

Crisis prevention as a shared task

**2nd FEDERAL GOVERNMENT REPORT
ON THE IMPLEMENTATION OF THE ACTION PLAN
“CIVILIAN CRISIS PREVENTION, CONFLICT RESOLUTION AND
POST-CONFLICT PEACEBUILDING”**

Reporting period: May 2006 to April 2008

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Introduction

The Federal Government submits herewith the second report on the implementation of the Action Plan “Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace Building” of May 2004 (hereinafter referred to as: Action Plan Civilian Crisis Prevention, or simply Action Plan) (Bundestag printed paper No. 15/5438). This covers the period from May 2006 to May 2008.

The Action Plan Civilian Crisis Prevention contains the following stipulations with respect to the Federal Government’s reporting obligations on its implementation:

Action 158: “The Federal Government will submit a report to the German Bundestag every two years on the basis of regular meetings of the Interministerial Steering Group for Civilian Crisis Prevention (...).”

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

In compliance with these stipulations on 31 May 2006 the Federal Government adopted its first report on the implementation of the Action Plan under the title “Working together to strengthen security and stability through crisis prevention”. This presented a comprehensive picture of the measures taken nationally and internationally between May 2004 and May 2006 to implement the action plan, and identified the focuses for the following two year implementation period.

The following report is divided into two parts:

The first describes the principles of the Action Plan and the key developments from 2006 up until the compilation of this report. It concentrates on the focal themes for implementation of the Action Plan within the relevant period and highlights future areas of activity.

The second part includes a detailed presentation of individual measures taken by the Federal Government at both national and international level to implement the Action Plan within the reporting period, in accordance with Action 161. Where separate Federal Government topic reports are submitted, these are referred to rather than providing detailed commentary in this report.

1 Crisis prevention as a cross-sectoral task - interim report

1.1 Principles of the Action Plan “Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace Building”

The Action Plan establishes a direction setting political signal of Germany’s preparedness and will for its responsible, value- and objective-led engagement with the world. As such it aligns with the Federal Republic’s fundamental direction toward foreign, security and development policy, which has been sustained continually from one government to the next.

The Action Plan also has political impact as both a Federal Government programme and a genuinely action-targeted document, unique to date in the bringing together of Federal ministries and civil society players in a common perspective for action with regard to what is clearly a complex issue. In this function it has provided food for thought, inspired discussions, meetings, and working relationships, and animated German policy.

At the same time the Action Plan is not only an expression of awareness that the playing of an active and responsible role in the world places greater demands on Germany’s instruments and resources, but also provides programme direction to adapt and improve its capabilities. By formulating the cornerstones and principles for implementing a crisis prevention policy it is breaking new ground in German policy discussion. This is the first time that the concept of an interministerial, coherent approach to policy that embraces civil society has been so clearly worked out and operationalized.

The Action Plan understands crisis prevention in a comprehensive sense that includes conflict management and peacebuilding. Its parameters also build further on the cornerstones of German crisis-prevention policy:

- the extended security concept that underpins the Action Plan;
- the requirement for comprehensive national and international strategies geared toward the removal of causes of conflict;
- the necessity for coherent and coordinated action on the part of all governmental and non-governmental players;
- the complementary role of civil society and non-state players with particular regard for the potential of women as agents of peace.

The Action Plan’s comprehensive approach is followed also by the “White paper on Germany’s security policy and the future of the Bundeswehr in 2006”. Both documents are based on a fundamentally preventive approach to policy. Although the instruments of crisis prevention are overwhelmingly civil in nature this does not mean the limiting or exclusion of military means; rather, these are included - where

necessary, and recognising the priority given to civil engagement - as an integral component.

1.2 Strengthening the structures for implementation of the Action Plan

The national crisis prevention structures created overall by the Action Plan have proved themselves, but have been further developed and consolidated in instances.

With the Interministerial Steering Group for Civilian Crisis Prevention ¹ the Federal Government has available an interministerial body for mutual information exchange and harmonisation in matters of crisis prevention. The more flexible participation format, greater enlistment of external expertise on specific matters, and improved use of the supportive and advisory role of the civil society consultative body, has enabled its work to become more dynamic and effective.

The consultative body of the Interministerial Steering Group² comprises representatives from industry, academia, policy advisers, NGOs, churches and political foundations and so brings together a broad spectrum of civil society expertise. At the same time it acts as a pivot between the Federal Government and civil society. The Advisory Board has decided that in future work is also to be structured in topic groups. The results are incorporated into the work of the Interministerial Steering Group. Consequently civil society expertise is to be brought more deliberately into the Interministerial Group, and better interaction between the two bodies should follow.

A new standard in inter-Ministry cooperation was achieved with the provision of up to EUR 10 million from the Federal Ministry of Defence budget for Interministerial Steering Group projects over 2006-2008. Projects financed from these funds were decided at interministerial level and as far as possible also implemented jointly by the ministries. Most of the funds, topped-up by the Federal Ministry for Economic Cooperation and Development, were deployed to the “*Provincial Development Funds (PDF)*” in the North Afghan provinces of Kunduz, Takhar and Badakhstan, which are also Bundeswehr operational areas. A body composed on an equal rights basis of representatives of the Federal Government and Afghans decides locally how PDF funds are to be used for smaller projects. With this the Interministerial Steering Group initiated a model process for interministerial collaboration based on a concept developed by the Federal Ministry for Economic Cooperation and Development, and with a view to the participation of the local authorities in Afghanistan. The significance of the PDFs must certainly not be overrated in view of the problems and challenges in Afghanistan.

The Federal Government will examine whether and how far efforts should be made to continue joint ministerial access to crisis prevention funds.

¹ The Interministerial Steering Group comprises authorised representatives or contacts for civilian crisis prevention from the individual federal ministries. The chair is held by the authorised representative for civilian crisis prevention at the Foreign Office.

² The consultative body for civilian crisis prevention ensures the inclusion of relevant non-governmental players in the area of civilian crisis prevention. The consultative body provides functional support to the work of the Interministerial Steering Group.

1.2.1 Improving crisis prevention capacities

Efficient crisis prevention and the resolution and management of conflict require the use of suitable resources in terms of finance and personnel.

More budget resources for crisis prevention

In the Action Plan the Federal Government has undertaken to work towards a stabilisation of budget funding for crisis prevention. The Federal Ministry for Economic Cooperation and Development budget increased by some EUR 640 million in 2008. This corresponds to a rise of 14% against the 2007 budget. The increase in funding is to be primarily used in Africa to combat poverty, and - given the correlation between poverty factors and susceptibility to crisis - will also benefit crisis prevention objectives. German development cooperation currently uses around one-third of its bilateral funding in crisis regions.

Although Foreign Office funding for crisis prevention could be maintained at an approximately uniform level in recent years, a substantial increase was implemented for the 2008 financial year. As a result funding for the support of international measures in the areas of crisis prevention, peacekeeping and conflict management grew from around EUR 12 million to EUR 62 million.

These increases underline the significance of crisis prevention to Federal Government activities. As a result it has manifestly greater opportunities to undertake measures to strengthen peace and security worldwide. This applies to the support of international players such as the United Nations (UN) and its relevant sub-organisations, as well as to bilateral measures. The focus here is on the combating of structural causes of conflict such as poverty or the lack of social justice, the imparting of processes for peaceful conflict reconciliation, the encouragement of democratic and constitutional structures, the support of security sector reform (police, justice) and the management of the consequences of conflict (the reintegration of former combatants, “transitional justice”). Africa here will form a focus.

Part of the additional Foreign Office funds is an EUR 25 million so-called “crisis fund”. In this way the Federal Government has given itself the option of rapid involvement in conflict situations by contributing to measures for directly managing conflict. This has addressed an evident shortcoming. Furthermore EUR 133.3 million has been set aside for appropriate crisis prevention, conflict management and peacebuilding strategies within the scope of measures for development-oriented emergency and transitional aid.

On top of this funds for the Civil Peace Service have been continually raised, from EUR 14.5 million in the 2005 budget to EUR 17 million in 2007. The Civil Peace Service is a joint working party of government and non-governmental sponsors of development work and peace that promotes the non-violent handling of actual and potential conflicts. There were 134 peace experts operating at the end of December 2007.

This funding increase in particular also creates wider scope for promoting individual German and international NGO projects through the Institute for Foreign Cultural Relations (Institut für Auslandsbeziehungen - ifa) “zivik” project for civilian conflict management, which has been operating successfully since 2004. Funding for this was doubled in 2008. So long as the budget situation permits the support should at least continue at the level to which it was increased in 2008.

Improved qualifications for personnel

Efficient crisis prevention and conflict management requires not only effective structures and adequate financial resources but also corresponding personnel capabilities. An elementary requirement for crisis-prevention activities is the adequate and appropriate qualification of personnel operating within crisis regions. The successful basic and further training for personnel to be seconded by the Centre for International Peace Operations (Zentrum für Internationale Friedenseinsätze - ZIF) has been extended both in terms of subjects and target groups and – with regard to use in international missions - more closely aligned to the requirements profile of UN- and EU-led missions. As well as the training of new personnel, particular attention is being paid to the appropriate qualification of technical and management staff. The pool of personnel maintained by the Centre for International Peace Operations today offers the ability to quickly identify suitable personnel for both short-term roles and longer-term appointments – such as for permanent staff in international organisations.

Through the “Academy for Conflict Transformation in the Civil Peace Service Forum” it is possible for personnel from government and non-governmental implementing organisations from the peace and development policy field to obtain a qualification. The academy attracts a 90% subsidy from the Federal Government and offers courses in the area of conflict transformation in preparation for actual project engagements in conflict and post-conflict situations.

The “Secondment of a development policy adviser to the Federal Armed Forces Command and Staff College” project, which is promoted by the Interministerial Steering Group for Civilian Crisis Prevention, is aimed at achieving mutual understanding among all players of the interaction between civilian and military measures, and at providing a clear understanding of the allocation of roles and tasks for future leaders. The Advisory Council also supports efforts to sharpen at an early stage the awareness of those involved from the Ministries of the cross-sectoral task of crisis prevention and peacebuilding.

Police reform as an important element of security sector reform

Police capacity at both federal and regional level is being ever further stretched by the increasing number of deployments abroad. As a result the training and maintenance of adequate personnel capacities forms an important element of successful security sector reform.

During the reporting period the reform or establishment of functioning police structures has developed alongside the proven elements of military equipment and training aid into a significant factor in German engagement in security sector reform. Within the scope of comprehensive “statebuilding”, the development of a capable, democratically legitimate police operating under the rule of law forms a central building block in the enabling of the recipient state to take care of its own security. The Federal Government is engaging in police development predominantly within the framework of, or supplementary to, international peace and police missions.

The number of police missions has increased continually over the last few years, a trend that is expected to continue. The Federal Ministry of the Interior has responded to this by setting-up its own foreign pool.

With its global commitment, and based on its experience, Germany increasingly is establishing itself as a player in the area of police training. This means that the use of

German civilian police expertise - including in specific areas such as border protection or combating drug smuggling - is increasingly central to German security policy commitments.

1.2.2 Coherence of the players

There is general awareness today of the need for coordination and coherent action that spans all involved Ministries and players. The question arises as to how the various Ministerial instruments can be put into operation synergistically in the sense of a “whole of government” approach.

The challenge is how to optimise workflows and processes requiring interministerial harmonisation and coordination with the objective of bringing together the instruments of the different ministries to form a whole and complete German contribution as part of its commitment to the international community. This simultaneously presupposes mutual understanding of the tasks. Coherence begins within the heads of the individual players. To facilitate long-term harmonisation between Ministries in the planning and implementation of deployments, the Federal Government is investing in the joint ministerial training of present and future senior management. Examples of this are joint ministerial seminars and conferences at the Federal College for Security Policy Studies and joint events at the Federal Armed Forces Command and Staff College.

Recognisable progress has been made during the reporting period. The requirements for interministerial coordination depend directly on the nature and extent of the German commitment. Thus in the case of limited military mandates - such as the deployment in the DR Congo - the main need for harmonisation is between the ministries directly involved in the deployment, without it however being possible to ignore the impact of deployments or measures taken *in situ* by other ministries.

