



The
Federal Government

Federal Government of Germany
Guidelines on

Preventing Crises, Resolving Conflicts, Building Peace





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Peace always has been and will always remain the key prerequisite for living a life in dignity. Peace is accordingly one of the central pillars of the 2030 Agenda, the centrepiece of the international community's efforts under UN auspices to foster worldwide sustainable development. The various crises around the world give us cause for concern, but they should above all spur us to action. Approximately 1.5 billion people live in unstable political environments in countries torn by violence. It is a matter of common sense and of common humanity that we should not accept this as a normal state of affairs. Armed conflicts cause immeasurable suffering, set countries and entire regions back years economically and impede development.

Our lives have become so interwoven that the effects of state fragility, of crises and bloodshed, can be felt even in Germany. It is thus in our own best interest to have a suitable tool kit at our disposal, so that we can work with international partners to establish paths toward peace on the basis of shared values. The policy guidelines on preventing crises, resolving conflicts and building peace provide a strategic compass for the Federal Government's engagement towards promoting peace. We are thereby pursuing the aim of achieving sustainable peace, as enshrined in the 2030 Agenda.

This means, on the one hand, helping to prevent crises from occurring, and helping to settle conflicts peacefully. It also means alleviating acute hardship should conflicts erupt into violence, and, in addition, seeking to mediate and de-escalate critical situations. Given the manifold interdependencies that exist between factors in any given situation and the complex intricacies, this is undoubtedly easier said than done. The reasons why conflicts arise in fragile states and regions and the driving forces behind their dynamics are often difficult for outsiders to predict and harder still to understand. Any intervention in a crisis or conflict, however well intended, has its risks and can have unintended consequences. It must also deal with a number of contradictory aims, which must be carefully weighed up. The new policy guidelines set out a broad spectrum of flexible instruments with which we seek to live up to this challenge.

Germany will give priority to crisis prevention and addressing structural causes as a means of contributing to the peaceful resolution of conflicts. Crisis response can only ever be a second-best solution. In any given situation, the German Gov-

ernment will push for early strategy development and joint planning to ensure the concerted use of its various instruments. It will also call for close international coordination. We are assisting partners such as the African Union in developing their own capacities in the fields of conflict early warning, mediation and peace-keeping. We are in addition helping certain countries fight organised crime and terrorism more effectively by improving the fitness-for-purpose of their security sectors. This reflects our conviction that only by adopting such a comprehensive approach can we support weak but legitimate structures and institutions in their efforts to live up to their responsibilities to maintain a functioning state.

In immediate crises we consider it only natural that our civilian instruments be at the forefront – wherever this is possible. Humanitarian assistance, transitional political measures and transitional development assistance measures as well as development cooperation which is tailored to have a sustainable impact, must be as mutually reinforcing as possible as early as possible. In the long term, however, there can be no development without security, and no security without development. Thus, if military force has to be used as a means of last resort, Germany will step up as a responsible and confident member of the international community to actively contribute to peacekeeping efforts – for example under the auspices of the UN, the EU, the OSCE or NATO. To ensure that crises are managed effectively, we will coordinate closely with our partners on foreign, development and security policy issues. Only by acting in a coordinated manner and adopting a linked-up approach can we respond properly to the fact that peace, security and development are inextricably intertwined.

We in Germany are well aware of our responsibility to contribute to crisis prevention, conflict management and peace-building. This was demonstrated particularly well by people's keen participation in the PeaceLab discussion process, which generated various new ideas for defining a modern German policy for peace. Now everyone is warmly invited to keep a close eye on how the new policy guidelines are applied in practice. Indeed, there are few things, if any, you could do that would be more valuable than helping to actively foster sustainable peace and ensuring that people around the world may live in security.



Angela Merkel, Federal Chancellor
Berlin, September 2017



Willy Brandt coined the sentence: “Peace is not everything, but everything is nothing without peace.” In view of the almost 66 million people who fled from war and violence in 2016, the highest figure since the Second World War, this statement has lost nothing of its accuracy and relevance. That is why persistent engagement for peace in the world – not only against the backdrop of our historical responsibility – is the uppermost priority of German foreign, security and development policy.

In a world in which war is waged often within failed states, and where there seem to be fewer and fewer islands of security and stability, we not only need decisive action from the international community but also prudent and co-ordinated approaches. For peace will not be achieved with weapons, but with prudent policymaking – policymaking that reaches far beyond the diplomatic negotiating table and is willing to invest in a “peace dividend” for the people in crisis regions. With these Guidelines, the Federal Government is acknowledging the need for an overall political strategy for crisis prevention, stabilisation and peacebuilding. We want to pool the capacities of the various state institutions even more effectively and deploy them in the service of peace.

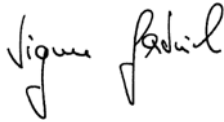
Since reunification, Germany has assumed increasing responsibility for peace and security throughout the world. This engagement involves not only the government, but also numerous non governmental organisations, religious communities, academic institutions and other societal groups which are all making their own contribution to peace. With the Guidelines, the Federal Government is building on this national peace infrastructure, which has evolved over decades. It is one of the main reasons why Germany is held in high regard in the world – and why we will continue to be challenged and called to act.

One thing is clear. The political risks of such involvement in crises and conflicts are high, as is the price of failure. Setbacks are par for the course, and establishing a just peace is a task spanning generations. Small steps are often necessary to escape from a crisis. We therefore have to act swiftly and flexibly while taking a long term view. We need to have a realistic idea of our own skills and limitations while setting to work with courage and high expectations. We must not ask too much of conflict ridden and fragile societies, yet at the same

time we must not lose sight of the bigger picture. Our experiences in Afghanistan, Kosovo, Yemen and other countries affected by violent conflict have taught us this. Not least, we owe clear political strategies to the many Germans who are serving their country in crisis regions, thereby putting themselves at considerable personal risk.

These Guidelines are based on a frank assessment of our engagement to date and a careful evaluation of its principles and tools. We organised this assessment in the form of a process of discourse entitled “PeaceLab2016 – A Fresh Look at Crisis Prevention”. I am very grateful for the high level of participation from the fields of politics, civil society, academia, associations and business. These Guidelines contain the conclusions drawn by the Federal Government from this discourse. I am proud of the fact that we have managed to adopt common principles for our engagement in the area of crisis prevention, stabilisation and peacebuilding, develop our toolkit and strengthen the interministerial approach.

These Guidelines do not mark the conclusion of a process, but rather a new approach to modern peace diplomacy. With the Guidelines, the Federal Government has set itself ambitious goals which it will only be able to achieve with the continued engagement of society. That is why I appeal to you to continue your engagement for peace. Because everything is nothing without peace.

A handwritten signature in black ink, appearing to read 'Sigmar Gabriel', written in a cursive style.

Sigmar Gabriel, *Federal Minister for Foreign Affairs*
Berlin, September 2017

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Introduction







Introduction

“ *Conscious of their responsibility before God and man, inspired by the determination to promote world peace as an equal partner in a united Europe ... Basic Constitutional Law for the Federal Republic of Germany* ”

“Peace is not everything, but without peace, everything is nothing”. With this succinct phrase coined in a speech in 1981, former Federal Chancellor Willy Brandt encapsulated an insight which has particularly arisen as a result of 20th-century German history, and has remained a permanent reminder and mission for our country.



We, the people of the United Nations – determined to save succeeding generations from the scourge of war, which twice in our lifetime has brought untold sorrow to mankind ...

Charter of the United Nations

Against the backdrop of our own historical experience, the promotion of world peace is one of the key national objectives that German Basic Constitutional Law has specified with regard to German policy. It is our duty to advocate crisis prevention, conflict resolution and peacebuilding all over the world out of a moral obligation, as well as for the sake of our own interests. Our efforts are guided by a long-term vision of positive peace which encompasses far more than the mere absence of war. It is a vision that focuses more on the structural causes of violent conflict, such as poverty, social inequality, human rights violations, and restrictions on political participation.

Conflicts are a natural part of social processes of change. However, peace and development are dependent on the ability to resolve conflicts constructively and without resorting to violence. This is precisely where the Federal Government's peace efforts come into play: to prevent violence as a means of resolving conflicts, to reduce fragility as a breeding ground for violence, and to create opportunities for long-term development. The Federal Government recognises the reciprocal effects between peace and development as most recently stipulated by the 2030 Agenda for Sustainable Development. Respect for and protection and fulfilling of human rights, social and political participation, gender equality, social cohesion, and the rule of law are of key importance in this regard.

During the first half of 2016, almost 66 million people all over the world were fleeing from war and violence. This is the highest figure since the end of the Second World War. Almost two thirds of them found refuge as internally displaced persons within the borders of their native country. Some 24 million people had no choice but to look for protection elsewhere, the vast majority of them in developing countries. In 2015, some 1.3 million asylum-seekers also came to Europe, bringing home to us the dramatic consequences of violent conflicts at the gates of Europe and beyond.

Crisis appears to have become the norm in many parts of the world: since 2011, the uprising against the regime of Bashar al-Assad in Syria has turned into a bloody civil war in which regional and superpowers have intervened and which has already cost hundreds of thousands of lives. In Libya, militias and the transitional government have been fighting for supremacy since the end of Muammar Gaddafi's rule. Iraq has remained troubled since the fall of Saddam Hussein in 2003. In all three countries and beyond, the so-called "Islamic State" (IS) has made skilful use of the reigning uncertainty, the religiously and ethnically charged differences and the chaos, and has succeeded in instituting a reign of terror in various parts of the country. In Yemen, too, the hopes raised during the 2011/12 revolution have remained unfulfilled. In this country, which is already the poorest in the Arab world, large sections of the population are facing starvation; over ten thousand people have fallen victim to the acts of war. In Mali, a Tuareg rebellion and a military coup led to the collapse of state structures in 2012; despite international stabilisation efforts, conflicts are still ongoing. In South Sudan, after decades of struggle for independence the establishment of a new state was followed by a power struggle which has claimed tens of thousands of casualties. On our own continent, in Europe, the violent conflicts in Eastern Ukraine and Russia's annexation of Crimea in 2014 have shaken the foundations of the European peace framework which has been upheld since 1945 to the core.

What we are seeing now is a world that "seems to be unravelling". There is hardly any crisis whose effects will not also be felt in Europe and in Germany at some point. Civil wars, ethnic and religious conflicts, the suppression and violation of human rights, as well as poverty, lack of prospects and lack of access to natural resources provide fertile ground for ideological radicalisation and terrorism. In many cities in Africa, the Middle East and South Asia, the threat of targeted killings, car bombs and suicide attacks has meanwhile become an everyday concern for the population. The attacks in European cities in recent years – even in Germany – have shown once again that these threats do not stop at the borders of our continent. At the same time, secular liberal democracy in many states of the European and transatlantic community of values is faced with unprecedented internal challenges. Britain's impending withdrawal from the European Union is putting the most important peace project of the last century to a gruelling test. However, isolation will not make our world a better place, and it will not help preserve our prosperity. Germany is globally connected like no other country.

Our prosperity is based on free and fair world trade. Even today, our future depends largely on our ability to attract the best ideas and brains to our country through international exchange. The quest for peace not only reflects our fundamental values – it is actually in our own best interest.

In times of growing uncertainty, Germany remains firmly committed to European integration. It is only through unity and solidarity of action with our European partners and our allies that Germany will find solutions to address the challenges of our time. This includes the preservation of our liberal pluralist model of society against attacks by extremist movements. A state governed by the rule of law must find ways to respond to new threats which will address our citizens' need for security while safeguarding the principles of our fundamental free democratic order. However, finding answers on the domestic front is not enough. Instead, we must tackle the causes of conflict at their root. This includes creating new opportunities for economic and social participation. This involves containing the risks of climate change. This includes global commitment to peace and security, development and human rights. This also includes international engagement for preserving and strengthening a world order based on international law. Stable and sustainable peace regimes throughout the world will not only guarantee the safety of people in Germany, but will also ensure the prosperity and economic opportunities of tomorrow.

International engagement for crisis prevention, conflict resolution and peace-building is a lengthy and laborious task. However, perseverance and a long-term approach will pay off in the long run. After a decade of war and genocide, it was finally possible to put an end to unresolved territorial conflicts in the states of former Yugoslavia. The societies of these countries are increasingly orienting themselves towards Europe. The states of West Africa have overcome bloody civil wars and laid the foundation for an economic upturn. They have repeatedly demonstrated that democratic elections and peaceful changes of government are possible even in the direst of circumstances. In 2016, Colombia saw one of the longest civil wars in recent history settled by a peace treaty. If there is one thing all of these countries had to learn, it is this: the road to sustainable and stable peace frameworks is long and arduous. Setbacks are possible and even likely. We are moving in the right direction, however, and the aim of achieving sustainable peace is worth all the effort. Germany is making its own contribution to peace and development, both in Europe and around the world.

Promoting peace abroad requires the concerted efforts of foreign, security and development policy as well as contributions in an international context from educational, cultural, trade, environmental and economic policy. In July 2016, the Federal Government published a White Paper on Security Policy and the Future of the German Armed Forces (*Bundeswehr*) promoting a comprehensive approach to address the security challenges of our crisis-ridden world. The Federal Government is now putting forward the present Guidelines in an effort to further elaborate on the connections between peace, security and development and to further expand on the comprehensive approach. These Guidelines complement the White Paper on Security Policy with a comprehensive toolkit for the pursuit of these goals – from crisis prevention to stabilisation, from peaceful conflict resolution and post-conflict reconstruction all the way to long-term peacebuilding and sustainable development. They stress the need for coherent political strategies to prevent the outbreak of crises, to resolve acute conflicts and to support sustainable peace frameworks. In line with the White Paper, these Guidelines prioritise preventative measures over crisis management measures. At the same time, they go beyond mere interventions in acute crisis situations and aim at designing stable peace frameworks. These Guidelines are supplemented by the 2017 Development Policy Report of the Federal Government of Germany, which describes the full breadth of development activities relevant to crisis prevention, conflict resolution and peacebuilding in more detail than the present document.

These Guidelines serve to reaffirm the declared commitment to a comprehensive political approach to peacebuilding, which was first formulated comprehensively in the Action Plan for Civilian Crisis Prevention, Conflict Resolution and Peacebuilding of 2004. At government level, the measures provided for in the Action Plan have given rise to an efficient infrastructure for peacebuilding all over the world. They complement civil society's multifaceted engagement for peace and provide the basis for fruitful cooperation between government and civil society. With its interministerial Guidelines for a coherent policy towards fragile states of 2012, the Federal Government drew on the first lessons learned from the implementation of the Action Plan and from its involvement in crisis hotspots all over the world in order to develop coherent strategies for peacebuilding. The Action Plan for Civil Crisis Prevention and the Fragile States Guidelines will be superseded by the document at hand.

The new Guidelines aim to set a new strategic course. In its vision statement, the Federal Government has committed to upholding the highest standards. Particular emphasis is laid on the further development of tools for which Germany possesses special expertise and which are of outstanding importance in the context of crises. Last but not least, the Guidelines serve to examine the structures and processes of the comprehensive approach, and to realign them to cope effectively with the new challenges.

The drafting of the new Guidelines was accompanied by a policy dialogue entitled “PeaceLab2016: A Fresh Look at Crisis Prevention”. At 27 events with over 1,800 participants, and online on the *PeaceLab* blog, interested citizens, academics, organised civil society, and participants from the world of politics and business engaged in discussion and either reaffirmed previously adopted paths or contributed ideas for improvements. Key statements by the participants are quoted on the following pages. They illustrate the diversity of the discourse, without the Federal Government embracing every single aspect.

It was impossible to incorporate every single idea from the *PeaceLab* process into these Guidelines. However, they will continue to inspire the processes sure to follow, as well as the application of these Guidelines. After all, these Guidelines are not the end of a process, but instead mark the beginning of a new phase in Germany policy of promoting peace.

1.

World order
in disarray:
Shouldering
responsibility in
difficult times





1. World order in disarray: Shouldering responsibility in difficult times

Conflicts are an integral part of coexistence in all societies, and are as unavoidable as they are essential for social change. They reflect differences in values, clashes of interests, and the ensuing tensions between the various different groupings. It is not the conflicts per se which are the problem, but the manner in which they are resolved. It is imperative to avoid or overcome violence as a form of conflict resolution.

Crises emerge when conflicts escalate to a point where violence is used or threatened. Crises are characterised by a close succession of events leading to a significant degree of human suffering and acutely threatening peace and security.

The crises of our times have numerous causes and manifest in many different forms. They go hand in hand with a **profound shift in the international order**. This shift is influenced more than anything by **globalisation**, which has accelerated significantly during the past decades and, like no other phenomenon, has left its mark on the beginning of this century. The increasing global interconnectedness in all areas of life has led to far-reaching **economic, social, and technological changes**. While promising great opportunities, globalisation also poses new challenges for responsible policy. While contributing to a distinct reduction in absolute poverty worldwide, globalisation has also led to increased social inequality in some parts of the world. Improved access to information via the internet may encourage liberalisation processes and civil society movements in authoritarian states. It is, however, quite typical of such states to respond to liberalisation tendencies posing a threat to their system by increasing control, isolation and repression. At the same time, it can be observed how the complexity of a highly interconnected world fuels uncertainty while provoking countervailing forces like **nationalism, religious fanaticism, or violent extremism**.

Furthermore, the forces of globalisation have accelerated a development which started after the **end of the Cold War**: new players – particularly emerging countries that benefited from the opportunities offered by globally networked markets – are in pursuit of global participation and want to increase their influence. They are working to achieve a **multipolar international order** of greater political, economic, and military strength. Considering the inequality of their representation – in the United Nations Security Council (UN) or the decision-making bodies of international financial institutions, for example – these countries often feel that their interests are not sufficiently taken into account in international organisations. They wish to be perceived as equal members of the international community and are pressing for structural changes.

It is essential to take a responsible role in shaping the new global balance of power and to involve all countries in the quest for solutions to global challenges which are consistent with international law. At the same time, it is imperative to face up to those who question the **standards of international law** such as the ban on annexations or the basic rules of international humanitarian law.

1.1. Challenges for efforts to resolve crises and conflicts

It is the change taking place in the international order, the oftentimes weak state structures, an extremely high rate of population growth in many regions of the world, and the ever-increasing effects of climate change which pose huge challenges to our peacebuilding policy.

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The expectations placed on Germany – both nationally and internationally – have changed: there is a growing demand for Germany to live up to its increased political and economic responsibility.” Niels Annen, Member of the German Bundestag, SPD Parliamentary Group

1.1.1.1. Fragile statehood as a breeding ground for violent conflicts

In this day and age, crises and violent conflicts are particularly common in areas suffering from fragile statehood. Since 1990, there has been a drastic increase in domestic conflicts and civil wars, which find a breeding ground in weak or failed states.

What fragile states tend to have in common to varying degrees is weakened social cohesion, the erosion of trust in public institutions and their capacity for good governance, and a low focus on development. Another typical characteristic is the progressive restriction or virtual absence of opportunities for civil society to get involved. Human rights and fundamental freedoms are paid lip service at best and are frequently disregarded by both governmental and non-governmental actors. In most cases, fragility also goes hand in hand with widespread poverty and a high degree of social inequality. Social and political tensions, and conflicts of interest are very pronounced in these states. At the same time, these states frequently lack the capacities and structures to resolve social conflicts peacefully. That is why in these states, social conflicts tend to escalate and lead to violence all too easily, and are also very difficult to contain (see Fragility Profiles box on p. 21).

The upheaval which has been unfolding in the Arab world since 2011 has shown that supposedly stable, albeit authoritarian regimes can collapse. It therefore comes as no surprise that the legitimacy of governments is an essential prerequisite for lasting peace and stability. Uprisings and revolutions in countries like Tunisia or Egypt or protracted violent conflicts such as those seen in Syria can occur if tensions between government and the population that have been pent up over many years suddenly boil over.

At the same time, non-governmental protagonists of violence represent a high level of risk in fragile contexts. A state's weakness can leave a vacuum that can be exploited by organised crime or terrorist organisations for their activities and sanctuary – with regional and global impact.

FRAGILITY PROFILES

Fragility can be identified by three core dimensions: enforcement of the government's monopoly on the use of force, the capacities for providing basic public services, and the acceptance of the government's claim to power by the people (legitimacy). Serious shortcomings in any of these dimensions can be politically explosive: restrictions on the government's monopoly on the use of force, for instance, can entail the loss of territorial control or foster organised violence by non-governmental actors. Capacity deficits become apparent, for example, in a state's limited ability to formulate, implement and enforce rules, or to supply the population with essential basic goods such as water or services like healthcare or education. Ultimately, the lack of acceptance of a government's authority can lead to governmental repression and may in some circumstances escalate into organised rebellion and civil war.

Frequently, deficits can be found in all three areas whose negative effects mutually influence or even reinforce each other. The critical element is the way these three dimensions interact. A distinction can be made between six basic types of fragile state:

- “failing” or dysfunctional states suffering from significant weaknesses in all dimensions, frequently characterised by violent conflicts to the point of civil wars;
- “weak” states without violent conflicts, but with low-performing governmental institutions, e.g. in terms of provision of basic services;
- “challenged” states which, although relatively legitimate and capable of acting, are exposed to significant security threats (e.g. by local militias);
- “illegitimate” (and frequently repressive) states whose political order remains unaccepted as legitimate by large sections of the population despite or indeed because of extensive government control, and which therefore only appear to be stable;
- moderately functioning states showing average characteristics of fragility in all dimensions, the remaining challenges notably being the monopoly on the use of force (threats of terrorism or organised crime, for example) and their capacity to deliver public services;
- well “functioning” states enjoying a high level of legitimacy, a secure monopoly on the use of force, and a pronounced ability to render basic services.

These distinctions make it possible to identify basic fragility patterns. It should be understood, however, that the boundaries between the various types are fluid. What remains crucial for policy-making is to assess all three dimensions of fragility, their development over the course of time, and their reciprocal effects in each particular case.

1.1.2. Nationalism, religious fanaticism and violent extremism
Nationalism and religious fanaticism can spark new conflicts and fuel existing ones. They are frequently a manifestation of identity crises or reactions to the real or perceived legitimacy deficits of political orders. Societies lacking inclusive economic growth, with scarce educational opportunities and limited political, social and cultural participation, provide fertile ground for violent extremism. Under these circumstances ethnic-national or religious group identities may be exploited and manipulated for the purpose of specific ideologies in order to achieve political, economic or social goals, or even to justify the use of force. Nationalism, religious fanaticism and violent extremism usually have impacts beyond national borders. They have the potential to generate regional and international instability and to export fragility way beyond the immediate vicinity of the states concerned.

“

Governments around the world need to develop strategies to address the radicalisation of young people affected by violent conflicts. It is not sufficient to merely combat existing conflicts. A sustainable strategy needs to address the lost prospects of young people while opening up new ones for them.”

Christoph Abels, Polis180



1.1.3. Internationalised conflicts

Conflicts between nations in the sense of direct confrontations between sovereign states have become less frequent. Instead, the violent conflicts of today are mostly played out within the boundaries of a state and are characterised by non-governmental groups battling against each other or against the government.

Frequently, however, these conflicts also have an international dimension. It is particularly these fragile contexts which are most conducive to the creation of a power vacuum that is attractive to other powers in their struggle for regional hegemony or geopolitical advantages. “Proxy wars” or internationalised conflicts are often the consequence, with external powers supporting the local protagonists of violence. These wars or conflicts frequently involve instruments such as hybrid or asymmetric warfare, including terrorist violence. The motivation of these external actors frequently extends well beyond the local conflict; regional and global standards, institutions and political agreements are deliberately challenged in many cases.

