war countries figures crucially in their political and economic stabilization. This is evident from positive experience in Mozambique, Ethiopia and Cambodia but also from the misguided policies in Nicaragua. It is essential, for example, that the claims of refugees and discharged soldiers be clarified, that productive tracts be made available to them and that authoritative documents be issued. Support must also be provided for resettlement and reconciliation work. Particular attention must be given to female heads of households and orphans, whose rights were previously derived only indirectly from male relatives.

In countries with persistent administrative and judicial deficiencies, positive developments are seen especially when successful efforts are made to establish and legitimize informal or extrajudicial negotiation and arbitration processes in a timely manner, thus filling the institutional vacuum, minimizing power struggles and controlling interference by external actors (speculation bubbles). Only in this way is it possible to regain the lost trust and confidence of the persons affected, convincingly communicate the steps that have been taken and create incentives for the resolution of conflicts by "rewarding" success with complementary measures (infrastructure).

The specific problem constellations in the area of crisis prevention-oriented environmental policy can be addressed through a number of different approaches. These include land reform to achieve a more equitable distribution of land resources, reclamation and improvement of degraded soil to increase its bearing capacity and the creation of non-agricultural sources of income, along with early-warning systems for environmental disasters as the core element of national and international risk management strategies. Environmental conventions can make an important contribution to crisis prevention at both international and national level by promoting a more equitable balance between North and South on the one hand and by mitigating the impact of global environmental damage in the affected countries on the other.

Concrete initiatives

- The aim of the Federal Government is to highlight the connection between the environment and human security in ongoing global, regional, sectoral and institutional political

processes. It is working to establish European and international standards that combine aspects of environmental and security policy and have a normative impact. (123)

- The Federal Government is supporting the formulation and implementation of a coherent land policy in partner countries that encompasses both rural and urban areas. This applies in particular to post-conflict countries. (124)
- The Federal Government will intensify the Petersberg Process for cooperative trans-boundary water management that initially is to have a stronger regional focus (Africa and the Balkans) in terms of benefit sharing. (125)
- Within the framework of the G8 Africa Action Plan, the Federal Government will implement an initiative to strengthen and network the river basin commissions in Africa and thus actively contribute to a more equitable distribution of scarce resources. (126)
- Within the framework of development policy, the Federal Government will contribute to the implementation of the international development goals in the areas of water supply and wastewater disposal, with activities focusing on poor populations. (127)
- The Federal Government will promote cross-border cooperation in crisis areas, for example through the establishment of nature reserves or arrangements for transfrontier protection of species, through the creation of "peace parks" in southern Africa, within the framework of the Caucasus Initiative of the Federal Ministry for Economic Cooperation and Development (BMZ) or within the framework of the initiative to create a trans-boundary biosphere territory (TBT) in the Altai Mountainous Region. (128)
- The Federal Government is supporting the wider use of renewable energy sources and efforts to increase energy efficiency in developing countries, inter alia with the aim of reducing the dependency of these countries on imports of fossil fuels. (129)
- The Federal Government will emphasize the peace dividends that can be achieved through promoting renewable energy sources within the framework of the initiative of "like-minded countries" launched by Germany to increase the share of energy generated worldwide from renewable sources. (130)

- The Federal Government will promote the networking of actors engaged in the environmental sector. Approaches include the Environment, Development and Sustainable Peace Initiative (EDSP), "Security Diagrams", "Mapping Environmental Risks" (UNDP, UNEP, OSCE) and "Environmental Policy and Crisis Prevention" (planned). (131)
- Within the framework of development cooperation, and together with other donors and the World Bank, the Federal Government is supporting the Nile Basin Initiative and the river basin commissions in southern Africa. (132)
- Within the framework of development cooperation, the Federal Government will actively further the process of dialogue, both in the SADC region and in Germany, among the actors involved in the implementation of the recommendations of the World Commission on Dams (WCD). Conflicts in connection with the construction and use of dams will thus be reduced. (133)
- Through its support for bilateral and multilateral technical cooperation projects in the field of alternative development in actual and potential growing areas for illicit drug crops (opium poppies, coca), the Federal Government is helping to protect natural resources from degradation caused by intensive drug crop cultivation and drug production, at the same time helping to bring peace to the affected regions and population groups and reduce the sources of funding for drug economies. (134)

V. Creating the preconditions for effective action – developing an infrastructure for civilian crisis prevention

In order to be effective, activities by the Federal Government in the field of civilian crisis prevention require a suitable national infrastructure. In addition to anchoring crisis prevention as a cross-sectoral task in national politics and improving interministerial coordination, this also involves intensifying cooperation with non-state actors as well as creating and developing specific structures for crisis prevention. Regular evaluation of the Federal Government's measures in the field of crisis prevention is necessary as well.

V.1. Crisis prevention as a cross-sectoral task

Challenges

Recognizing and taking due account of the impact of political action on crises poses a challenge to the executive branch of government. It involves key areas of policy and thus becomes a cross-sectoral task. Mastering a task of this magnitude presupposes not only clearly defined mandates and a division of labour as well as awareness-raising and skills training for the actors involved but also the existence of suitable structures for implementation.

Staff engaged in crisis-relevant activities must be in a position to not only assess the impact of their decisions on a possibly existing potential for crisis and ensure that negative consequences are avoided but also recognize and utilize opportunities to promote peace. They must be able to correctly register suggestions and early warning signals - also from the non-governmental sector. At institutional level, the personnel resources and material capabilities must allow for crisis prevention-oriented action.

The aim of introducing crisis prevention as a cross-sectoral task is to develop methods, instruments and procedures to ensure that due attention is accorded to crisis prevention in all stages and sectors of government activity. "Do no harm" is one of the most important principles in this context. The current approaches for establishing crisis prevention as a guideline for executive action must be further developed and broadened to apply to policy across the board. This can be achieved through a rededication of existing personnel and financial resources. New funding must be made available where absolutely necessary. Outsourcing of project execution and short-term involvement of experts from civil society and academia can supplement and complement the expertise of the executive and enhance its capacity to act.

Round-up

Even now, crisis prevention is a guiding principle for certain individual policy areas. The Federal Government has taken important steps to integrate crisis prevention as a cross-sectoral task. This is especially true in the areas of foreign, security and development policy.