Afghanistan as an example of comprehensive statebuilding

On the other hand comprehensive deployments, such as that in Afghanistan, require ongoing and close coordination between all players. To this end comprehensive harmonisation and coordination mechanisms were established at various levels: regular meetings between the State Secretaries for the Ministries concerned (Federal Foreign Office, Federal Ministry for Economic Cooperation and Development, Federal Ministry of Defence, Federal Ministry of the Interior and participation of the Federal Chancellery) aid the political control of the commitment in Afghanistan. Below policy level, weekly video conferences of the ministries involved together with intensive harmonisation at the operational level by email, telephone calls and ministerial discussions establish a dense network of harmonisation, facilitating ongoing and close coordination on all relevant matters within the framework of policy considerations. Collaboration in this form between the Ministries in Afghanistan is without precedent, and was not least also a learning process. In particular the establishment of the Provincial Reconstruction Teams (PRT) from the end of 2003, reflecting locally the harmonisation mechanisms of the main offices, made in the unanimous view of all involved a substantial contribution to the improvement of cooperation as far as outstanding problems were concerned.

“Lessons learned”

The Federal Government’s process, adapted to the particular crisis situation, of giving priority to civilian action has proven itself. The future too will require that for each individual case flexible processes, adapted to the nature and extent of the German commitment in question, are brought within the framework of existing structures and mechanisms. Mutual knowledge of the structures, insider perspectives and ways of thinking within the Ministries form an important prerequisite for this. The secondment of liaison and exchange officers between Ministries contributes significantly to this, and has been extended.

Effective crisis prevention demands commitment from all actors - both government and non-governmental. Civil society in particular can make important contributions. The “Partners in conflict prevention and crisis management” conference set up under the German EU presidency called for a “Culture of cooperation” between governmental and non-governmental players.

Existing cooperation mechanisms such as the Working Group on Development and Peace (Gruppe Friedensentwicklung - FriEnt, Bonn) in the Federal Ministry for Economic Cooperation and Development, but also the appointment of civilian personnel to international peace missions and promotion of civil society projects for conflict management, are important instruments for the further encouragement and development of this cooperation and will continue to receive growing support.

1.2.3 Climate, environment and resources protection, and their increased significance in crisis prevention

Unequal distribution of resources and wealth, poverty, unemployment and climate change are among the economic factors that may spark off or exacerbate conflicts. There is for example discussion on whether the conflicts in Sudan are an example of violent conflict influenced by climate change. A forward-looking environmental policy paying special attention to climate protection and to support for developing countries in adjusting to climate change is therefore an essential contribution to long-term crisis prevention and global peaceful development, and has been given greater priority by the Federal Government in the reporting period.

Because of the possible effects of climate change such as political instability, economic decline, uncertainty regarding food and water, an increase in natural catastrophes and uncontrolled migration coupled with ongoing population growth, additional pressure is coming to bear on what is already a weak institutional landscape in many partner states. Against this backdrop measures have been continually increasing during the reporting period in the areas of democracy, civilian society and public administration.

1.2.4 Gender equality

The Federal Government has also - in the second implementation period of the Action Plan - attached a high level of importance to implementing UN Security Council Resolution 1325 “Women, peace and security”. It has also promoted the active participation on equal terms of men and women in political, economic and social processes, both through individual projects and development cooperation schemes. Increasing the proportion of women in institutions and bodies concerned with crisis

prevention and the specific promotion of gender-sensitive approaches in crisis prevention and management, especially as part of peace missions by the UN, the European Security and Defence Policy (ESDP), and the Organisation for Security and Cooperation in Europe (OSCE), completed the German commitment in this area. The secondment of a female adviser for gender matters to EUFOR, the ESDP mission for safeguarding the parliamentary and presidential elections in the DR Congo, set an example that met with general approval.

The Federal Government submitted a detailed and up-to-date account of its activities to implement Security Council Resolution 1325 in its report of November 2007.

1.2.5 German crisis prevention commitment in a multilateral framework

Multilateral forums constitute the primary action framework for crisis prevention activities by the Federal Government. As the only global actor and forum for global crisis prevention the United Nations is accorded prominent significance.

Key player: the United Nations

The Federal Government has collaborated decisively in the reform and reorganisation of the UN's peace building structures. The establishment of the UN Peacebuilding Commission (PBC) has strengthened the United Nations in a core part of its activities, that of peacebuilding. The commission's task is to bring the involved international and national players in post-conflict situations around a table, to draw up coherent peacebuilding strategies, support them in the reconstruction process and contribute to the mobilisation of resources. The Federal Government supported the commission's establishment from the very outset. Germany is a member of the organisational committee and as such actively contributes to shaping the commission's work. With a contribution in March 2008 of USD 10 million to the standing UN Peacebuilding Fund (PBF) the Federal Government further demonstrated its support for these endeavours.

German support to the UN is expressed also through its participation in UN peace missions. Some 500 German soldiers are currently active in so-called "blue helmet missions". By seconding civilian specialists for judicial reform, administrative development, medical corps, and logistical engineering support Germany is also contributing to the implementation of multidimensional mandates.

Alongside the current figure of around 110 civilian specialists are approximately 160 police officers serving in UN-led missions. As the third-largest contributor to the UN's peacekeeping budget Germany makes a substantial contribution to the financing of blue helmet missions. German development policy is additionally active with substantial funds in the field of multilateral peace initiatives.

The German presidency of the EU and G-8 –an opportunity to promote the interests of crisis prevention

Germany used its presidency of the EU in the first half year of 2007 and its G8 presidency in the same year to encourage crisis prevention, conflict management and peacebuilding at the international level.

In 2007 it was decided to set up the European Security and Defence Policy police mission in Afghanistan, which building upon the existing German bilateral commitment began its work in June of last year. In parallel with this preparations for a European Security and Defence Policy rule-of-law mission in Kosovo were brought forward.

On the military side the EU-led Operation Althea in Bosnia and Herzegovina was at the forefront, the largest military stabilisation operation so far within the scope of the European Security and Defence Policy. As one of the largest troop providers, German involvement here is continuing. Conclusion of the Civilian Headline Goal 2008 under the German council presidency led a process toward the further systematic qualitative and quantitative improvement in civilian European Security and Defence Policy capabilities, which was continued with the adoption in November 2007 of the new Headline Goal for 2010.

A central concern of the German EU presidency was also the strengthening of EU cooperation with civil society, a topic addressed within the framework of an international conference on "Partners in conflict prevention and crisis management - cooperation between the EU and non-governmental organisations". Further improving EU cooperation with other international players and civil society was also one of the recommendations of the 2007 implementation report for the EU programme for the prevention of violent conflicts ("Gothenberg programme").

The Federal Government used its presidency of the G8 also to raise the profile of the interests of crisis prevention, conflict management and peacebuilding in this body. At the summit in Heiligendamm the G8 emphasised its obligation to strengthen the capabilities of its African partners in the resolution of crises and conflicts on their continent through their own resources. Looking forward, civilian capabilities in particular should also be improved for this. These endeavours dovetail with the increased efforts of the international community and Germany, along with the UN, to also in particular strengthen the role of regional organisations and their subsidiary bodies in crisis prevention and conflict management.

Further contributions within a multilateral framework

The Federal Government intensively and sustainably promotes the commitment of NATO to crisis prevention, conflict resolution and peacekeeping. As well as participating with up to 3,500 soldiers in the NATO ISAF operation to provide a safe environment for UN personnel and other international civilian personnel, and support the Afghan government in developing its security structures, Germany above all is making a significant contribution to the stabilisation of Kosovo.

The Federal Government also welcomes the efforts of the North Atlantic Alliance to strengthen capabilities in the area of crisis prevention through its consideration of a comprehensive approach. Along with an increase in opportunities for civil and military cooperation, Germany sees an opportunity here for future agreement wherever possible on a coordinated process between NATO and the EU.

The Organisation for Security and Cooperation in Europe, which is committed to a comprehensive concept of security, will continue to play a key role for the Federal Government in early warning and crisis prevention and in the resolution, management and rehabilitation of conflict. Important instruments here are the 19 field missions and presences in the Balkans, Eastern Europe, the Southern Caucasus and Central Asia as

well as election observation missions. Under its EU presidency the Federal Government has advocated coordination of EU work with that of the Organisation for Security and Cooperation in Europe.

The Federal Government is working actively in the Development Assistance Committee (DAC) within the framework of the Organisation for Economic Cooperation and Development (OECD). In this common standards are formulated on how crisis prevention should be anchored in development policy as a cross-sectoral issue. To optimise cooperation in the area of peace policy the Federal Ministry for Economic Cooperation and Development is actively participating in both the Conflict, Peace and Development Cooperation (CPDC) network and the Fragile States Group (FSG) network, in amongst other things the development of strategies for more coherent and harmonised donor cooperation in fragile and conflict situations.

1.3 Where are we headed with crisis prevention?

One important achievement of the Action Plan is that crisis prevention is now accepted as being an inter-ministerial, inter-departmental and cross-sectoral task. The structures created have been consolidated and overall have proven themselves. The mutual understanding required for pragmatic interministerial involvement in pending matters is increasingly becoming a matter of course, despite differences of opinion in specific instances. Here the Action Plan is a useful catalyst for revealing where shortcomings exist and where action and improvements are necessary.

While the Action Plan offers a general **conceptual and programme framework**, many aspects require further basic conceptual work which the Interministerial Steering Group will promote. Thus the precise connection between climate change and crisis developments needs better understanding, as does the role of private business in the resolution of crises and conflicts. Other topics will be tackled flexibly.

The **increase in Federal Foreign Office and Federal Ministry for Economic Cooperation and Development funding, directly and indirectly available for crisis prevention**, formed an important milestone and achievement in the strengthening of civilian crisis prevention in the Federal Government. It is now a question of further improving the capabilities of action of the Federal Government to be able to effectively and efficiently transfer and utilise these funds.

Part of these efforts will focus on improving and strengthening civilian crisis prevention capacities. This will especially concern the development of police capabilities, but also the obtaining of more rapid access to available experts in the areas of justice and administrative development, demobilisation, disaster provision, social and economic infrastructure, the promotion of democracy, media and communication, and the support of education and training. For other sectors that are elementary to sustained peacebuilding, strategies must be devised and, where already existing, implemented. Finally, a further part of the effort must concentrate on identifying adequate legal arrangements for the secondment of civilian personnel on peace operations.

In the increasingly important area of **police reform** three trends are emerging to which the German commitment must adapt. For a successful, durable and far-reaching

stabilisation policy greater efforts are needed in the local development of security authorities. To be able to continue to respond quickly and flexibly with appropriately qualified personnel to personnel requirements, initiatives such as the creation of a personnel pool within the Federal Police must be reinforced. Police capacities will also be necessary in future for stabilisation operations abroad, performing order-keeping tasks where the security situation is fragile or where violent conflicts continue to smoulder. In many crisis regions the need for civilian order-keeping forces is currently met in the absence of any alternative by the use of troops in the police role. Pragmatic answers must be found to this.

Faced with increasing challenges to peace and security in the **international sector** it will be necessary not only to strengthen the UN, the OSCE and the EU but to also provide greater support to developing the capacities of regional and sub-regional organisations. Particular focus is on the African Union.

By means of an intensified **dialogue with civil society**, targeted media contacts and increased use of electronic media, especially the Internet, the Federal Government has increased efforts to present and make visible the principles and concepts of its crisis prevention policy and Germany's contribution to crisis prevention, conflict resolution and peacekeeping. Obtaining the attention of the wider public for crisis prevention remains nonetheless difficult. Greater efforts must be made. Drawing-up of a communication strategy, called for by the advisory council on many occasions, is one approach to this.

A detailed roundup of 2006-2008 activities is given in the next part of this implementation report and demonstrates the dynamism and variety of Germany's commitment to international crisis prevention, conflict resolution and peacekeeping, suggesting a wide range of opportunities for continuation and advancement over coming years and also spelling out just how far the Action Plan has become the recognised canon for all players. The Action Plan simultaneously remains a clarion call to all involved to carry forward this momentum. The goal of this report is both to spur action and indicate starting points.

2 Round up

2.1 Crisis prevention in the international context

2.1.1 Promoting and supporting crisis prevention as an international policy area

Crisis prevention operates most sustainably within a multilateral framework, since within this the resources of the government donor can best be pooled.

The primary tasks for the Federal Government are consequently the promotion and support of crisis prevention as an international policy area, the strengthening of multilateral structures, the joint strategic alignment of international crisis prevention policy and the international networking of those involved. This happened in particular against the background of Germany finding itself in an outstanding position to promote the interests of crisis prevention, conflict resolution and peacebuilding, this as a result of its EU and WEU presidency in the first half year of 2007 and its G8 presidency - also in 2007 – plus its membership of the UN Peacebuilding Commission (PBC).

While one important objective was the further reinforcement of the capabilities of the United Nations, as the only global player in crisis prevention and conflict management, another was to work towards a simultaneously comprehensive and coherent EU approach based on European security strategy, the European consensus on development policy and the EU programme to prevent violent conflicts (Gothenburg program). In addition to further developing its concepts and strategies the Federal Government has increasingly supported and participated in international peace missions, also and especially with civilian personnel. The worldwide crisis prevention work of development policy has also enjoyed special attention.