1.1.4. Population dynamics, climate change and natural disasters

While a decrease in population size is expected for Europe, the countries of Africa and the Middle East are continuing to face a significant increase. It is true that the high numbers of young people of employable age hold promising potential for economic development, provided that they have access to educational opportunities, employment prospects are created and adequate healthcare is available. Where these expectations go unmet, however, inadequate economic prospects and the lack of political participation may trigger or even exacerbate social tensions. Population growth means additional demands on already scarce resources such as water, agricultural land and fishing grounds. This can result in conflicts over the distribution of resources, exerting additional pressure on weak state structures.

In addition to population growth, urbanisation is another current demographic megatrend. Ninety per cent of the mostly unplanned, uncontrolled, rapid growth of cities is concentrated in the megacities of Asia and Africa, frequently within fragile contexts. Informal housing developments with mostly marginalised populations are typically characterised by uncertain ownership and usage rights, while the access to an adequate basic infrastructure (e.g. water, waste disposal, energy, mobility, education, healthcare and safety) is significantly limited. These situations harbour additional potential for conflict.

These developments are exacerbated by natural disasters and the consequences of climate change. Global warming is leading to an increasing scarcity of water resources and the permanent loss of arable and grazing land in many regions of the world. The increasing frequency and intensity of extreme weather phenomena such as floods, tornadoes and droughts may give rise to an additional scarcity of existing resources, trigger new conflicts over the distribution of resources within societies, and lead to food shortages and – in extreme cases – famine, while substantially increasing the risk of riots and violent conflicts. Small Island Developing States see their very existence threatened by the impacts of climate change.



Mali is a veritable “poster state” illustrating the negative reciprocal effects of extreme natural phenomena and the consequences of climate change and conflicts. Pre-existing conflicts caused by the deep-rooted economic and political discrimination against pastoral tribes like the Tuareg were further aggravated by multiple droughts during the 2005–2012 period, the ensuing drop in groundwater level and a considerable reduction in livestock. These effects of drought also contributed to a series of Tuareg rebellions: they exacerbated the tendency towards conflict which was additionally fuelled by the general scarcity of resources, unemployment, economic uncertainty, weak government institutions, terrorism and crime.

1.1.5. Forced displacement and migration

Migration is and always has been part and parcel of global change processes. Orderly migration offers considerable potential for development, for instance through transfer of knowledge or funds or the investments of migrants in their home countries. By contrast, irregular migration and refugee movements involve major risks, both for the migrants and refugees themselves and for the transit and host countries. It is for these reasons that Germany advocates the fair distribution of responsibility between the countries of origin, transit and destination when dealing with refugee and migratory movements.

While refugees feel compelled to leave their home countries as a result of war, personal prosecution and violence, migrants are often compelled by other factors, such as famine and food insecurity, natural disasters or the consequences of climate change, but also by the lack of economic prospects. Many times, the decision to leave their own countries results from a bundle of different motives.

Forced displacement and irregular migration are usually fraught with great risks for the persons concerned: when crossing national borders illegally, they are often exposed to discrimination and exploitation; they frequently use the services of criminal trafficking gangs and are vulnerable to the whims of state security forces that are simply unable to cope. Year after year, thousands of irregular migrants and refugees die on their often extremely hazardous journeys. In addition to addressing the underlying causes of forced displacement and irregular migration, it is the declared objective of German policy to improve protection and support for the refugees in or as close as possible to their home countries as well as in their host countries.

The receiving countries are mostly developing countries themselves, and are in many cases likewise characterised by conflicts and fragile structures. Whenever states are unable to cope with refugees and irregular migrants, there is a risk of social and economic conflicts with the local population regarding the distribution of resources, which have a destabilising effect. There is even a risk of direct security threats, for instance if armed groups are taking advantage of the precarious situation of the refugees and recruiting them for armed groups or terrorist organisations.



1.2. Possibilities and limits of engagement

The objective of every peacebuilding policy is to prevent violent conflicts wherever possible, and where this has not been possible, to show ways of reducing violence and to support long-term rules-based mechanisms for peaceful conflict resolution.

“

Crisis prevention aims to address the structural, political and social causes of conflicts such as social inequality, corruption and a lack of functioning statehood. But it is exactly these problems that cannot be remedied by a quick fix or generous financial aid, but which require long-term commitment.”

Nicole Deitelhoff and Christopher Daase, Peace Research Institute Frankfurt

In the recent past, Germany has been taking increasing responsibility for crisis prevention, conflict resolution and peacebuilding in Europe and other parts of the world. Germany's role in the Western Balkans, in Afghanistan and in its support of the African Union (AU) shows examples of both the scope and the limits of long-term crisis involvement.

In the **Western Balkans**, it was Germany's engagement since the 1990s which helped to put an end to the armed conflicts and to stabilise the region. In Macedonia, Germany's engagement helped to prevent another violent conflict. Today, in their capacity as members of the North Atlantic Treaty Organisation (NATO), several states of the Western Balkans are making their own contributions to the collective defence commitments of the Alliance. Croatia acceded to the European Union (EU) in 2013, whereas the other countries of the region are currently working to obtain their EU membership. However, there is one painful truth: the Balkan wars were only ended after massive bloodshed and severe war crimes. To this day, despite the efforts of the international community, the region continues to remain fragile while the long-term processes of transformation towards democratic states governed by the rule of law are stagnating. The economic and social situation in many states of the region remains difficult. Rapprochement and reconciliation as well as the building of legitimate and transparent state structures continue to be a major challenge.

In **Afghanistan**, Germany, in collaboration with its international partners, has been contributing enormous financial, human and institutional resources since 2001 – including years of military command responsibility in the north of the country – to stabilise and rebuild a country which was virtually destroyed by two decades of war. Despite some frustrated hopes, there has been important progress made since then: in building up infrastructure, creating jobs, expanding the public health and education sectors, setting up military and police forces, strengthening human rights and particularly women’s rights, and developing basic rule-of-law and democratic structures and institutions. As a result, the Afghan people today have a chance of a better future than was the case before our involvement began. However, this progress is overshadowed by corruption and clientelism, by the expansion and intensification of the armed conflict and by growing insecurity. The goal of ending the violent conflict with the Taliban continues to remain out of reach. The political process needed to achieve this goal has never progressed beyond its first beginnings, also as a result of the conflicts of interest plaguing the region. The security situation remains a major concern. Rule-of-law structures and democratic identity remain weak, and human rights protection remains inadequate. It will remain a generational task to accomplish stabilisation and peace in Afghanistan.

In **Africa**, Germany is engaged in helping the continent strengthen its own capacities and assume greater responsibility for preventing and resolving crises and conflicts on its own. Promoting stability and prosperity in our neighbouring continent is an investment in the future and is in Europe’s own best interest. Both bilaterally and in collaboration with the EU and the United Nations, Germany is supporting the African Union (AU) and regional organisations in Western, Eastern and Southern Africa, for example as they work to build up the African Peace and Security Architecture (APSA). These efforts have resulted, for example, in the establishment of a continental early warning system for conflicts, giving AU decision-making bodies a basis for conducting their own analyses. The Federal Government of Germany is also committed to strengthening the multi-dimensional *African Standby Force* by providing training for their civilian, police and military elements and by building a pool of civilian experts for peace missions. Meanwhile, the AU, African regional organisations and their member states are providing more than half of the peacekeeping forces deployed on the continent. However, the AU’s challenges continue to be considerable. Its capacities are still inadequate for addressing the multitude

and constantly changing nature of the conflicts and crises. Also, the AU lacks a sustainable financial basis from its own resources for the APSA, especially for its peace missions. The AU continues to be dependent on assistance for both civilian and military purposes.



These examples show that Germany's commitment to peacebuilding is effective, but it requires significant political, financial and personnel investments, and perseverance – and realistic expectations with regard to the possibilities and limits of external crisis involvement.

1.3. Reference framework

In its commitment to peacebuilding, the Federal Government follows important guidelines and agreements at national, European and international levels.

Under the umbrella of the **United Nations**, the international community has agreed to the objective of **sustaining peace** and is calling for greater coherence and coordination for crisis prevention, conflict resolution and peacebuilding. This was one of the results of multiple United Nations reviews aimed at strengthening the capacities with regard to peace and security and to prepare

the global organisation for the challenges of the 21st century. The strengthening of existing structures and the further development of crisis prevention instruments to include early warning, scenario planning and mediation, are considered just as central as state-of-the-art peacekeeping and sustainable peacebuilding, including the strong and active involvement of women in these processes.

The **2030 Agenda for Sustainable Development**, which was adopted in 2015 by all member states of the United Nations, provides the central reference framework for a more equal, more sustainable and therefore more peaceful world. The cooperative implementation of the 17 Sustainable Development Goals (SDGs) contained therein will also create the conditions for sustainable peace: locally, nationally, regionally and globally.

2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

The aim of the 2030 Agenda is to enable everyone throughout the world to live in dignity. The 17 SDGs therefore bring together all the dimensions of sustainability: economic, ecological and social development. This breadth of scope means that they can also help prevent crises.



Peace is one of the five cornerstones of the 2030 Agenda (People, Planet, Prosperity, **Peace**, Partnership). SDG 16 of the 2030 Agenda (peace, justice and strong institutions), in particular, combines sub-goals relating to peace, security and good governance that are particularly relevant for involvement in crises. However, the other SDGs also contain important dimensions and contributions for promoting justice, peace and security, specifically SDG 1 (ending poverty), SDG 2 (ending hunger), SDG 4 (quality education), SDG 5 (gender equality), SDG 8 (decent work), SDG 10 (reducing inequality) and SDG 13 (action to combat climate change and to adapt to climate change).

The 2030 Agenda is a global partnership with a universal claim: it replaces the traditional categorisation into “donors” and “recipients” while postulating the shared responsibility of all states and actors from politics, civil society, business and science – for a worldwide transformation towards greater sustainability. At the same time, it aims to unite the various actors in humanitarian assistance, peacebuilding and development behind common goals in an effort to achieve greater coherence between short-term and long-term projects. The implementation of the Agenda presents considerable challenges for Germany, too, for instance in terms of policy coherence. For example, policies, methods of production and consumer behaviour in Germany, including any repercussion they may have on a global scale, must be measured against the goals of the 2030 Agenda. In order to implement the Agenda nationally, Germany adopted the new edition of the German Sustainability Strategy on 11 January 2017, which translates the 17 SDGs into specific and measurable national goals or indicators.

The principle of “leaving no one behind” is universally applicable when it comes to meeting the global transformational challenges of the 2030 Agenda. This principle obliges the international community to also remember and consider in particular the people in “forgotten areas of conflict” who are not the focus of the world’s attention. The principle thus addresses an important aspect of crisis prevention as well: inclusive societies and an inclusive global world order are a prerequisite for sustainable peace.

The New Deal for Engagement in Fragile States launched back in 2011 constitutes a shared commitment by donors and fragile states to establish legitimate, inclusive political orders. The New Deal identifies five overarching Peacebuilding and Statebuilding Goals (PSGs) which fragile states need to pursue in order to overcome the causes of fragility: legitimate politics, security, justice, economic foundations, and revenues and services. The New Deal further-

more defines principles of action and partnership as well as the modalities for effective, trusting and conflict-sensitive development cooperation with fragile states. The implementation of the New Deal is accompanied by an international platform for dialogue between donors, fragile states and civil society (the **International Dialogue on Peace and Statebuilding**), which is intended to give vital stimuli for the implementation of the 2030 Agenda in fragile states.

Resolution 1325 on Women, Peace and Security adopted by the United Nations Security Council in 2000 is the UN Security Council's first resolution dedicated to the importance of women's participation in peaceful conflict resolution as well as in political processes and post-conflict reconstruction on the one hand, and the disproportionately severe impact of armed conflicts on women and girls on the other. The Women, Peace and Security Agenda launched by this resolution establishes three fundamental principles: Prevention, Participation and Protection for successful crisis involvement in the case of crisis and conflict, with paramount importance given to the equal participation of women. In subsequent years, this Agenda was amended and extended by seven additional resolutions. In its global study on the implementation of Resolution 1325 from 2015 (**Preventing Conflict, Transforming Justice, Securing the Peace**), the United Nations again emphasises the fact that the consistent involvement of women leads to better and more sustainable results in crisis prevention, conflict resolution and peacekeeping.

The United Nations Security Council Resolution 2250 on Youth, Peace and Security (2015) acknowledges the central role of young people in peace processes and calls on the UN member states to allow young people greater participation at all political levels. The objective is to strengthen the position of children and adolescents as "Agents of Change", with a view to playing a positive and active role in long-term crisis prevention approaches, non-violent conflict transformation, and the prevention and combating of violent extremism. The **protection of children**, who are particularly vulnerable to violence and systemic violations of law **in crises and conflicts**, is the subject matter of several Conventions, such as the UN Convention on the Rights of the Child (1989) and the relevant Additional Protocol pertaining to the Involvement of Children in Armed Conflicts (2000).



The **Paris Agreement on Climate Protection** aims at reducing climate risks and the negative consequences of climate change. Limiting global warming by reducing greenhouse gas emissions and providing assistance for adapting to climate change are considered of paramount importance, as is the establishment of climate risk insurance to mitigate potential consequences. The Federal Government of Germany is contributing to realising these aims with a raft of measures, such as providing support for multilateral climate funds, as well as multilateral and bilateral projects.

“

Germany has a critical role to play in keeping the European Union outward-looking – not only as a commercial power, but as an exporter of stability in an unstable world.” Jean-Marie Guéhenno, International Crisis Group



GERMANY'S INVOLVEMENT IN PRACTICE: NIGER

Niger is one of the world's least developed countries: life expectancy is low, the birth rate is the highest in the world, adequate nutrition is not secured, and the public health and basic education systems are weak. Public revenue is inadequate for financing important core functions of the government. At the same time, Niger is faced with severe burdens: terrorism and organised crime, refugees from the neighbouring states of Nigeria and Mali, and also climate change induced erosion of arable and grazing land, prolonged periods of drought, and the loss of seasonal job opportunities in North Africa. The crisis potential arises from the threat of instability for the country, which would have a devastating impact on the region.

To keep the situation from getting even worse and prevent it from ultimately escalating into a violent crisis, both Germany and the EU have offered their support to the Nigerien government. In addition to humanitarian assistance, the Federal Government emphasises good governance, long-term food and nutrition security, as well as healthcare and basic education. In addition, the equipment and training measures for the military and security forces as part of the Federal Government's initiative to enable and enhance are aimed

at increasing state presence in all regions, and to improve the conditions for peaceful coexistence and economic involvement by providing a secure environment. Germany's support with its focus on decentralisation and good governance serves to strengthen the country's local-authority structures. It aspires to improve relations between the state and society, which means increased legitimacy, improved supply and administrative capability, and the social capacities to resolve conflicts peacefully. Another objective is to improve living conditions by measures aimed at strengthening productive agriculture, food and nutrition security (notably through reclamation of land for agriculture and pasture farming), and the development of the healthcare system.

What all these aim to do is to strengthen the Nigerien Government's capacity to act, contribute to the improvement of living conditions and security, and to promote human rights and gender equality, thereby building trust in state structures. With these measures, Germany also contributes to the prevention of violence and the reduction of irregular migration, for which Niger is one of the most important transit countries in Africa. Germany is also contributing its engagement to the migration partnership with Niger – in the course of an intense and high-level political dialogue in the EU. In partnership with Italy and France, Germany is taking special responsibility for the implementation of this migration partnership. The EU's involvement is supplemented by the bilateral measures which include, for example, the financing and implementation of the European Union Capacity Building Mission (EUCAP) Sahel Niger or of crisis prevention measures from the coffers of the EU-Africa Trust Fund.



With its Global Strategy of 2016, the European Union formulated a new strategy with regard to foreign affairs and security. The Global Strategy defines the principles, priorities and instruments of European foreign policy. In addition to its extensive statements on security and defence policy, the Global Strategy aims at a holistic, value-oriented approach encompassing all dimensions of action in the field of foreign policy, including trade, climate, research and development policy. It thereby outlines the framework for civilian peacebuilding at the European level. The Global Strategy lists prevention, security and stabilisation, conflict resolution, and the promotion of a peacetime economy as the key elements to successfully handle crises and conflicts. The Global Strategy expressly refers to the 2030 Agenda as an important frame of reference for sustainable development. The further development of a Common Security and Defence Policy (CSDP) is listed among the Global Strategy's core concerns. The CSDP includes the progressive framing of the Union's common defence policy,

which is intended to lead to a common defence. Germany has also set itself the objective of creating a common European Security and Defence Union. According to the Global Strategy, human security should be promoted by an “integrated approach”. In future, not only should all instruments deployed be better coordinated, but crisis engagement should also be applied throughout all phases of a conflict. On top of that, the European Union wants to become involved all the way from the local level to the global level and aims to address all parties involved in a conflict.

The Global Strategy underlines the significance attached to prevention and aims to significantly increase all efforts in this area. The European Union is called upon to increase its activities in crisis early warning, preventive diplomacy and mediation as well as to develop a political culture liable to counter the risk of violent conflicts at an early stage.

With the Global Strategy, the EU intends to acquire the tools for responding to crisis rapidly, responsibly and decisively. The stabilisation measures purport to enable legitimate institutions to provide social services and contributions to security quickly for local populations. The idea is to reduce the risk of these populations sliding back into a conflict; to enable refugees to return to their homeland; and to enable them to resume a secure life. In the long term, the various European Union instruments should promote a sustainable functioning statehood and enable viable economic development.

The Global Strategy simultaneously defines the crucial cornerstones and principles of a security and defence policy which will be strengthened in future. This means that European security and defence policy will be organised and financed even more efficiently. Capabilities will increasingly be provided as a joint effort.

The Federal Government of Germany recognised the need for an integrated and comprehensive approach to tackling the complex causes and drivers of conflict as early as 2004, and, by adopting the **Action Plan “Civil Crisis Prevention, Conflict Resolution and Peacebuilding”**, ushered in a paradigm shift reflecting an interministerial policy for fragile and conflict-affected areas that enjoys broad social acceptance.

It was the interministerial **Guidelines for coherent policy in dealing with fragile states** which set the priorities for 2012 and which helped to establish new structures, such as the interministerial task forces for specific crises. With its second **National Action Plan for the Implementation of UN Security Council Resolution 1325** on Women, Peace and Security for the 2017–2020 timeframe, the Federal Government committed to taking specific measures to promote the increased participation of women in crisis prevention, conflict resolution and peacebuilding (e.g. in the capacity of mediators, representatives of local communities, or human rights defenders), to speak up for the protection of women and girls from violence in armed conflicts, and to work towards a gender-sensitive dealing with the past after violent conflicts. During the **World Humanitarian Summit** in Istanbul in 2016, Germany called for strengthening the linkages and synergies between humanitarian approaches and approaches related to development policy (*New Way of Working*) and for the use of more flexible financing mechanisms.



As a consequence of the **Review2014** process, the Federal Foreign Office has pooled its approaches and tools regarding crisis prevention, stabilisation, peacebuilding and humanitarian assistance in a new department. The German Federal Ministry for Economic Cooperation and Development (BMZ) has concentrated and expanded its tools relevant to crisis and conflict in thematic initiatives. It has also further developed and improved the principles for working in fragile contexts (most recently in the “Development for Peace and Security” sectoral strategy of 2013), and has fine-tuned its transitional development assistance as a crisis instrument. With its White Paper on Security Policy and the Future of the German Armed Forces (*Bundeswehr*), the Federal Government updated its position and course for Germany’s security policy in 2016 (see box on page 40). Advancing the comprehensive approach, as envisaged therein, aims to ensure preventive and coherent governance via interministerial formats. A comprehensive description of how development policy can serve as a future-orientated peace policy can be found in the Federal Government’s Development Policy Report of 2017 (see box on page 41).

In response to changing threats to freedom and security from cyberspace, the Federal Government adopted the new **Cyber Security Strategy** for Germany in 2016. It serves as the overarching strategy for all of the Federal Government’s ongoing and forthcoming activities in the field of cyber security. The approximately 30 strategic measures and objectives concern, inter alia, the cyber security of citizens, the economy, public cyber security architecture and cyber foreign policy. The interministerial priority areas of security policy focus primarily on the civilian sector while simultaneously taking into account the aspect of defence. For this reason, the Federal Ministry of Defence (BMVg) has developed a Cyber Defence Strategy Guideline, created structures for pooling and strengthening its cyber expertise, and established a cyber command.

THE FEDERAL GOVERNMENT WHITE PAPER ON SECURITY POLICY AND THE FUTURE OF THE GERMAN ARMED FORCES (*BUNDESWEHR*) (2016)

The White Paper of 2016 is a response to the fundamental changes in the security environment and at the same time reflects the change in Germany's identity and its ambition to play an active and substantial role in shaping international security policy. It is the key German policy document on security policy for shaping the decisions and actions of our country pertaining to security policy.

On the basis of our commitment to play a part in policy-making, our possibilities, interests and values, and an analysis of the security environment, the White Paper defines Germany's strategic priorities:

1. Guaranteeing security precautions that are in the overall interest of the state;
2. Strengthening the cohesion of NATO and the European Union and their (joint) capacity to act;
3. Unhindered use of information and communication systems, supply lines, transportation and trade routes, as well as the secure supply of raw materials and energy;
4. Early recognition, prevention and containment of crises and conflicts;
5. Commitment to a rules-based international order, also by enhancing our commitment as part of the United Nations and their peacekeeping efforts.

In the second part of the White Paper, the Federal Government provides a framework for further developing the German Armed Forces (*Bundeswehr*) as an instrument of a comprehensive approach. Against the backdrop of a volatile, unpredictable and complex security environment, the *Bundeswehr* requires a broad spectrum of capabilities in order to accomplish its mission – from national and collective defence to homeland security all the way to international crisis management, and the enhancing and enabling of partners. The White Paper also aims at realigning the task spectrum and resources of the *Bundeswehr* to meet the challenges, and to make it adaptable and flexible.

DEVELOPMENT POLICY AS FUTURE-ORIENTED PEACE POLICY: THE GERMAN GOVERNMENT'S 15TH DEVELOPMENT POLICY REPORT (2017)

Every four years, the Federal Government of Germany prepares a comprehensive report on development policy. In addition to summarising the past legislative period, the 15th Development Policy Report, ratified by the Federal Cabinet in April 2017, for the first time also provides an extensive forecast of the global challenges ahead and the future priority areas of development policy.

In the light of the 2030 Agenda for Sustainable Development, the first part of the report defines five roadmaps for a modern development policy fit for the future:

- A world without poverty and hunger is possible;
- The new global imperative: combating climate change, keeping within planetary boundaries;
- Promoting development opportunities, mitigating the causes of displacement, safeguarding peace;
- Creating a fairer world economy;
- Global partnerships for the 2030 Agenda.

The second part of the report provides an account of the most important development policy measures taken and the results achieved during the 2013–2017 period. For example, the Federal Government has already put critical reforms and initiatives in motion in recent years to actively shape the implementation of the 2030 Agenda: at the national level by way of the German Sustainable Development Strategy adopted in January 2017 and through direct collaboration with partner countries, and also at the international level. The success of Germany's development policy is based above all on close collaboration with partner governments, as well as with civil society, administration, academia and business.

2.

The vision
statement of
the Federal
Government
of Germany





2. The vision statement of the Federal Government of Germany

Having emerged from the ashes of two world wars and the Shoah, that ultimate betrayal of all civilised values, the Federal Republic of Germany has dedicated itself to the cause of peace. What it means to fulfil this mission for peace laid down in the Basic Law, Germany's constitution, in these times of countless crises, new geopolitical lines of conflict and the increasing challenge of global and regional governance structures **is to take on more international responsibility for peace, freedom, development and security**. Germany is the most populous member state in the European Union and is characterised by a high level of political stability and an active civil society. Germany is well connected and integrated in various ways and at all levels within the international community, and is highly regarded as a reliable partner in many parts of the world. Germany's prosperity is based not least on the internationalisation of the German economy. That is why the consequences of crisis and conflict – particularly those close to Europe – affect us directly. Through crisis prevention, conflict resolution and peacebuilding, the Federal Government is fulfilling its responsibility to protect the security and welfare of Germany and its citizens.