The instruments employed by the Federal Foreign Office for crisis prevention, conflict resolution and post-conflict peace-building encompass not only bilateral and multilateral dialogue and the secondment of high-ranking individuals for conciliation talks and good offices but also confidence-building measures and fact-finding missions. Germany's missions abroad play a particularly prominent role in this context. In addition, they form a global early-warning network for domestic and international conflicts.

Crisis prevention is becoming increasingly firmly anchored as a cross-sectoral task in development policy as well. To this end, the Federal Government commissioned the GTZ to launch the Crisis Prevention and Conflict Transformation Programme to develop strategies, methods and instruments to orient the work of development cooperation institutions towards crisis prevention and peace-building. A cross-sectoral crisis prevention concept is being elaborated that is to encompass all areas of development cooperation and serve as a guideline. Staff are instructed to systematically observe the "do no harm" principle. The Federal Government also supports NGOs in their efforts to anchor this principle in their activities. It has thus been possible to more strongly orient bilateral development cooperation towards crisis prevention activities. Above all, however, this approach ensures that development cooperation projects where possible have no negative crisis-relevant effects and contribute in a systematic and coherent manner to crisis prevention and peace-building. And, finally, the monitoring of certain indicators to determine the vulnerability of development cooperation partner countries to crisis has become an integral part of the country planning of the Federal Ministry for Economic Cooperation and Development; information gleaned from this monitoring is then fed into the Federal Government's crisis early warning system.

The Bundeswehr also contributes to enhancing the Federal Government's capacity for action in the field of crisis management. In addition to robust operations for crisis prevention, crisis management and post-conflict assistance, this above all includes dialogue and cooperation to promote civilian crisis prevention. Military training assistance and the secondment of military advisers have led to remarkable success in reforming armed forces in partner countries.

In September 2001, the Federal Government's existing personnel resources and material capabilities in the field of civilian crisis prevention were considerably reinforced through the Government's anti-terrorism programme. More than EUR 1.5 billion was made available to support the Ministries involved in elaborating and implementing a comprehensive approach to prevent and combat international terrorism. Figuring centrally in this approach, along with steps to enhance internal and external security, were concrete initiatives of a preventive nature that above all targeted the factors conducive to the emergence and spread of terrorism. It was thus possible to shoulder new tasks, visibly reinforce existing crisis prevention activities and gain experience in critical areas. As a consequence of the restriction of funding to the fiscal year 2002 and the progressive annual staff reductions necessitated by federal budget cuts, however, not all the constructive initiatives launched in the field of civilian crisis prevention can be further pursued, at least not those that go above and beyond combatting terrorism in the narrower sense.

The Federal Foreign Office, the Federal Ministry of Defence and the Federal Ministry for Economic Cooperation and Development have a wide range of instruments for awareness-raising and basic and further training in the field of crisis prevention and conflict management:

In addition to its own training programmes for diplomatic staff - in which crisis prevention is an important element - the Federal Foreign Office mainly draws on the Centre for International Peace Missions (CIPM) for further training of civilian personnel for peace missions and crisis prevention-oriented reconstruction endeavours. The Federal Ministry of Defence not only has numerous facilities of its own for further training of senior German personnel in the field of security policy but can also draw on those of NATO and Germany's partner countries. The Federal Ministry for Economic Cooperation and Development conducts further-training courses for its own staff - as does the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH. The training is geared on the one hand to broad-based conflict awareness training for staff and, on the other hand, to the communication of specific knowledge and skills required for the planning and implementation of conflict-relevant projects. All the Ministries represented on the Federal Security Council use the Federal College for Security Policy Studies (BAKS) for further training for their senior staff in security-policy issues with a special focus on crisis prevention.

Experience

Appropriate and professional decision-making and action in the field of crisis prevention and conflict management require specialized skills and expertise in the relevant Ministries. Over the course of the past few years, several Federal Ministries have created organizational units with supra-regional competence for crisis prevention; due to the scarcity of resources, however, their staffing is not yet commensurate with the importance of this cross-sectoral task. It is thus all the more important that the instruments for awareness-raising and basic and further training be tailored to specific target groups. Depending on the mandate of the given Ministry or its operational units, the object must be to communicate well-rounded general knowledge in a given field or skilled training in the application of methods and instruments. In both cases, acquisition of cross-sectoral competences above and beyond those required in the given field of expertise is of paramount importance.

Concrete initiatives

- Commissioners and/or contact persons for civilian crisis prevention will be appointed in the Ministries without delay. They should be particularly well-qualified to furnish the ministry-specific contributions required in order to anchor crisis prevention as a cross-sectoral task in the overall policy of the Federal Government. (135)
- The commissioners and/or contact persons form an "Interministerial Steering Group for Civilian Crisis Prevention" in charge of this field both within the government and vis-à-vis external actors. They are available to answer questions from civil society and ensure that suggestions and inputs are forwarded to the competent bodies. In keeping with the leadership structure specified in the Federal Government's Comprehensive Concept, the Interministerial Steering Group is chaired by the Commissioner for Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building in the Federal Foreign Office, who has the rank of ambassador. The Federal Foreign Office will be responsible for interministerial coordination of the implementation of the Action Plan. (136)
- The Federal Government ensures the availability and assignment of sufficient numbers of suitably qualified personnel for crisis prevention tasks. (137)
- The staff of the Ministries will be specifically trained to accord due consideration to crisis-relevant aspects of their work and to actively initiate crisis prevention measures. In

addition to target group-specific further training, the Federal Government will ensure provision of continuing education that is both practically oriented and interministerial and will also include simulations. (138)

- The Federal Government is working to ensure permanent funding for crisis prevention. (139)

V.2. Interministerial coordination

Challenges

In the majority of violent conflicts in the past, there had indeed been indications that crises were brewing. Often, however, it was not possible to sufficiently pool the available information and resulting analyses to ensure a coherent and concerted response on the part of the Federal Government. The challenge is therefore to pool the signals sent to the given Ministry's head office in Germany from abroad along with the numerous international analyses and agree on a common approach in order to take early action. This requires clear-cut decision-making structures and unambiguous definition of responsibilities.