United Nations

Membership of the United Nations forms the central anchor for German efforts towards peace, security and the observance of human rights. Since the assimilation in 1973 of the two German states Germany's commitment within and for the United Nations and its subordinate organisations has risen continuously. Germany is today the third-largest contributor, and is home to a large number of UN secretariats and institutions.

Germany has become an important player in international peacebuilding. 7,300 Bundeswehr soldiers are deployed on international peace missions, and Germany is one of the largest providers of troops to the missions in the Balkans and Afghanistan.

Germany is contributing just under 500 soldiers, and 160 police officers, to UN-led peace missions ("blue helmet missions") as at April 2008. Currently the focus is on UNIFIL participation in the Lebanon, of which Germany led the maritime component until February 2008. With its maritime contribution to UNIFIL and bilateral training and equipment assistance to the Lebanese navy, Germany is making an important contribution to enabling the Lebanon to secure its own maritime borders.

Germany also supports the United Nations through the involvement of its soldiers and police officers in peace missions in Africa; the United Nations Mission in Sudan – UNMIS, the African Union/United Nations Hybrid Operation in Darfur - UNAMID in Sudan, and the United Nations Mission in Liberia – UNMIL; in the Balkans (United Nations Mission in Kosovo - UNMIK) and in the Caucasus (United Nations Observer Mission in Georgia - UNOMIG). German development policy is also involved in the field of UN missions, as well as in many other crisis countries, with more than 1,300 civilian specialists *in situ*.

In parallel with this the Federal Government primarily supports the African Union and the African regional organisations in developing their own capabilities for conflict prevention and peacekeeping.

Furthermore, through seconding of civilian personnel to UN peace missions, Germany is contributing significantly to the implementation of multi-dimensional mandates. The delegated German experts work particularly in the justice sector, administrative development, medical services and technical logistics. Some 110 German civilian specialists are currently active in UN missions. Germany's commitment to post-conflict peacebuilding is also becoming particularly visible as a result of its assumption of senior leadership roles in international peacekeeping missions. Former Federal Government Commissioner for Human Rights and Humanitarian Aid, Tom Koenigs, as special envoy of the UN Secretary General, led the United Nations Assistance Mission in Afghanistan – UNAMA - from 2006 to 2007, and Germany's Joachim Rucker also leads the UN mission in Kosovo (UNMIK).

With a share of 8.557% Germany is the third-largest contributor to the UN's peacekeeping budget, making an important contribution to the financing of the blue helmet missions. Around EUR 346 million has to date been allocated in the 2008 Federal Budget for UN-led peace missions.

A central concern of German commitment in the world organisation remains the implementing of the 2005 millennium declaration objectives. In its presidency the Federal Government has given further encouragement to EU support for the United Nations, and in particular also contributed to the EU's adoption of an initiative and constructive role within the United Nations. This also includes further support for efforts to achieve system-wide coherence for UN operational activities, which will also permit the organisation to act "as a unit" in areas relevant to crisis prevention and conflict management and will further reinforce its efficiency.

One milestone in crisis prevention is the addressing of the structural causes of conflict in the millennium declaration. The declaration sees sustainable development and the combating of poverty as of equal importance, and part of the UN's traditional community tasks – the safeguarding of human rights and maintenance of peace. The Federal Government emphatically advocates this international community task. Realisation of the millennium goals presupposes coherent action by the various policy areas. The most recent example: the production of biofuels versus food production, social standards and protection of the rainforest (see also Chapter 2.2.6 Climate, environment and resource protection).

Department for Peacekeeping Operations (DPKO)

The main department for peacekeeping operations in the UN Secretariat (Department of Peacekeeping Operations - DPKO) is responsible for planning and leading UN peace missions and some United Nations political missions. The DPKO thus holds an important place in both the UN system and in international crisis management. The challenges facing the UN Secretariat and UN member states have never been as great as they are today: with more than 120,000 personnel (soldiers, police officers and civilian specialists) currently deployed across 22 UN peace missions, UN peacekeeping stands at an historical highpoint.

Recognising these enormous demands, the UN Secretary General at the beginning of 2007 proposed the DPKO be comprehensively restructured. Under Germany's EU presidency EU member states supported the UN Secretary General in the wide-ranging negotiation process with UN member states. On 29 June 2007 the UN General Assembly largely endorsed the UN Secretary General's proposals (A/RES/61/279). Following this the Department for Peacekeeping Measures remains responsible for the planning and execution of peace missions. Logistics and personnel tasks are combined under the newly created Department of Field Support - DFS. Integrated Operational Teams drawn from the two departments should ensure that a uniform approach is taken by both.

Restructuring is part of a series of various reform projects over recent years, aimed at making UN peacekeeping more efficient and better able to handle today's challenges. The Federal Government has always supported these efforts at reform. In line with the increased importance of UN peacekeeping the Federal Government is endeavouring to seek appropriate representation at the personnel level in the DPKO and the DFS. This also involves working closely with the Centre for International Peace Operations (see also Chapter 2.3.2 Centre for International Peace Operations).

Department of Political Affairs (DPA)

The UN Secretariat's Department of Political Affairs (DPA) also has a key role in crisis prevention and peacebuilding. DPA tasks include the support of the many special envoys of the UN Secretary General, who act as agents on his behalf in numerous crisis and conflict regions worldwide. The DPA also leads the ten ongoing political missions, as well as the peacebuilding offices of the United Nations. Alongside the restructuring of the DPKO the UN Secretary General also proposed DPA reforms in October 2007, intended to improve the latter's capabilities in conflict prevention and peacebuilding.

The Peacebuilding Commission (PBC)

The PBC was established in December 2005 by Resolution 1645 (2005) of the Security Council and Resolution 60/180 of the General Assembly, with the purpose of supporting countries in a post-conflict situation in their transition towards a permanent peace, bringing the players together and mobilising resources as part of the peace process. With this a significant step forward was taken in the strengthening of the United Nations' core area of peacebuilding.

The Federal Government supported the establishment of the Peacebuilding Commission from the very outset. Germany will for the first time by the end of 2009 be in the PBC's category of the 10 largest UN contributors.

Other than the organisational committee the PBC meets in its specific national formats, which together with all players involved in the particular country's peacebuilding process also embrace international financial institutions and relevant regional organisations. Following some initial difficulties the national formats have identified peacebuilding priorities in the countries on the agenda (Burundi and Sierra Leone) and initiated the working out of *in situ* integrated strategies. Success has been achieved with the setting in motion of a dialogue on matters of peacebuilding with the governments concerned, donors, UN players and the civil societies of both countries. Initial steps have been taken with the adoption in October 2007 of the Strategic Framework for Burundi and of the Sierra Leone Compact. Together with the PBC, Burundi is currently planning implementation monitoring mechanisms. A further national format will in future concern Guinea-Bissau.

The PBC is supported by the Peacebuilding Support Office (PBSO), a new analysis unit within the UN General Secretariat. A voluntary Peacebuilding Fund (PBF), not subordinate to the PBC, facilitates short-term peacebuilding measures. The planned initial capitalisation comes to USD 250 million.

Within the scope of the Peacebuilding Commission the Federal Government has in particular advocated the involvement of civil society. The adoption in June 2007 of provisional guidelines has made possible the creation of a basis for participation by civil society representatives, at the invitation of the Organisational Committee, in formal and informal PBC meetings (other than in the Organisational Committee itself).

Roughly a year, on the PBC on balance presents a mixed picture. Although the PBC was able to initiate a broad dialogue with players in the peace processes in Burundi and Sierra Leone, its role within the UN system and its relationship to other peacebuilding bodies remains unclear. So far discussion of international peacebuilding topics such as "lessons learned" and "best practices" has been only rudimentary. Nor has the PBC so far succeeded in clearly differentiating its tasks and objectives from those of the PBF and the conventional development cooperation instruments. This leads on the one hand to problems of comprehension in affected countries, who see the PBC primarily as an "institutionalised donor conference". On the other, few important donors show willingness to align their own programmes to the prerequisites of the PBC's strategies. As a result the risk of duplication - precisely what the PBC is supposed to combat - continues.

The Federal Government supported the creation of a new architecture for peacebuilding from the outset. It sees the reform and reorganisation of UN peacekeeping structures as of great importance, while at the same time advocating the safeguarding of the uniformity of measures and integration of functions. The Federal Government will also continue to support the UN Peacebuilding Commission in its efforts to devise and implement strategies in the area of peacekeeping. A further clear signal of support for the new peacebuilding structures was the payment of USD 10 million into the voluntary Peacebuilding Fund in March 2008.

United Nations Development Programme (UNDP)

Crisis prevention and recovery is one of a total of four focuses of the United Nations Development Programme (UNDP). The Federal Government pays into the UNDP Thematic Trust Fund for Crisis Prevention and Recovery, placing particular focus on disarmament and demobilization (including small arms and landmines), as well as

security sector reform and transitional justice. From 2002 to 2007 Germany contributed approximately EUR 7 million of general support for the Thematic Trust Fund for Crisis Prevention and Recovery. To this can be added individual contributions, such as for example those to projects in Sri Lanka and Burundi. In 2005 Germany made an additional EUR 5 million available through the fund for aid related to the Pakistan earthquake. A further EUR 21 million has been made available since 2005 for tsunami aid related projects.

In 2006 the contribution to the TTF Crisis Prevention and Recovery was just under EUR 1.7 million, while in 2007 this was around EUR 2.4 million. Additionally over the same period EUR 1.4 million (2006) and just under EUR 0.8 million (2007) were made available to the Federal Foreign Office financed fund earmarked for mine clearance. EUR 1 million has so far been promised for each of the years 2008 and 2009 for projects and programmes in the areas of disarmament and demobilisation, small arms control, security sector reform and transitional justice.

Coordination and resources for the rule of law

The United Nations has taken an important step towards a coordinated system-wide and coherent approach to their activities in promoting the rule of law with the creation of the newly established group “Coordination and resources for the rule of law”.

This group’s establishment stems from the UN Secretary General’s report “*Uniting our Strength: Enhancing UN Support for the Rule of Law*” of 14 December 2006 (Doc. A/61/636-S/2006/980), with which proposals had been made for the creation of structures intended to reinforce the organisation’s capacities in the area of the promotion of the rule of law. At the core of the proposals was the creation of the group “Coordination and resources for the rule of law”, which is to take over the function of a system-wide control and coordination point and be a focus for all relevant UN activities. Its central task is the bringing of coherence to the work of the different players - peacekeeping operations; political and legal matters; United Nations High Commissioner for Refugees (UNHCR); the war against drugs and organised crime (UNDP) etc. It is not itself however an operational arm of the UN. At the same time the “Rule of Law Resource and Coordination Unit” is a secretariat and think tank for the steering group located in the office of the UN Deputy Secretary General.

The creation of the new structures has meant that treatment of the rule of law as a subject has undergone an important development insofar as debate and the instruments of the United Nations are concerned. Whereas the topic so far has tended to be brought into wider discussion only through individual aspects, it is now being repositioned within the UN systems as a system-wide matter subject to supervision and direction by the leadership of the United Nations. The Federal Government has always spoken out for a prompt and comprehensive implementation of the recommendations of the report of the UN Secretary General for strengthening the rule of law from 2006 and - in common with its partners in the EU - supported the creation of the new structures. Together with its partners the Federal Government will contribute to ensuring that the new structures are strengthened and can comprehensively fulfil their tasks.

The package of measures to be submitted relating to the rule of law in accordance with UN General Assembly Resolution No. 61/39 (The Rule of Law at National and

International Levels) will form an important basis for further consultation under the UN umbrella. Together with its EU partners the Federal Government will argue for the topic becoming a firm agenda item for the sixth committee of the General Assembly, by selecting a manageable range of significant subsidiary points to be investigated over the next few years.

Promotion of democracy by the United Nations

Together with the rule of law and respect for human rights, democratic governance is an essential prerequisite for peace and stability. The Secretary General of the United Nations established the United Nations Democratisation Fund (UNDEF) in September 2005. The objective is to promote democracy worldwide through projects for developing and consolidating democratic institutions, and the promotion of democratic governance. The fund will supplement UN activities in the areas of elections, human rights, the rule of law, the promotion of civil society and pluralistic media.

It is not the objective of the project to promote a particular model of democracy. Democracy is far more to be promoted as a universal value, in accordance with the final document of the 2005 World Summit, based on the freely expressed will of the people, to determine themselves their political, economic, social and cultural system, and to do so with their comprehensive participation.