“

Germany's ability to play an enhanced global role is predicated not only on its considerable economic strength and record as a major contributor to international development cooperation, but also on its tragic past.” Simon Adams, *Global Centre for the Responsibility to Protect*

The vision statement lays down the guiding principles for the Federal Government to shape its actions and instruments as well as appropriate structures and partnerships for peacebuilding.

2.1. Why we take action: Responsibility for peace, freedom, development and security

2.1.1. Germany's commitment to fundamental values in its engagement

Peace begins with the absence of organised, physical use of violence. For peace to be sustainable, however, it takes additional elements such as political and social participation, the rule of law, and respecting, protecting and fulfilling human rights. Sustainable peace will prevail wherever people are respected in their inalienable rights, irrespective of their origins and life circumstances, and where they have the freedom to shape their own lives.

The key principles of Germany's free and democratic order – human dignity, civil liberties, democracy, rule of law, the separation of powers and social responsibility for each other – also form the basis for our engagement in crises and conflicts, and the promotion of peace. This engagement is based on a solid bedrock of values:

- **German foreign, security and development policies pursue the vision of positive, sustainable peace** as expressed in the United Nations' 2030 Agenda for Sustainable Development. It is this kind of peace that allows a life in dignity, and sustainable development. Only where peace prevails and where people can live on an equal footing and in a secure environment will they be able to realise their potential to the fullest. Peace is a catalyst for free and unrestricted thinking, political participation, cultural creativity, economic growth, social justice and ecologically responsible action. This applies in the reverse as well: there can be no lasting peace without sustainable development. This peace must be protected both at home and abroad. We understand peace as the most valuable asset of international relations and believe in the general ban on violence enshrined in the UN Charter as the inalienable foundation of any international order.

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Preamble

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WE THE PEOPLES OF THE UNITED NATIONS

determined to save succeeding generations from the scourge of war, which twice in our lifetime has brought untold sorrow to mankind, and

to reaffirm faith in fundamental human rights, in the dignity and value of the human person, in the equal rights of men and women and of nations large and small, and

to establish conditions under which justice and respect for the obligations arising from treaties and other sources of international law can be maintained, and

to promote social progress and better standards of life in larger freedom,

and for these ends

to practice tolerance and live together in peace with one another as good neighbors, and

to unite our strength to maintain international peace and security, and

by the acceptance of principles and the institution of methods, to ensure that armed force shall not be used, save in the common interest, and

to promote the employment of international machinery for the promotion of economic and social advancement of all peoples,

have resolved to combine our efforts to accomplish these aims.

Accordingly, our respective governments, through representatives assembled in the City of San Francisco, who have exhibited their full powers found to be in good and due form, have agreed to the present Charter of the United Nations and do hereby establish an international organization to be known as the United Nations.

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- The **universal and indivisible human rights** not only serve to protect the individual from arbitrary government action, they are also prerequisite for the long-term stability of public and social orders. The respect, protection and fulfilling of civil, political, economic, social and cultural human rights is the interdisciplinary task of German policy. The dignity of each individual, gender mainstreaming and gender equality, non-discrimination and human security are at the core of its action. In armed conflicts, Germany defends the **unconditional respect and enforcement of international humanitarian law**.
- **Legitimate and effective political orders** protecting against arbitrary government action, respecting human rights, and ensuring the participation in and pluralism and transparency of political action are the best institutional guarantee for peaceful, just and inclusive societies as well as for sustainable development.
- **Social cohesion and the sustainable use** of our natural resources are indispensable for peaceful social development.
- A **united Europe based on shared values and beliefs and served by strong institutions** guarantees peace on our continent. That is why Germany's rootedness in the European Union is a central point of reference for German policy.
- **Germany has accepted the unique responsibility arising from its history**. The avoidance of war and violence in international relations, the prevention of genocide and severe violations of human rights, and the defence of endangered minorities and the victims of oppression and persecution are integral to Germany's reason of state.

These values are the moral compass which guides us: it is these values by which we align our actions for the prevention of crises, the resolution of conflicts and the promotion of peace – even in places where the full realisation of these values is thwarted by circumstances or where a gradual approach is required.



Peace goes beyond the mere absence of armed conflicts and means the elimination of direct, political, structural, economic or cultural violence. This in turn implies that the economic, social and cultural needs of all people are met, that all human rights are respected, and that dignity of all people is accepted as the supreme objective of all governance.” Stefan Liebich, Member of the German Bundestag (MdB),

DIE LINKE Parliamentary Group

2.1.2. Germany’s interest in sustainable and stable peace orders

The Federal Government’s commitment to peace makes an important contribution to protecting Germany’s strategic interests, as most recently formulated in the Federal Government’s White Paper of 2016 on Security Policy and the Future of the German Armed Forces (*Bundeswehr*). This applies above all to:

- **the protection of the citizens, and the preservation of the sovereignty and territorial integrity of Germany and its allies.** More often than not, radicalisation and terrorism are the negative side effects of state failure, state disintegration and violent conflicts. They can pose a direct threat to Germany’s security. This threat scenario requires the protection and **defence of our open societies** against threats such as terrorism, hybrid dangers and inhuman ideologies.
- **the protection of our citizens’ prosperity by preserving a free and socially responsible global economy.** Peace is a basic prerequisite for free and fair market access, for investment opportunities, and for the security and safety of international trade and transport routes.
- **the maintenance and active contribution to shaping a rules-based order.** This includes first and foremost **the respect and enforcement of international law**, and, where necessary, the evolution of its standards as an indispensable set of rules for shaping peaceful relations between the states. Germany is focused on strengthening multilateral institutions as a viable tool for the prevention and resolution of international conflicts, the protection of global public assets, and the regulation of cross-border exchange.

- **the reduction of irregular migration and disorderly refugee movements, and the facilitation of regular migration.** Germany acknowledges its responsibility for people fleeing persecution. It offers protection to those who are being displaced, especially as a result of armed conflict in their country of origin. At the same time, Germany is committed to mitigating the root causes of displacement in countries of origin and transit countries, to assisting host countries in their care of refugees, and to generally contributing to the creation of new life prospects in those countries. Germany is likewise committed to emphasising and realising the advantages of regular migration.
- **arms control, disarmament and non-proliferation.** The instruments of arms control and confidence building serve to prevent the destabilising development and activities of armed forces while promoting stability and security at the regional and global level.
- **the protection of the natural resources necessary for human coexistence,** to preserve decent prospects for future generations. This requires resolute and responsible action against the manifold threats to the environment and the climate, and against other hazards generated by humans (e.g. chemical, biological, radiological and nuclear hazardous substances).
- **reliability within the collective security systems at the level of the United Nations, the European Union, the Organisation for Security and Cooperation in Europe (OSCE), and NATO.** Our interests remain closely intertwined with those of our allies and partners. Proceeding from the secure foundation of shared values, Germany remains committed to solidarity among the allies and will support them in tackling the challenges they are facing. This requires the fair sharing of burdens within the Alliance and beyond.

2.2. How we take action: With prudence and a view to sustainability

The values and interests of our engagement do not per se result in a coherent strategy and may sometimes lead to **conflicting objectives and practical dilemmas**. What compromises can we accept in order to prevent escalation? How best to harmonise short-term stabilisation requirements at the end of a violent conflict with the goal of long-term social transformation for the promotion of peace? What circumstances will allow us to support effective non-governmental actors in the provision of essential public services without undermining the goal of strengthening state structures? It is these issues, and many others alike, which necessitate prudent action oriented towards sustainability. We need to define coordinated objectives specifically for each region and country. The following principles of action may serve as guidance in the case of conflicting objectives:

2.2.1. Respecting, protecting and fulfilling human rights



Effective crisis management is not for those who prefer quick and easy fixes, but for those who recognise the potential of a human rights-based approach and who are willing to face up to its challenges.” Beate Rudolf, German Institute for Human Rights

Lasting peace can only be ensured where universal human rights are respected. The Federal Government’s policy **is dedicated to a specific commitment:** to protect people from the violation of their rights and fundamental freedoms, and to create sustainable conditions where oppression, arbitrariness and commercial exploitation do not stand a chance. Wherever Germany is engaged in crisis prevention, conflict resolution and peacebuilding, the protection of human rights is of central importance. The support and protection of **human rights defenders** is an integral element of that policy.

THE PRINCIPLE OF RESPONSIBILITY TO PROTECT

The Federal Government of Germany is committed to the **principle of Responsibility to Protect (R2P)**, as formalised in the World Summit Outcome adopted by the United Nations General Assembly of 2005. This principle sets out the political responsibility of each state to protect its citizens from mass atrocities (genocide, ethnic cleansing, war crimes and crimes against humanity).

The Federal Government understands the Responsibility to Protect as a holistic concept whose three pillars receive an equal amount of attention:

- The state's responsibility to protect its own population;
- The international community's responsibility to support weak states in the protection of their own populations;
- The international community's responsibility to quick and vigorous intervention in line with the Charter of the United Nations whenever a state is unable or unwilling to protect its own population.

The Federal Government supports the further development of civilian approaches as part of the R2P concept, and the reform of the UN architecture to promote peacebuilding, as called for by the *High-Level Independent Panel on United Nations Peace Operations*. In particular, it promotes *civilian peacekeeping* as a tried and tested method for protecting people from violence and the severe violation of human rights.

2.2.2. Taking context-specific, inclusive and long-term action

“

It will be necessary to be open to local political and cultural circumstances. This calls not only for sound knowledge of the local situation, but also for the necessary degree of flexibility in drafting the mandates.” Franziska Brantner, Member of the German

Bundestag (MdB), Bündnis 90/Die Grünen Parliamentary Group

Through its contributions towards the prevention and resolution of crises and the promotion of peace, Germany supports societies on their long-term and self-determined paths of development. We embrace the establishment of legitimate statehood for the realisation of human rights, the rule of law, equal social, cultural and political participation of all citizens, gender equality, and social cohesion, while abiding by the principles of **good governance**.

We are guided by the fundamental concept of local ownership. **After all, political order requires acceptance by the respective population.** For medium to long-term stability, political order needs to be based on the local concepts of legitimacy, with the local actors being prepared to assume responsibility for local developments. That is why all measures of crisis prevention, conflict resolution and peacebuilding require an individual strategy for every country and every region. There are no standard solutions. This is why all our actions must be guided by specific **conflict and context analyses**. It is imperative, for political processes as well as for conflict resolution measures, to reconnect with the traditions and institutions allowing participation on the one hand, and to involve the different social groups on the other. This is what the international principle of local ownership is all about. We therefore carefully assess the ideas, prospects and needs of the people in societies affected by conflict.

Legitimacy means the acceptance of an authority as rightful. The analysis of fragility is based on an empirical understanding of legitimacy. Accordingly, a political order will be deemed legitimate if it is accepted by the vast majority of the respective population, which recognises it as rightful and which believes in it as the implementer of its values. In its selection of partners, and in its support of political orders for peacebuilding, the Federal Government is guided by the values and principles of this vision statement.

Social transformation will take generations to accomplish, and every transformation process includes the possibility of setbacks. That is why peacebuilding must follow a long-term approach. Acute conflicts may require initial stabilisation measures to first address the containment of violence and to ensure a minimum level of human security. To achieve this, we sometimes have to resort to the assistance of effective non-governmental partners that will assume local responsibility for the common good and whose actions are perceived as legitimate by the population. Likewise, some circumstances may compel us to temporarily accept political orders which are not entirely compatible with our own values. To avoid jeopardising our long-term goals of strengthening legitimate statehood, and to create a space for transformation processes, it



is particularly important to carefully weigh the risks and consequences of collaboration with non-governmental, former protagonists of violence. At the same time, we have the opportunity to support those actors who are open to change – notably civil-society actors – in laying the foundations for the long-term development of society. For comprehensive and effective assistance of social transformation processes, it is necessary to coordinate and synchronise the short, medium, and long-term support measures, and to take the transitions between those measures into account.



GERMANY'S INVOLVEMENT IN PRACTICE: MALI

In 2012, Mali was devastated by a separatist uprising of Tuareg groups, the occupation of large areas of the North by Islamists, and a military coup. In 2013, the United Nations Security Council launched the MINUSMA “Blue Helmet” mission (*Mission multidimensionnelle intégrée des Nations-Unies pour la stabilisation au Mali*) to secure a ceasefire agreement and to stabilise the country. MINUSMA’s mandate was extended for the purpose of implementing the 2015 peace treaty. The international community is supporting the Malian Government in implementing the peace treaty and restoring governmental control over the north of the country.

Since 2013, the *Bundeswehr* and the police forces of the Federal Government and the *Länder* have also been involved in MINUSMA. In early 2017, up to 1000 German service members and up to 20 German police officers were deployed in Mali. The *Bundeswehr* is providing important key competencies for the mission such as land-based and aerial reconnaissance, assistance with aerial means, and air logistic support operations. Apart from that, Germany has been deploying a specialised training team to the national police academy in Bamako since late 2015, as the police component of the mission, for training

Malian police officers in criminology and border management. As part of the EU's Common Security and Defence Policy (CSDP), Germany is also involved in the European Union Training Mission (EUTM) and the Mission EUCAP Sahel Mali. Numerous projects for building up the capacity of the Malian security forces have been financed and implemented through the "enable and enhance" initiative of the Federal Government.

Accompanying its involvement for these missions, the Federal Government, via the *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ), is supporting the peace and stabilisation process by providing professional and financial assistance to the *Ministère de la Réconciliation*, the *Haut-représentant*, and the *Commission de la vérité et de la réconciliation* (CVR). In pursuit of an inclusive reconciliation process, participative dialogs for the resolution of conflict issues are conducted in all regions of Mali. In addition, the Federal Government is actively accompanying a constitutional reform aimed at making the reconciliation of interests between all sections of the population more inclusive. The implementation of civilian stabilisation projects in collaboration with the regional planning administrations serves to bolster the political process by allowing the population, notably in Northern and Eastern Mali, to experience a "peace dividend".

Decentralisation, good governance, agriculture, and the development of water supply and sewage structures are at the heart of the long-term development cooperation strategy. Decentralisation is enshrined in the peace treaty and is considered a key political reform for making progress in the eradication of poverty and fostering the peace process. The point of promoting productive and sustainable agriculture and a water supply and sewage infrastructure is to help improve the living conditions of the Malian people; another point is to enable the active involvement of women and girls. Although Mali does have significant mineral deposits, it is imperative to develop the mining sector in a manner which will allow the population to benefit from the proceeds. In their entirety, all of the Federal Government's measures aim at helping all sections of the population to start believing in the peace in that they feel adequately represented by the state and its organs. This will strengthen the state's legitimacy in the long run while enhancing social cohesion.



It is usually possible to reach the low-hanging fruit in the contexts of crises in the short term (e.g. functioning primary care in refugee camps); and that is already accomplishing a lot. Nevertheless, we must not lose sight of the high-hanging fruit, such as the establishment of trusting relationships between state and society, or the creation of functioning rule-of-law mechanisms. Because it is precisely the high-hanging fruit that are important for preventing renewed outbreaks of violence.”

Tanja Gönner, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

2.2.3. Making risks transparent, acting in a coherent manner and observing due diligence

Anyone engaging in crises and conflicts is acting in a volatile environment that is likely to **increase the risks while making impact assessment difficult**. In these contexts, the governmental institutions are often weak or are actually exacerbating the conflicts; almost every actor has a history of conflict; the sudden switching of sides and changes in political and military constellations are a daily occurrence. That is why realism, pragmatism and flexibility are the name of the game in our crisis engagement: on our way towards realising our long-term goals, we have to proceed step by step, factor in setbacks and be prepared to make compromises. This requires a sound knowledge of regional and local situations, and the careful assessment of the possible consequences of our actions.

That is why we abide by **international quality standards** and by **tried and tested principles of action**, such as those established by the Organisation for Economic Cooperation and Development (OECD), when becoming involved in countries and regions affected by violence, conflicts and fragility. Our actions are notably guided by what is known as the Do-No-Harm principle. This is all about avoiding effects that unintentionally exacerbate conflict and about strengthening the peace-promoting effects of international support. We are acting in the keen awareness that every intervention within the context of conflicts will have significance for and effects on the people in the areas affected. This helps us to figure out what kind of involvement makes sense when and where. Acting in a context-sensitive manner also raises the acceptance and credibility of the work on the ground – and hence the efficacy and sustainability of the engagement.

Resolute engagement in a fragile and insecure environment must include the readiness to take risks and must at the same time strive to minimise them.

Failure to act in due time or failure to act with the utmost resolve often results in serious consequences. However, it is important for us to recognise that there can be no guarantee of success, given the ever-changing framework conditions of fragile contexts, and that the influencing powers of external actors are limited. Even if planned with all eventualities in mind, not all of our measures will turn out to be successful. We will, however, make every effort to anticipate, identify and control the risks and effects of our actions better.

For our crisis engagement to be truly effective, however, we must not lose sight of its **reciprocal effects on other policy areas**. As the Federal Government, we are actively involved in shaping a global policy aimed at sustainably preventing future conflicts. This also applies to the shaping of global economic, finance and trade policy. We support global disarmament and arms control. As a trailblazer in global policy seeking to mitigate climate change and protect vital natural resources, we are also making every effort to reduce conflict-exacerbating factors.

2.2.4. Primacy of politics and the priority of prevention

Germany's involvement in crises and conflicts respects the **primacy of politics and the priority of prevention**. For this the Federal Government uses an extensive toolkit of civilian measures. When cooperating in the field of security sector reforms, these instruments are further complemented by training and advisory measures of the armed forces.

Only political solutions have the leverage to ensure lasting and viable peace.

The Federal Government will therefore embed its crisis prevention, conflict resolution and peacebuilding measures in political strategies which are context-specific, conflict-sensitive and internationally compatible.

Averting a crisis at an early stage and preventing violent escalations avoids human suffering whilst being more effective and less costly than acute crisis response. We will therefore step up our **efforts in early warning and crisis prevention**, enhance the tools available to us, and work on exerting our influence at all levels. However, it would certainly have been unrealistic to presume that crisis prevention would work in every case. That is why we will have to contin-

ue our crisis involvement in acute crises in the future. Wherever possible, we will **give priority to civilian conflict resolution measures**, including the development of civilian police structures.

Some conflicts, however, necessitate more extensive steps by the international community in order to avert threats to peace and security or to prevent mass crimes against humanity and genocide. The **use of military force permissible under international law remains a last resort for German policy** and must at all times be part of a comprehensive, integrated policy approach. Foreign deployments of the *Bundeswehr* are subject to prior parliamentary approval and require the constitutive consent of the German *Bundestag*.

2.3. With whom and where we take action: Strengthening partnerships for peace

2.3.1. European and international partners

Peace takes a collective effort. That is why all our actions are closely coordinated with our partners in the international community. We take into account their abilities when planning our actions, and we dedicate our contributions to the common cause. The large number of conflicts all over the world requires even greater international division of labour and coordination, to which we will dedicate our utmost efforts. Our ambition is to strengthen existing structures for peace while building new bilateral and multilateral partnerships. All of these efforts are guided by our values- and interest-driven commitment to the United Nations, the European Union, and the collective and regional capacities of OSCE and NATO.

2.3.2. Interministerial approach to joint action

“*We rely on the close collaboration of civilian and military actors. For Germany’s support [of] reforms to be effective and successful, Germany’s civilian, police and military contributions have to be well coordinated.*” Roderich Kiesewetter,
Member of the German *Bundestag*(MdB), CDU/CSU Parliamentary Group

The Federal Government's involvement in crises and conflicts is an interministerial task requiring a comprehensive approach – an approach which takes more than the concerted efforts of foreign, development and security policy. The internationally aligned contributions from justice, education, environmental, healthcare, social, migration, cultural, economic, food, gender equality and trade policy are equally important. We believe in our commitment to the interministerial approach. We have devoted ourselves to fine-tuning the mechanisms of interministerial coordination on the basis of these Guidelines. We are motivated by our belief that joint action will make us faster, more strategic, and better coordinated for addressing the issues of crisis prevention, conflict resolution and peacebuilding. We are also working on strengthening our cooperation with the German *Bundestag* for the political and diplomatic resolution of conflicts. We appreciate and praise the work of our governmental implementing and intermediary organisations, as well as our other implementation partners and of the German, international and national staff implementing our crisis involvement locally. These Guidelines carefully assess the framework conditions of local crisis involvement while initiating processes for their improvement.

2.3.3. Non-governmental partners



Empowered and networked civil societies in the North and South play a fundamental role for peace and human rights. It is therefore imperative to promote opportunities for dialogue between and coordination of civil society, religious communities, the state and the business sector – both in Germany and in the partner countries.” Jürgen Deile, Civil Peace Service Group

Germany has a wide and multi-faceted network of non-governmental organisations working for peace which closely coordinate their efforts with the Federal Government in various structures. It is these organisations which are promoting and pooling the contributions from civil society, education and science, foundations, churches and other religious communities. In societies affected by conflict, we go beyond strengthening legitimate state structures and are also working with civil society partners who are anchored in society and committed to working for peace. While appreciating the contributions by



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these actors, we want to make them even stronger for the future and involve them even more in the practice of peacebuilding, albeit without abolishing the different social roles. We also want to strengthen our collaboration with the business sector as a critical non-governmental partner. At the same time, we are raising our non-governmental partners' awareness for their due diligence in fragile and conflict-affected states.

NATIONAL ACTION PLAN FOR BUSINESS AND HUMAN RIGHTS

In June 2011, the United Nations Human Rights Council unanimously adopted the **UN Guiding Principles for Business and Human Rights**. Based on three pillars (Protect, Respect and Remedy), the 31 principles emphasise the fact that the protection of human rights is the primary responsibility of the state. At the same time, business enterprises are called on to ensure that their actions and business relations will not have a negative impact on human rights. The Guiding Principles attach prominent significance to supporting enterprises in their protection of human rights in areas affected by conflicts (Guiding Principle 7). The risk of major human rights violations in these areas is particularly high due to the often complete absence of state structures.

In 2016, the Federal Government adopted the National Action Plan for Business and Human Rights (NAP) in an effort to implement the Guiding Principles. The NAP's key elements are:

- The Federal Government's **clear expectations** about the Human Rights Due Diligence of business enterprises, and a clear set of targets for the implementation thereof;
- the special **responsibility of the state** regarding public corporations, public procurement, and foreign trade promotion;
- **active implementation monitoring** with the aid of annual inventorying from 2018, which will lead to a first assessment in 2020 and – depending on the results – to possible subsequent steps.

2.3.4. Making peace processes more inclusive



Nowhere in the world is it possible to resolve conflicts and restore the peace if half of the population is being disregarded.”

Sonja Schiffers and Vera Lamprecht, Polis180

All too often, the role of women in conflicts and peace processes is perceived as one-dimensional – as the role of victims – while women’s importance and potential remain ignored and unused. However, this means that we are cutting ourselves short, because women have an important function in peacebuilding, reconstruction and the transformation of societies after a conflict and in establishing security and stability. That is why the implementation of the Federal Government’s second National Action Plan for the realisation of UN Security Council Resolution 1325 is an important and challenging crosscutting task. The key objective is to increase the involvement of women as a means to prevent crises and armed conflicts from developing in the first place, or to prevent conflicts from flaring up again after they have ended. To the Federal Government, systematic inclusion of a gender perspective is paramount. Our aim is to promote the potential of young people, people with disabilities, and minorities more strongly in the spirit of inclusive peace processes.

2.3.5. Setting priorities

Germany is committed to promoting peace all over the world. Nevertheless, due to its limited resources, the Federal Republic of Germany needs to set priorities based on our values and interests. The immediate threat to peace and security, the involvement of Germany and Europe, the expectation for Germany to act, and our ability to create local added value are important criteria for setting strategic geographical and content priorities.