Round-up

Although German action in individual areas has been successful, it does not yet reflect binding and consistent application of specific instruments and procedures. Interministerial coordination is based on interministerial meetings, consultation and coordination between the Ministries' external structures in the given countries, and the work of country-specific crisis units. Interministerial groups of experts such as those recently established for Colombia by the Federal Foreign Office and the Federal Ministry for Economic Cooperation and Development are another promising new approach. Crisis-relevant interministerial consultation and coordination also takes place at Cabinet level in the Federal Security Council.

An Interministerial Steering Group dealing with crises abroad (Ressortkreis Krisenarbeit Ausland) exists as well. In addition to the Federal Foreign Office, which is responsible for overall coordination, its members are the Federal Chancellery, the Federal Ministry of Defence, the Federal Ministry for Economic Cooperation and Development, the Office of Intelligence of the Federal Armed Forces and the Federal Intelligence Service. The task of the Federal Foreign Office is to ensure the safety of Germans abroad. In this context, crisis early

warning and risk management fall within the scope of activity of the Foreign Office's Crisis Response Centre, which monitors critical developments, convenes crisis units where necessary and organizes their work sequences and procedures. Crisis factors and country-specific crisis indicators are compiled for the countries examined. The Federal Foreign Office also coordinates cooperation with international partners in crisis-related matters.

Experience

Due among other things to a lack of personnel resources, it has thus far proved impossible to establish the discussion groups proposed in 2000 in the Comprehensive Concept of the Federal Government on Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building. There are, however, functional interministerial ad-hoc bodies, notably for acute crises and crisis early warning.

The United Kingdom has had largely positive experience with interdepartmental "Conflict Prevention Pools". Such pools could also prove to be suitable instruments for the Federal Government to increase the effectiveness of its crisis prevention activities through greater coherence, better coordination and utilization of synergy effects. The evaluation currently under way in the United Kingdom will be assessed with this in mind.

Concrete initiatives

- Interministerial country and/or regional strategies designed to foster significantly closer coordination of activities in diplomacy, development and security policy as well as other fields of policy (trade, financial, agricultural and environmental policy) will be elaborated in country and/or regional working groups, which may also involve non-state actors. The chair of the Interministerial Steering Group will be responsible for coordination of the country and/or regional working groups and ensure that the country and/or regional working groups are convened on a timely and sufficiently regular basis. (140)
- The Interministerial Steering Group for Civilian Crisis Prevention will ensure a continuous interministerial exchange of information and experience and see to it that all Ministries are equally well-informed on issues relating to crisis prevention. All Ministries will support the country and/or regional working groups by making information available in a suitable form. (141)

- The Crisis Response Centre will inform the Interministerial Steering Group of any developments that come to its attention. (142)
- The Federal Government will continue to improve coordination of the activities of the German actors abroad by the embassies and will develop reporting mechanisms. (143)
- Access by decision-making bodies to nationally and internationally available information and analyses will be systematized. Possibilities for cooperation with international partners will be utilized in order to lower resource requirements. PCIA's will be jointly instituted as an analytical instrument and will serve as a basis for consultation and coordination between the Ministries and the interface organizations. (144)
- The possibility of establishing a jointly administered crisis prevention pool along the lines of the British model will also be examined for Germany. The Federal Government will elaborate a proposal for such a pool, which is to be endowed from the budgets of the Federal Foreign Office, the Federal Ministry of Defence and the Federal Ministry for Economic Cooperation and Development, and may implement a pilot project. (145)

V.3. Coordination and cooperation with non-state actors

Challenges

Non-state institutions play an important role in enhancing the Federal Government's capacity for action in the field of crisis prevention.

It is desirable that transparent mechanisms be developed for the exchange of information sought by state and non-state bodies alike and, where possible, for the coordination of their respective activities and initiatives. Efforts should be made to involve not only non-governmental organizations but also the private sector in these mechanisms in order to facilitate early warning, utilize synergies and avoid undesirable developments.

Round-up

A number of bodies and working groups have been created to coordinate Germany's endeavours in the development sector. These are either convened to address specific aspects of this engagement or meet on a regular basis. The Federal Ministry for Economic Cooperation and

Development, for instance, has instituted a Working Group on Crisis Prevention and Conflict Management in the Field of Development Policy in which implementing organizations, non-state executing agencies and representatives of academia discuss specific issues.

Within the framework of the Working Group on Development and Peace (FriEnt), the Federal Government, church and non-state executing agencies and political foundations are intensifying exchange, discussing concrete conceptual and methodological developments and exploring possibilities for improving mutual consultation and coordination. Associations such as the Association of German development NGOs (VENRO) and the German Platform for Peaceful Conflict Management are reliable contact partners for the Federal Government. The role of the private sector in crisis prevention has been discussed in a number of fora with participants from German business and industry.

To more effectively involve academia in crisis prevention, the Federal Government provides support not only for consultations and surveys on specific topics and countries but also for the German Foundation for Peace Research (DSF). From its endowment of EUR 25.5 million, this foundation funds research projects to gain scientific knowledge of practical relevance for crisis prevention. In addition, the Ministries draw on the advisory resources of the Stiftung Wissenschaft und Politik - German Institute for International and Security Affairs - (SWP), the German Development Institute (GDI) and other research institutions and utilize the Federal College for Security Policy Studies (BAKS) and InWEnt for specialist and political dialogue at national and international level.

Experience

It is above all the flexibility of the NGOs in dealing with crises and conflicts that makes them valuable partners for the Federal Government. At the beginning of its engagement for civilian crisis prevention, the Federal Government was moreover able to rely heavily on the conceptual groundwork, analyses, methods and experience of German NGOs in its endeavours to enhance local peace-building capacities. The many years of experience and the aforementioned advantages of NGOs and churches were thus the basis for the conception and realization of the Civil Peace Service (CPS) as a joint effort on the part of governmental and non-governmental development and peace agencies.