The Federal Government has supported the democratisation fund of the United Nations from the beginning. The Federal Government view is that this is an important area in which to strengthen the UN's profile. The Federal Government has contributed EUR 5.3 million to the fund since 2005, making Germany the seventh largest donor to date after the USA, India, Australia, Japan, Qatar and France. As such, Germany is a member of the Advisory Board, meaning it can actively participate in the shaping of fund policy, including decisions on project promotion.

Group of Friends on Conflict Prevention

Under German and Swiss chairmanship the Group of Friends biannually discusses various aspects of the subject of conflict prevention within the scope of the UN. As an informal body, open to all UN member states, it offers a suitable platform for the open and informal exchange of views. The Federal Government argues for the subject of conflict prevention to remain on the agenda of the General Assembly on an ongoing basis.

Group of Friends of Human Security

Also continued in 2007 was international debate on the concept of human security, in various bodies, networks, (such as the Human Security Network) and events (among others a technical discussion by the Bonn International Center for Conversion, BICC: "The concept of human security: added value for German foreign, security and development policy?", Bonn, 29 November 2007). In New York Germany is involved in informal discussions in the Group of Friends of Human Security. Human security is perceived in international debate as not only a variant of a (wider) concept of security, but also largely as a strategy for crisis prevention and management. The concept of human security must be further developed and defined both operatively and substantively.

The Federal Government views human security as being defined essentially as the security arising from the needs of individuals or groups, rather than as the security of the state. Over and above security in the narrower sense (the absence of basic endangerments) the concept is geared *inter alia* towards socio-economic concerns, the security of food and environment, i.e. to the “human aspects” of security. From this arises a broader understanding of the causes and handling of conflicts. Greater importance is attached to the protection of the individual and to the empowerment of those affected to help themselves. The 12th report on the Federal Government’s development policy (2005) explicitly includes the idea of human security within the wider concept of security.

UN Special Representative for the Responsibility to Protect

The taking-up of the principle of Responsibility to Protect in the Outcome Document of the World Summit of September 2005 marked for the first time the inclusion of this approach in a United Nations document. The Federal Government welcomes the Security Council’s reference to the relevant paragraphs of the Outcome Document on Responsibility to Protect in its Resolutions 1674 (2006), 1706 (2006) and 1755 (2007). Following consent by the Security Council, the UN Secretary General’s appointment in December 2007 of Professor Edward Luck as Special Representative of the United Nations for the Responsibility to Protect is a further important step towards the consolidation of this principle in the United Nations. The Federal Government plans to collaborate closely with Professor Edward Luck and to support him actively in his task.

European Union

European security and defence policy

Almost 9 years after its “birth” at the Council of Europe in Cologne in 1999 European Security and Defence Policy (ESDP) today forms an important instrument of the Union’s foreign policy. The objective of the European Security and Defence Policy is to ensure a capability of action in civilian and military crisis management as part of a comprehensive security concept and within the framework of Europe’s common foreign and security policy. European security strategy provides the political basis for this. The Federal Government advocates the further balanced development of military and civilian crisis management capabilities. The actual further development of EU crisis management capabilities will occur as part of the so-called Headline Goal processes (Civilian Headline Goal 2010, Military Headline Goal 2010). Since the EU’s first crisis management operations were introduced in 2003 European Security and Defence Policy has been “expanding”. This trend continued during the reporting period.

From 30 July to 30 November 2006 at the request of the United Nations the European Union led the *EUFOR RD Congo* military operation to safeguard the parliamentary and presidential elections in the Democratic Republic of Congo. Safeguarding of the elections as support for the UN mission in the Congo (*Mission des Nations Unies en République Démocratique du Congo - MONUC*) was recorded as being as much a commission as was the protection of Kinshasa International Airport, the protection of civilians in immediate danger and possible limited evacuation operations in the event of unrest during the election period. *EUFOR RD Congo*, along with two civilian EU European Security and Defence Policy missions that were already underway and also

lasted beyond the period of the EUFOR RD Congo operation, formed the military element of the European commitment. The operation was led from the military-strategic operational headquarters (OHQ) in Potsdam, which was activated for the first time. The numerically largest contingents of the 2,000 or so soldiers in the country of operation were provided by Germany and France.

The EU is currently engaged in the EUFOR ALTHEA military operation in Bosnia and Herzegovina and has made a significant contribution to regional stabilisation following the dissolution of the NATO Stabilisation Force (SFOR) in 2004. In this case it has recourse to NATO support in accordance with the “Berlin plus” agreements. The EU decided at the beginning of 2007 to reduce its military presence in the country in view of the stable security situation.

Further development of ALTHEA will be determined largely by the security policy situation in the region, and in particular by developments in Kosovo. These must be carefully observed and followed before further reductions are undertaken toward reduction of the military presence. For this reason it will continue to at first be necessary to maintain an appropriate international military presence alongside the international community’s civilian commitment in order to ensure a stable and safe environment. The Federal Government will also continue to contribute significantly to this.

German presidency of the EU in the first half of 2007 provided an important impetus to the further development of European security and defence policy:

- Building on the previously bilateral German commitment, a European Security and Defence Policy police mission commenced work in June 2007 in Afghanistan under German leadership. Since the start of EUPOL AFGHANISTAN Germany has provided the strongest national contingent within the mission, which will comprise a total of 195 police officers and other specialist staff by March 2008. EUPOL has no executive mandate, the mission serving exclusively to advise and develop the Afghan police (ANP).
- With the approval of the operational plan on 16 February 2008 the EU set in place the requirements for the commencement of an approximately 1,800-strong civilian European Security and Defence Policy mission in Kosovo. The preparations for this were substantially advanced under the German EU presidency. The mission will take on tasks related to the rule of law and, as the first civilian European Security and Defence Policy mission, will also perform executive functions. Its range of duties encompasses the areas of justice, police, and customs as well as administration, and ranges from the maintenance of public order to advising on the development of a functioning penal system and the support of Kosovar judges.
- The European Union mission to support border protection at the Rafah border crossing point between Israel and the Palestinian territories (EU Border Assistance Mission at Rafah - EU BAM Rafah), intended to ensure a third-party presence at the Rafah border crossing between the Gaza Strip and Egypt for the active monitoring of border checks, has been extended and modified. The Rafah border crossing has been closed since 09.06.2007, meaning that EUBAM Rafah has had to suspend its activities at the border crossing for the time being. The EU is in close contact with the parties to evaluate further

developments and for now is maintaining a minimal presence in the theatre of operation.

- Democratic Republic of Congo: by extending and increasing the service postings of both civilian missions (security sector reform mission EUSEC and police mission EUPOL) under the German presidency it was ensured that, together with the European Commission, important European contributions will continue to be made in supporting the reform of the Congolese security sector.
- It was decided to create a civilian planning and leadership capability in the Council Secretariat. As a result a significant increase in efficiency is expected in the planning and leading of civilian ESDP missions.
- The EU operation centre became fully operational and was successfully activated for the first time in the course of an exercise (MILEX 07). The operation centre can be used for civilian/military or (smaller) military operations.
- The EU Battlegroups – at the core of which are two rapid-reaction combat groups with around 1,500 personnel each, rotated every 6 months – became fully operational at the beginning of the German presidency.
- The process of optimising military strategic planning capability within the European military staff that was introduced under the German presidency has already achieved implementation phase. A revised Military Rapid Response Concept will in future provide the conceptual framework for rapid military response to crises in the EU.

Stability Instrument

The introduction of the so-called Stability Instrument in 2007 will strengthen the EU's civil intervention capability. It offers rapid and flexible response in the event of crises as well as being an answer to global or trans-regional challenges that affect general security. The Stability Instrument is intended to close the gap between short-term Common Foreign and Security Policy measures and the longer-term ones of development policy. In all, the EU has available EUR 2.062 billion covering the period 2007 to 2013. The decree introducing the Stability Instrument provides for two areas of application:

- short-term aid for actual or threatening crises
- help within the context of stable terms of cooperation, primarily with the objective of developing capacity before and after crises

Initial short-term measures have already been underway since 2007 (e.g. support for police reform in Lebanon and the development of justice in Afghanistan, integration measures as part of security sector reform in the Democratic Republic of Congo). For the longer-term measures the indicative programme for 2007/2008 is available, which aims in particular to promote peacebuilding partnerships with civilian organisations.

The Federal Government is collaborating in the composition of the Instrument with the administration committee, which is responsible for control of long-term programmes.

EU programme for the Prevention of Violent Conflicts (“Gothenberg programme”)

The programme passed by the Council of Europe in Gothenberg in 2001 to prevent violent conflicts (“Gothenberg programme”), together with the European Security Strategy of December 2003 and the European Consensus on Development Policy of 2005, provides a comprehensive framework for EU activities in preventing violent conflicts. Conflict prevention is subsequently to be integrated into all relevant policy areas, including the European Security and Defence Policy, development policy and trade.

The 2007 implementation report drawn up under the German presidency of the EU can be seen in the context of increasing need for crisis management in a changing security environment, an increase in the EU’s role in this area, and the resulting need to strengthen the relevant instruments and capabilities. Nonetheless, against this background the report underlines the need for an effective and efficient prevention policy. At the same time the report demands stronger coherence between all instruments and players as being the central prerequisite for such a policy.

With a range of recommendations for setting priorities in the coming year the report provides direction for further implementation of the “Gothenberg programme”, including

- improving of the interface between early warning and action
- strengthening of crisis prevention capabilities in the member states (MS) and improvement of coordination between action by the EU and the MS in Brussels and locally in the conflict areas
- further improvement of cooperation with other international players and with civil society, especially on the ground in conflict regions

The report was endorsed by the Council of Europe on 21 June 2007.

Focuses of development policy under the trio presidency:

In the area of development policy the Federal Government also collaborates closely within the framework of the EU trio presidency with the following presidencies of Portugal and Slovenia. This has made possible the development of longer-term initiatives over and above the individual presidency. These include *inter alia* the adoption of the “Joint EU-Africa strategy” at the EU-Africa Summit in Lisbon on 8-9 December 2007 (see also Chapter 2.1.2 Strengthening regional structures) as well as the repeated concern of the EU for the topic of fragile statehood (see also Chapter 2.3.4 Countries in fragile situations). The opportunity had already been created under the German presidency to strengthen the peace facility for Africa, (African Peace Facility - APF), through the medium of the European Development Fund via bilateral contributions. The planned evaluation of the APF will also include a search for alternative sources of financing external to the EEF from 2010.

Coherence of development and security

A further focus was on the theme of the coherence of development and security. An initial joint meeting of development and defence ministers was held under the Portuguese presidency within the framework of the General Affairs and External Relations Council in November 2007. The aim of the Portuguese initiative was to

contribute to the improvement of coherence between the existing EU instruments. In its conclusions the Council of Ministers asked the European Commission and the Council Secretariat to develop an action plan that was to show what measures were necessary to improve multi-pillar coordination and to better align short-term and long-term development and security policy measures with one another.

Women and children in armed conflicts

“Children in armed conflicts” was a human rights priority of the German presidency, within whose framework were initiated strategies for implementing the EU guidelines on children in armed conflicts. In addition to this, and also under the German presidency, Council conclusions were adopted on “Equality and participation - the role of women in development cooperation”. These emphasise among other things that equality is also to be considered in peacebuilding and reconstruction, and violence towards women must be prevented in conflict and post-conflict situations.

The Slovenian presidency initiative for improving the EU development policy commitment toward women and children in armed conflicts builds on these processes. In preparation for the Council conclusions the presidency commissioned a study on “Children in armed conflicts”. The Federal Ministry for Economic Cooperation and Development, together with Austria, financed a complementary study on “Women in armed conflicts”, which was presented in Brussels at the beginning of April 2008.

Conceptual further development in the ESDP

The German EU presidency provided important impetus to the conceptual development of European security and defence policy:

- Within the framework of the German EU presidency the Federal Foreign Office – together with the EU Institute for Security Studies (Paris) – issued invitations to a conference on 29-30 January 2007 on “European Security and Defence Policy: from Cologne to Berlin - balance and perspectives. Operations, institutions, capabilities”. Representatives of the EU member states and EU institutions, along with NATO experts, think tanks and academia, discussed future developments and challenges to the ESDP and provided food for thought on the further development of the ESDP. The improvement of planning and leadership capabilities for military ESDP operations and the creation of a new HQ structure for civilian ESDP missions are at the forefront.
- The Council of Europe of December 2006 explicitly requested that the Federal Government continue working on disarmament, demobilization and reintegration (DD&R) following its taking over of the EU presidency. For this a case study, commissioned by the Federal Government, on the DD&R process in Bosnia and Herzegovina, was carried out and a seminar on this topic organised in Berlin, where more than 60 experts from EU member states and institutions, the UN and NGOs discussed the matter in detail.
- The Council of Europe of December 2006 explicitly requested that the Federal Government, after it took over the EU presidency, should continue mainstreaming the treatment of human rights as part of ESDP activities including the implementation of the relevant provisions of Resolutions 1325 and 1612 of the UN Security Council. The German EU presidency

respectively implemented or supported this charge through a series of initiatives:

- The production of an EU manual on the topic “Mainstreaming of Human Rights and Gender into ESDP” and development of an “ESDP Quick Guide” for ESDP operations, aimed at soldiers and police on operations.
- Supporting and co-financing the “ESDP and Gender” seminar, held in Budapest from 17 to 20 April 2007.