2.4. How we improve: Identifying capability gaps and learning from past experience

Crisis engagement in fragile contexts is fraught with risks. It is therefore important, in addition to careful, conflict-sensitive planning, to be **ready and willing to learn from past experience and mistakes**. This is the only way to minimise risks and to change the course of ongoing measures if necessary. In addition, we will regularly check our toolkit for capability shortfalls, develop and strengthen our partnerships, expand our capacities for monitoring and evaluation, and analyse and evaluate our interministerial actions at reasonable intervals. With the German *Bundestag*, our international partners, civil society and science we will maintain an open and cooperative dialogue on the principles and effects of our political action in fragile and conflict-ridden contexts.

3.

Goals, approaches
and instruments of
peacebuilding





3. Goals, approaches and instruments of peacebuilding

For its peacebuilding efforts, the Federal Government has a broad range of policy instruments at its disposal. This “toolkit” includes bilateral measures of foreign, development, security and defence policy, as well as the corresponding European and multilateral mechanisms. To achieve our shared goals, we have opted to further enhance the coherence and interconnectedness of our measures by linking short- and long-term approaches, strengthening cross-sectoral action and aligning ourselves with internationally coordinated political strategies.

In addition to its multi-faceted approaches at the country level, the Federal Government works to strengthen its partners’ structures in order to ensure that regional funds for crisis prevention, conflict resolution and peacebuilding are available, regardless of acute crisis situations. In addition to providing general organisational and management support to the institutions concerned (e.g. the AU), this also includes the establishment of continental and regional early warning systems or mediation units, as well as the training of civilian and military staff for peacekeeping missions.

The basis of all the work in the partner countries is the careful analysis of the given context, the causes and courses of the conflict and its actors. This requires regular assessment and adjustment. In these cases, particular account must be taken of the reciprocal effects between the conflict context and any ongoing interventions and/or international programmes.

3.1. Key conflict dynamics and strategic approaches

Every conflict has different causes, different dynamics and a specific course. However, for reasons of simplification and schematic representation, a distinction can be made between **three phases**:



- **Latent conflict:** The situation is volatile, and there is a distinct crisis potential – for example due to sharp social and political inequality or due to the lack of capacities to deliver basic services – but the situation has not (yet) escalated into violence. **Crisis prevention** addresses the structural political and social causes and drivers of conflicts while attempting to prevent escalation and outbreaks of violence and making long-term contributions to peaceful coexistence. Different approaches and instruments will be required, depending on the degree of fragility (see box on page 21): in states with low-performing governmental institutions (“**weak** states”), what is required above all are medium- and long-term institution-building and capacity-building measures, e.g. within the governance system. These approaches can help to improve the living conditions of the population, consolidate the legitimacy of the state, and strengthen its capacities. In states challenged by non-governmental protagonists of violence (e.g. local militias, terrorism, drug cartels) (“**challenged states**”), it is vital to protect the population from violence, to enhance the legitimate exercise of the government’s monopoly on the use of force – whilst upholding human rights standards –, and to open up alterna-

tive perspectives for the followers of conflict actors. Repressive regimes not readily accepted by the population (“**illegitimate states**”) frequently appear more stable than they actually are. A deterioration in the availability of basic supplies or external crises may quickly lead to escalating violence and civil war in these cases. To prevent this from happening, it is particularly important to make resolute use of ways to exercise political influence, to offer incentives for reforms, to create the prerequisites for constructive relations between the state and society, for dialogue and political participation, and in exceptional cases to also consider restrictive measures such as sanctions.



The Federal Government needs to further expand its comprehensive approach to action. It is important to use the long-standing know-how gained from development cooperation during all phases of a conflict.” Dagmar Wöhrl,

Member of the, German Bundestag, CDU/CSU Parliamentary Group

- **Violent conflict:** Existing conflicts have escalated and turned violent. In “**failing**” or “**dysfunctional**” states, the population’s security is threatened by a variety of governmental and non-governmental actors. In **conflict resolution** – in addition to providing humanitarian assistance to ease human suffering – the search for political solutions to end the violence, and the negotiation of sustainable peace solutions through active crisis diplomacy, mediation, and the support of negotiating processes are of paramount importance (see box on page 77). Stabilisation measures (see box on page 69) serve to bolster these political processes by allowing people locally to experience a “peace dividend”. It is highly advisable even during this phase to support the governmental and non-governmental actors who are working to overcome social divides and to achieve long-term transformation all the way to an inclusive political order. During this phase, Transitional Development Assistance (see box on page 70) provides the foundation for long-term development approaches. Violent conflicts frequently necessitate broad-based, well-coordinated international engagement, also in the form of multilateral peace missions, and the more long-term establishment of inclusive political institutions. It is never too early to start supporting the societal transformation processes which can help consolidate an initially fragile peace while promoting a country’s sustainable development.

STABILISATION

The stabilisation of countries and regions is one of the Federal Government's approaches to handling violent conflicts. With its stabilisation measures, the Federal Government supports political processes of conflict resolution, while providing an incentive for parties to cease engagement in armed conflict. This is an important contribution towards containing violence in conflicts and reducing displacement while providing an impetus for initial reconciliation efforts. Stabilisation measures may also serve to consolidate legitimate political authorities by supporting them in their efforts to offer the population a more persuasive and inclusive vision which is more attractive than competing models of exercising political power.

Stabilisation measures specifically serve to create a secure environment, to improve living conditions in the short term, and to offer alternatives to economies of war and violence. This requires a comprehensive approach: depending on the requirements in the individual case, this approach requires the flexible and coordinated use of diplomatic, development-policy and security-policy measures. Certain circumstances may also require the use of military measures in order to contain violence and to restore a secure environment which is the basic prerequisite for political processes.

The Federal Government is making sure that its stabilisation measures are compatible with the more long-term support of structural and social processes of change aimed at creating sustainable prospects for people's lives and future in states and regions affected by crisis and conflict.

- **Post-conflict situations:** Armed hostilities have ceased, ceasefire agreements have been concluded, and a more long term reconstruction and reconciliation process has been initiated. The transitions between acute conflict and post-conflict phase are usually fluid. The idea of **peacebuilding** measures is to prevent a crisis from flaring up again while contributing to permanent and sustainable peace. They resemble the approaches of crisis prevention in many ways; while addressing the causes and drivers of conflicts, they frequently also have to deal with the affected societies' prolonged experience of violence and the realities of post-conflict situations. Many times, a country's infrastructure is largely destroyed, state institutions are substantially weakened, and former conflict parties are faced with the task of initiating political reforms and implementing peace treaties under the auspices of unity governments. At the same time, large sections of the population have become victims of violence and displacement, confidence in the state's pro-

tective and regulatory functions is eroded, and society has become deeply fragmented. On the one hand, there may be greater willingness to compromise regarding structural reforms shortly after the end of a violent conflict. On the other hand, peaceful transformation of societies in post-war situations is time-consuming, complex and fraught with setbacks or new escalations of violence. That is why long-term strategic approaches are needed, as are trusting partnerships and the concerted efforts of the various governmental and social actors.

Resilience is the ability of people and institutions – whether individuals, households, local communities or states – to cope with acute shocks or chronic stress caused by volatile situations, crises, violent conflicts and extreme natural events, and to adapt and recover quickly without compromising their medium and long-term outlook on life.

However, the course of conflicts is rarely schematic. **Every crisis has a specific dynamic like no other.** The phases of conflict are not necessarily linear, but often overlap: while civil war is still being waged in one region, other regions of that same country may already have agreed on local ceasefires, and the rehabilitation of destroyed infrastructures and the return of refugees may already have started. Transitions are fluid, and the risk of a recurrence of the violent conflict is high. Any involvement in a crisis context needs to address these complex constellations and must be flexible enough to cope with changes and manage a variety of different local situations.

TRANSITIONAL DEVELOPMENT ASSISTANCE

Transitional Development Assistance is the Federal Government's flexible development-policy tool for resolving crises and building peace. It creates quickly effective and visible structures (e.g. with regard to food and nutrition security, income, infrastructure) for the people affected by crises and lays the foundations for long-term development approaches and sustainable crisis resolution strategies. In addition to stabilising, restoring and protecting people's livelihoods, the measures of Transitional Development Assistance are aimed at strengthening the resilience of individuals and society, thereby making an important contribution to **preventing** future crises. Guided by the principle of self-reliance, the establishment of local structures in the countries concerned is a key attribute of Transitional Development Assistance. Local partners are involved in the planning and decision-making processes right from the outset.



However, in addition to the instruments and peacebuilding approaches mentioned – depending on the specific context and potentially during all phases of the conflict –, what is equally essential is the **provision of humanitarian assistance**. It is the goal of humanitarian assistance to provide needs-oriented assistance to people in dire need or who are acutely at risk of suffering hardship due to crises, conflicts or natural disasters. Humanitarian assistance is strictly about allowing people to survive in dignity and security and to alleviate the suffering of those who are unable to overcome their acute hardship on their own. Humanitarian assistance can make it possible for people to remain in their home region and may contribute to their not being forced to embark on a hazardous flight across long distances. Proactive humanitarian assistance also includes humanitarian disaster preparedness.

Humanitarian assistance is an expression of moral responsibility and international solidarity, without pursuing any political, economic or other interest-driven goals. It is committed to the established international principles and fundamental tenets of humanity, neutrality, impartiality and independence. The unconditional respect of these principles and tenets is prerequisite for the work of humanitarian actors in the field, in a frequently difficult political environment with poor security. At the World Humanitarian Summit in 2016, the international community affirmed its commitment to future reforms of the humanitarian assistance system so as to prevent the emergence and aggravation of humanitarian crises, in conjunction with intensified development efforts and appropriate coordination, with a view to reducing the dependence on humanitarian assistance.



GERMANY'S INVOLVEMENT IN PRACTICE: UKRAINE

The Federal Government of Germany and its partners within the European Union responded to Russia's illegal annexation of Crimea in March 2014 and the destabilisation of Eastern Ukraine by pro-Russian and Russian-supported separatists with a two-pronged strategy combining openness to dialogue with pressure. For example, wide-ranging sanctions were gradually imposed on Russia, which continue to this day. Within the scope of the Normandy format, Germany in partnership with France, the Ukraine and Russia is pulling out all the stops to bring about a political resolution of the Ukraine conflict. Following intense diplomatic efforts at the highest political level, a ceasefire was agreed on 12 February 2015, at a summit in Minsk, albeit without achieving a sustained and complete cessation of hostilities to this day. Lifting of the sanctions against Russia is subject to the implementation of these agreements. A roadmap to end the conflict was likewise agreed: the "Package of Measures for the Implementation of the Minsk Agreements".

The Organisation for Security and Co-operation in Europe (OSCE) is playing a key role in the implementation of the Minsk agreements. The OSCE is chairing what is called the Trilateral Contact Group in Minsk which brings Russia, the Ukraine, and the separatists to the negotiating table. The Contact Group had agreed on an immediate ceasefire back in September 2014, which, however

remained shaky. It is actually the OSCE which is the most important instrument for monitoring the agreed ceasefire and the withdrawal of the heavy arms from the line of contact. Its mandate was decided by the 57 OSCE participating states and comprises all of Ukraine. Nevertheless, Russia is denying access to Crimea. The roughly 700 observers are stationed predominantly in Eastern Ukraine and are expected, by their presence, to reduce tensions and help build peace, stability, and security. Germany is providing both political and operative support to the mission by making available staff, equipment, and training.

The Ukraine conflict has turned 1.7 million people into internally displaced persons. In Eastern Ukraine, the Federal Government is therefore supporting the host communities in the provision of basic services while actively providing humanitarian assistance and capacity-building transitional development assistance to a significant extent.

In addition, the Federal Government is supporting the Ukraine bilaterally in the implementation of political reforms to advance the long-term establishment of a legitimate and efficient national order. For example, the Federal Government is promoting improving public finances as well as the decentralisation and modernisation of public administration. It is empowering the forces of reform in government and civil society in their fight against corruption through development activities with a focus on governance. Progress in this area includes the acceptance of the constitutional amendments necessary for judicial reform, the decreasing susceptibility to corruption of newly hired police officers, and the introduction of a transparent, internet-based tendering and procurement platform. In addition, the Federal Government has earmarked some EUR 3.2 million for promoting bilateral projects to strengthen civil society. As Germany's special financial contribution, the Federal Government has provided the Ukraine with a guarantee facility to the tune of EUR 500 million, notably as support for the reconstruction of Eastern Ukraine.



3.2. Fields of action, approaches and instruments

Peaceful, just and stable societies call for political orders which are accepted by the vast majority of the population, which allow all sectors of society to be heard and have a say, and which guarantee the peaceful coexistence of different ethnic groups and religions. In such societies, human security is guaranteed along with equal access to a legal system which ensures a fair balance of interests while protecting the rights of the population and guaranteeing legal certainty. Within a transparent legal framework, these kinds of political orders enable and encourage economic activity while protecting vital natural resources and preserving the mutual cohesion of social groups through appropriate forms of participation and mechanisms of social compensation. Effective, accountable and solidly financed governmental bureaucracies ensure the supply of basic services which benefit the entire population.

In **accordance with international principles of conflict resolution and peacebuilding** (Peace- and Statebuilding Goals, see Chapter 1), German engagement to promote peace in partner countries therefore addresses five complementary fields of action:

- legitimate politics;
- security;
- rule of law;
- economy and vital natural resources;
- government revenue and public services.

The Federal Government of Germany ensures that its instruments are tailored **specifically to the conflict context** in each case: a latent conflict requires different instruments from those required in a situation of unleashed violence; measures otherwise capable of making an important contribution to consolidating peace may actually have the effect of exacerbating conflict in an escalated crisis. That is why the approaches and instruments of crisis involvement must be constantly adapted to the changing situation and re-evaluated.

The approaches and instruments of peacebuilding pursued in these fields of action normally require **political back-up** to become fully effective. Particular importance is attached to political involvement in the case of a violent escalation. After all, as a general rule, violent conflicts can only be solved by political means. **Diplomatic negotiations** serve to flesh out mutually acceptable and hence workable solutions, to codify them in contracts and agreements, and to accompany their implementation. High-level **mediation efforts** can provide incentives for peaceful conflict resolution and raise the cost of violent conflict settling for the decision makers of the involved parties. Thanks to its international standing and its political and economic clout, Germany – in close coordination with its partners and notably in cooperation with the European Union – can in many cases play a constructive and mutually accepted role.

Panel 1

Status-neutral Mediation Approaches

How to involve non-recognised or disputed entities?
Kick-off examples from South Caucasus

responsible:
inmedic
Center for International Peace Operations
zif

Günther Bächler
I DISAGREE WITH:
"what we call 'mediation' is diplomacy"
We have a hybrid mandate not a mediation approach as such!
• All participants – NOT PARTIES
CHALLENGE: HOW TO BRING IT TO THE TABLE
NOT ON THE SAFE SIDE
AVOID ALL STATUS-RELATED ISSUES

Oliver Wolke
Cover the need with Bypass Structures
Status Question
IT DEPENDS ON THE POLITICAL WILL
Hear to focus ON THE BENEFITS FOR EVERYONE
Here are a MILLION ISSUES TO DISCUSS

Nina Tsikhistavi
Melt down frozen Conflict!
We are afraid of compromises and intransparency
NEED FOR DIALOGUE NOW!
EXPERT MEETINGS OF BOTH SIDES TO GIVE FUTURE RECOMMENDATIONS
QUESTION OF ATTITUDE, PERSONALITY AND SKILLS OF THE MEDIATOR
Many cases of putting activists in prison & some blame us for stop working!

Magdalena Grano
NOT EVEN A CONSENSUS
What kind of conflict do we have?
GREAT PRAGMATISM IS NEEDED!
NOW THERE IS GROWING UP A GENERATION THAT NEVER EXPERIENCED PEACE!
YOU CAN'T SOLVE CORE ISSUES BUT CERTAIN PARTICULAR ISSUES
MAYBE THERE IS A DANGER IN ESCALATING AS WELL!

Chair
Dirk Später
Sebastian Dworack

PEACE MEDIATION AND NEGOTIATION SUPPORT

The term peace mediation describes the mediation process between conflict parties in formal and informal negotiation processes. Mediation serves to prevent and manage domestic and international conflicts and is therefore at the heart of preventive policy. Mediation can be the first step towards establishing contact between the conflict parties, and can help every step of the way, from support of ceasefire negotiations all the way to the implementation of an agreement and the associated political reform processes. Mediation efforts are generally found to have greatly improved chances of success if women are equally involved, and if their concerns and interests are equally reflected in the mediation efforts.

It is the Federal Government's firm belief that mediation can help to bridge the often deep political and social rifts between conflict parties, and to develop a basis of mutual trust. It supports in particular the training of mediators (e.g. from regional organisations, ministries and civil society) and the local institutionalisation of mediation processes (e.g. in land rights issues). The Federal Government also supports the negotiating delegations of conflict parties, e.g. by providing "protected and confidential spaces" outside of the regular negotiation context, or by providing resources and institutional structures, but also by offering basic and further training programmes to strengthen the delegations' negotiating skills. In these endeavours, the Federal Government works in close collaboration with partner states experienced in mediation and with international organisations such as the United Nations, OSCE or AU, as well as with non-governmental organisations.

The Federal Government is firmly committed to further expanding its mediation capabilities and to intensifying its involvement in mediation processes in the future. This comprises the financial and conceptual support of mediation processes, as well as the long-term development of the UN's and other partners' mediation capacities, and may even involve direct participation in mediation processes. In this regard, the Federal Government's particular focus is on inclusive dialogue processes and the equal participation of women – on the negotiating end as much as on the mediating end.

3.2.1. Legitimate politics

This field of action is concerned with strengthening the legitimacy of the political system in the partner country while establishing mechanisms of non-violent conflict resolution. The aim of Germany's engagement is focused on the following important elements of **good governance**:

- **to build functioning, inclusive citizen-oriented government institutions and to develop inclusive and participative political processes at the national, regional, and local level;**
- **to strengthen civil society capacities**, e.g. by developing or fostering the involvement of civil society and by promoting constructive relations between the state and the population aimed at participation, transparency and accountability;
- **to initiate political reform processes** for conflict resolution, to enable peaceful negotiating of clashing interests while preventing the violent settlement of conflicts.

TRANSFORMATION PARTNERSHIPS

In response to the social upheavals which started in Tunisia in late 2010 and which swept across most of the Arabic region, Germany offered the countries of this region support in the implementation of political, economic and social reforms. Within the scope of what are known as transformation partnerships, valuable incentives were given to drive democracy, promotion of the rule of law, economy, education, gender equality and media in Tunisia, for example, where our support was most effective. Most recently, Iraq and Lebanon were also included in the partner community, as these countries offer many promising entry points. Collaboration with Egypt remains equally important, in spite of the shrinking spaces for civil society actors. It will be necessary for the instrument of transformation partnerships to adapt to the changed circumstances in the countries of North Africa and the Middle East (MENA) and to embark on a new course of action.

To achieve these goals, the Federal Government of Germany has at its disposal a range of approaches and instruments, including the following:

- In **National Dialogues**, societies, including marginalised populations, renegotiate the basics of their coexistence during a post-conflict phase. The purpose of these National Dialogues is to help develop, consolidate or restore the basic consensus necessary for a functioning political system. **Constitutional processes** can play a vital role by codifying the newly defined basic consensus and by establishing processes for day-to-day government business. The Federal Government supports the processes e.g. by providing advice and financial resources.



- **Strengthening capacities for non-violent conflict resolution:** governments and societies in violence-affected countries with frequently fragile state structures often lack the ability to manage conflicts and social problems without resorting to violence and to defuse tensions should the situation escalate. That is why the Federal Government makes a point of promoting locally recognised mechanisms and building capacities for non-violent conflict resolution (e.g. dialogue, mediation, negotiation, out-of-court settlement of disputes, and access to justice). In addition, it is fostering a culture of non-violent conflict management through the support of peace journalism and peace education.
- **Local peace infrastructures** (like peace committees, peacebuilding ministries or reconciliation commissions) can – notably in post-war societies – provide a sustainable base for incipient reconciliation processes and advance peaceful (political) conflict management processes. The Federal Government is

bolstering these institutions, e.g. by assisting with advice and equipment. In addition, civic capacities for peace are strengthened, e.g. by supporting local reconciliation initiatives and dialogue processes.



Local civil society actors normally have a unique expertise in and a more in-depth knowledge of the causes of conflict than external actors. In peace processes, they are key to ensuring that the population's interests and needs will be represented and communicated. A participant in the Workshop on

Local Civil Society held on 5 October 2016

- Identifying the *Agents of Change* in **civil society** and enhancing their contribution to constructive conflict resolution is a vital concern to the Federal Government. The Federal Government furthermore supports political foundations in Germany and their contribution to strengthening democracy and civil society in partner countries.
- In an effort to foster constructive cooperation between the state and the people, the Federal Government, apart from promoting an active civil society, also supports the **institutionalisation of participation processes** and strengthens the capacity of government authorities to engage with civil society involvement and integrate it in its policy. A consolidated legal and institutional framework is a prerequisite for a civil society's scope for action. At the same time, governmental agencies must be in a position to respond to active participation. Failure to engage with civil society will increase frustration while compromising the legitimacy of the state.
- **Strengthening sub-national governmental and administrative structures** is frequently an integral element of agreements to end crises and civil war. This can be an excellent way to give previously marginalised populations a say in the government and to improve the rendering of effective public services. This can help, especially at the local level, to bolster confidence in state structures and to peacefully resolve socio-political conflicts. In this case, Germany's involvement is fortunate to be drawing on the special expertise gained from the Federal Republic's federalist structure.

- **Free media** are making an important contribution to promoting a culture of peace. They simultaneously serve as a bulwark against “fake news” and propaganda. The objective is to enable a frank and constructive culture of free debate in the partner countries, e.g. by promoting unimpeded access to information. To that end, the Federal Government supports professional, objective and conflict-sensitive reporting through free and independent journalism. Even online activists and political bloggers are taken into account.
- Elections are normally considered an important milestone in a political process or peace process, but many times after a violent conflict, the population is sorely lacking the technical know-how, the materials, and the political awareness to conduct elections. Here is where the Federal Government’s **electoral assistance** comes into play, in many cases in cooperation with international partners like the EU, OSCE or the UN. The objective is to enable elections commensurate with international standards, e.g. through election observation and the promotion of political participation. In addition, the Federal Government trains national and regional and election observers in partner countries and the regional organisations. Beyond the election process, the Federal Government’s measures are also aimed at raising awareness for democratic structures and processes.



- To strengthen parliaments in emerging democracies, the Federal Government, as part of its **parliamentary cooperation** with the German *Bundestag*, foundations and non-governmental organisations, supports the consultancy and equipment of parliaments. The aim is to help the legislative body to exercise its democratic duties more efficiently and transparently, and in a way that is more in touch with its citizens.

SANCTIONS

Sanctions are a multi-faceted tool of foreign policy. The purpose of sanctions imposed on individuals (e.g. travel bans, the freezing of foreign accounts, etc.), business enterprises or entire sectors of the economy is to get political actors to change their behaviour and to increase the willingness of conflict parties to negotiate; embargo measures additionally aim at containing the import of arms and other sensitive goods to war and crisis zones and curtailing nuclear proliferation. The point of sanctions is to raise the price (even in the literal economic and financial sense) that is particularly to be paid for conduct contravening international law while getting the political actors to reconsider their plans. Interestingly, even the mere threat of new or extended sanctions can have a sufficiently deterrent effect.