Concrete initiatives

- The Federal Government will encourage German civil society to designate central contact partners. The Interministerial Steering Group for Civilian Crisis Prevention, for its part, will be available to these contact partners for consultation, coordination and timely responses to early warning signals. (146)
- Relevant non-state actors will be involved through an Advisory Board for Civilian Crisis Prevention. (147)
- Further measures for local coordination of all state and non-state actors will be ensured and where necessary developed. (148)
- In addition to the country and/or regional working groups, the Federal Government shall, where appropriate, hold regular consultations of a general nature or on specific topics or countries in order to coordinate the activities of various state and non-state executing agencies. These consultations will be convened by the relevant Ministries but may also be proposed by non-state executing agencies. (149)
- Cooperation within the Working Group on Development and Peace (FriEnt) will be enhanced and broadened. (150)
- Institutions to advise and support NGOs that implement crisis prevention projects (zivik and the Peace Fund) will be further anchored and coordinated with one another. (151)

V.4. Specific crisis prevention structures and measures

Challenges

Crisis prevention activities must be both timely and foresighted, conceived for the longer term and carried out by suitably qualified personnel. The availability of reliable and qualified personnel who can be called up and deployed on short notice is of great importance for the crisis prevention activities of multilateral organizations such as the UN and the OSCE as well as for bilateral conflict-related measures. The funding of crisis prevention activities must also be dependably regulated for these activities to be effective. Specific structures and individual measures are needed to achieve these aims.

Round-up

Since the end of the 1990s, new institutions for crisis prevention measures have been created focusing especially on the secondment of personnel and the funding of specific projects. Corresponding budget lines and relevant non-ministerial units have been instituted as well.

In view of the needs of the European Union and multilateral organizations, and in addition to the training provided for its present and future senior staff at the Federal College for Security Policy Studies (BAKS), the Federal Government has identified two other focal areas for the preparation and deployment of personnel for civilian conflict management - the training of civilian personnel by the Centre for International Peace Missions (CIPM) for deployment in international peace missions and the development of the Civil Peace Service (CPS) for the deployment of experts in bilateral conflict management projects.

Since 1999 the Centre for International Peace Missions (CIPM), in conjunction with the training and secondment activities of the Federal Foreign Office, has provided further training for approximately 600 specialists and has placed more than 600 German experts in international peace missions. The CIPM was founded in 2002 to meet the increased demands of the UN, the OSCE and others for qualified personnel. The relevant specialized functions were outsourced to the CIPM from the Federal Foreign Office. Primary emphasis is placed on the training and placement of experts as well as backup support for their engagement. An analysis unit assists the Federal Government in the evaluation and further development of international peace missions with attention being given to coordination of the deployment of experts at European level as well as to the participation of foreign nationals in the courses offered. Thanks to these endeavours and to the personnel pool created at the Federal Foreign Office (currently comprising 1,400 applicants), the Federal Government has been able to provide qualified personnel of both sexes for missions of the UN, the OSCE, the EU and the Council of Europe - for deployment as civilian observers to monitor elections or compliance with international legal instruments but also as judges, public prosecutors, specialists for gender issues, etc. Debriefing and follow-up backstopping of deployed experts yield valuable insights for future missions. Following the development phase of the CIPM in 2003, a statutory foundation must now be created for the secondment of the experts.

To prepare, organize and coordinate measures associated with the deployment of German police officers within the framework of international peace missions, the Federal Ministry of

the Interior (BMI) - with personnel support from the Länder - established a Permanent Office of the Bund-Länder Working Group "International Police Missions". As of September 2003, 445 police officers from the Federation and the Länder were registered at the Office as participants in the United Nations Interim Administration Mission in Kosovo (UNMIK) and the European Union Police Mission in Bosnia and Herzegovina (EUPM). Further missions are in the pipeline. Preparation and backstopping of the German police officers deployed in peace missions is carried out - according to a federally uniform curriculum agreed with the EU - at three regional German training centres operated by the police in Baden-Württemberg and North Rhine-Westphalia and by the Federal Border Police. Police officers who are envisioned for senior positions enrol in a course offered through the European Police College (CEPOL) network.

Peace-building and crisis prevention are increasingly becoming concrete focal areas of development cooperation with individual countries and regions. In countries in which the partners agreed to such a focus, all development cooperation endeavours are integrated into a single coherent programme for crisis prevention and peace-building. A focus of this kind has thus far been agreed with Sri Lanka, Burundi, Senegal, Colombia and Guatemala. In anticipation of a cross-sectoral concept for peace-building and crisis prevention in the field of development policy, identification of crisis-relevant projects was introduced for the planning of bilateral financial and technical cooperation for the year 2003. This showed that about one fifth of the projects are either crisis-relevant or specifically envisioned for crisis prevention or conflict management.

Within the framework of the Civil Peace Service (CPS), 167 peace experts have been trained and deployed on multi-year assignments. Since 1999 the CPS has been developed as a joint effort on the part of the Federal Ministry for Economic Cooperation and Development, the German Development Service (DED), churches and NGOs. In contrast to the CIPM experts, who are deployed for shorter periods of time, or the staff of Germany's missions abroad, who are often only indirectly concerned with conflicts, the experts seconded by the CPS are deployed to alter crisis-relevant structures at local level and have completed training courses developed specifically for this purpose. An evaluation conducted after completion of the initial development phase documented both the necessity and the successful realization of this instrument and provided concrete information for further improvement.

To complement the steps taken by the Ministries and their implementing organizations, support measures have been conceived and structures created that make it possible to utilize the

comparative advantages of multilateral or non-state executing agencies, especially local or international NGOs, in a targeted manner.

Experience

The new institutions, budget lines and organizational structures have already considerably enhanced the Federal Government's capacity to implement its crisis prevention policy and given key impetus to this process. Many of them are still of limited duration, however, or have not yet been placed on a foundation firm enough for planning certainty. Steps must be taken here to ensure their permanence and functionality in order to meet the need for dependable structures satisfying the high demands of international crisis prevention.

Concrete initiatives

- The development of the CIPM will be completed. Practice-oriented training will initially be offered primarily for European participants; the possibility of providing training for international experts and/or advisory services for the establishment of similar institutions in other countries will be explored and may be implemented in individual cases. The deployment of experts trained by the CIPM will be placed on a firm statutory foundation. The legal basis and prerequisites for further developing the CIPM into a full-fledged seconding institution will be examined in this context. (152)
- The Civil Peace Service (CPS) will be further developed. The main recommendations of the evaluation will be translated into action by 2004 so that the training and deployment of a sufficient number of experts can be planned with a high degree of certainty. (153)
- The Federal Government will create an Advisory Board for Civilian Crisis Prevention, composed of representatives from academia and civil society, which will provide specialized back-up support for the work of the Interministerial Steering Group for Civilian Crisis Prevention. (154)
- The further-training programmes presently offered by the foundations, the Federal College for Security Policy Studies and InWEnt will be further developed and more closely coordinated wherever possible. In addition, InWEnt's Development Policy Forum offers a platform for participants to discuss topics pertaining to crisis prevention and conflict resolution at international level. In the event that a dovetailing of the existing programmes

proves insufficient, the possibility of establishing a German peace academy will be examined in the medium term. (155)

- On the basis of the study conducted by the members of the Utstein Group on experience with peace-building in the field of development cooperation, it will be examined how the Utstein countries and other interested donors can jointly utilize and coordinate supportive organizational units. (156)

V.5. Implementation of the Action Plan

Implementation and monitoring of the Action Plan must be backed up by suitable procedures which should be efficient and keep the work involved within reasonable limits.