The Federal Government has advocated the establishment of posts in the EU Council Secretariat and in all ESDP missions for advisers on human rights and gender. All ESDP missions either started or planned under the German EU presidency – including EUPOL Afghanistan and the planned mission in Kosovo – envisage the deployment of such advisers.

G8

Within the framework of the G8 the Federal Government also used its presidency to direct greater attention toward the concerns of crisis prevention.

As part of the focus on African policy the G8 have submitted a clear declaration of greater cooperation and support for sustainable development in Africa. The summit declaration again underlines the partnership of the G8 with the African continent in the strengthening of growth and investment, the combat of hunger and poverty, the promotion of peace and security and the support of efforts for good governance and regional integration. In addition to this more timely and substantial help was promised for conflict prevention as well as for post-conflict countries and fragile states.

Beyond this the G8 at the 2005 Gleneagles Summit confirmed their obligations to increase payments to Africa under *Official Development Assistance* (ODA) by USD 25 billion by 2010, more than doubling aid to Africa in comparison with 2004. Germany has announced an annual development cooperation increase of EUR 750 million between 2008 and 2011.

Under the Chapter “Peace and security” the G8 have reaffirmed, in response to a German initiative, they will continue to support their African partners in the development of an independent security architecture and the African Standby Force (ASF). The civilian peace operation components are also to be strengthened. A further focus lay on support for fragile and post-conflict countries as well as on the strengthening of capacities for better control of the small arms trade. Longer term this should enable African partners to solve crises and conflicts on their continent using their own resources, and in so doing contribute to the maintenance of global peace.

In addition to support for the ASF (and its sustainable financing and logistical support) the G8 are now also placing greater emphasis on the development and expansion of civilian elements such as police training. In addition to its already existing bilateral commitment to African countries and to the AU and regional organisations the Federal Government is to contribute more than EUR 42.5 million in 2008 for implementation of the G8 obligations in the area of “Peace and security in Africa”. Germany is concentrating on supporting the African security architecture and the African regional organisations and other organisations (such as the African Union - AU, South African Development Community - SADC, Intergovernmental Authority

on Development - IGAD, International Conference on the Great Lakes Region - ICGLR, Multi-Country Demobilization and Reintegration Programme - MDRP) in crisis prevention and crisis management (including the development of early warning systems at continental and regional level), the control of small arms and their illegal trade (SADC, East African Community - EAC), the strengthening of African peacekeeping and peacebuilding structures (for example the supporting of training facilities such as the Kofi Annan International Peacekeeping Training Centre – KAIPTC - in Accra) and the development a civilian component for the African Standby Force.

On top of this in Heiligendamm (6 to 8 June 2007) the G8 adopted a summit declaration on combating terrorism. This includes agreement on specific areas of cooperation such as against the misuse of modern communications and information technologies by terrorists, the protection of critical energy infrastructures and transport security. The declaration includes a forceful statement on the protection of human rights in the fight against terrorism.

The declaration on the non-proliferation of weapons of mass destruction underlines the G8's determination to effectively fight the proliferation of these weapons. The declaration deliberately focuses on existing multilateral norms and treaties as a basis for action and advocates developing and strengthening the international non-proliferation system.

With a declaration by the G8 foreign ministers on the subject of the rule of law the German presidency succeeded in positioning rule of law as a common principle of the partners, and the basis of their efforts to anchor peace, security, democracy and observance of human rights. The declaration accepted by the G8 foreign ministers in Potsdam on 30 May 2007 underlines the importance of rule of law as a prerequisite for the transnational integration of economic activity and society, as both a driver and safeguard of transformation processes, as an element for conflict prevention and stabilisation strategies and as a fundamental prerequisite for permanent peace, security and sustainable development. The restoration of justice and the promotion of the rule of law are particularly important in societies following a conflict and must form part of any comprehensive strategy for the prevention or settling of conflict. At the same time declaration of adherence to international law, including the United Nations Charter, is emphasised as a basic prerequisite for the nonviolent settlement and prevention of conflicts.

The G8 partners therefore undertake to pull together existing initiatives to promote the rule of law and to support the UN, regional organisations, and government and non-governmental players in their efforts in this regard.

As a first step to implementation of the declaration and the promotion of dialogue on matters relating to the rule of law, the German G8 Presidency organised a meeting of experts on rule of law issues in Berlin on 30 November 2007. The conference initially set in motion an internal dialogue on the rule of law within the G8, which is intended to also be opened up to countries outside the G8 wishing to co-operate with the G8 in this area.

The role of NATO in crisis prevention and conflict management

So far as crisis prevention is concerned, NATO's main focus lies in the support of security sector reform in countries belonging to the NATO partnerships network and that have asked NATO for support in this area.

In the case of conflict management NATO is increasingly becoming aware of the need for diplomatic, military, development policy and economic instruments of crisis management to be co-ordinated, and wherever possible effected with the cooperation of international, national, government and non-governmental organisations. This approach aligns with the comprehensive security concept in Germany. Options for achieving this comprehensive approach to crisis response are currently being discussed within NATO. They concern the areas of the planning and execution of operations, the application of experience gained, training, development, exercises, and the improvement of cooperation with external players including civilian organisations, as well as public relations.

Alongside the area of crisis response NATO's range of tasks also encompasses stabilisation, and the creation of a safe environment for reconstruction, across the whole spectrum of missions. Humanitarian support services normally only receive military assistance where the situation within the operational area would otherwise prevent the performance of their tasks. This includes the capability of promoting reforms in the security sector, including the demobilisation, disarmament and reintegration of members of the armed forces.

This means that NATO is neither able, nor wishes, to take a leading role in reconstruction in conflict areas, viewing itself instead as having a supportive function that enables other organisations to perform reconstruction tasks.

Since 2004 NATO has led the International Security Assistance Force (ISAF) in Afghanistan, the framework of which is also viewed as encompassing the Provincial Reconstruction Teams (PRT). The main task of ISAF is the support of government institutions in Afghanistan in maintaining security and order. The objective of this support is to enable the Afghan government and United Nations personnel to perform reconstruction work in a safe environment. Germany is engaged primarily in the ISAF Northern regions and in Kabul. German soldiers can also fulfil support measures, provided these are limited in both duration and scope, should this be necessary to the ISAF mission as a whole.

Stabilisation and reconstruction form fundamentally important elements of operational planning, both in and for deployment across the whole spectrum of missions. Germany is following exactly this path with the German Regional Reconstruction teams in Afghanistan and the commitment to develop and train the Afghan security forces. The German-led PRTs are aligned to the reconstruction concept agreed with the Afghans, which is built on the pillars of security, economic development and good governance. The strengthening of local government and administrative structures, including support for security sector reform and the promotion of civil society and civilian reconstruction, are important projects implemented within the scope of the PRTs.

In Kosovo as well, NATO's international troop presence as part of the KFOR (Kosovo Force) mission contributes to the maintenance of a secure and stable environment. Under UN Resolution 1244 the NATO force is to provide a safe and

stable environment for developing a multi-ethnic, peaceful and democratic Kosovo based on rule-of-law with autonomous self-government.

Organization for Security and Cooperation in Europe (OSCE)

For the Federal Government, the OSCE continues to be a key organization for early warning, crisis prevention, conflict resolution, management and post-conflict rehabilitation in the area of the 56 OSCE states. A central element of this is formed by the 19 field missions and presences in the Balkans, Eastern Europe, the Southern Caucasus and Central Asia. The broad spectrum of OSCE field mission activities goes beyond the development of democratic structures under the rule of law, to encompass ceasefire controls, border observation, arms control (including small arms, light weapons and the responsible management of associated munitions), and on to economic and environmental cooperation, the development of a civilian society, and mediation in the so-called “frozen conflicts” in the Southern Caucasus and Moldova.

As the second-largest contributor Germany makes a crucial contribution to the OSCE budget: Germany’s share in 2007 was EUR 18.1 million of a total OSCE budget of EUR 163.6 million. Alongside its obligatory contributions the Federal Government also makes voluntary contributions for OSCE measures (so-called extra-budgetary projects). In 2007, out of funds for the stability pact for South-Eastern Europe, EUR 1.5 million was made available for projects in the Balkans and EUR 1.9 million for projects in the rest of the OSCE area. CORE, the OSCE research centre at the Institute for Peace Research at the University of Hamburg, together with the Kazakh Foreign Ministry, in 2007 conducted a Federal Government sponsored training programme for young Kazakh diplomats in preparation for Kazakhstan’s presidency of the OSCE in 2010.

Germany also provides significant staffing support for the OSCE. Presently (January 2008) just under 70 Germans working at the OSCE. The overwhelming proportion of German OSCE personnel are active in field missions. On top of this German personnel are employed in the OSCE Secretariat in Vienna, at the Office for Democratic Institutions and Human Rights (ODIHR) in Warsaw, and with the OSCE Representative on Freedom of the Media in Vienna, as well as the High Commissioner on National Minorities in The Hague. The conflict prevention centre in the OSCE secretariat is led by a German diplomat.

Women made up 44.6% of the seconded specialist personnel as at February 2008.

To overcome the new security challenges of terrorism and international crime and to promote security sector reform, the Federal Government is supporting the development and expansion of relevant expertise within the OSCE. The Federal Government is here concentrating on the area of border control and border management, already an important focus of OSCE’s commitment to security policy. It is therefore emphatically calling for the implementation, in the Southern Caucasus (Georgia) but primarily in Central Asia, of the OSCE’s practically-oriented Border Security and Management Concept adopted at the OSCE Ministerial Council in Ljubljana in December 2005. As part of this concept three major border projects are to be carried out on the Tajik-Afghan border in 2008.

A further Federal Government focus is on the fight against intolerance and discrimination as an activity area of the OSCE. Since the end of 2004 Germany has

provided the OSCE Personal Representative of the Chairman-in-Office on Combating Anti-Semitism.

The Federal Government attaches an undiminishedly high value on OSCE/ODIHR election observation. It still regularly fulfils the maximum share permitted under OSCE guidelines, providing 10% of the long- and short-term observers seconded to ODIHR missions (see also Chapter 2.2.1 Election observation).

The Federal Government is convinced that giving the OSCE international legal capacity and providing a uniform system of privileges and immunities for the OSCE and its personnel would improve the capability of the organisation to act, and would benefit security across Europe. The negotiations of a working group of legal experts on an agreement for status and privileges were conducted with active German participation. The Federal Government has lobbied for acceptance by the OSCE countries of the text of the agreement drawn up by the working group, and will continue striving to achieve consensus.

Organisation for Economic Cooperation and Development/Development Aid Committee (OECD/DAC)

During the reporting period the Federal Government has substantially increased and systemised cooperation with the Development Aid Committee of the Organisation for Economic Cooperation and Development. Common standards have been formulated on how crisis prevention is to be anchored as a cross-sectoral issue in development policy. Experience gained from joint projects is regularly reappraised, evaluated and published. To optimise cooperation in the area of peace policy the Federal Ministry for Economic Cooperation and Development is taking an active role in the Conflict, Peace and Development Cooperation (CPDC) network as well as in the Fragile States Group (FSG) network.

The Implementation Framework Security System Reform (IFSSR) and the Handbook Security System Reform have been developed *inter alia* as practical instruments for the planning and execution of projects and programmes in the area of security sector reform. An initial workshop to implement these strategies took place in Burundi at the beginning of December 2007.

Similar guidelines for the handling of armed violence in developing countries and development cooperation are being prepared.

Within the framework of the OECD CPDC and FSG networks concepts have also been devised for more coherent and harmonised cooperation between donors in fragile States and in conflict situations. The objective is to avoid duplication of effort by donors and to improve the effectiveness of aid.

Training modules for civilian conflict management have been developed under the auspices of the CPDC. This training is open to specialists from OECD member states and elsewhere. Training is performed on a decentralised basis by the respective member states.