Sanctions are all the more effective, the more thoroughly they are implemented by all relevant states. Any sanctions imposed by the United Nations Security Council are legally binding on all states under international law. Within the European Union, the sanctions are regularly implemented by the legislative acts of the EU, which are binding on all member states. However, the UN Security Council does not have a monopoly on sanctions: in fact, the EU is additionally entitled to impose sanctions independently or to expand existing UN measures. It should be noted, however, that observance of the rule-of-law principles is mandatory.

The effects of economic sanctions usually only unfold in the medium to long term. They are therefore only of limited value for the short-term resolution of crises or acute emergencies. Besides, in the past they were associated with undesirable consequences such as the deterioration of the affected population's supply situation. That is why today's sanctions are in most cases imposed in the form of smart/targeted sanctions against individual decision makers, organisations and business enterprises. To create the right incentives, it is important to impose sanctions which are just as easily lifted. It is imperative to protect the rights of those affected by the sanctions. Within the EU, this is ensured by judicial checks. The Federal Government also advocates strengthening and expanding the system of ombudspersons in UN sanctions regimes, which has so far only been established in isolated cases.

The Federal Government of Germany is set on further expanding its involvement in democracy building and the support of peace infrastructures at various different levels. In this regard, it pays particular attention to the equal participation of women. It will also forge even closer links between the issues of governance, fragility and conflict, and systematically support the capabilities of governments to implement the 2030 Agenda for Sustainable Development. Both in the United Nations and the European Union, the Federal Government will continue to make sure that sanctions are effectively implemented and stay in line with the requirements of proportionality and rule of law.

3.2.2. Security



To support the ‘security sector’ in crisis regions, it is necessary to examine [every] single planned measure for the extent to which it will increase the security of the population in a partner country, support good governance and contribute to peacebuilding.” Martina Fischer, *Brot für die Welt*

Human security defines a broader understanding of security, based on the guaranteed right of individuals to a life in freedom and dignity, free from poverty, fear, hardship and despair. Human security emphasises the connection between peace, development, and human rights. This concept in no way undermines the governments’ primary responsibility for the security and welfare of their citizens.

This field of action is concerned with building a secure environment in the partner country. The goals of Germany’s involvement are:

- to implement the **principle of human security**. In contrast to traditional concepts, this principle focuses not on protecting the state, but on protecting the individual and his or her human dignity.
- to create and establish a **legitimate governmental monopoly on the use of force** for the protection of the population. Especially in post-conflict situations, this also requires the integration, or at least the containment, of non-governmental armed groups;

- to develop a **politically legitimised and accountable security sector which meets professional standards** (armed forces, police, judiciary, intelligence services, civil protection and disaster response) and which enjoys public trust. It is the Federal Government's firm conviction that a functioning security sector bound by human-rights and rule-of-law principles will be instrumental in protecting the population and establishing peace and security;

To achieve these goals, the Federal Government has at its disposal a range of approaches and instruments, including the following:

- **establishing a secure environment** as key enabler for the subsequent steps of conflict resolution and peacebuilding. It is also the foreign deployments of the German Armed Forces (*Bundeswehr*), on the basis of the Charter of the United Nations and in partnership with partners and allies (see box on page 89), which help to restore and consolidate security and stability and to strengthen legitimate security structures. This is an important prerequisite for sustainable development.
- **Developing, strengthening and reforming the security sector (SSR)** is often a key element of peace negotiations and national reconciliation processes. The object of the security sector reform (SSR) is to improve the security of the population, with adequate participation of women and men. It is to be achieved by (re)building effective and responsible security forces embedded in functioning and legitimate political structures accepted by the population. In post-war societies, the **disarmament, demobilisation, and reintegration of former combatants** is an important element. The key to success is that SSR measures apply to all levels of hierarchy as part of a comprehensive approach from the political executive to the security authorities and all the way to the local offices in charge of security tasks. This also requires the establishment of a civic and public supervision of the security sector. It should also be considered that security forces in (post) conflict situations were often conflict actors themselves or are perceived as such. In order to gain the trust of all population groups, it is paramount to conduct internal reforms and establish processes of dealing with the past.



DISARMAMENT, ARMS CONTROL AND NON-PROLIFERATION

Disarmament, arms control and non-proliferation make a tangible contribution to the prevention of conflicts and hence to world peace and security. Germany, together with its partners notably in the EU and NATO, advocates the strengthening and advancement of existing international contracts, instruments and initiatives for disarmament, arms control and non-proliferation. This includes cyberspace and information space as well as outer space.

Germany is particularly committed to taking a new approach to conventional arms control, and to the fundamental modernisation of the relevant international contracts and regimes. Practical arms control measures, notably those for the safe storage and administration of small arms under the control of the state security forces, in combination with the context-sensitive regulation of small arms and a police force well trained in combating arms smuggling, will help reduce the availability of such arms for political conflicts and organised crime.

Furthermore, the Federal Government embraces the goal of a world free of nuclear weapons and is supporting efforts leading to the reduction of nuclear weapons. As explained in detail e.g. in the White Paper's chapter on collective defence, nuclear deterrence will continue to be a necessity for as long as nuclear weapons are likely to be used in military conflicts. Germany is making a commitment within the Global Partnership Against the Spread of Weapons and Material of Mass Destruction initiative launched in 2002 to reducing the risks of proliferation. The management of chemical, biological and nuclear/radiological risks will directly satisfy the objective of crisis prevention. Germany is providing support for the civilian preventative, safeguarding and protective measures. With the Partnership Program for Excellence in Biological and Health Security Germany launched in 2013, Germany is for example supporting its partner countries in improving the control of biological risks and preventing the abuse of hazardous pathogens and toxins. This is a positive side effect of strengthening the healthcare systems in the partner countries.

Germany is likewise committed to the disarmament of chemical weapons. For example, residuals from the Syrian chemical warfare programme were destroyed in Germany in 2014–2015. At the same time, Germany is supporting the reconnaissance missions by the Organisation for the Prohibition of Chemical Weapons (OPCW), e.g. regarding the persisting discrepancies in the disclosure of the Syrian chemical warfare programme. The goal is to make the world free from chemical weapons.



EXPORT CONTROL OF CONVENTIONAL ARMS AND DUAL-USE GOODS

The Federal Government of Germany is pursuing a restrictive arms export policy. This policy is in line with the Policy Principles of the Federal Government for the Export of War Weapons and other Military Equipment of 19 January 2000, the legally binding Council Common Position 2008/944/CFSP adopted on 8 December 2008 and defining common rules governing the control of exports of military technology and equipment, and the UN Arms Trade Treaty. The export of small arms is additionally governed by the particularly stringent German Policy on Small Arms adopted in 2015. A general distinction must be made between weapons of war, other arms, and dual-use goods, for which different legal bases apply.

Applications for export licences are decided on a case-by-case basis. The respect for human rights in the receiving country, the maintenance of peace, security and stability in the respective region, and in particular the risk of abuse of the specific armament by the designated end user play a prominent role in the decision-making process. The Political Principles lay down clear guidelines: if there are reasonable grounds to suspect that the arms are being abused for internal repression or other forms of continuous and systematic human rights violations, no licence will be granted as a general rule. Deliveries with potentially conflict-exacerbating effects will not be authorised.

Against the backdrop of the unauthorised transfer of arms, notably of small arms, post-shipment controls and end-use verifications are a key instrument. The pilot introduction of post-shipment controls allowing verification of the end use of certain German arms exports at the recipient's destination is a helpful tool for preventing the illicit transfer of arms.

In its revised version of the EU Dual-Use Regulation, the Federal Government makes a special point of attaching increased significance to the protection of human rights.

- **Enhancing and enabling** as well as training and equipment assistance in matters relating to police, military, civil protection and disaster response: Within the applicable export control policy framework, this instrument combines equipment, consulting services and training measures with a view to increasing the capabilities and professionalism of the security forces. The rule of law and the protection of human rights, and more generally, the protection of civilians in violent conflicts are part of the police and military training syllabi. This instrument therefore contributes to the development, strengthening and reform of the security sector, to enabling our partners to better fend for their own stability and hence regional stability, and to strengthening their resilience.

“*In UN missions, the role of police – albeit receiving scant media attention – is central to the protection of the civilian population. In areas such as Darfur, South Sudan, the Democratic Republic of Congo (DRC) or Mali, where there is a continuing latent threat of conflict, it is imperative to protect the civilian population from assaults by armed groups.*”

Annika Hansen, Center for International Peace Operations

- By supporting **humanitarian mine and ordnance clearance**, the Federal Government aims to increase the security of the population in countries and areas affected by mines and Explosive Remnants of War (ERW), as a precondition to making stabilisation measures possible in the first place. **Strengthening civil protection and disaster response** enables the states concerned to minimise the consequences of disasters. This helps to build the population's confidence in the state's capacity to act.

FOREIGN DEPLOYMENTS OF THE GERMAN ARMED FORCES (*BUNDESWEHR*)

The *Bundeswehr* participates in numerous missions mandated by the EU, NATO and the UN.

The deployments abroad of the *Bundeswehr* are conducted in compliance with the standards of international law and the constitution. That is why any deployment of the *Bundeswehr* in foreign missions where its involvement in armed operations is certain or likely to happen is in all cases subject to the prior consent of the German *Bundestag*.

The *Bundeswehr's* scope of duties on foreign deployments presently includes, inter alia:

- The fight against transnational terrorism;
- Contributions to crisis resolution and stabilisation;
- Training, consulting and equipment of security forces and institutions;
- Early warning;
- Monitoring of a ceasefire or peace treaty;
- Creation and preservation of a secure environment, including public safety and order;
- Protection of the civilian population, observation of the human rights situation, protection against genocide, and securing the access of humanitarian assistance;
- Measures against the proliferation of weapons of mass destruction;
- Involvement against human trafficking networks at sea;
- Securing of maritime borders and prevention of arms smuggling at sea;
- Protection of maritime transport routes and prevention of piracy.



INTERNATIONAL POLICE MISSIONS

The police forces of the Federal Government of Germany and the *Länder* and the Federal Customs Administration are involved in numerous peace missions mandated by the UN, the Common Security and Defence Policy (CSDP) of the EU, and the OSCE. In addition, there is the bilateral German Police Project Team (GPPT) in Afghanistan.

As such, they are contributing to the development of a functioning police force acting in accordance with rule-of-law principles in fragile states and in crisis regions. The police forces are mainly deployed as consultants, trainers, or mentors. They regularly contribute to the comprehensive development and/or restructuring of the host country's public security organisations as part of a security sector reform (SSR).

Police missions help to enhance the capabilities of local security authorities, e.g. for combating transnational organised crime and terrorism. The role of the international police contingents is notably to regain the population's confidence in the police as the guarantor of public security. Whether and to what extent the police forces will also perform executive tasks above and beyond their monitoring and advisory functions, and whether and to what extent the police officers will be armed during the operations, will be reviewed and decided by the bodies mandating each mission on a case-by-case basis. Mandated peace missions and bilateral police projects are increasingly taking place in the countries of origin and transit countries of irregular migration.

The Federal Government will continue to cultivate its involvement in the security sector and is planning to appoint a working group for drafting an interministerial SSR strategy. In terms of implementing UN Security Council Resolution 1325 and the 2030 Agenda for Sustainable Development (SDG 5), greater and more active attention will be paid to the special concerns and interests of women and girls. The Federal Government is also supporting the United Nations' reform efforts aimed at making the peacekeeping system and the special political missions even more effective. The Federal Government will continue to promote the development of African peace and security structures. It will also intensify its arms control and disarmament measures, and will specifically expand on its mine and ordnance clearance programmes in stabilisation contexts. The Federal Government will work towards enhanced small arms control. It aims at the enduring and qualified support of international missions.

3.2.3. Rule of law



“ Justice and the rule of law can take on many different guises under different institutional conditions and conditions pertaining to the legal culture. The promotion of the rule of law can only ever carry on from there[...]. The question is this: which of the local institutions will be most helpful in successfully establishing a rule of law which will rule out despotism, guarantee legal certainty, and which can be expected in the long run to remain compatible with a global shared understanding of what is right and wrong?”

Matthias Kötter, Social Science Research Center Berlin

This field of action is concerned with strengthening the role of law, and notably the independence and integrity of the judiciary, to ensure peaceful and rules-based social coexistence, and to protect the individual and his or her human dignity from arbitrary government action. To achieve this, the Federal Government of Germany is supporting its partner countries in the development and expansion of rule-of-law structures and processes. The goals of Germany's engagement are:

- **to reform the legal and judicial sector** in a manner commensurate with human rights standards, to bolster citizens' confidence in the protection of their rights and thereby help to legitimise government structures;
- to strengthen effective **mechanisms of in-court or out-of-court settlement of disputes** which are accessible to the entire population. Accessible complaints mechanisms and the legal containment of conflicts are crucial prerequisites for peaceful and inclusive social and economic development;
- to specifically **promote human rights** and the **equal participation of all groups in society**, considering that discrimination and unfairness are no basis for a flourishing peaceful coexistence. Human rights violations can be a cause of crises and conflicts, which is why the protection of human rights always has a preventative dimension;
- the protection of individuals and groups who are defending human rights (**human rights defenders**);
- the **protection of children and adolescents** from violence, exploitation, abuse, and recruitment by actors of violence;
- the **prevention of impunity of international-law crimes**, and comprehensive **measures for protecting and legally supporting the victims of violence, notably the victims of sexual violence**;
- the establishment and strengthening of **transitional justice** mechanisms in post-war societies.

INTERNATIONAL CRIMINAL COURT (ICC)

The ICC is the first tribunal not established *ad hoc* with a view to a specific conflict of the past, but equipped with potential general jurisdiction for the future. Its constituting treaty, the Rome Statute, was adopted in 1998 by a diplomatic conference and entered into force in 2002. The ICC has competence for three core crimes: genocide, crimes against humanity, and crimes of war. Although the determining element for a fourth crime, the crime of aggression, has been defined, the necessary preconditions for its entry into force have not yet been created. Amongst the 18 ICC judges one is German.

Germany has been vigorously supporting the drafting of this statute and development of the ICC from the beginning, and is currently the second largest contributor to the ICC. Germany is advocating the broad regional recognition and strengthening of the ICC.

To achieve these goals, the Federal Government has at its disposal a range of approaches and instruments, including the following:

- **Promotion of the rule of law** strengthens the judicial institutions and procedures, thereby contributing to the protection from arbitrary decisions and actions and the respect for human rights. It wants to give all people access to justice, ensure the transparency of procedures, and strengthen citizens' options for appealing administrative decisions. Increasing and ensuring legal protection, legal certainty and the predictability of government actions will help to strengthen citizens' trust in the state and its structures. The Federal Government makes a special point of involving non-governmental partners and actors and takes into account local legal concepts when planning its measures. The Federal Government also strives to foster regulatory dialogues, e.g. on human rights issues, with a view to achieving their step-by-step integration in the state's legal and judicial system.
- **Measures to train** judges and public prosecutors, members of the judicial system, and attorneys, and generally the establishment of courts of law and professional bodies (judges' associations and bar associations).



Germany's unique experience in dealing with its own past, both after 1945 and after 1989, in combination with its non-aggressive foreign policy, give the country a high level of credibility and legitimacy for engaging in transitional justice and reconciliation.” Participant of the Transitional Justice Workshop of 27 September 2016

TRANSITIONAL JUSTICE AND RECONCILIATION

In post-war situations, processes of dealing with experiences of violence, as well as reconciliation processes deserve particular attention. Measures supporting the investigation, recognition and prosecution of past injustices are paramount for a sustainable peace process. It is these measures which help to restore confidence in the state's protective functions and pave the way for peaceful social coexistence. In light of its own historical experience, Germany is in a special position to make valuable contributions. In times of immediate political transition, measures of **transitional justice** and reconciliation aim at consolidating emerging democratic and rule-of-law institutions and granting the victims of violence and human rights violations a modicum of justice. In the long term, they serve to prevent new human rights violations, to develop cultures of remembrance that are constructive and foster peace, and to reconcile even deeply divided societies (**transformative justice**).

Transitional justice is nowadays a central element of international peace policy. This is clearly illustrated by numerous ad-hoc tribunals, the establishment of the International Criminal Court (ICC), truth and reconciliation commissions, compensation programmes, the strengthening of victims' rights, and the appointment of a United Nations Special Rapporteur on the promotion of truth, justice, reparation and guarantees of non-recurrence.

Promotion of human rights is at the centre of our value-based actions and therefore a task which is mainstreamed through all fields of action. The Federal Government has committed itself to the protection of human rights. This is particularly well illustrated by its promotion and protection of civil society actors who defend human rights, above all human rights activists. This also includes the promotion of equality between men and women. Also taken into account are the interests of young people and children, of people with disabilities, of indigenous and other disadvantaged ethnic groups, as well as other

groups of persons who are being discriminated against. In the multilateral arena, the Federal Government is supporting the UN High Commissioner for Human Rights in the performance of his duties.

The Federal Government will enhance its focus on the promotion and systematic demand for rule of law, especially with an eye to the 2030 Agenda for Sustainable Development (SDG 16). It has therefore decided to launch a working group for drafting an interministerial strategy for promoting the rule of law. In addition to that, it will continue its involvement for the protection and promotion of human rights and develop an interministerial strategy for transitional justice in a separate working group. It will seek to further expand German involvement in the rule-of-law components of international missions, notably missions of the EU and UN. The Federal Government will continue its efforts for a broader recognition and strengthening of international criminal jurisdiction, specifically of the International Criminal Court (ICC). In its promotion of the rule of law, it will also take due account of the goals of Resolution 1325 and its follow-up resolutions on women, peace and security.

3.2.4. Economy, social cohesion and vital natural resources

A dignified life for all members of society is a fundamental requirement for peaceful development. The unequal distribution of resources and unequal access to basic services (such as education, water, food, healthcare, energy) harbours great potential for conflict. The goals of Germany's involvement are:

- to understand the **human right to water and sanitation and the human right to adequate food** as the direct expression of human dignity and to promote the implementation thereof at all cost; where water resources are used across borders, the promotion of cooperative resource management is paramount for regional security;
- **to reduce social inequality**, with particular attention paid to marginalised sections of the population and youth;



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Poor quality education translates into economic and social marginalisation, and hence, frustration. These youth can be more easily lured into joining gangs, organised crime or armed groups that provide them with an occupation, a belief system and a new family.” Katja Anger, OECD

- to provide the population with reliable **basic social services**, specifically in terms of education, healthcare, water supply, and sanitation;
- **to create job opportunities and opportunities** for economic activity, so as to give people prospects for the future;
- to push the implementation of internationally recognised **labour, social and environmental standards** in business enterprises;
- to work towards the fair **distribution of the revenue from resource extraction** (e.g. crude oil or diamonds). It is the Federal Government’s firm belief that the fair and inclusive distribution of income generated in the extractive industries will reduce the potential for conflict in societies while diverting away resources from the profiteers of the war economy in acute crisis situations, thereby counteracting conflict prolongation;



GERMANY'S ENGAGEMENT IN PRACTICE: IRAQ

Conflicts are seldom linear and call for different forms of engagement. This fact is reflected by the numerous overlapping lines of conflict in Iraq: violent conflicts between Sunnis and Shiites, both among these groups and directed against minorities, an unresolved conflict over resources and territorial claims between the central government in Baghdad and the federal region of Kurdistan-Iraq in the north of the country, the dealing with Saddam Hussein's regime of injustice, and even the consequences of international interventions and the exertion of influence by regional powers.

In the first half of 2017, the so-called Islamic State (IS) terrorist group is still running its cruel reign of terror in parts of Iraq. With the support of an international coalition, central Iraqi and Kurdish troops are at the forefront of the battle against IS fighters in an effort to liberate these areas from terrorist militia rule. In light of these military operations, the point is to alleviate human suffering and to meet the civilian population's most basic needs; that is why humanitarian assistance is of paramount importance. By providing arms and military equipment to the Iraqi-Kurdish fighters and on-the-job training for Iraqi and the Kurdistan-Iraq region's security forces, Germany has made an important contribution to empowering them in their fight against the IS.

Stabilisation measures can be implemented in the areas liberated from the IS, and rehabilitation initiated by means of transitional development assistance: in cities like Tikrit or Ramadi, assistance from the Federal Government helped to restore the power and water supply, and to rehabilitate schools and health-care centres, and made it possible for internally displaced persons to return; grants for local tradespersons or business-owners – e.g. bakers or greengrocers –

help to secure the provision of food to the population. Germany as co-chair of the Stabilisation Working Group within the International Anti-IS Coalition is making an important contribution to coordinating these measures. What is more, the transitional development assistance measures provided to the Kurdistan region continue to contribute substantially to upgrading infrastructure and strengthening governmental capacities in the areas of education, healthcare and water supply, so as to support both the host communities and the affected population.

With its humanitarian assistance measures, the Federal Government is guaranteeing sorely needed humanitarian assistance to refugees from Syria, internally displaced persons and host communities alike and is providing the short-term basic infrastructure needed for that purpose. Moreover, the Federal Government's measures help create employment opportunities and lay the foundations for medium to long-term reconstruction.

To restore mutual trust between the various sections of the population, the Federal Government is supporting long-term measures for dealing with human rights violations, for reconciliation, conflict-sensitive media coverage, psychosocial support and transitional justice, as the basis for reconstruction and peacebuilding. The award of scholarships to young people – preferably in the region in the form of “sur-place” scholarships – also helps open up educational opportunities.

As the IS gets pushed back more and more, it is necessary to drive long-term reconstruction and pave the way for domestic reconciliation, good governance, and sustainable economic development. In this context, the Federal Government is supporting long-term development-policy measures for decentralisation and private sector development. Another focus of these efforts is on improving the framework conditions for the development of the private sector. Although its oil wealth makes Iraq a potentially prosperous country, it is nevertheless facing major challenges as a result of the drop in oil prices and the faltering political and economic reforms. In February 2016, the German Chancellor appointed an adviser for sounding out, in partnership with the Iraqi Government, the potential for German support for economic and budgetary reforms. In addition to this, the Iraqi Government has been provided with a credit line to the tune of EUR 500 million.

- to contribute to the drafting of a fair **trade policy framework** to promote growth and prosperity;
- to support the **reconstruction of destroyed physical and social infrastructures** so as to improve living conditions and prospects for the future, thereby creating incentives for the peaceful settlement of conflicts and the foundations for sustainable development;
- to reduce **vulnerability to the negative impacts of climate change** through comprehensive climate risk management.

To achieve these goals, the Federal Government of Germany has at its disposal a range of approaches and instruments, including the following:

- **Basic social protection programmes** can help, especially in cases of climate-induced crises (droughts, floods), to prevent people from falling into even deeper poverty and from resorting to strategies (such as the sale of production assets, cutting down on children's schooling, etc.) which will be harmful in the long run;
- **Agricultural and food and nutrition security projects**, such as agricultural training courses and professional training programmes, are an additional important element of peacekeeping. Rural development is an important anchor of stability for the lives of the local people;
- **Promoting employment and private sector development** as a means of crisis prevention can help reduce socio-economic inequalities and prevent the social marginalisation of certain strata of the population. Major effort is therefore put into the creation of job and income opportunities by a productive private sector. To achieve this, the Federal Government's support focuses in particular on fair access to decent work, and on income generation opportunities for all sections of the population who are of employable age. In the area of conflict resolution, Germany supports, inter alia, fast-working measures for promoting employment. Cash for work programmes, for example, are an excellent tool for making rapid and noticeable improvements to the living conditions of conflict-affected populations. The Federal Government

can also support the private sector to take an active role in peace talks. For peacebuilding to be effective, economic reforms are often a necessity to open up prospects for people's future in a peace economy.

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[It is a matter of] developing economic structures and transforming war economies into peace economies, so as to give people a way to earn a living again as quickly as possible, thereby reducing the immediate threat of war. Business enterprises additionally have the power to use their political influence in a preventive way, to create incentives for the promotion of democratic and rule-of-law structures, or to call for minimum labour and human-rights standards.”