Concrete initiatives

- The Interministerial Steering Group for Civilian Crisis Prevention will implement and monitor the Action Plan. (157)
- The Federal Government will submit a report to the German Bundestag every two years on the basis of regular meetings of the Interministerial Steering Group for Civilian Crisis Prevention. The Interministerial Steering Group will involve the Federal Security Council as necessary. (158)
- The Advisory Board for Civilian Crisis Prevention may commission evaluations containing recommendations to be taken into account in the further implementation of the Action Plan. (159)
- This will include the commissioning of research to close conceptual gaps in the field of civilian crisis prevention; such research will address basic issues and develop practical concepts for various individual aspects of crisis prevention. (160)
- The Ministries concerned will process the information on their activities in such a way that it is also accessible to other interested Ministries. On the basis of experience with this system, it will be examined at a later date whether the Federal Statistical Office - in cooperation with the Ministries concerned - should be commissioned to compile a comprehensive database of facts and figures on Germany's engagement in the field of civilian

crisis prevention. A round-up of the activities of the Federal Government in the field of crisis prevention is to be undertaken every two years and possibly be made available to the interested public, especially academia and policy think tanks. (161)

Overview

1. Composition of the Interministerial Steering Group for Civilian Crisis Prevention:

- The Interministerial Steering Group will be composed of the commissioners and/or contact persons for civilian crisis prevention in the individual Federal Ministries.
- The Commissioner for Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building in the Federal Foreign Office will chair the Interministerial Steering Group.

2. Tasks of the Interministerial Steering Group in connection with the implementation and monitoring of the Action Plan:

- serve as the contact partner for parliamentarians, civil society, the private sector, academia and the interested public, unless the expertise of a specific Ministry alone is sought;
- promote the development of country and/or regional strategies by coordinating country and/or regional working groups in cooperation with the competent specialized divisions in the Ministries;
- initiate interministerial consultation and agreement on crisis prevention indicators and procedures, above all PCIA's and observation of the "do no harm" principle;
- advise and support the Ministries on the development of crisis prevention concepts tailored to their individual needs;
- monitor the Action Plan;
- ensure that all Ministries are equally well-informed on civilian crisis prevention issues;
- serve as an interface for the translation of early warning (especially from missions abroad, the Crisis Response Centre, civil society, the private sector and academia) into early action;
- coordinate with existing bodies in the Federal Government dealing with individual aspects of civilian crisis prevention;
- develop a procedural and role model for drawing on the crisis prevention capabilities of the Ministries on short notice in the event of an acute conflict;
- cooperate with the Advisory Board for Civilian Crisis Prevention;
- draw up a biennial report for the German Bundestag and, if necessary, for the Federal Security Council.

Annexes

This Annex lists key terms, institutions, projects, initiatives and documents mentioned in the Action Plan as well as the relevant websites. It concludes with the text of the Comprehensive Concept of the Federal Government on Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building upon which the Action Plan is based.

1. Glossary

Please note that the explanations of the following terms are merely working definitions that served as a basis for the elaboration of the Action Plan. They are neither universally valid definitions nor are they intended to obviate the formulation of definitions at ministerial level envisioned in the Action Plan.³

Conflict

Conflict is an unavoidable element of human coexistence in all societies and one that is essential for social change. Conflicts are an expression of tensions and differences between various interdependent parties with incompatible needs, interests and values. Especially in phases of profound socio-economic change and political transition, such disputes lead to **crises** engulfing society as a whole and to destructive escalation. The problem is not the conflicts as such but rather the way in which they are acted out. The goal must therefore be to prevent or put an end to violence as a way of settling conflicts. When the terms "post-conflict states", "post-conflict situations", etc., are used in the Action Plan, it is always the phases following the occurrence of violent conflicts which are meant.

³ Taken from or formulated in line with the definitions in:

Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH: Development-oriented Emergency Aid (DEA). Glossary, 2nd edition, Eschborn, 2000

Mehler, Andreas/Ribaux, Claude: Crisis Prevention and Conflict Management in Technical Cooperation. An Overview of the National and International Debate, Schriftenreihe der GTZ, Nr. 270, Universum Verlagsanstalt GmbH KG, Wiesbaden, 2000

Paffenholz, Thania/Seegräf, Melanie: Strengthening Peace Constituencies, Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH, Eschborn, 2002

United Nations Peacekeeping Training Manual,
http://www.un.org/depts/dpko/training/tes_publications/list_publi.htm

Conflict management

Conflict management is the attempt to exert influence on the way a conflict is acted out, so as to regulate it, prevent violence and put an end to any existing violence. The aim of conflict management is to achieve constructive solutions that benefit all the parties involved. **Civilian conflict management** pursues these aims without the use of military or other means of force.

Conflict resolution

In the German text of the Action Plan, the terms "Konfliktlösung", "Konfliktbeilegung" and "Konfliktregelung" - despite their different connotations and slightly varying interpretations - are used synonymously for the English term "conflict resolution". Conflict resolution aims to achieve a workable compromise or balance of interests that will also permanently prevent a violent escalation of the conflict in question.

Crisis management

In the case of swiftly escalating or already violent conflicts, crisis management is primarily aimed at a de-escalation of conflict or the curbing of violence. Peacekeeping (see definition below) is often part of these stabilization efforts. Crisis management can be performed by military and civilian forces. The term "crisis management" is particularly common within the European Union.

With regard to definition, crisis management differs from crisis prevention in that it tends to be reactive rather than proactive, stemming rather than preventing escalation of a conflict. Thus far, however, no clear separation and assignment of activities in highly escalated phases of conflict have been definitively established.