The working group on fragile states has adopted Principles for Good International Engagement in Fragile States and Situations, which are at an implementation phase. Guidelines are further currently being devised, based on real learning experiences, on the subject of Statebuilding. Statebuilding has been defined as being the main goal of

engagement in cases of fragile statehood and is therefore being operationalized for practical development cooperation.

At the OECD development committee ministerial meeting in 2007 it was decided to combine the two networks from 2009. The Federal Government took an active role in the working group, which prepared the mandate and the main content topics of the work to be undertaken by the new network. The primary goal of the new network is raising of the effectiveness of international aid in fragile states and in (post-)conflict situations.

International financial institutions

World Bank

The World Bank contributes indirectly to crisis prevention and to state- and nationbuilding in partner countries predominantly through its projects and programmes, among other things through the organisation of basic infrastructure, development of basic governmental services or financing of institutional reforms.

The so-called Global Monitoring Report, an annual report drawn up regularly by the bank to measure progress in achieving the Millennium Development Goals (MDG), in 2007 devoted itself to the subject of “fragile States” as a special topic, so emphasising the special significance of MDG achievement for more efficient and intensive engagement by the community of states for countries in which crisis prevention is especially important. Also emphasised, among other things, was that development in fragile states takes place in a context that involves very high risks, but at the same time if successful gives rise to enormous progress in terms of development.

New guidelines for “rapid reaction in crises and emergencies” were adopted in February 2007. These are intended to enable the institution to mobilise support services more quickly, more flexibly, more transparently and less bureaucratically following crises or natural catastrophes. Apart from this, by combining the “Conflict prevention and reconstruction” and “Fragile states” units into a combined new unit in July 2007 the bank has ensured that in future the subjects of fragility and conflicts are evaluated and managed more closely together.

Many fragile states and post-conflict countries receive credits and advances from the International Development Association (IDA), a World Bank institution that provides credits and grants to the poorest countries. For the three-year IDA14 term (July 2005 to June 2008) IDA’s total loan volume was USD 32.5 billion. Germany contributed a share of 8.23 percent toward the replenishment of IDA14. Aside from this the World Bank manages a series of Multi-Donor Trust Funds (MDTFs) from which are made available donor resources for individual fragile states or post-conflict countries, (such as the Lebanon Fund, Iraq Reconstruction Fund, Afghanistan Reconstruction Trust Fund, Sudan MDTF and the West Bank/Gaza Trust Fund). Germany participates in some of these funds. Thus approximately USD 12 million was paid into the Sudan MDTF in 2006, and Germany contributed around USD 20 million to the Afghanistan Reconstruction Fund in 2006 and 2007.

Within the framework of the IDA15 replenishment negotiations, and primarily in response to pressure from Germany, the bank’s instruments, strategies and resource distribution mechanism pertaining to fragile states were discussed as a special topic in 2007. As well as more clearly differentiating the strategies for the various

subcategories of fragile states, an important change agreed was the extending of the special allocation for post-conflict countries from the current 7 years to 10. Post-conflict countries benefit from additional IDA funds as a result. Aside from this was agreed the setting-up of a systematic mechanism for the discharging of arrears. The mechanism is of key importance to the provision of rapid and effective assistance to countries that are leaving behind many years of conflict and are starting important reform processes.

Germany and other donors called on the bank in the course of negotiations to work more closely with the United Nations in crisis prevention and in the development of countries and nations. The first steps are a needs assessment and joint analyses of the core problems in the relevant partner country. Details of closer cooperation were set out in a partnership agreement.

Regional development banks

African Development Bank (AfDB)

Within the framework of the negotiations for the 11th African Development Fund (ADF 11) the AfDB submitted a proposal for the support of fragile states. This is intended primarily to stabilise post-conflict countries, with the major emphasis being on prevention. Also of importance here is that the stabilisation of fragile states is closely interlinked with beneficial wider regional effects (“spill-over”). As the third largest contributor to ADF 11 (SZR 400 million), Germany welcomed this initiative since the bank can as a result play a more effective role in the strengthening of fragile states in an important area in terms of foreign, security and development policy. The anchoring of the AfDB in the regional governance structures as a unique feature of the bank offers previously unutilised potential for engagement in fragile states. Coordination with international players (especially in the UN system) and with the AU’s evolving peace and security architecture will here be important.

The AfDB sees the focus of its activities in fragile states as being particularly the strengthening of governmental structures and the rebuilding of destroyed infrastructure. To this end the Fragile States Facility has been established. From this entitled countries receive additional funds over and above the amount they receive through the regular system of performance-related fund allocation. The already extant mechanism for the discharging of arrears in post-conflict states, the so-called Post-Conflict Country Facility, is to be integrated into the Fragile States Facility. The discharging of arrears is important for two reasons: on the one hand, access to debt cancellation initiatives – the Enhanced Heavily Indebted Poor Countries Initiative and the Multilateral Debt Relief Initiative (HIPC/ MDRI) - requires the beneficiary countries not be in arrears with international financing institutions. On the other, existing arrears prevent the AfDB from being able to provide urgently needed funds for reconstruction.

Asian Development Bank (AsDB)

Unlike the African development bank the AsDB to date has no special facility for post-conflict countries, but concerns itself both with crisis prevention and post-conflict reconstruction. In the spring of 2007 the bank adopted a strategy under its nomenclature “Weakly Performing States” for the handling of fragile states which includes not only post-conflict states but also Least Developed Countries (LDCs) that have made little progress in their development or have particular vulnerabilities, such

as the small Pacific island states. The core of the strategy is more appropriate support for these countries, through targeted and longer-term technical aid and subsidies.

Another indicator of the AsDB's commitment to crisis prevention is the definition of "good governance" as being one of the AsDB's three primary objectives. This is confirmed by lending activities for the Law, Economic Management and Public Policy sector (2006: USD 228 million).

Moreover, the AsDB in 2004 had already established a new disaster and emergency policy that also addresses reconstruction in post-conflict states. Special post-conflict measures are generally incorporated into the country-specific strategies (cf. activities to date in Afghanistan, East Timor, Cambodia, Sri Lanka, Tajikistan, Nepal and the Solomon Islands). Usually the work is shared with other donors, whereby the AsDB mainly assumes the financing of the restoration of physical infrastructure, and less often institution-building. For example, the AsDB, in cooperation with the UNDP, the World Bank and the Islamic Development Bank, set up the Afghanistan Reconstruction Trust Fund.

Interamerican Development Bank (IDB)

The IDB has taken up the subject of civilian crisis prevention first and foremost under its topic Prevention in Citizen Security, which was incorporated in its programme as early as ten years ago. Loans, technical cooperation measures and international seminars were financed within the scope of this programme.

Besides this concrete line of credit for the prevention of violence and crime, numerous other IDB activities have a link to crisis and violence prevention, for example projects to modernize legal and criminal justice systems and activities in social sectors (such as youth employment schemes) that are important to the prevention of violence in society. Crisis and violence prevention plays a particularly important role in the country-specific programming for Colombia.

2.1.2 Strengthening regional structures

Alongside the United Nations, the most important and only global player, regional organisations are becoming increasingly important in crisis prevention and conflict management. This importance will foreseeably increase further in future in view of the large number of conflicts worldwide. It is the Federal Government's objective to strengthen the capabilities of the regional organisations in these areas and to support them, especially the African Union, in building their crisis-prevention capacities, both bilaterally and jointly with its partners in the EU and the G8 group.

African Union and its regional organisations

African Union

The central partner in the African security architecture is the African Union (AU), founded in 2002, which has received a far-reaching mandate from its member states to settle armed conflicts.

Germany works closely with the African Union and various regional institutions and is accredited by the AU.

Germany supports the building of capacities in the AU and its regional organisations in their collaboration and network building; it supplies expertise and strategic advice for conflict analysis, conflict prevention and conflict management, as well as for the development of an early warning system; is strengthening the civilian components of African structures in peacekeeping and peacebuilding, and is also strengthening capabilities in the control of small arms and illegal arms trading, while supporting peacebuilding and post-conflict programmes (via non-governmental organisations as well).

The Federal Government has contributed EUR 5.2 million to supporting the development of the AU's Directorate for Peace and Security and to advising on the development of a Continental Early Warning System (CEWS), to civilian aspects of peacekeeping training for AU missions and to a strategy for post-conflict reconstruction. This includes EUR 2 million financing to a UNDP managed multi-donor project for the Directorate for Peace and Security. This department has also been supported with advice since 2004. Focuses have to date been mainly on support for the establishment of the continental Conflict Early Warning System (CEWS) and on the development and operationalizing of an AU post-conflict strategy, plus training for the civilian components of the African peacekeeping and peacebuilding structures.

In their Africa action plan of June 2002 the G8 committed themselves to concrete support for the NePAD initiative (New Partnership for Africa's Development). This commitment was repeated at the G8 Summit in Heiligendamm (June 2007). The G8-countries also focus their support on the ability of the African countries to resolve crises and violent conflicts independently and under their own responsibility through the appointment of peace missions. A new aspect identified for the collaboration was the strengthening of a civilian component (including police capabilities) of the African Standby Force. Other important G8 commitments include contributions to the improvement of police training in Africa and other projects in the area of Peace and Security, and the establishing of institutional capacities. The commitments referred to are better implemented jointly with the other G8 members at the level of the African Union, but also via the subregional organisations and individual countries; additional funds have been made available for this in next year's budget. The measures financed from this are intended primarily to benefit the development of civilian elements in the African Standby Force (ASF) of the African Union, as well as for the improvement of police training and infrastructure and reform of the security sector in the wider sense. The projects are to be carried out with the African Union, its regional and subregional organisations, and some individual African countries. In the spirit of the ownership principle, initiatives coming from Africa itself are to receive special attention.

Germany supported the African Union in its mission in Sudan (AMIS) through the provision of air transport for troop rotations. The air transport, which was coordinated by NATO and the EU, filled a lack of capacity in the AU and so contributed significantly to the operation's logistics.

The EU Africa strategy and associated action plan, drawn up jointly by the EU and AU and adopted at the EU-Africa summit in Lisbon on 8-9 December 2007, provide a comprehensive framework for future cooperation between the two organisations. The Federal Government actively collaborated in drafting the documents that were begun under its EU presidency. The objectives defined in the strategy include the promotion of peace and security, sustainable development, good governance and human rights, and support in achieving the millennium development objectives, together with a

wide-ranging partnership which places people in the forefront and comprehensively involves civil society.

Cooperation with regional structures in West Africa

In implementing the support of African peacekeeping capability, agreed in the Africa Action Plan of the G8 countries, the Federal Republic - in accordance with the idea of interministerial cooperation and increasing coherence - established an interministerial steering committee at the beginning of 2005 to coordinate German engagement in the strengthening of African peacekeeping capacities in cooperation with the regional ECOWAS organisation (Economic Community of West-African States) and its 15 member states.

The development of regional peacekeeping capabilities in Africa is proceeding at different speeds. The present ECOWAS agenda in the area of peace and security is determined among other things by the establishment of the ECOWAS Standby Force (ESF) as one of the five regional brigades in the African Standby Force. West Africa has taken a pioneer role in this process.

The central responsibility for peacekeeping operations in West Africa and for deploying the ESF lies with the ECOWAS Commission, in which a German staff officer has also been employed since mid-2007. To enable the commission to exercise its important role in the region, the Federal Government as part of its development policy supports the ECOWAS Commission with strategic management and specialist advice. These were also expanded at the beginning of 2008 to strengthen the security policy capabilities of the ECOWAS Commission.

For the multilateral training of those participating in regional and international peace missions three centres currently exist in West Africa in which soldiers, police officers and civilian personnel from all West African States are trained for operations, especially ECOWAS peace missions. These are:

- at strategic level, the Nigerian Defence College (NDC) with the annexed African Centre for Strategic Research and Studies (ACRS) in Abuja, Nigeria,
- at operational level the Kofi Annan International Peacekeeping Training Centre (KAIPTC) in Accra, Ghana,
- at tactical level the École de Maintien de la Paix (EMP) in Bamako, Mali.

These centres are national facilities of ECOWAS member states. The Federal Government has since 2003 supported the KAIPTC through its development policy, in an approach coordinated via the interministerial steering committee, through the establishment and development of the management structure and internal qualification systems, the setting-up of a network between the KAIPTC, civil society and the ECOWAS Commission, and research capacity in the Conflict Prevention, Management and Resolution Department. Similarly, training courses were developed in civilian crisis prevention, peacebuilding and election monitoring. The KAIPTC receives further support by way of two Bundeswehr staff officers and equipment aid for foreign forces.