Isabel Ebert, Business & Human Rights Resource Centre, and Maximilian Spohr, Friedrich Naumann Foundation for Freedom

- Support measures to **control the exploitation of natural resources** and to increase the **transparency of the income generated**, with a special view to counteracting the emergence of war economies.
- Supporting **land law reforms** helps to resolve land law issues which frequently lead to conflicts.
- **Trade promotion instruments** can serve to better integrate fragile and conflict-hit states into regional and international trade. Trade-related assistance for developing countries (Aid for Trade) focuses specifically on the least developed countries. International trade can make a critical contribution to economic growth and employment, and thus to the reduction of poverty. In this way, trade will contribute to reducing the potential for conflict. It is important that trade agreements are supported in such a way that development issues are reflected in the drafting and implementation of these agreements. Other policy areas such as good governance and labour standards as well as the protection of the environment and health and safety should also be integrated.
- With its **climate protection measures**, the Federal Government is supporting developing countries in their implementation of **national climate change goals** to reduce greenhouse gas emissions, and in their effort to **adapt to**

climate changes. The Federal Government's range of concrete measures also includes the *G7 InsuResilience* initiative, the aim of which is that, by 2020, 400 million more poor and vulnerable people in developing countries will have **insurance cover for climate risks**. Thanks to the rapid and targeted payments, climate risk insurances are particularly helpful in saving people's lives and livelihoods during disaster situations. The climate partnership (NDC Partnership) initiated by the Federal Government is additionally supporting developing countries in the implementation of their national climate protection contributions, which, in addition to measures for reducing greenhouse gas emissions, also include measures for helping these countries to adjust to climate change. In fragile states, there is a special focus on strengthening their resilience to the already visible impacts of climate change.



DISASTER RISK MANAGEMENT

Disaster risk management comprises the planning, implementation, assessment and adjustment of strategies and measures for analysing and reducing disaster risks, and for financially cushioning residual risks in the most efficient way. The point is to lower the exposure and vulnerability of individuals, private households, business enterprises, local authorities, and government budgets and institutions, while at the same time improving their resilience.

There is a whole variety of instruments for successfully managing disaster risks. Risk analyses serve to assess the exposure and vulnerability of the population, the infrastructure, and the business enterprises of a specific region. Structural and technical precautions (e.g. dams) as well as regulatory measures (e.g. land use planning) can help to avoid or at least reduce the negative impacts of extreme natural events such as earthquakes or tornadoes. Measures for disaster preparedness (e.g. the establishment of early warning and alert systems, fire protection training, rescue and salvage teams, the improvement of crisis management, the procurement of special equipment, civil health protection, etc.) make it possible to provide rapid help to people in emergency situations. In addition, risk transfer instruments (e.g. insurance schemes) can make a valuable contribution to protecting people against unavoidable risks of damage and loss. All of these instruments can be used both pre-emptively and in the aftermath of a disaster, for preventative reconstruction. The instruments have to be inclusive and must also be tailored to the needs of particularly vulnerable sections of the population (e.g. people with disabilities, children, women, marginalised population groups).

The Federal Government is striving to expand its measures for business development and employment promotion and for social protection in fragile states in line with the 2030 Agenda for Sustainable Development. Particular attention will be given to Africa and the host countries of refugees. Among other things, the Federal Government will for this purpose:

- forge new alliances with the German business sector and with international partners, e.g. under the multi-stakeholder partnership Global Alliance for Trade Facilitation;
- develop innovative solutions with the private financial and insurance sectors;
- establish incentive-based reform partnerships for accelerated sustainable development;
- increase its support for private-sector efforts to develop sustainable supply chains and production capacities, in alignment with environmental and social standards;

- give particular support to the economic activities of women;
- expand employment promotion in crisis countries and in the host countries of refugees;
- step up its support for measures for climate change adaptation and promote and push climate risk insurance initiatives such as the *InsuResilience*;
- make the funding of conflicts from mining revenues more difficult e.g. through an active commitment to compulsory EU regulations on the import of natural resources, as part of international processes like the Kimberley Process Certification Scheme for the certification of “conflict-free” diamonds, or transparency initiatives such as the Extractive Industries Transparency Initiative (EITI);
- help the poorest, least developed countries (LDCs) to double their share in total world exports by 2020 (SDG 17 of the 2030 Agenda); to do this, the Federal Government will, in particular, step up its contributions to a Multi-Donor Trust Fund organised as part of the World Trade Organisation (WTO) which supports the trade policy and trade projects of LDCs (Enhanced Integrated Framework), and assist the implementation of the EU’s Economic Partnership Agreements with developing countries with accompanying development-policy measures.

3.2.5. Government revenue and public services

This field of action is concerned with strengthening governmental administrative capacities, generating and appropriately utilising public funds, as well as government transparency and accountability. This makes the measures a basic prerequisite for legitimate statehood. The aims of Germany’s engagement in this area include:

- supporting partner countries in the development and expansion of efficient, responsible and accountable **public administrative bodies** and in the provision of effective public services. It is the Federal Government’s firm conviction that a politicised or inefficient public administration is an essential factor of fragile statehood;
- supporting partner countries in the development and expansion of a legitimate, transparent and development-oriented **public financial system**, which is monitored by independent supervisory bodies (e.g. the Court of Auditors). The unequal and intransparent generation and utilisation of public revenues undermines the population’s confidence in the state and its institutions, and exacerbates fragility;

- fighting **corruption, nepotism and clientelism**. Corruption hampers development, undermines trust in the legality of governance and impedes inclusive economic growth.

To achieve these goals, the Federal Government has at its disposal a range of approaches and instruments, including the following:

- **Administrative reforms** are aimed at strengthening governmental capacities, structures, procedures, and processes. Administrative capacity, i.e. the state's capacity to formulate, implement and enforce rules of all kinds, is a central criterion of functioning statehood. The Federal Government is supporting these processes, notably by providing advice and technical support. Even strengthening sub-national governmental and administrative structures can help improve the provision of effective public services;
- In situations of acute violence, the Federal Government also supports the **capabilities of civil society organisations** to provide essential services for the population. This approach may be necessary in cases where the strengthening of state structures is not an option.

OPEN GOVERNMENT AND DIGITAL TECHNOLOGY

A special aspect of administrative reforms is open government and administrative action. It is the Federal Government's firm belief that the support of open government and administrative action, especially of transparency, citizens' participation, and cooperation, can contribute immensely to modernisation, accountability and integrity, and hence to strengthening the trust between the state and its citizens. An important element of open government is open data, i.e. the disclosure of public sector data. This enhances transparency in decision-making, which is an effective tool against corruption. Digital technology offers numerous additional ways for creating or increasing transparency. It is this potential which needs to be realised. Digital methods can also help to reach people in remote regions. This allows them both better participation in political life and access to basic state services such as education or advice on healthcare.

- **Fighting corruption** in fragile contexts aims at increasing the transparency and accountability of public institutions. The lack of integrity in criminal prosecution is addressed e.g. by community policing approaches. This allows the population to exercise oversight through continued dialogue between the police and the population and also to support the police in investigations and criminal prosecution. In addition to the targeted fight against corruption, bilateral and multilateral cooperation programmes and projects in fragile contexts need to be designed in a corruption-sensitive way, e.g. by selecting reliable partners and effectively controlling the resources employed. Among the G20 states, the Federal Government of Germany in 2017 introduced high-level principles which emphasise the need for organisational measures like periodic risk analyses, the use of electronic workflows, and target-oriented professional training and development to strengthen corruption prevention in public administration;
- Good governance in the public finance sector (**Good Financial Governance, GFG**) means the efficient, transparent and development-oriented management of public funds, both on the revenue and on the expenditure side, and plays a role both in crisis prevention and post-conflict peacebuilding. German support aims to strengthen self-generated income, budgetary processes, procurement systems, external financial control, and the transparency of revenues from the raw materials sector.

The Federal Government is striving to further expand administrative reforms, decentralisation, local governance and the fight against corruption in line with the 2030 Agenda for Sustainable Development. The Federal Government is committed to reinforcing its involvement in the fight against corruption, especially with regard to the aspect of prevention. Moreover, the Federal Government as a member of the Addis Tax Initiative has committed to doubling its contribution to strengthening tax administrations by 2020.

4.

Earlier – More
Resolutely – More
Substantially:
Structures and
partnerships for
peacebuilding





4. Earlier – More Resolutely – More Substantially: Structures and partnerships for peacebuilding

Crises and conflicts will continue to put the international community to the test. To take on more responsibility and to comply with its vision statement, the Federal Government of Germany will continue to evolve its peacebuilding structures, processes and partnerships.

4.1. The interministerial approach

Political involvement and diplomatic mediation efforts are key drivers for resolving crises and for creating an international peace order. **In its engagement for crisis prevention, conflict resolution and peacebuilding, the Federal Government will coordinate its work even more closely in the future.** Fragile contexts and complex conflicts require a comprehensive policy approach that bundles the contributions by the various government departments into a joint political strategy. Strengthening the interministerial approach is therefore indispensable: from early warning to context analysis, to formulating shared goals, to the planning and implementation of specific measures, and all the way to evaluating the results of this engagement and further developing policy tools.

4.1.1. Early warning

Early warning is the indicator-based, early-stage identification of political, economic and social developments which can potentially lead to the violent escalation of conflicts within states and societies. Early crisis detection is an essential prerequisite for crisis prevention in that it extends the range of options by identifying the latent risks in advance.

Early warning is a crucial basis for early and resolute crisis prevention measures. It makes it possible to reduce preventable surprises and to better prepare policy-makers for possible escalations. This necessitates capabilities for the targeted observation of countries and regions. The Federal Government will hone its instruments of analysis with a view to keeping abreast of political, economic and structural developments that are likely to promote the emergence or aggravation of crises. It is important, however, to be realistic: even with excellent early warning mechanisms, it will not always be possible to predict crises in sufficient detail.

In early warning, the Federal Government relies first and foremost on the observation of indicators in the areas of politics, economics, and society (e.g. the status and protection of human rights, political and social participation, the poverty rate, migratory pressure, prices and economic trends or social inequality, including ethnic, religious and gender-specific indicators). For these efforts, the Federal Government uses targeted reporting received from German missions abroad and our partners from international organisations, civil society, the media, and academia in the field, as well as from a host of other sources. The individual departments of the Federal Government will increase their efforts to pool the findings obtained from their respective instruments of analysis depending on the situation at hand.

The Federal Government will continue to develop its early warning instruments and expand its relevant international network. This will also involve methods of strategic forecasting, including scenario planning. The Federal Government's **interministerial "Horizon Scanning" working group**, which meets either for a specific situation or otherwise at least every six months, will promote joint situation assessments of potential crises – even on issues exceeding the narrow framework of foreign, development and security policy.

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Whenever the warning bells for a conflict are ringing, it is our duty, in partnership with those EU member states that can find the collective political will, to respond effectively, creatively, and equipped with an adequate arsenal of resources. Germany, as a member state of influence and credibility, plays a very important part.” Helga Maria Schmid, European External

Action Service

Cooperation both within the European Union and at the multilateral level is an important point of reference for the Federal Government's early warning capabilities. The EU is systematically identifying crisis indicators and is regularly prioritising countries, regions and issues from a crisis-prevention perspective. The Federal Government is explicitly supporting the EU in the expansion of its early-warning system and in the systematic follow-up of early warning indicators. The United Nations with its field structures, its Special Representatives, and its comprehensive reporting systems on political developments in crisis zones, human rights, and development goals also provides an important point of reference. The African Union, whose early-warning system the Federal Government is supporting, is another potential partner. NATO's early warning mechanisms within the scope of NIWS (NATO Intelligence Warning System) also offer considerable added value for the Federal Government's early warning capabilities. The Federal Government will additionally step up cooperation with its international partners in the drafting of joint conflict and fragility analyses.

4.1.2. Interministerial coordination in political governance and planning



Germany's engagement in crisis prevention, conflict resolution and peacebuilding needs to become more political, more strategic and more visible. In concrete terms, 'more strategy' means: interministerial cooperation in the design of processes, the planning of goals and resources, the periodic adjustment, the collective development of a consistent strategic narrative and the adherence to this narrative through the vicissitudes of crisis engagement." Klaus Naumann, Hamburg Institute for Social Research

In its Sustainable Development Strategy for the implementation of the 2030 Agenda, in its voluntary commitments at the World Humanitarian Summit of 2016, and in the White Paper of the same year, the Federal Government declared its intention to intensify the coherence and cooperation of all relevant policy areas and to embark on new ways of working for joint analysis, and strategic and operative planning. This requires a strengthening of the interministerial approach. To that end, the Federal Government – in addition

to coordination formats at state secretary level – is using the tried and tested structures established with the Action Plan for Civilian Crisis Prevention and the Guidelines for Fragile States. These include notably the Interministerial Steering Group for Civilian Crisis Prevention and the country specific task forces. **With the aim of acting even faster, more strategically and better coordinated in the future, the Federal Government of Germany will review and revise its existing mechanisms for interministerial coordination.**

The government departments will strive for prompt and comprehensive mutual involvement, thereby ensuring that the specialist expertise of the other government departments will be included in their planning. In these efforts, they are making sure that their measures are compatible with the approaches and programmes of German development policy, and with the implementation of the 2030 Agenda. When planning such measures, the involvement of the Federal Foreign Office will ensure that the measures are in line with the basic tenets of German foreign policy.

To strengthen its strategic and operative capabilities, the Federal Government will in addition

- appoint temporary **Special Representatives of the Federal Government** to handle crises particularly affecting Germany, who can also draw on the assistance of interministerial task forces, whenever needed. Their main function is to follow-up interministerial measures at a high political level, in particular by diplomatic engagement on the ground and by ensuring coherence in policies. Special representatives and special units are normally organised as part of the Federal Foreign Office and preside over the corresponding Task Force:
- involve **members of the German Bundestag** and other persons from the political public sphere more consistently in the Federal Government's engagement to solve crises and conflicts, e.g. within the framework of the already existing Special Envoy model;
- develop an **interministerial Operations Manual** on best practices for interministerial context analysis, planning, strategy development, and the implementation of measures, with the aim of assuring coherence and quality.

4.1.3. Interministerial cooperation in the field

The interministerial approach must work on the ground. In these contexts, it is **the diplomatic missions of the Federal Republic of Germany which serve as the Federal Government's sensors and network hubs**. In addition to the members of the Diplomatic Service, they are also staffed by members of other ministries and federal authorities delegated temporarily to the Diplomatic Service to perform specialist tasks.

The exchange with the diplomatic missions plays a central role in early warning and in the planning and implementation of measures in the field, not least with regard to coordinating and controlling the activities of the various implementing organisations and implementation partners (see 4.2.1 below). For example, the control and coordination of national German development cooperation is in the hands of the economic cooperation officers. The military attachés are in charge of observing security sectors in the host countries which are particularly sensitive in a conflict context. The staff members of the Federal Police and the Federal Criminal Police Office are frequently involved in projects for the development and training of civilian police capacities.

By integrating them in the task forces, and through focused reporting, **the diplomatic missions will in the future be even better integrated in analysis and operative planning** (see Section 4.1.2). Even closer networking, also with the actors of local civil society and with other non-governmental actors – including pro-democracy and human rights activists as well as traditional and religious communities – can help to get a better view of their perspectives and their assessments, from situation analysis to operative involvement all the way to evaluation.

Whenever a diplomatic mission in a crisis-affected state is forced to discontinue its operative tasks and functions, or to ultimately close down, this has significant consequences for situation analysis and project steering capabilities. In these cases, it is essential to develop creative solutions, which has already been done e.g. with the “remote control” of projects. For this purpose, the Federal Government will build on the experience of past years and develop recommendations on how best to maintain analysis and control capabilities in crisis situations. Besides, the Federal Government will strengthen the role of the diplomatic missions as network hubs for German, local and



international actors, and develop specific recommendations to that end. As an additional measure, the Federal Government will systematically deploy “crisis staff” from the human resources pool of the Federal Foreign Office for short-term assignments, both in special task forces and at the diplomatic missions concerned.

The diplomatic missions are under an obligation to support the **delegations of the European Union** in the fulfilment of their coordinating role for the European contribution to crisis and conflict contexts. This contribution comprises activities of both EU and the member states. On the ground, the EU delegation forms the central interface between the member states and the EU actors (i.e., the EU Special Representatives, CSDP missions and operations, the implementation partners of the European Commission, etc.) as an instrument for effective and conflict-sensitive cooperation in the spirit of the integrated approach (see box on page 126).

The Federal Government is committed to further fine-tuning and synchronising its early warning instruments. It will employ methods of strategic forecasting and strive for close international cooperation in early warning and fragility analysis. In addition, it will promote joint situation assessments on potential crises, even on issues exceeding the narrow framework of foreign, development, and security policy. The Federal Government will also review and revise its existing mechanisms for interministerial coordination. The Federal Government will standardise tried and tested methods and procedures as well as the implementation of its principles of action in crisis contexts such as the Do-No-Harm principle in an interministerial Operations Manual on best practices and work to ensure that all departments of the Federal Government will systematically apply international quality standards in their analysis and planning tools. The government departments will strive for prompt and comprehensive mutual consultation, thereby ensuring that the specialist expertise of the other government departments will be included in their planning. In these efforts, they are making sure that their measures are compatible with the approaches and programmes of German development policy, and with the implementation of the 2030 Agenda. When planning such measures, the involvement of the Federal Foreign Office ensures that these measures are in line with the basic tenets of German foreign policy. The Federal Government will use Special Representatives and Special Envoys to strengthen high-level diplomatic crisis engagement. The Federal Government will more closely interlink the work of the diplomatic missions with the interministerial task forces and strengthen their role as network hubs of Germany's engagement on the ground.

4.2. Partners in implementation



4.2.1. Implementing organisations and local partners

The implementing and intermediary organisations are the Federal Government's partners for realising the projects within the scope of Germany's engagement in peacebuilding. The Federal Government's most important **implementing organisations** are the *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ) and the *KfW Bankengruppe*. Via the *Centrum für Internationale Migration und Entwicklung* (International Center for Migration and Development CIM), a working group comprising the GIZ and the German Federal Employment Agency, German experts are posted to partner countries where they are directly employed by local employers. Other governmental implementing organisations include the Federal Institute for Geosciences and Natural Resources (BGR), the German Foundation for International Legal Cooperation (IRZ), and the National Metrology Institute of Germany (PTB). As part of the *KfW Bankengruppe*, the German Investment and Development

Company (DEG) has a government mandate to promote private entrepreneurship in developing countries and emerging economies. The Federal Government, in its capacity as a partner, commissioner, or member of supervisory bodies, ensures the political control of the governmental implementing organisations as well as the adherence to minimum standards for the implementation and strategic alignment of programmes and projects.

By contrast, the **intermediary organisations** act as a liaison between the state and civil society structures. They are supported institutionally. These organisations, like the *Goethe-Institut* (GI), the German Academic Exchange Service (DAAD) and ifa (*Institut für Auslandsbeziehungen*) are active in the sphere of cultural relations and education policy. They create environments for exchange as well as venues of freedom and dialogue by providing access to culture and education and joint cultural work (coproduction). In this way, they contribute to strengthening civil society. Intermediary organisations are largely free to devise their own programmes and projects, and able to work flexibly and independently thanks to decentralisation and subsidiarity.

In many cases, the implementing and intermediary organisations are able to build on **many years of presence on the ground and on relationships with governmental and non-governmental partners based on trust**. Especially in case of conflicts or escalations of violence, this local continuity is crucial for the efficacy of the engagement.

Non-governmental organisations play an important role in the implementation on the ground of crisis prevention, conflict resolution and peacebuilding. The social networks and local rootedness of – both governmental and non-governmental – local implementation partners allows activities even in areas not otherwise reached by the Federal Government's efforts. They also make it possible to build on local structures, to develop capacities, and to specifically address local needs. Monitoring, evaluation and interministerial learning procedures (see Section 4.5) will take an even closer look at the experiences and prospects of local implementation partners. The Federal Government of Germany will offer its staff members access to training and career development programmes, specifically with a view to human-rights standards and due diligence obligations.

4.2.2. Framework conditions for staff deployment abroad

The Federal Government of Germany has the highest appreciation for the personal and professional commitment of the local, German and international staff working all over the world. Their commitment is the prime reason for the trust and recognition given to Germany's policy in crises and conflicts. The Federal Government is well aware of the difficult working and security conditions in crisis areas. Deployment frequently involves a high degree of personal risk. The Federal Government is supporting its implementing partners in their ability to remain capable of acting with their own staff even in particularly uncertain situations. Where this is not possible, the Federal Government is refining methods of "remote controlling" programmes and projects to responsibly manage the associated security and efficiency risks. The Federal Government, acting in collaboration with its implementing organisations, will work to advance appropriate standards and procedures for professional security management. This also includes the psychosocial support of staff exposed to particular stress in crisis situations.

The Federal Government places a particular focus on the **promotion of women** in the different professional categories of foreign deployments. It is therefore rigorous in implementing the second Action Plan for the Implementation of UN Security Council Resolution 1325. This Action Plan stipulates, amongst other things, gender-equal human resources development in foreign, development, security and defence policy.

Without its **local staff members**, Germany would be unable to act in its partner countries. Whether at the diplomatic missions, in the offices of implementing and intermediary organisations, or on the missions abroad of the *Bundeswehr* or the police forces of the Federal Government and the *Länder*, **they are indispensable, both for their professional work and for their role as mediators between the different cultures.** Even non-governmental organisations and political foundations depend on national staff. By working for a German organisation, national staff members are exposed to specific threats in certain countries. The mandating departments and organisations, in their capacity as employers, are taking their duty of care for national staff very seriously and are taking appropriate protective measures. In addition, they are offering their national staff labour-law protection, and are implementing training and professional development programmes.

The Federal Government of Germany attaches great importance to **developing appropriate framework conditions for all groups of persons and to improving them, where necessary** – from recruitment all the way to employee welfare in the host country. Their deployment on a bilateral basis requires in particular the satisfactory settlement of **legal status** issues of these groups of persons with the partner governments.

The **experts of the German implementing organisations** account for the majority of professionals deployed abroad on behalf of the German Government. The *Deutsche Gesellschaft für Internationale Zusammenarbeit* (GIZ) alone employs a staff of 17,000 in 130 countries, approximately 70% of whom are national staff. Even the *KfW Bankengruppe* is represented at nearly 70 locations worldwide with more than 400 staff members, 70% of whom are also national staff. At locations hit by conflict, security risks present a huge challenge to the work of the staff there. The Federal Government is taking these security risks very seriously and acknowledges that they necessitate professional security management, with the additional expenses to be covered to a reasonable extent.

Germany has been making important contributions with its deployment of highly internationally respected **civilian experts, police and customs officers in international peace operations**. However, Germany's staff share in international peace missions is mostly below its assessed budget contribution (in 2016, for example, Germany provided approximately 1% of the staff for UN missions while contributing 6.4% of the UN peacekeeping budget). With the **Center for International Peace Operations (ZIF)**, however, the Federal Government has since 2002 had a valuable tool for increasing this share in the long term. The Center for International Peace Operations is maintaining a pool of staff to which qualified professionals are admitted. It is from this pool that the Center for International Peace Operations recruits approximately 150 civilian experts for international peace missions and more than 300 election observers for OSCE missions every year. The Center for International Peace Operations is currently being transformed into a fully-fledged secondment organisation and is thus authorised to employ civilian experts and make them available for peace missions in the form of secondments. Within the scope of these secondments, the experts are integrated in the missions and they receive remunerations and social security benefits from the Federal Government. The idea is to further strengthen the human resources capacities and to deploy them

more purposefully. Social security for civilian experts is about to be improved, based on the Act Governing Secondments adopted in 2017. It is the Federal Government's intention to step up the deployment of civilian experts in terms of both quality and quantity, and to enhance its profile in leadership positions in international missions.