Crisis prevention

The term "crisis prevention" covers early, planned, systematic and coherent action at various levels of government and society to prevent violent conflicts. Crisis prevention measures aim to reduce the potential for a violent conflict and encourage the establishment of institutions to resolve conflicts peacefully before, during or after violent conflict. The Action Plan refers to **civilian crisis prevention**, which pursues these aims without the use of military or other means of force.

"**Conflict prevention**" is meanwhile often used synonymously with "crisis prevention". It is difficult to make a precise distinction between the two. The term "conflict prevention" was avoided in the Action Plan, however, because it can be misleading: in light of the definition of conflict given above, the object cannot be to prevent conflicts themselves but rather only to

prevent their destructive violent escalation and ensuing crises. For this reason, the United Nations often uses the more precise phrase "prevention of armed conflict" in official discourse and documentation.

"Do no harm" principle

Crisis prevention also means that external actors must act in such a way that they do not promote a violent escalation of existing conflicts. The most highly developed set of analytical instruments for accomplishing this can be found in the field of development cooperation. The "do no harm" approach propagated by Mary B. Anderson (Local Capacities for Peace Project) takes a critical look at especially the unintended consequences of humanitarian and development assistance at project level. International assistance can also negatively influence a violent conflict: through inflows of resources that are then utilized to maintain troops and to purchase weapons, for instance, or through "implicit messages" that serve to legitimate local actors who pursue warlike ends. Even though the "do no harm" principle has thus far been mainstreamed into very few operations other than development cooperation, it is by far the most important rule governing efforts by third parties to address violent conflicts. It must above all be applied to actual crisis prevention and conflict management endeavours.

Mediation

Various possibilities exist for third-party intervention in favour of conflict management. These range from the political intervention of a powerful outsider acting in its own interests to legal proceedings for arbitration and the administration of justice, to shuttle diplomacy between the parties involved and "good offices". In the case of "**mediation**" in the stricter sense, a neutral third party directs the process of conflict management and assists all parties involved in the declaration of their interests and the development of "inclusive solutions". At the same time, it strengthens the parties and helps them achieve mutual recognition so that they are increasingly able to regulate the conflict themselves. For constructive conflict management, all these methods can be of benefit.

Peace and Conflict Impact Assessment (PCIA)

Peace and Conflict Impact Assessments attempt to cover all the - intended and unintended - effects of measures on the dynamics of conflict and the process of post-conflict peace-building. This instrument plays an important role throughout the entire project cycle, i.e. before, during and after the implementation of measures. A distinction must be made between the impact at macro level (in other words, the combined influence of all measures on the spreading conflict) and the impact at micro level (in other words, the impact of individual measures

on the conflict - in the environs of a project, for instance). Impact assessment is difficult from a methodological standpoint. It is not always possible, for instance, to clearly ascribe the effects of interventions to a single actor or a single measure.

Peace-building

The term "peace-building" is used to describe the whole process of establishing or re-establishing the network of social relations that facilitate the peaceful resolution of a conflict. This can include measures to stimulate economic development or promote social justice and initiatives for the reconciliation of opposing parties and the strengthening of common loyalties as well as projects to encourage cooperation and "intercultural learning".

Peace constituencies

The term "peace constituencies" is defined by John Paul Lederach in contrast to "war constituencies", the latter denoting actors who profit from the spread of violence. Peace constituencies comprise individuals and groups which both have a long-term interest in peaceful conflict management and are capable of exerting a certain influence on other groups. They are thus able to make an active, socially relevant contribution towards the prevention and peaceful resolution of violent conflicts. These actors can include businesspersons interested in stable trading conditions, religious institutions, human rights organizations, peace initiatives, media, independent scholars, former members of the armed forces, local leaders, trade unions and representatives of the administration, to name but a few. Within this heterogeneous structure, NGOs can play an important role by mobilizing and organizing networks. In many places, local NGOs are still too weak to influence state policy. As initiators and catalysts for the emergence of peace constituencies, however, they can lay the foundation for lasting peace.

Peacekeeping

The term "peacekeeping" has traditionally been understood to mean the military separation of hostile parties and the safeguarding of humanitarian aid by "blue-helmet troops" under a mandate of the United Nations Security Council. The stationing of troops takes place after an armistice, and in isolated cases as a preventive measure at the invitation of a country that fears a neighbouring conflict will spread across its borders. Modern peacekeeping operations generally include police and civilian components as well in order to fulfil significantly more complex mandates that can range from mine clearance and demobilization to the establishment of civilian interim administrations and the holding of elections.

2. Institutions

African, Caribbean and Pacific Group of States	Staaten Afrikas, der Karibik und des Pazifik	www.acpsec.org
African Union	Afrikanische Union	www.africa-union.org
Association of German development NGOs	Verband Entwicklungspolitik deutscher Nichtregierungsorganisationen	www.venro.org
Catholic Central Agency for Development Aid	Katholische Zentralstelle für Entwicklungshilfe	www.misereor.de
Centre for International Peace Missions	Zentrum für Internationale Friedenseinsätze	www.zif-berlin.org
Church Development Service (An Association of the Protestant Churches in Germany)	Evangelischer Entwicklungsdienst	www.eed.de
Civil Peace Service	Ziviler Friedensdienst	www.ziviler-friedensdienst.de
Council of Europe	Europarat	www.coe.int
Department of Peacekeeping Operations of the United Nations	Hauptabteilung Friedenssicherungseinsätze der Vereinten Nationen	www.un.org/Depts/dpko/dpko/home.shtml
Deutsche Welle	Deutsche Welle	www.dw-world.de
Development Assistance Committee of the OECD	Ausschuss für Entwicklungshilfe der OECD	www.oecd.org
East African Community	Ostafrikanische Gemeinschaft	www.eac.int
Economic Community of West African States	Wirtschaftsgemeinschaft westafrikanischer Staaten	www.ecowas.int
European Centre for Conflict Prevention	Europäisches Zentrum für Konfliktprävention	www.euconflict.org
European Court of Human Rights	Europäischer Gerichtshof für Menschenrechte	www.echr.coe.int
European Peace-building Liaison Office	Europäisches Verbindungsbüro für Friedenskonsolidierung	www.eplo.org
European Union	Europäische Union	www.europa.eu.int