The EMP, founded in March 2007, is gaining special importance with the stronger interlinking of security policy between English- and French-speaking ECOWAS member states. Alongside support for the KAIPTC, cooperation with the EMP has therefore also increased in importance for the Federal Government. The French-led

development of the EMP was financially supported by the Federal Government. Training courses were also sponsored for African military observers and police officers. Approaches for an additional contribution towards civilian training courses similar to the existing sponsorship of the KAIPTC are currently being prepared in consultation with the other donors involved with the EMP (financing of EUR 2 million is planned for 2008).

Cooperation with regional structures in East Africa

“Peace and security” is one of two primary aspects of cooperation with the East African Community (EAC), whose capability is to be strengthened as a regional organisation for promoting peace in regional and cross-border conflicts. A small arms-control project, working in close collaboration with other regional initiatives to curb the circulation of small arms, has been running since August 2006.

As well as cooperating with the EAC, the Federal Government is also supporting the Kenyan Peace Support Training Centre (PSTC) in the organisation and expansion of its management structure, cooperation with civil society, and the conceiving and delivery of training courses in civilian crisis prevention.

The bilateral government development project “Promotion of IGAD (Intergovernmental Authority on Development) in the Area of Peace and Security” follows on from many years activities strengthening of the efficiency of the IGAD secretariat. The goal is to put the IGAD secretariat in a position to bring together member states for joint activities in peace and security and to make their own relevant contributions to resolving conflicts in the region. The secretariat will receive special support in the development of its own strategies and instruments in order to develop and employ regional approaches to peace and security.

Cooperation with regional structures in Southern Africa

The Southern African Development Community (SADC), located in Gaborone, Botswana, is working to operationalize and implement its strategic plan for policy, security and defence. This has been supported since 2004, especially in election monitoring, the combating of illegal cross-border trade and small arms control. Special emphasis is placed on cooperation with civil society. Germany’s current contribution to the civilian elements of peace and security at the SADC is EUR 6.55 million.

The Federal Republic also supports the International Conference on the Great Lakes Region in developing and implementing its pacts of 2006 for security, stability and development, which support the implementation of cross-border peacebuilding projects between the formerly hostile states of the Great Lakes region.

Association of South East Asian Nations (ASEAN)

Under Germany’s EU presidency and at the EU-ASEAN foreign ministers meeting in Nuremberg on 14-15 March 2007 relationships between the EU and ASEAN were substantially expanded, and were extended by a GASP/ESDP dimension. An initial step identified five fields for closer collaboration and set them out in the “Nuremberg Declaration on an EU-ASEAN Enhanced Partnership” of 15 March 2007. These relate to the following fields: collaboration on political and security policy, including the fight against terror, economies, collaboration with regard to energy/climate change, the promotion of civil society development, democracy, human rights, and

development. Its implementation was based on the joint action plan adopted on 22 November 2007. Germany is involved *inter alia* in an advisory project for the ASEAN Secretariat in Jakarta in the implementation of this action plan (Capacity building for regional cooperation).

The cooperation has so far been less marked in the area of civilian crisis prevention. The ASEAN Regional Forum (ARF) and its security strategy have so far defined crisis prevention exclusively in the sense of preventive diplomacy, while implementation mechanisms are only weakly pronounced. Germany has been engaged in the reporting period on behalf of the EU with arms control policy measures in the ASEAN Regional Forum and has supported special seminars on small arms control and traditional military confidence building. A seminar on landmines is planned.

Organization of American States (OAS)

The OAS has developed overall - despite relatively less integrated structures in the security sector - into an important and successful framework for crisis prevention, conflict resolution and peacebuilding in America. In 1995 the "Committee on Hemispheric Security" became the first standing forum to address matters of arms control, defence, non-proliferation and security. Notable confidence and security building instruments were established, including the Declaration of Santiago on Confidence and Security Building Measures (1995), a Register of Anti-Personnel Mines (1997) and the Inter-American Convention on Transparency in Conventional Weapons Acquisition (1999). At a special conference in Mexico in October 2003 the Declaration on Security in the Americas was adopted, a comprehensive guide to issues such as the resolution of border disputes, control of expenditure on arms, promotion of democratic standards and strengthening trust and cooperation. The OAS is also active in the area of preventive diplomacy, and is for example making a direct contribution toward the resolution of border conflicts (so far mainly in Central America) by the appointment of cartographers and by mine clearance campaigns and mediation. It is also involved in national processes for conflict resolution and reconciliation, such as disarmament and demobilisation in Colombia.

Germany has held observer status at the OAS since 1972 and supports the stabilising work of the OAS through project-related sponsorship. While the areas of democratisation aid, human rights and regional integration have so far been at the forefront, the Federal Government's aim for the future is to strive towards targeted participation in projects in the areas of crisis prevention, peace maintenance and conflict management.

Arab League (AL)

With the coming into force on 12 November 2007 of the 2003 resolution on the establishment of a Peace and Security Council, the Arab League's capacities in the area of crisis prevention were strengthened. A seminar held on 22 November 2007 in Brussels at the Folke-Bernadotte Academy and Madariaga Foundation, on EU collaboration with regional organisations, provided an opportunity to exchange information and opinions.

2.1.3 International networking of players

A coherent approach to crisis prevention and conflict management requires not only coordination between the national governmental and non-governmental players, but also, and particularly, improvement in coordination between international structures. The Federal Government has therefore advocated the further expansion and strengthening of coordination measures at the national level and in parallel enhanced cooperation both within the international organisations to which it belongs and between the various international players.

Networking of government players

EU-United Nations cooperation

The EU is already an important UN partner in crisis management. The successful European “EUFOR RD Congo” operation in support of the UN mission in Congo (MONUC) in the conduct of elections last year, or the substantial contributions of EU member states to the UN mission in the Lebanon (UNIFIL), exemplify this forward-looking cooperation. The EU and the United Nations are also collaborating closely in supporting the African Union peace mission in Darfur. Within the framework of European Security and Defence Policy the EU is preparing for an extensive mission in Kosovo addressing rule of law and policing, which will build on the progress of the UN’s UNMIK mission. Against the background of enhanced collaboration between the EU and UN a joint statement on crisis management cooperation was signed on 7 June 2007 during informal talks at the G8 Summit in Heiligendamm. It provides for further enhancement of contacts and collaboration between both organisations in civilian and military crisis management to enable them to cope with the growing tasks of peacekeeping. Above all political dialogue is to be further expanded.

EU – USA cooperation

A draft plan for joint working between the EU and the USA for enhanced collaboration in civilian crisis management and conflict prevention, which was negotiated under German presidency of the EU, was adopted under the subsequent Portuguese presidency in December 2007. The working plan realises the chapter of the joint summit declaration on crisis management, especially in the civilian sector, and envisages further development of the dialogue already commenced. Accordingly, both parties agreed to intensify their contacts and information exchange on conflict analysis and to adopt practical measures to increase collaboration in crisis prevention, as well as enhanced coordination of civilian crisis management measures. Aside from this both parties are to make greater efforts to open up training courses to participants. Both parties also want to intensify their cooperation to strengthen the capabilities of the relevant international organisations such as the UN and OSCE.

EU – OSCE cooperation

The EU and the OSCE are taking complementary roles in the creation of security and stability. For this reason the EU and its member states are strongly engaged in the OSCE - politically, financially and in terms of personnel. The EU, which henceforth constitutes almost half the OSCE with 27 of the 56 participant states, provides two thirds of OSCE personnel and bears almost three-quarters of the OSCE budget.

The OSCE is playing a central role in the German-initiated EU strategy for Central Asia. In the Western Balkans the work of OSCE field missions is in supporting participating countries on their road towards alignment with the EU. In Kosovo, where the EU has taken on greater responsibility, it is arguing for the OSCE engagement to be continued. The EU is supporting OSCE efforts to settle longstanding regional conflicts in Moldova, Georgia and Nagorno Karabakh.

The Federal Government in its EU presidency has advocated closer coordination between the work of the two organisations. Under German EU presidency a “human rights triologue” was set up between the EU, the OSCE and the Council of Europe, which facilitates regular exchange between the institutions on questions of human rights.

Networking with non-governmental players

The Federal Government also paid special attention during the reporting period to the networking of government and non-governmental players at the international level. It in particular used its EU presidency in the first half of 2007 to provide some impetus to this area. This has contributed to increasing awareness, at the international level as well, that in view of the many and wide-ranging challenges efficient crisis prevention and conflict management demand teamwork between all involved, both within and outside government. There can be no either/or. Indeed both sides must make their contributions, bring added value, and work to complement each other, despite all their differences in interests and ways of working. We must continue to develop a culture of cooperation between government and non-governmental players which is self-evident and self-supporting and is independent of the individuals involved. This process must also in future be continually extended and made permanent.

During the reporting period the Federal Government has also continued its support for the “Global Partnership for the Prevention of Armed Conflict” (GPPAC), initiated by the Secretary General of the United Nations in 2001.

Conference “Partners in conflict prevention and crisis management – Collaboration between EU and NGOs”

Jointly organised by the Federal Foreign Office, the Crisis Management Initiative (CMI), the European Peacebuilding Liaison Office (EPLO) and the Bertelsmann Foundation, the conference “Partners in conflict prevention and crisis management – collaboration between EU and NGOs” enabled the Federal Government to provide some impetus to this area under its EU presidency.

The conference tied in with a project of the preceding Finnish EU presidency on the role of civil society in crisis management and the recommendations endorsed by the EU’s Policy and Security Committee (PSC) on 24 November 2006. It extended the question to all the EU instruments of civilian crisis prevention and the entire conflict cycle of crisis prevention, crisis management and peace consolidation and devised recommendations. Special attention was also given to on-site cooperation in crisis regions.

The conference was characterised by lively and intense dialogue between representatives of the EU and its member states and representatives of European NGOs and other civilian organisations. The discussions made clear that the need for close cooperation with civil society in crisis prevention and conflict management

today is generally acknowledged. Success in putting the conference under the aegis of the so-called trio presidency of Germany, Portugal and Slovenia meant at the same time that impetus was also given to efforts to expand and strengthen cooperation with civil society in crisis prevention and conflict management in future. The unprecedented introduction of presentations by representatives of NGOs in the Committee for Civilian Aspects of Crisis Management (CIVCOM) in Brussels also gave a boost to the enhanced exchange of information and opinions between the relevant EU Council body and civil society, something welcomed by both sides and to be continued.

Dialogue between German NGOs/VENRO in the EU context

Within the framework of the German EU presidency dialogue with German civil society has been ongoing. With financial support from the Federal Ministry for Economic Cooperation and Development funding VENRO, the Association for Development Policy of German Non-Governmental Organisations, undertook a project for the German presidency which included discussion of development and security matters and formulated principles for a coherent EU policy geared towards development and peace.

In collaboration with the Joint Conference Church and Development (GKKE) the Protestant Development Service organised an event within the framework of the VENRO project entitled “Civilian conflict transformation and peace promotion - a challenge for Euro-African policy.” The goal was to identify, with representatives of African and German churches, politicians and the military, approaches and implementation paths for the involvement of civilian agencies. The discussion gave rise to proposals for the future format of partnerships between the African Union and European Union. Special attention was given to the significance of civilian conflict management in international strategies and to the specific potential of churches and other civilian players for the prevention or ending of violence.

Conference of the European network of civil peace services

On 20 April 2007 a conference of the European Network of Civil Peace Services was held at the German Federal Parliament on the topic of “Civil Peace Services - Reality and Vision”. In panel discussion and through evaluation of case studies the practical effectiveness of the civilian peace services instrument was analysed, and the question discussed as to whether the German Civil Peace Service can serve as a model for similar instruments in other EU member states or at a European level. The German model was very well received by representatives of other European countries and the EU commission.

2.2 Focuses of national crisis prevention policy

Effective crisis prevention and conflict management require an approach which is comprehensive but is at the same time both tailored to need and effective, and that targets the causes of the particular conflict. There can then be no single blueprint for crisis prevention; each crisis requires an individual, customised approach.

The basic requirements for the stable and peaceful development of countries are the existence of democratic structures and the rule of law, the guarantee of human rights,

responsible governance, the state's guarantee of the security of its citizens, democratic control of the security sector and a developed civil society as the basis for non-violent conflict resolution. This is where the Federal Government's crisis prevention policy takes the highest priority within a broad spectrum of measures and instruments. The Federal Government has also taken a leading role in the debate about the potential for conflict arising from climate change and the destruction of the environment, as well as in the fight against these.

The comprehensive security concept remains fundamental to the Federal Government's crisis prevention policy. The creation of peace potential in the media, in culture and education, as well as the improvement of opportunities for people in countries and regions in crisis by taking suitable action in terms of foreign policy and in terms of security, development, economic, financial, social, health and environmental policy are therefore integral components of crisis prevention policy.