Judges and prosecutors are particularly sought-after civilian experts. They directly contribute to Germany's commitment to strengthening the rule of law. The focus of their activities has traditionally been the EU and the Council of Europe, as well as the international court. However, this involvement is being limited by the staffing at *Länder* level. To this date, no binding procedural guidelines have been established between the Federal Government and the *Länder* for the secondment of judges and prosecutors. It is a special concern of the Federal Government to further expand the secondment of judges and prosecutors in international peace operations and within the scope of bilateral development cooperation.



With the secondment of **police and customs officers**, the Federal Government is making a significant bilateral and multilateral contribution to strengthening the security structures in fragile contexts (in UN, EU and OSCE police missions as well as in the missions of the FRONTEX European Border and Coast Guard Agency). In addition to the Federal Police, the Federal Criminal Police Office, and the Federal Customs Administration, the police forces of the *Länder* are

currently providing more than 200 police officers within the context of the joint federal-state working group on international police missions (AG IPM) of the standing conference of German Interior Ministers. The compass for the joint efforts by the German Federal and *Länder* governments in this area are the guidelines for the joint participation of the Federal Government and the *Länder* in international police missions. The Federal Government will look into ways to consolidate and, where necessary, increase the police secondment capacities in coordination with the *Länder*, e.g. by creating a job pool backed up by permanent positions.

The deployment of **service members** of the German Armed Forces (*Bundeswehr*) in international crisis management and peacebuilding has been part and parcel of the *Bundeswehr*'s mission profile for 25 years. In many places, the training of national armed forces is a number-one priority. Long-term advisory groups as part of the Federal Government's equipment assistance programme for foreign armed forces have been deployed since 1961. In addition, the Federal Government's enable and enhance initiative provides measures aimed at strengthening the capabilities of partner states and regional organisations in conflict management and crisis prevention. Every armed *Bundeswehr* deployment abroad is subject to the constitutive consent of the German *Bundestag*.

CIVIL PEACE SERVICE (CPS)

A special tool of Germany's development-policy contribution to peace and security is the placement of development workers serving as qualified professionals under the auspices of the Civil Peace Service (CPS). The Civil Peace Service is a joint venture of state and civil society partners and brings together governmental and non-governmental approaches to peace promotion in a manner unique in the world. The Civil Peace Service's jointly designed programme helps to support local partner organisations in peacebuilding, civilian conflict resolution and the transformation of violent conflicts. These efforts in turn help to strengthen dialogue with civil society and reconciliation capacities. In 2016, approximately 300 qualified professionals were working in more than 40 countries. The Civil Peace Service can be deployed in different conflict contexts and profits from the diversity of its local partners.

The civil society and governmental institutions joined together in the Civil Peace Service deploy specialists whose job is to support local organisations in the non-violent management of conflicts, involvement in peace processes, and the articulation of their interests. They strengthen the potential for peace on the ground and help to build bridges between hostile groups. They teach methods of civilian conflict resolution and mediation, and they develop and promote structures and processes for dialogue. They help the affected population to deal with a past marked by violence, injustice and suffering. They are involved in taking care of traumatised people or in the reintegration of former child soldiers and combatants. They contribute to reconciliation and protect those actors who defend the non-violent resolution of conflicts and the respect of human rights. The Civil Peace Service works on the root causes of conflict and the elimination of wrong and structural injustice and acts to prevent conflicts from escalating. It promotes plurality as the basis for peace processes and the development of democracy, and is particularly committed to civil society approaches for participation in and support of political processes such as peace, reconstruction or reconciliation processes.

The Federal Government will continuously review the framework conditions for specialists working abroad, to ensure their secure and sustainable work even under the most arduous of working conditions. The Federal Government of Germany is committed, in collaboration with implementing organisations, to advancing appropriate standards and procedures for professional security management. This also includes psychosocial support. It will strengthen the capacities of local partners and structures, and, where necessary, refine the methods for the “remote control” of its measures. The Federal Government will pursue an active, gender-equal human resources policy for the deployment of professional specialists abroad, and will develop target group-specific solutions to that effect. To that end, it will implement the second Action Plan for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security (2017–2020).



GERMANY'S INVOLVEMENT IN PRACTICE: COLOMBIA

Colombia has for decades been suffering from armed conflicts involving guerrilla organisations, paramilitary groups and state security forces. This internal conflict has so far claimed more than 340,000 lives. A peace treaty between the Colombian government under President Santos and the largest guerrilla organisation, FARC (*Fuerzas Armadas Revolucionarias de Colombia*), from August 2016 had initially been rejected by a slim majority of Colombians in a referendum held in October. A revised agreement was approved in late November 2016 by both Houses of Congress (Parliament). The Colombian Government entered into negotiations with ELN Guerilla (*Ejército de Liberación Nacional*) in February 2017.

The agreement with FARC provides e.g. for the disarmament and demobilisation of the former guerrilla fighters, which is due to be completed by mid-2017. The Government is working to make as much visible progress as possible in the implementation of the agreement during the first months of the post-conflict phase. This applies above all to improving the security and reorganisation of the security sector. Additional requirements are the reconciliation of the

divided society and the development of the rural regions. This includes the compensation of victims and the restitution of land as well as economic prospects for the rural population and the urban poor. Another important factor is transitional justice.

Germany has been supporting the peace process since 2007 as one of Colombia's most important international partners. In terms of transitional justice, the Federal Government of Germany advised both the prosecution and civil society on the preparation of the special jurisdiction for peace. The FARC Agreement explicitly mentions Germany as the country requested for additional help for transitional justice. January 2017 saw the kick-off for establishing a German-Colombian Peace Institute (*Instituto CAPAZ*) in Bogotá. This joint project of German and Colombian universities aims to serve the academic analysis of the conflict and to giving practical advice on projects and initiatives in the peace processes. It focuses on the reconciliation of society, the strengthening of the rule of law, conflict prevention, and peacebuilding.

Germany is also supporting the Colombian Government in resolving conflict at local level and in strengthening local peace processes. In addition, the Federal Government is supporting the state institutions in organising land restitution and the compensation of victims. Special programmes provide internally displaced persons with psychosocial support and mediation services.

Within the scope of financial cooperation the Federal Government is granting Colombia extensive loan facilities. It also supports the activities carried out by churches, political foundations and private organisations, e.g. by deploying development workers. Supplementary humanitarian assistance helps to alleviate existing emergency situations and improve the food situation, e.g. via the World Food Programme. Germany is also contributing to international peacebuilding funds, such as those run by the UN and EU.

4.3. International partnerships

Whenever Germany engages in the international arena in the prevention of crises, the resolution of conflicts and peacebuilding, it does not do so unilaterally, but at all times in cooperation with international partners and – wherever possible – within the scope of multilateral structures.

The **European Union** is the central point of reference for German foreign policy. Even today, it possesses well-developed instruments for early warning, crisis management and peacebuilding. Despite the great challenges the European Union is facing, it is fast becoming a crucial protagonist in states affected by crises and conflicts.

THE EUROPEAN UNION'S INTEGRATED APPROACH

The European Union is pursuing an integrated approach to crises management: with its diplomatic and political leverage, the external financing instruments, as well as its civilian and military operational capabilities, it possesses an extensive repertory of measures. Besides, the EU is among the world's central actors in development cooperation. This gives the EU a broader stance than other international actors. The idea is to make the cooperation of the European External Action Service (EEAS), the European Commission, and the member states more coherent, and to coordinate the deployment of all instruments. Security and development are mutually interdependent: a minimum level of security is a prerequisite for development. But the reverse is equally true: no development prospects means no lasting and self-sustaining security. That is why all civilian and military support in the relevant operations should be combined and implemented as a comprehensive approach right from the start. It is therefore necessary, right from the outset, to consider any follow-up steps when planning missions within the CSDP framework of the EU. Thinking about exit scenarios even at the start of a mission is of particular importance.

The Federal Government is particularly keen to expand the number of member states engaged in peace and security. At the same time, it is imperative to enhance the EU's capabilities for coordinating, analysing and planning the relevant measures. Existing approaches such as joint programming that constitute a coherent combination of the EU's and its member states' development cooperation based on shared analyses and strategies, are playing a seminal role. Germany will strive to further develop these instruments.

In the **implementation of the EU's Global Strategy** of 2016 and of the European Consensus on Development Policy newly adopted in 2017, the Federal Government is making a case for explicitly addressing the issues of crisis prevention, addressing the structural causes of conflict, conflict resolution and post-conflict peacebuilding. In this context, the **CSDP** provides a flexible and effective crisis response tool. In line with the Global Strategy, the focus on strengthening resilience needs to be increased. It is important for peacebuilding to link national and European contributions more closely. This is done by maintaining close contact with European Commission and EEAS decision-makers throughout the entire duration of the crisis. This can be achieved, for example, by intensified staff exchanges, or by periodic and institutionalised consultations, as well as by shared analysis and planning tools, both in Brussels and in the field.

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For years, the United Nations has been stressing the urgency and priority of prevention policy – now more than ever before. In [a] ‘preventive German foreign policy’, strategic priority must be given to supporting and strengthening the United Nations.” Winfried Nachtwei,

Advisory Board for Civilian Crisis Prevention

The **United Nations** is the central frame of reference for German multilateral crisis engagement aimed at promoting world peace and security, protecting human rights, and enabling sustainable development. The UN is active in all crisis and conflict regions all over the world. The **UN Security Council** has a central role in the protection of peace and security. It is the only body authorised at a global level to make binding decisions under international law, even against the will of a state, and the only international body legally




UNHCR
The UN Refugee Agency

authorised to mandate the use of force (under international law). This makes the UN indispensable as the competent authority conferring international legitimacy on international interventions. The UN is also the biggest provider of peace services in the world. Its mechanisms and instruments of early warning, crisis prevention and peacebuilding, in addition to immediate peacekeeping, are increasingly gaining importance. Further partners for the promotion of peace for the Federal Government of Germany within the UN system include the United Nations Development Programme (UNDP), the World Food Programme (WFP), the United Nations Children Fund (UNICEF), the United Nations High Commission for Refugees (UNHCR), and the UN specialised agencies.

The Federal Government is committed to further developing the UN's and its specialised agencies' crisis and conflict prevention instruments as part of the Sustaining Peace concept of the Security Council and the General Assembly, and to supporting the modernisation and enhancing the efficiency of peacekeeping. Germany is ready to increase its involvement in the UN's peacekeeping missions and to support the United Nations in the organisation of a World Prevention Forum.

The Federal Government is supporting all reform efforts aimed at improving and increasing the efficiency of the UN system, including a reform of the Security Council. For the Security Council to preserve its legitimacy on a permanent basis, its composition needs to reflect the world order of the 21st century. Germany is ready and willing to take on more responsibility as a permanent member of the UN Security Council as a consequence of reform. In the meantime, Germany aims for non-permanent membership at regular intervals.

Germany is strongly committed to the implementation of the **2030 Agenda for Sustainable Development** adopted in the context of the UN which lists peace as one of its five cornerstones. The 2030 Agenda has a peacebuilding effect, both by linking all dimensions of sustainability (i.e. social, environmental, economic), and by setting concrete goals and sub-goals (specifically SDG 16, see box page 30). The Federal Government is supporting the approach of joint planning and reporting for the entire UN system, for the sustainable implementation of the 2030 Agenda.

In addition to that, collective security systems play an important role in the protection of peace and freedom. Both in Europe and in the rest of the world, **NATO** and the EU are faced with similar threats. Mastering these challenges requires a comprehensive approach providing the framework for combining NATO's primarily military instruments with the EU's foreign and security policy instruments as well as its economic, trade, energy, and development policy instruments. NATO's crisis management operations are instruments of preventive security serving the prevention, containment and stabilisation of violent crises and conflicts, and the subsequent post-conflict rehabilitation. As such, NATO is playing a global role in fulfilling its responsibility as a Euro-Atlantic security organisation. In line with the goal of sustainable crisis management, its approach is to strengthen the capability of regional actors – whether individual nations or regional organisations – for independent security precautions and stabilisation. Thanks to its permanent command structure, its transatlantic partnership, and its strong training practice, NATO is particularly well-equipped to carry out even complex operations. At the same time, it is responding to the concerns of its Eastern alliance partners. That is why, in addition to international crisis and conflict management, national and alliance defence is again gaining ground.

The OSCE is the world's largest regional security organisation and a cornerstone of European security. With its inclusive community of participants and its numerous field missions, it is a core component of the European security architecture. As a one-of-a-kind consultation, collaboration and negotiation forum for the security policy, from Vancouver all the way to Vladivostok, it will continue to be an indispensable tool in the armoury of our future security. Besides, most OSCE participating states agree that there is a need to strengthen confidence building and arms control just as much as the OSCE's capacity to act within the whole conflict cycle. The Federal Government will continue to give its uncompromising support to the relevant efforts of the respective OSCE Chairmanships.

The Federal Government is cooperating with the **OECD**, inter alia, within the context of the International Network on Conflict and Fragility (INCAF). This network fosters the exchange of experiences among the members and develops standards, principles, and good practice examples for cooperation



with fragile states. OECD INCAF's annually published *States of Fragility Report* presents data, statistics and relevant research on fragility, violence and conflict to inform and draft recommendations about the special challenges of implementation in fragile contexts. Apart from that, the Federal Government, as part of its INCAF membership, is also establishing political structures of dialogue with fragile states and civil society, e.g. the International Dialogue for Peacebuilding and Statebuilding (IDPS, also see Chapter 1). It is one of the Federal Government's core concerns to contribute the experience gained from German development cooperation in fragile contexts to international policy formulation and OECD standard setting. It considers the OECD to be an appropriate platform for joint analysis and learning projects in conjunction with other donors.

FINANCING MECHANISMS IN MULTILATERAL COOPERATION

Through **programme-based joint financing (PGF)**, the reform programmes of a partner country are supported. Depending on the objective(s), PGF is intended to promote either sustainable economic development and poverty reduction or specific sector reforms such as education or health reforms. However, PGF can also be used in a crisis context to maintain or strengthen central state and administrative functions. Good governance and the promotion of an efficient public financial management and economic policy framework have been and always will be core aspects of PGF projects. It is up to the respective partners to take on a leadership role and responsibility for the implementation of PGF projects, with a view to fostering ownership. In all of these projects, the partners' systems are systematically strengthened, and the implementation of the mutually agreed reform strategy is supported by policy dialogue. PGF is an important tool for coordinating the concepts and contents of the various donor contributions, and creating a platform for formal donor coordination.

Financing facilities and voluntary payments to international organisations, e.g. in the form of **fund contributions**, can be used throughout all phases of a crisis. The particular added value of financing facilities and fund contributions is that they allow the pooling of resources and capabilities and the addressing of short-term financing needs with pinpoint accuracy. At the same time, these forms of financing help to promote the coherence and effectiveness of relief measures. Funds are normally an excellent platform for harmonising and coordinating the individual donors and for reducing the transaction costs on the partner's end. A down side is the sometimes limited controllability of these funds as their use is decided by multiple donors with often widely varying interests.

Since the publication of the World Development Report of 2011, the **World Bank** has been devoting greater attention to the issue of conflict, fragility and violence. The Federal Government is fulfilling its steering role in the World Bank via the Executive Director appointed by it, and is actively supporting the World Bank as it focuses on fragile contexts and strengthens its rapid response capability. Financial support is provided to individual programmes such as the State- and Peacebuilding Fund (SPF), which is piloting innovative approaches to crisis contexts, or the Concessional Financing Facility (CFF), which was extended in 2016 beyond the MENA (Middle East & North Africa) region and which is providing low-interest loans for middle income countries affected by the refugee crisis. The World Bank's Global Facility for Disaster Reduction and Recovery (GFDRR) also helps to push initiatives for disaster risk manage-

ment at the interface of climate, conflict, and natural disasters. Its outstanding specialist expertise, in combination with its presence in many fragile environments, makes the World Bank an important partner for joint fragility analyses and learning formats. The **International Monetary Fund (IMF)** with its monitoring activities and its technical support programmes is making a crucial contribution towards the prevention of economic crises in its member states. It is the IMF which is prepared to come up with financial assistance in the event of a balance of payments crisis. The **regional multilateral development banks**, such as the African Development Bank (AfDB), the Asian Development Bank (ADB), and the Interamerican Development Bank (IDB) are further important partners in the context of cooperation with fragile states.

Besides that, the Federal Government is working with additional international organisations, regional organisations, networks, partner states and non-governmental actors in its efforts to address **global drivers of conflict and challenges**. The Federal Government of Germany attaches particular importance to **integrating emerging powers into the international order**, and to developing new partnerships. Dialogue formats such as the International Partnership on Religion and Sustainable Development (PaRD), which pools the joint efforts of more than 50 bilateral donors, international organisations, and civil society for more systematically tapping into the peace potential of religions, are another valid partnership-building tool. In addition, the Federal Government is actively involved in addressing global security risks. In line with its commitment, the Federal Government is committed to strengthening measures against **climate change** as a security-related aspect within international organisations and fora such as the UN, the EU, G7, and G20. The task for the upcoming years will be to integrate climate issues even more systematically into Germany's crisis engagement, and to strengthen potentially affected regions' resilience. Programmes and projects for promoting adaptation to climate change are especially important to politically fragile regions and states already affected by climate change. Even **health risks** – such as the Ebola outbreak in West Africa in 2014/2015 – can have a destabilising effect on entire regions and undo years of development achievements. That is why the Federal Government is campaigning for better pandemic prevention and effective global health crisis management. Based on the Federal Chancellor's Six Point Plan (January 2015), the Federal Government is using an interministerial approach to strengthen e.g. the healthcare systems in partner countries, or to build up instruments at

the EU, the World Health Organization (WHO), and the World Bank, which can rapidly supply necessary materials, human resources, and financing in case of crisis.

The Federal Government is also strongly supporting bilateral and multilateral cooperation among the donor community with a view to **better donor coordination**. To this end it supports, among other schemes, the concept of **lead nations**, i.e. the exercise of a coordination and pooling function by individual partner nations – also within the context of multilateral operations. Germany is prepared to take on more responsibility in this context – and is keen to see the **effective coordination of its contributions by other partners**.

The Federal Government is wholeheartedly committed to the ambitious implementation of the 2030 Agenda for Sustainable Development, both at national and at global level. It will remain steadfast in its efforts to strengthen international capabilities for crisis prevention, conflict resolution and peacebuilding, and it will work towards improved coordination. To do this, it will strive for a closer linkage of relevant mechanisms of the European Union and its member states, using existing approaches like Joint Programming. What is more, Germany is working for the advancement of the Common Security and Defence Policy (CSDP) in the EU. The Federal Government is supporting the reform efforts within the United Nations, and is ready and willing to take on more responsibility for peacekeeping, by helping to modernise it and make it more efficient. The Federal Government supports the organisation of a World Prevention Forum. The Federal Government will keep capabilities ready for participating in the whole spectrum of NATO and/or EU missions, and for helping regional partners to improve their own capabilities. It will support regional organisations all over the world, enabling them to make their own contributions towards safeguarding peace and security. In conjunction with other donors, the Federal Government will work towards better donor coordination, and will endeavour to play an active role in the resolution of global causes of conflict.

4.4. Civil society, academia and other non-governmental partners in Germany



The Federal Government and civil society organisations need to pursue a common political strategy of creating opportunities for dialogue which will allow governmental and civil society actors to openly discuss the political framework conditions of cooperation and will give them room for joint learning and reflection.” A participant attending the “Civil society crisis prevention and peacebuilding” event of 05 October 2016

Non-governmental actors including civil society organisations and networks, academia, church organisations, political as well as private foundations, and the business sector **are indispensable partners** for Germany’s engagement. They can often draw on many years of experience, they are virtual reservoirs of professional expertise, they promote critical reflection, and they are working in political education. The Federal Government has the highest appreciation for these actors. It has therefore decided to draw more heavily on the expertise of non-governmental agents for peace for its own future conceptual and operative efforts. This also includes **actors of local civil society** whose involvement is explicitly promoted by the Federal Government (see Chapter 3). The Federal Government perceives these actors as proactive partners and as sources of inspiration for its own efforts.

The close cooperation with non-governmental partners for the promotion of peace was influenced to a large extent by the 2004 *Action Plan on Civilian Crisis Prevention, Conflict Resolution and Peacebuilding*. **The Federal Government will further evolve the structures and exchange processes initiated through the Action Plan**, and focus even more on joint learning processes.

The **Advisory Board for Civilian Crisis Prevention** has since 2005 been contributing its wide spectrum of expertise to the work of the Interministerial Steering Group for Civilian Crisis Prevention. The Advisory Board is composed of stakeholders from academia, foundations, non-governmental organisations,

the business sector, and experienced individuals. The Advisory Board has proven its added value as a constructive and critical companion to government departments in the implementation of the Action Plan, and for the conceptual advancement of the departments' engagement in crisis-affected countries. So far, the lack of clarity of the mandate and limited capacities have made constructive cooperation challenging.

The Federal Government is therefore defining the Advisory Board's mandate more precisely, and aims to raise its profile as Advisory Board for Civilian Crisis Prevention and Peacebuilding. The Advisory Board is in charge of three core tasks: to provide advisory services to government departments, to draft conceptual contributions of its own, and to promote the exchange with the professional public. **First**, the Advisory Board will confidentially and professionally mentor and advance the concepts of the Federal Government's crisis engagement in line with the principles of the Government's vision statement. In the future, the Advisory Board will concern itself at an early stage with strategic and fundamental conceptual issues, and will deliver confidential advice. **Secondly**, the Advisory Board should be authorised to commission or submit its own expert reports on core issues relating to conflict analysis, early warning and the conceptual advancement of the government's toolkit and approaches. The Advisory Board will as a general rule present these expert reports to the public. **Thirdly**, the Advisory Board will act as a central interface with non-governmental actors, which it can involve in its work at its own discretion. The Advisory Board will carry out its networking and advisory functions by e.g. organising an **annual conference** as well as supplementary consultation processes. Membership is decided on by the Interministerial Steering Group for Civilian Crisis Prevention.

Another important platform is the **Working Group on Peace and Development (FriEnt)**, an association of academic institutes, church development agencies, civil society networks, political foundations, and governmental institutions. The Working Group on Peace and Development uses multiple approaches, partner structures, experiences and competencies to more effectively address the challenges to development and peace policy. The Working Group provides professional expertise, it offers a compass for policy- and practice-relevant action, and it promotes public understanding of the versatile approaches and potentials of peace work. The Working Group on Peace and Development encourages a trustful dialogue between the various actors of crisis prevention



and peacebuilding, at both national and international level. It can provide important inspiration for the learning platform envisaged by the Federal Government (see Section 4.5.2).

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To address the issues of violence and crisis prevention, peacekeeping and conflict resolution, we need both: specialised, case-related and context-related knowledge as well as generalisable ‘synthesised knowledge’.

Ulrich Schneckener, German Foundation for Peace Research (DSF)

The Federal Government stands to benefit from the advice received from **academia and research**, to improve its base of knowledge for impactful involvement in crisis prevention, conflict resolution and peacebuilding. By promoting non-university research institutes as well as university research projects, the Federal Government has already been providing important inputs on this issue. Important partners in basic research include e.g. the Peace Research Institute Frankfurt (HSFK) jointly funded by the Federal Government and the *Länder*, and the likewise jointly funded German Institute of Global and Area Studies (GIGA). The German Development Institute (DIE), the German Foundation For Science and Politics (SWP), and the German Council on Foreign Relations (DGAP) have proven their worth e.g. by providing practice-oriented and academically sound political advice and by acting as driving forces for strategic processes. The German Foundation for Peace (DSF) launched by the Federal Government, in its capacity as a research-funding institution, is supporting academic projects, young academics, networking within academia, and the exchange of knowledge between academia, the world of politics, and society. In addition, the Federal Government supports security policy research – beyond the *Bundeswehr*'s universities – at the nationwide faculties and institutes geared to this research.