Federal College for Security Policy Studies	Bundesakademie für Sicherheitspolitik	www.baks.org
Federal Foreign Office	Auswärtiges Amt	www.auswaertiges-amt.de
Federal Government	Bundesregierung	www.bundesregierung.de
Federal Ministry of Defence	Bundesministerium der Verteidigung	www.bmvg.de
Federal Ministry for Economic Cooperation and Development	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung	www.bmz.de
Federal Ministry of Education and Research	Bundesministerium für Bildung und Forschung	www.bmbf.de
Federal Ministry of the Interior	Bundesministerium des Innern	www.bmi.bund.de
German Academic Exchange Service	Deutscher Akademischer Austauschdienst	www.daad.de
German Agency for Technical Cooperation (GTZ) GmbH	Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH	www.gtz.de
German Bundestag	Deutscher Bundestag	www.bundestag.de
German Development Institute	Deutsches Institut für Entwicklungspolitik	www.die-gdi.de
German Development Service	Deutscher Entwicklungsdienst	www.ded.de
German Foundation for Peace Research	Deutsche Stiftung Friedensforschung	www.bundesstiftung-friedensforschung.de
German Platform for Peaceful Conflict Management	Plattform Zivile Konfliktbearbeitung	www.konfliktbearbeitung.net
Goethe-Institut	Goethe-Institut	www.goethe.de
G8-Group of Eight (Canada, France, Germany, Italy, Japan, Russia, United Kingdom, United States of America)	Gruppe der Acht (Deutschland, Frankreich, Italien, Japan, Kanada, Russland, USA, Vereinigtes Königreich)	www.bundeswirtschaftsministerium.de/Navigation/Aussenwirtschaft-und-Europa/Aussenwirtschaftspolitik/weltwirtschaftsgipfel.html
Institute for Foreign Relations	Institut für Auslandsbeziehungen	www.ifa.de
International Alert	International Alert	www.international-alert.org

International Committee of the Red Cross	Internationales Komitee vom Roten Kreuz	www.icrc.org
International Court of Justice	Internationaler Gerichtshof	www.icj-cij.org
International Criminal Court	Internationaler Strafgerichtshof	www.un.org/law/icc
International Criminal Tribunal for Rwanda	Internationaler Strafgerichtshof für Ruanda	www.ictt.org
International Criminal Tribunal for the former Yugoslavia	Internationaler Strafgerichtshof für das ehemalige Jugoslawien	www.un.org/icty/index.html
International Institute for Democracy and Electoral Assistance	Internationales Institut für Demokratie und Wahlhilfe	www.idea.int
International Monetary Fund	Internationaler Währungsfonds	www.imf.org
International Security Assistance Force	Internationale Sicherheitsbeistandstruppe der NATO in Afghanistan	www.nato.int/issues/afghanistan/index.htm
InWEnt Capacity Building International, Germany	Internationale Weiterbildung und Entwicklung gGmbH	www.inwent.org
Kofi Annan International Peacekeeping Training Centre	Internationales Kofi-Annan-Zentrum für Friedensausbildung	www.kaiptc.org
KfW banking group	Kreditanstalt für Wiederaufbau	www.kfw.de
North Atlantic Treaty Organization	Nordatlantikvertrags-Organisation	www.nato.int
Office of the United Nations High Commissioner for Human Rights	Amt des Hohen Kommissars der Vereinten Nationen für Menschenrechte	www.ohchr.org
Organisation for Economic Co-operation and Development	Organisation für Wirtschaftliche Zusammenarbeit und Entwicklung	www.oecd.org
Organization for Security and Co-operation in Europe	Organisation für Sicherheit und Zusammenarbeit in Europa	www.osce.org
Project Office for Civil Conflict Resolution of the Institute for Foreign Relations	Projektbüro zivile Konfliktbearbeitung des Instituts für Auslandsbeziehungen	www.ifa.de/zivik/index.htm

Southern African Development Community	Entwicklungsgemeinschaft des südlichen Afrika	www.sadc.int
Stiftung Wissenschaft und Politik	Stiftung Wissenschaft und Politik	www.swp-berlin.org
United Nations	Vereinte Nationen	www.un.org
United Nations Development Programme	Entwicklungsprogramm der Vereinten Nationen	www.undp.org
United Nations Educational, Scientific and Cultural Organization	Organisation der Vereinten Nationen für Erziehung, Wissenschaft und Kultur	www.unesco.org
United Nations Environment Programme	Umweltprogramm der Vereinten Nationen	www.unep.org
Working Group on Development and Peace	Gruppe Friedensentwicklung	www.frient.de
World Bank	Weltbank	www.worldbank.org
World Trade Organization	Welthandelsorganisation	www.wto.org

3. Projects and initiatives

European Initiative for Democracy and Human Rights	Europäische Initiative für Demokratie und Menschenrechte	http://europa.eu.int/comm/europeaid/projects/eidhr/index_en.htm
FEM (budget title for peacekeeping measures)	Haushaltstitel Friedenserhaltende Maßnahmen (FEM)	www.auswaertiges-amt.de/www/de/infoservice/download/pdf/friedenspolitik/ziv_km/projektliste2002.pdf
Global Compact	Globaler Pakt	www.unglobalcompact.org
Heavily Indebted Poor Countries (HIPC) Initiative	Schuldeninitiative für die hochverschuldeten armen Länder	www.imf.org/external/np/hipc
International Test and Evaluation Program for Humanitarian Demining (ITEP)	Internationales Erprobungs- und Evaluierungsprogramm für humanitäres Minenräumen	www.itep.ws
Low-Income Countries Under Stress (LICUS) Initiative	Initiative arme Länder in Konfliktsituationen	www.worldbank.org/operations/licus
New Partnership for Africa's Development	Neue Partnerschaft für die Entwicklung Afrikas	www.nepad.org Entwicklung Afrikas
Poverty Reduction Strategy Papers	Strategiepapiere zur Armutsbekämpfung	www.imf.org/external/np/prsp/prsp.asp
Stability Pact for South Eastern Europe	Stabilitätspakt für Südosteuropa	www.stabilitypact.org
United Nations Development Fund for Women	Entwicklungsfonds der Vereinten Nationen für die Frau	www.un.org/popin/programmes/unifem.html

4. Documents

Charter of the United Nations	www.un.org/aboutun/charter
Comprehensive Concept of the Federal Government on Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building	www.auswaertiges-amt.de/www/en/aussenpolitik/friedenspolitik/ziv_km/konfliktpraev.html
"Concept 2000" of the Federal Foreign Office	www.auswaertiges-amt.de/www/de/infoservice/download/pdf/kultur/konzept2000.pdf
Convention for the Protection of Human Rights and Fundamental Freedoms	www.echr.coe.int
Cotonou Agreement	www.acp-eu-trade.org
EU Programme for the Prevention of Violent Conflicts ("Göteborg Programme")	http://eu2001.se/static/eng/pdf/violent.pdf
Federal Government Report on Arms Exports (in German)	www.auswaertiges-amt.de/www/de/infoservice/download/pdf/friedenspolitik/abruestung/abrber2002.pdf
Funding Concept: Federal Foreign Office support for international measures in the fields of crisis prevention, peacekeeping and conflict management	www.auswaertiges-amt.de/www/en/aussenpolitik/friedenspolitik/ziv_km/aa_konzept.html
G8 Africa Action Plan	http://www.g8.gc.ca/2002Kananaskis/kananaskis/afraction-en.asp
Sixth Report of the Government of the Federal Republic of Germany on its Human Rights Policy in the Context of Foreign Relations and Other Areas of National Policy	www.auswaertiges-amt.de/www/de/infoservice/download/pdf/publikationen/mrb6_en.pdf
Johannesburg Declaration on Sustainable Development	www.johannesburgsummit.org
Poverty Reduction - a Global Responsibility Program of Action 2015 The German Government's Contribution Towards Halving Extreme Poverty Worldwide	www.bmz.de/themen/imfokus/download/ap2015_lang.pdf
Report of the Panel on United Nations Peace Operations ("Brahimi Report")	www.un.org/documents/ga/docs/55/a55305.pdf
Resolution of the German Bundestag from the year 2000 on civilian crisis prevention (in German)	http://dip.bundestag.de/btd/14/038/1403862.pdf

United Nations Millennium Declaration

www.un.org/millenniumgoals/index.shtml

World Bank Operational Policy 2.30: Development Cooperation and Conflict

www.worldbank.org/

5. Comprehensive Concept of the Federal Government on Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building

(www.auswaertiges-amt.de/www/en/aussenpolitik/friedenspolitik/ziv_km/konfliktpraev.html)

1 Basic principles

1. The Federal Government works to promote the development and application of effective strategies and instruments for crisis prevention, peaceful conflict resolution and post-conflict peace-building. This is to help prevent the violent eruption of conflicts in potential crisis and conflict areas at an early stage, curb the spread of violence and prevent a renewed outbreak of violence after the end of an armed conflict by means of effective post-conflict peace-building and reconstruction.
2. The basis for crisis prevention, conflict resolution and peace-building in the post-conflict phase is an extended security concept that embraces political, economic, ecological and social stability. This is founded on respect for human rights, social justice, the rule of law, participatory decision-making, the protection of natural resources, development opportunities in all regions of the world and the use of peaceful conflict resolution mechanisms.
3. Crisis prevention, conflict resolution and post-conflict peace-building have to be considered together. This is true both of structural and procedural causes for conflict as well as for the instruments to be used for both international and domestic crises and conflicts (particularly in failing states).
4. Civilian crisis and conflict management requires a comprehensive political strategy which is coordinated at national and international level and tailor-made for each individual situation. This strategy has to dovetail instruments from foreign, security, development, financial, economic, cultural and legal policy fields. It needs to be able to develop individual solutions and to guarantee careful coordination, also between military and civilian means. Non-state actors (non-governmental organizations, business, churches, etc.) ought to be involved as much as possible.
5. Germany will always act together with its partners and international actors. The close ties with our partners in the European Union and the North Atlantic Alliance as well as

our work in international organizations, particularly the United Nations, the Organization for Security and Co-operation in Europe (OSCE) and the Council of Europe will continue to be the mainstays of German foreign policy.

6. The comprehensive strategy embraces the further development of international law, subjecting conflicts to legal adjudication (international criminal jurisdiction and arbitration), human rights policy as preventive peace policy and improving the instrument of civilian sanctions. Within the comprehensive strategy, development policy has the task of helping improve the economic, social, ecological and political situation in the partner countries to prevent conflicts and reduce their structural causes as well as to promote mechanisms of non-violent conflict management. Disarmament, arms control and arms export control are also key issues as well as crisis prevention instruments. This is true particularly in the fight against the destabilizing accumulation and proliferation of small arms in many crisis regions. International disarmament, arms control and arms export control can be used in certain situations for crisis prevention, conflict resolution and post-conflict peace-building. They make it more difficult to wage an armed conflict. Germany will use its political weight in multilateral fora to strengthen civilian crisis and conflict management.
7. The plans and measures of German actors supported or recognized by the Government need to be embedded in the Federal Government's policy. To guarantee a coherent strategy of civilian crisis and conflict management, non-governmental organizations and civil society have to be involved more in each field and dialogue between the non-governmental and governmental sphere has to be made more effective, as for example in the Civil Peace Service in development cooperation and the Federal Foreign Office civilian experts.
8. The Federal Government will promote a culture of prevention and dialogue. Peace and conflict research has to be stepped up, international education policy, cultural relations and media policy have to focus on breaking down negative stereotypes, while promoting intercultural dialogue and peaceful conflict resolution methods.
9. The Federal Government will create coordinated training opportunities and improve the conditions for the work of civilian personnel in the spheres of crisis prevention, conflict resolution and post-conflict peace-building. The aim is to make qualified staff available

in all relevant spheres by interministerial cooperation and by using all available resources.

2 Scope for political steering

1. Under the leadership of the Federal Foreign Office but with the involvement of all Ministries, the Federal Government devises tailor-made strategies which include the possibility of setting up discussion groups on impending conflicts.
2. The Ministries coordinate with the non-governmental organizations in their areas of competence. Where appropriate, coordinators can be appointed allowing for information exchange, guaranteeing continued cooperation and opening the way for comprehensive personnel exchange (including the setting up of a register).
3. Otherwise fundamental lines on crisis prevention and conflict resolution are determined by the Cabinet.