The Federal Government will continue its comprehensive support activities and will increase its focus on practical relevance and interdisciplinary cooperation, in line with the broad and comprehensive project funding activities of the Federal Ministry for Education and Research. The Federal Government is committed to taking greater account of regional research in disciplines such as ethnology and anthropology when analysing conflict contexts. It will devote

increased attention to **innovative formats of reciprocal knowledge transfer between theory and practice**. The point is to make academic findings available quickly and purposefully to decision-makers in politics, security institutions, and civil society. The Federal Government will continue to advocate free and independent research, also with respective host countries.

There is trustful cooperation between the Federal Government and German **religious communities**; in development cooperation, notably with the central agencies specifically established by the churches for development cooperation; in the *Bundeswehr*, via military chaplains and beyond. In some crisis and war regions, access for interventions is possible only via their local networks and religious communities. That is why they also have an important role to play in conflict analysis and as facilitators in peace processes. Moreover, the Protestant Church of Germany (EKD) and the German Bishops' Conference (DBK) are also supporting German expatriate congregations and church mission societies in fragile states.

The German political foundations (*Konrad-Adenauer-Stiftung*, Heinrich Böll Foundation, *Friedrich-Ebert-Stiftung*, Rosa Luxemburg Foundation, Friedrich Naumann Foundation and Hanns Seidel Foundation), with their education, advisory and dialogue programmes, play an important role in building and promoting democracy as well as in supporting civil society, including in fragile states and crisis-affected areas. The foundations, like the churches and other private institutions, do not act on behalf of the Federal Government, but merely with its consent and financial support. The Federal Government is doing its utmost to ensure that the political foundations and organisations of German civil society can operate freely in their host countries. **Private foundations** with their expert knowledge and their networks are also progressively evolving into actors for sustainable peacebuilding. The Federal Government will systematically expand its partnerships with these foundations.

Given the important contributions **business companies** are making to resolving conflicts and to the creation of long-term prospects for the future, and in view of the international dialogue maintained by trade associations and chambers of commerce, the Federal Government will actively work to more closely involve them in the non-governmental network of actors. Moreover, more attention will be paid to entrepreneurs' perspective, for example within

the scope of the Advisory Board or suitable consulting formats. Indeed, the Federal Government acknowledges and appreciates the fact that German companies are in many countries performing public service tasks for and securing the livelihoods of their employees in their home communities. They bear particular responsibility in this regard (see box on page 61).

The Federal Government will intensify its cooperation with non-governmental actors in the area of peacebuilding, increase its use of existing platforms like FriEnt (Working Group on Peace and Development), and further expand its network. As the central interface to these actors, it will further consolidate and strengthen the Advisory Board for Civilian Crisis Prevention. The Federal Government will put special emphasis on improving the knowledge base for involvement in fragile contexts and for shared learning processes. To that end, it will support the systematic promotion of regional studies and of peace, security and conflict research, and will support innovative transfer formats to better incorporate the results obtained in the Federal Government's work. The Federal Government is committed to assuring a free and unhindered environment for the activities of civil society organisations and foundations in host countries, and to better integrating business companies into its non-governmental network of actors.

4.5. Quality assurance and further development of the interministerial approach

4.5.1. Monitoring and evaluation

Assessing the results and experiences of Germany's engagement in countries affected by crises and conflicts through monitoring and final evaluation is indispensable – both with regard to the transparent and economic use of public funds and quality assurance, and for effective political steering capacity and flexible adjustments to changing circumstances. This is important in order to remain capable of acting, especially in situations – typically crisis situations – where not all framework conditions can be controlled or where every intervention is fraught with risks. This is also in line with the principle of identifying and averting the unintentional effects of an engagement at an early stage (Do-No-Harm principle).

Monitoring and evaluation generally lie within the responsibility of the respective government department. They are developing suitable instruments best attuned to their area of operations.

The evaluations of the Federal Foreign Office's projects are carried out by external experts. For future reference, **strategic evaluation** will have a key function as a control instrument. Additionally, an independent evaluation panel of stakeholders from the world of politics, academia and civil society has been established whose task it will be to advise on strategic evaluation, to support the internal feedback of results, and promote the dissemination of these results to the public.

In the BMZ's area of operations, on the one hand evaluations are performed by the implementing organisations, such as KfW Development Bank and the *Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)*, and by those civil society organisations receiving support. Their evaluations are normally project-based, and are performed by external experts. The independent **German Institute for Development Evaluation (DEval)**, on the other hand, conducts strategic evaluations, i.e. policy-relevant evaluations, above the level of individual projects. In addition to this, it develops evaluation methods and standards, and promotes the dissemination of knowledge, the process of learning from evaluations, as well as evaluation capacities in partner countries. DEval's Advisory Board, consisting of representatives of the German *Bundestag* and representatives from academia, civil society and other organisations, is involved in particular in the process of evaluation planning and results discussion.

Special approaches are required to support learning and accountability within the context of conflicts and fragility. Germany's approaches are generally based on **OECD DAC** standards and directives, which take into account the complexity and volatility of crisis and conflict situations. These standards and directives include, in addition to the principles agreed within the OECD DAC community (1991), and the quality criteria for development evaluation (2010), in particular the guidelines for *Evaluating Peacebuilding Activities in Settings of Conflict and Fragility – Improving Learning for Results* (2012).

The deployment of *Bundeswehr* forces and resources for crisis prevention or crisis management is subject to evaluation by the **Bundeswehr's mission assessment**. It examines whether or not it will be possible to carry out a mission with

the forces and resources deployed, or whether adjustments would be advisable. This assessment helps to analyse during all phases of a deployment – i.e., preparation, implementation, follow-up – whether or not it will be necessary to improve procedures and capabilities, with a view to initiating appropriate mission-optimising measures for ongoing and future operations. As part of the comprehensive approach, the shared use of findings obtained from all phases of the missions is of particular relevance.

The Federal Government seeks to increase interministerial cooperation for these evaluation purposes. Common procedures have to reflect the objectives and needs of the government departments involved, and should allow the possibility of adjustment in appropriate cases. For interministerial involvement in prolonged crises and conflicts, the Federal Government aims to evaluate interministerial action at regular intervals.

4.5.2. Interministerial learning processes

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The PeaceLab 2016 Process has illustrated the value of cross-protagonist and cross-institutional exchange on the principles and practice of peacebuilding. Even after PeaceLab 2016, this ‘community’ [...] will remain in need of locations for exchanging experiences, asking questions, adjusting knowledge and absorbing new ideas. Here is where learning platforms [...] can be of assistance.” Jörn Grävingholt, German

Development Institute and Advisory Board for Civilian Crisis Prevention

PEACE
LAB **2016**
KRISENPRÄVENTION
WEITER DENKEN.

The structures and procedures propounded in these guidelines need to be put into practice. **Interministerial basic and further training, specifically for jointly preparing all staff members concerned for their posts**, will therefore be strengthened. Interministerial training is also intended to help promote the exchange with external experts and non-governmental actors. The training academies and training partners of the government departments, as well as the Federal Academy for Security Policy (BAKS), are of premier importance for the implementation of interministerial basic and further training. The Federal Government will also offer **regional and interministerial training events to the diplomatic missions concerned**, where necessary, with the involvement of international and implementing partners. Furthermore, the Federal Government will look into the possibility of developing joint training programmes with the European institutions and the other EU member states.

To better integrate and institutionalise knowledge management and professional development, the Federal Government also embraces the **development of an interministerial learning platform**. This platform, in connecting the relevant work units of the government departments and in systematically clustering experiences and knowledge, serves the goal of interministerial basic and further training. The Advisory Board for Civilian Crisis Prevention gives civil society organisations and research institutions a platform for getting involved in learning processes.

The Federal Government advocates systematic, impact-oriented monitoring, and the corresponding evaluation of its involvement in crisis prevention, conflict resolution and peacebuilding. By strengthening exchange on best practices, the Federal Government aims to apply, in each case, the highest quality standards of the government departments and implementing partners involved, and to develop interministerial procedures. It is committed to promoting joint basic and further training, and to tailoring its relevant programmes even better to the challenging tasks in crisis countries. It will establish a learning platform for pooling and getting the most out of the experiences gained from its involvement.

4.6. Implementation of the Guidelines and follow-up processes

These Guidelines, in combination with the White Paper and the Federal Government's Development Policy Report, constitute the strategic framework for the Federal Government's political engagement in crisis prevention, conflict resolution and peacebuilding. The body responsible for the implementation of the Guidelines is the Interministerial Steering Group for Civilian Crisis Prevention, which has the authority to set up working groups with a view to the follow-up processes announced herein (see Overview in Appendix 1). The Federal Government will submit a report on the implementation of the Guidelines after four years. It will review the Guidelines as its strategic basis of peacebuilding after eight years, and readjust them as needed. Furthermore, the Federal Government will inform the German *Bundestag* at regular intervals about selected priority issues of its peacebuilding efforts, and will in addition invite Members of the German *Bundestag* to participate in the future learning platform. It will also report to the international community – e.g. as part of monitoring SDG 16 of the 2030 Agenda for Sustainable Development – about its engagement in fragile and conflict-affected contexts, and about other goals.

The Federal Government embraces the continuation of the dialogue conducted at the *PeaceLab 2016*, which is an inclusive dialogue involving various actors engaged in the areas of crisis prevention, conflict resolution and peacebuilding, in an appropriate form and with the participation of the Advisory Board. The Federal Government will expand its communication activities in order to explain its engagement to the public, to point out the opportunities and limitations of this engagement, and to actively reach out to the media in Germany and in the field. To achieve all of this, it will set up a permanent interministerial working group for **strategic communication** which will report to the Interministerial Steering Group for Civilian Crisis Prevention and which will be advised by the Advisory Board.

The Federal Government is committed to systematically following up on the application and advancement of the Guidelines. It will submit a report on their implementation after four years and will review the Guidelines as its strategic basis for peacebuilding after eight years, readjusting them as needed. It will cultivate a close exchange with the German *Bundestag* and actors from the peacebuilding arena. It will expand its communication with the public, and will for that purpose set up a permanent interministerial working group for strategic communication.

Appendix

Appendix 1: The Federal Government voluntary commitments

Voluntary commitment	Source
The vision statement lays down the guiding principles for the Federal Government to shape its actions and instruments as well as appropriate structures and partnerships for peacebuilding.	Chapter 2

Voluntary commitment	Source
The Federal Government is firmly committed to further expanding its mediation capabilities and to intensifying its involvement in mediation processes in the future. This comprises the financial and planning support of mediation processes, as well as the long-term development of the UN's and other partners' mediation capacities, and may even involve direct participation in mediation processes. In this regard, the Federal Government's particular focus is on inclusive dialogue processes and the equal participation of women – on the negotiating end as much as on the mediating end.	Section 3.2
The Federal Government is set on further expanding its involvement in democracy building and the support of peace infrastructures at various different levels. In this regard, it pays particular attention to the equal participation of women.	Section 3.2.1
The Federal Government will also forge even closer links between the issues of governance, fragility and conflict, and systematically support the capabilities of governments to implement the 2030 Agenda for Sustainable Development.	Section 3.2.1
Both in the United Nations and the European Union, the Federal Government will continue to make sure that sanctions are effectively implemented and stay in line with the requirements of proportionality and rule of law.	Section 3.2.1
The Federal Government will continue to cultivate its involvement in the security sector and is planning to appoint a working group for drafting an interministerial SSR strategy. In terms of implementing the UN Security Council Resolution 1325 and the 2030 Agenda for Sustainable Development (SDG 5), greater and more active attention will be paid to the special concerns and interests of women and girls.	Section 3.2.2

<p>The Federal Government is also supporting the United Nations' reform efforts aimed at making the peacekeeping system and the special political missions even more effective.</p>	<p>Section 3.2.2</p>
<p>The Federal Government will continue to promote the development of African peace and security structures.</p>	<p>Section 3.2.2</p>
<p>The Federal Government will also intensify its arms control and disarmament measures, and will specifically expand its mine and ordnance clearance programmes in stabilisation contexts.</p>	<p>Section 3.2.2</p>
<p>The Federal Government will work towards enhanced small arms control.</p>	<p>Section 3.2.2</p>
<p>The Federal Government aims at the enduring and qualified support of international missions.</p>	<p>Section 3.2.2</p>
<p>The Federal Government will enhance its focus on the promotion and systematic demand for rule of law; especially with an eye to the 2030 Agenda for Sustainable Development (SDG 16).</p>	<p>Section 3.2.3</p>
<p>The Federal Government has therefore decided to launch a working group for drafting an interministerial strategy for promoting the rule of law.</p>	<p>Section 3.2.3</p>
<p>The Federal Government will continue its involvement for the protection and promotion of human rights and develop an interministerial strategy for transitional justice in a separate working group.</p>	<p>Section 3.2.3</p>
<p>The Federal Government also seeks to further expand German involvement in the rule-of-law components of international missions, notably missions of the EU and UN.</p>	<p>Section 3.2.3</p>
<p>The Federal Government will continue its efforts for a broader recognition and strengthening of international criminal jurisdiction, specifically of the International Criminal Court (ICC).</p>	<p>Section 3.2.3</p>

<p>In its promotion of the rule of law, the Federal Government will also take due account of the goals of Resolution 1325 and its follow-up resolutions on women, peace and security.</p>	Section 3.2.3
<p>The Federal Government is striving to expand its measures for business development and employment promotion and for social protection in fragile states, in line with the 2030 Agenda for Sustainable Development. Particular attention will be given to Africa and the host countries of refugees.</p>	Section 3.2.4
<p>Among other things, the Federal Government will for this purpose:</p> <ul style="list-style-type: none">• forge new alliances with the German business sector and with international partners, e.g. under the multi-stakeholder partnership Global Alliance for Trade Facilitation;• develop innovative solutions with the private financial and insurance sectors;• establish incentive-based reform partnerships for accelerated sustainable development;• increase its support for private sector efforts to develop sustainable supply chains and production capacities, in alignment with environmental and social standards;• give particular support to the economic activities of women;• expand employment promotion in crisis countries and in the host countries of refugees;• step up its support for measures for climate change adaptation and promote and push climate risk insurance initiatives such as <i>InsuResilience</i>;• make the funding of conflicts from mining revenues more difficult, e.g. through an active commitment to compulsory EU regulations on the import of natural resources, as part of international processes like the Kimberley Process Certification Scheme for the certification of “conflict-free” diamonds, or by transparency initiatives such as the Extractive Industries Transparency Initiative (EITI).• help the poorest, least developed countries (LDCs) to double their share in total world exports by 2020 (SDG 17 of the 2030 Agenda); to do this, the Federal Government will in particular step up its contributions to a Multi-Donor Trust Fund organised as part of the World Trade Organization (WTO) which supports the trade policy and trade projects of LDCs (Enhanced Integrated Framework), and assist the implementation of the EU's Economic Partnership Agreements with developing countries with accompanying development-policy measures.	Section 3.2.4

The Federal Government is striving to further expand administrative reforms, decentralisation, local governance and the fight against corruption in line with implementing the 2030 Agenda for Sustainable Development.	Section 3.2.5
The Federal Government is committed to reinforcing its involvement in the fight against corruption, especially with regard to the aspect of prevention.	Section 3.2.5
As a member of the Addis Tax Initiative, the Federal Government has committed to doubling its contribution to strengthening tax administrations by 2020.	Section 3.2.5

Voluntary commitment	Source
The Federal Government of Germany is committed to further fine-tuning and synchronising its early warning instruments.	Section 4.1.
The Federal Government will employ methods of strategic forecasting and strive for close international cooperation in early warning and fragility analysis.	Section 4.1.
In addition, the Federal Government will promote joint situation assessments on potential crises, even on issues exceeding the narrow framework of foreign, development, and security policy.	Section 4.1.
The Federal Government will also review and revise its existing mechanisms of interministerial coordination	Section 4.1
The Federal Government will standardise tried and tested methods and procedures as well as the implementation of its principles of action in crisis contexts such as the Do No Harm principle in an interministerial Operation Manual on best practice and work to ensure that all departments of the Federal Government will systematically apply international quality standards in their analysis and planning tools.	Section 4.1

<p>Government departments will strive for prompt and comprehensive mutual consultation, thereby ensuring that the specialist expertise of the other government departments will be included in their planning. In these efforts, they are making sure that their measures are compatible with the approaches and programmes of German development policy, and with the implementation of the 2030 Agenda. When planning such measures, the involvement of the Federal Foreign Office ensures that these measures are in line with the basic tenets of German foreign policy.</p>	Section 4.1
<p>The Federal Government will use Special Representatives and Special Envoys to strengthen high-level diplomatic crisis engagement.</p>	Section 4.1
<p>The Federal Government will more closely interlink the work of the diplomatic missions with the interministerial task forces and strengthen their role as network hubs of Germany's engagement on the ground.</p>	Section 4.1
<p>The Federal Government will continuously review the framework conditions for specialists working abroad, to ensure their secure and sustainable work even under the most arduous of working conditions. The Federal Government is committed, in collaboration with implementing organisations, to advancing appropriate standards and procedures for professional security management. This also includes psychosocial support.</p>	Section 4.2
<p>The Federal Government will strengthen the capacities of local partners and structures, and, where necessary, refine the methods for the “remote control” of its measures.</p>	Section 4.2
<p>The Federal Government will pursue an active, gender-equal human resources policy for the deployment of professional specialists abroad, and will develop target group-specific solutions to that effect. To that end, it will implement the second Action Plan for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security (2017–2020).</p>	Section 4.2

<p>The Federal Government is wholeheartedly committed to the ambitious implementation of the 2030 Agenda for Sustainable Development, both at national and global level. It will remain steadfast in its efforts to strengthen international capabilities for crisis prevention, conflict resolution and peacebuilding, and it will work towards improved coordination. To do this, it will strive for a closer linkage of relevant mechanisms of the European Union and its member states, using existing approaches such as Joint Programming.</p>	<p>Section 4.3</p>
<p>The Federal Government is working for the advancement of the Common Security and Defence Policy (CSDP) within the EU.</p>	<p>Section 4.3</p>
<p>The Federal Government is supporting the reform efforts within the United Nations, and is ready and willing to take on more responsibility for peacekeeping by helping to modernise it and make it more efficient.</p>	<p>Section 4.3</p>
<p>Germany supports the organisation of a World Prevention Forum.</p>	<p>Section 4.3</p>
<p>The Federal Government will keep capabilities ready for participating in the whole spectrum of NATO and/or EU missions, and for helping regional partners to improve their own capabilities.</p>	<p>Section 4.3</p>
<p>The Federal Government will support regional organisations all over the world enabling them to make their own contributions towards safeguarding peace and security.</p>	<p>Section 4.3</p>
<p>In conjunction with other donors, the Federal Government will work towards better donor coordination, and will endeavour to play an active role in the resolution of global causes of conflict.</p>	<p>Section 4.3</p>
<p>The Federal Government will intensify its cooperation with non-governmental actors in the area of peacebuilding, increase its use of existing platforms like FriEnt (Working Group on Peace and Development), and further expand its network.</p>	<p>Section 4.4</p>
<p>As the central interface to non-governmental actors, the Federal Government will further consolidate and strengthen the Advisory Board for Civilian Crisis Prevention.</p>	<p>Section 4.4</p>

<p>The Federal Government will place special emphasis on improving the knowledge base for involvement in fragile contexts and for shared learning processes. To that end, it will support the systematic promotion of regional studies and of peace, security and conflict research, and will support innovative transfer formats to better incorporate the results obtained in the Federal Government's work.</p>	Section 4.4
<p>The Federal Government is committed to assuring a free and unhindered environment for the activities of civil society organisations and foundations in host countries, and to better integrating business companies in its non-governmental network of actors.</p>	Section 4.4
<p>The Federal Government advocates systematic, impact-oriented monitoring, and the corresponding evaluation of its involvement in crisis prevention, conflict resolution and peacebuilding. By strengthening exchange on best practices, the Federal Government aims to apply, in each case, the highest quality standards of the government departments and implementing partners involved, and to develop interministerial procedures.</p>	Section 4.5
<p>The Federal Government is committed to promoting joint basic and further training, and to tailoring its relevant programmes even better to the challenging tasks in crisis countries.</p>	Section 4.5
<p>The Federal Government will establish a learning platform for pooling and getting the most out of the experiences gained from its involvement.</p>	Section 4.5
<p>The Federal Government is committed to systematically following up on the application and advancement of the Guidelines.</p>	Section 4.6
<p>The Federal Government will submit a report on the implementation of the Guidelines after four years and will review the Guidelines as its strategic basis for peacebuilding after eight years, readjusting them as needed.</p>	Section 4.6
<p>The Federal Government will cultivate a close exchange with the German <i>Bundes-tag</i> and actors from the peacebuilding arena. It will expand its communication with the public, and will for that purpose set up a permanent interministerial working group for strategic communication.</p>	Section 4.6

Appendix 2: Index of abbreviations

ADB	Asian Development Bank
AfDB	African Development Bank
APSA	African Peace and Security Architecture
AU	African Union
BAKS	Federal Academy for Security Policy
BGR	Federal Institute for Geosciences and Natural Resources
BMBF	Federal Department for Education and Research
CFF	Concessional Financing Facility
CIM	Centre for International Migration and Development
DAAD	German Academic Exchange Service
DBK	German Bishops' Conference
DEG	German Investment and Development Corporation
DEVAL	German Institute for Development Evaluation
DGAP	German Council on Foreign Relations
DIE	German Development Institute
DRC	Democratic Republic of the Congo
DSF	German Foundation for Peace
EAD	European External Action Service
EITI	Extractive Industries Transparency Initiative
EKD	Protestant Church of Germany
ELN	Ejército de Liberación Nacional
EU	European Union
EUCAP	European Union Capacity Building Mission
EUTM	European Union Training Mission
FARC	Fuerzas Armadas Revolucionarias de Colombia
FriEnt	Working Group on Peace and Development
FRONTEX	European Border and Coast Guard Agency
GFDRR	Global Facility for Disaster Reduction and Recovery
GFG	Good Financial Governance
GI	Goethe Institute
GIGA	German Institute of Global and Area Studies
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPPT	Bilateral Police Project in Afghanistan
GSVP (CSDP)	Common Security and Defence Policy
HSFK	Peace Research Institute Frankfurt
IDB	Interamerican Development Bank

IDPS	International Dialogue for Peacebuilding and Statebuilding
ifa	Institute for Foreign Relations
INCAF	International Network on Conflict and Fragility
Instituto CAPAZ	Instituto Colombo-Alemán Para La Paz
IRZ	German Foundation for International Legal Cooperation
IS	Islamic State
ICC	International Criminal Court
IMF	International Monetary Fund
LDCs	Least Developed Countries
MENA	Middle East & North Africa
MINUSMA	Mission multidimensionnelle intégrée des Nations-Unies pour la stabilisation au Mali
NAP	National Action Plan on Business and Human Rights
NATO	North Atlantic Treaty Organization
NIWS	NATO Intelligence Warning System
OECD	Organisation for Economic Co-operation and Development
OECD DAC	OECD Development Assistance Committee
OSCE	Organisation for Security and Cooperation in Europe
OVCW	Organisation for the Prohibition of Chemical Weapons
PaRD	International Partnership on Religion and Sustainable Development
PGF	Programme-based joint financing
PTB	Physical-Technical Federal Institute
R2P	Responsibility to Protect
SMM	OSCE Special Monitoring Mission to Ukraine
SPF	State- and Peacebuilding Fund
SSR	Security sector reform
SWP	German Foundation For Science and Politics
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UN	United Nations
WFP	UN World Food Programme
WHO	World Health Organization
WTO	World Trade Organization
ZFD	Civil Peace Service
ZIF	Center for International Peace Operations

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