2.2.1 Human rights, democracy, good governance

The development and strengthening of democratic statehood - national and international - is today a pressing task if we are to benefit from the opportunities of globalisation and counter its negative consequences. Together with rule of law and respect for, protection of and guaranteeing of human rights, democratic statehood is also a fundamental requirement for enduring peace, security and sustainable development. Along with the establishment of security, the restoration of justice and the promotion of the rule of law, special importance in post-conflict societies must be accorded to democracy and human rights, although it must also be borne in mind that democratisation processes themselves may in the short term have a destabilising effect. They must nevertheless form part of any long-term strategy for the stabilisation of countries following conflicts. Transitional justice mechanisms also play a key role in post-conflict situations (see also 2.2.2: Support for the development of rule-of-law structures and reconciliation processes). The commitment to security and development will remain unsuccessful and directionless unless it is carried forward by the rule of law and democracy, and by respect for the protection of and the guarantee of human rights.

In their millennium declaration in 2000 the heads of countries and governments emphasised that the right of all to live in dignity and freedom is best assured by democratic and participatory governance founded on the will of the people. They are agreed that in every country those capabilities must be strengthened which contribute to the application of the principles and processes of democracy and to the respect for, protection of and guaranteeing of human rights, in particular the rights of minorities.

In its Action Programme 2015 for realisation of the millennium development objectives, adopted in 2001, the Federal Government underlined the importance attached to the worldwide implementation of human rights and the promotion of democracy. The European Security strategy adopted in December 2003 also emphasises the value placed on democracy. This states: "The best protection for our security is a world of well-governed states".

Ensuring human rights as an element of crisis prevention

A correlation exists between infringements of human rights and international and internal conflicts: systematic infringements of human rights occur in connection with

international or domestic armed conflicts, but the reverse also holds true: conflicts arise as a result of systematic human rights infringements. It is therefore in the German interest - in order to improve the world's human rights situation - to ensure that as far as possible emergency situations, crises and conflicts cannot arise in the first place or that emerging developments that endanger human rights are effectively and promptly defused. Germany's manifold efforts to prevent and manage conflict also at the same time contribute to the prevention of human rights infringements. Reciprocally, measures that ensure respect for human rights are at the same time measures that prevent conflict.

As far as possible Germany shapes its international human rights policy in association with its European Union partners in the context of the Common Foreign and Security Policy (CFSP). Harmonisation of member states' international human rights policy occurring under the CFSP, whose objective is joint EU action, is actively and emphatically encouraged by the Federal Government. The institutional format of the new UN Human Rights Council also formed a special focus of EU human rights policy under the German presidency in the first half of 2007.

Worldwide development policy is ever more strongly pervaded by human rights, the rule of law and democracy. In 2007, with active German support, all 30 member states of the OECD development committee committed themselves for the first time to the systematic anchoring and strengthening of human rights in international development policy. The guaranteeing of human rights is now no longer understood as being an external framework but rather is seen as an integral objective and means of development. The achievement of the millennium development goals, and civic, political, economic, social and cultural human rights, are closely related to each other. The Federal Republic therefore advocates a basic human rights approach in international development policy as an integral part of practical projects, which follows the human rights laid down in international treaties such as the rights to food, water and education and human rights principles of participation and empowerment, non-discrimination and equality of opportunity, transparency, and accountability. In accordance with the indivisibility and interdependence of all human rights, economic, social and cultural rights are assigned the same status as civic and political human rights. International human rights treaties form an objective, legally binding basis, to the implementation of which Germany and its partner countries are committed.

The Federal Ministry for Economic Cooperation and Development consequently has committed itself within the framework of the first and second Development Policy Action Plan for Human Rights (2004 to 2007 and 2008 to 2010 respectively) to the systematic anchoring in German development policy of this approach to human rights. The Federal Ministry proceeds from the premise that poverty reduction, peace and the realisation of human rights are mutually dependent and mutually reinforcing. Thus many of the development goals are geared directly to the realisation of certain rights, such as for example the right to education or the right to the highest possible level of health. The basic starting point is the referencing of human rights to the person, the individual as a legal entity. This leads the alignment of German development policy towards strengthening the involvement of the population in development processes (participation and empowerment), particularly in the case of disadvantaged groups in partner countries.

The Federal Ministry has commenced by systematically anchoring the human rights approach in development cooperation in two pilot countries. The outcome is that

development cooperation measures are even more strongly oriented towards the issue of poverty, for example through more precise identification of the particular disadvantaged target groups and the measures aimed at them for water and/or health provision. As a result of this in Kenya, with German support, the supply of drinking water and sanitary facilities (including communal water taps) is now being supported in city slums.

With the updating of the Development Policy Action Plan for Human Rights for 2008 to 2010 the Federal Ministry is striving towards an expansion and enhancement of the human rights approach in other countries and sectors, and is devoting itself to additional challenges such as the connections between climate change and the guaranteeing of human rights.

Democratisation aid and promotion of democracy

It is the goal of the Federal Government worldwide to make an effective contribution to the promotion of democracy and human rights.

Democracy is a universal value. The international community of states proclaimed in the Millennium Declaration in 2000 that the right of all to live in dignity, security and freedom is best assured by democratic and participatory governance founded on the will of the people. Democratisation processes do not on the whole proceed linearly, and are associated with social upheavals and conflicts. That is why democratisation has an initially destabilising impact in many countries. States in transformation processes are far more susceptible to violent forms of conflict resolution than are autocracies, which can prove completely stable over quite long periods. This is why ongoing assistance and support is necessary to consolidate democratic structures.

Federal Government support for democratisation processes is always a long-term process, delivered in close cooperation with its partners and respecting the cultural and historical backgrounds of the partner countries.

The complexity of transformation processes necessitates careful analysis of the specific situation in partner countries. Establishment and development of democratic structures, strengthening of political policy formation processes and the political participation of all social groups in democratic processes are central to this. A special focus here is on democratisation processes in new and restored democracies.

Long-term promotion of democracy by the Federal Government is effected mainly in the course of development policy cooperation. This is supplemented by short-term individual measures, financed from Foreign Office democratisation aid funding.

A primary focus of short-term individual measures is support for the preparation and conduct of elections, including measures for voter education and the promotion of political participation. Increasing importance is however being given to the promotion of democratic structures, the work of independent media and support for constitutional bodies. The promotion measures either contribute directly to the democratisation of decision mechanisms and processes, or support a partner country in the creation of a legal, economic and social framework that favours democratic transformation processes.

In 2006 and 2007 projects totalling approximately EUR 4 million were subsidised from democratisation aid funds. Focuses were on the new democracies of Eastern Europe, principally the Ukraine and Belarus, and the African states. A further focus of democracy promotion measures that is coming increasingly to the fore is the Near

East. A two-year project started in 2007 is to provide comprehensive support for establishing democratic parties and strengthening democratic structures in existing parties in the Palestinian territories; the six German political foundations are involved in implementing the project in a mutually agreed approach. In addition to this reforms are being promoted in the Palestinian territories at local and national level, along with cooperation between self-administration institutions and civil society. A further focus of democratisation aid measures comprises support of the constitutional process in Iraq, advising Iraqi decision-makers and the promotion of independent media. In the light of political developments and promised elections in Nepal, here too prominence was given to voter enlightenment and the promotion of democratic election processes.

By promoting an OAS project on party modernisation in Latin America the Federal Government has also put down markers for strengthening the capacities of the UN and its regional organisations in the area of democracy promotion.

By increasing funding for democratisation aid by around 75% in 2008 the Foreign Office has greater opportunities for project execution and placing greater emphasis on content.

In almost half of the partner countries of German development cooperation the Federal Government has agreed a focus on “democracy, civil society and public administration”. In 2006 financial undertakings in this sector were raised to EUR 220 million. Long-term democracy promotion takes place at various levels, the emphases being on establishing and strengthening democratic institutions, strengthening civil society and involving the population in the political process. The involvement of women in politics is especially encouraged. On top of this the effectiveness of the country is being improved, for example through the support of administrative reforms, the introduction of supervisory authorities and promoting the fight against corruption. Democratic structures can in the long-term make an important contribution towards conflict transformation and the peaceful handling of conflicts.

The field of “democracy, civil society and public administration” is the second most frequently selected focus area of development cooperation.

Support of a country has primarily to do with the readiness for reform of the partner government and requires dialogue with the political partners *in situ*. Non-governmental players such as NGOs, churches or political foundations can with their partners encourage initiatives and approaches, where government cooperation is constrained. In partner countries whose governments are disinclined to improve political frameworks, non-governmental organisations have better opportunities to strengthen the reform-orientated forces in society and so support a policy geared to democratisation “from beneath”. The Federal Government in 2006 supported the work of political foundations to the tune of around EUR 190 million. Churches received support in 2006 of approximately EUR 170 million.

Election observation

Election observation has proved itself as an aid to democratisation over recent years. In the period under review the Federal Government has therefore extended the range of instruments for participation in international election observation missions by the EU and the OSCE. Overall 2,119 German election observers were appointed between

2002 and 2007, including 343 for EU observer missions, 1,758 for OSCE/ODIHR missions and 18 for Council of Europe missions.

In 2006 and 2007 Germany participated in a total of 42 EU and OSCE election observation missions with a total of 607 election observers; German members of Parliament also participated in election observations by the Parliamentary Assemblies of the OSCE and the Council of Europe. In 2006 Germany was involved *inter alia* in EU election observer missions in Haiti, the Palestinian territories, Venezuela and in Aceh; in 2007 its involvement included East Timor, Nigeria, Sierra Leone and Kenya. As part of its OSCE/ODIHR missions Germany regularly provides 10% of the seconded long- and short-term observers - the maximum permissible proportion under OSCE guidelines. In addition Germans have led various ODIHR election observation missions, most recently in Georgia in December 2007 and in Armenia in February 2008.

The training, selection and appointment of observers is carried out through the Centre for International Peace Operations (Zentrum für Internationale Friedenseinsätze - ZIF). Over the reporting period a total of 346 specialists completed training at the ZIF for roles in short- or long-term election observer or peacekeeping missions. Around 45% of German participants were women.

Apart from bilateral measures Germany provides special support to mechanisms for the promotion of democracy, the rule of law and human rights in international organisations.

UN Democracy Fund (UNDEF)

The Democracy Fund set up in September 2005 at the initiative of the UN Secretary General commenced operations in March 2006. The objective is the promotion worldwide of democracy through projects for the development and consolidation of democratic institutions and the support of democratic governance. The fund will supplement the activities of the UN in the areas of elections, human rights, and the rule of law, as well as the promotion of civil society and pluralistic media.

The Federal Government has supported UNDEF from the outset and made contributions of USD 1.6 million to the fund in 2005 and again in 2006. A further contribution of USD 2 million was promised in October 2007. This makes Germany the sixth largest donor to date with a total contribution of some USD 5.2 million. As such Germany automatically is a member of the Advisory Board, in which the six largest donors are represented, and so takes the opportunity to actively collaborate in UNDEF work, especially in decisions concerning project support.

In an initial round of awards the UNDEF 2006 Advisory Board selected 125 projects – which also included two projects from German foundations - from more than 1,300 proposals, which the fund supported to the tune of a total USD 36 million. The goal of the projects is not however to promote a particular model of democracy. In fact, in line with the final document of the 2005 World Summit, democracy is far more to be promoted as a universal value, based on the comprehensive participation and freely expressed will of the people to determine for themselves their political, economic, social and cultural system. A second call for tenders for projects took place in the autumn of 2007.

UNDP Thematic Trust Fund “Democratic Governance”

Alongside its contributions to the organisation’s regular budget Germany also supports the work of the United Nations development programme by making payments to the UNDP Democratic Governance Thematic Trust Fund (DGTTF). The fund is used to promote particularly innovative and reform-orientated projects that have a potential catalyst effect. With the DGTTF the UNDP has at its disposal a fund with which to respond to windows of opportunity in the politically sensitive area of governance. Since the opportunity for projects of this nature arises short-term, following elections for example, it is often not possible to provide finance from regular budgeted funds. In the years 2002-2007 the Federal Government made available a total of EUR 4 million for projects, in particular in the areas of “Justice sector reform/implementation of human rights” and “Decentralisation and local self-government”. To this can be added individual contributions totalling just under EUR 10.8 million.

European Instrument for Democracy and Human Rights (EIDHR)

The European Instrument for Democracy and Human Rights (EIDHR) is the European Union’s financing instrument for the support and fulfilment of its human rights and democratisation policy in foreign relations. It offers to local and international civilian organisations and NGOs, and to some degree international organisations and regional institutions, financial support for activities in partner countries that serve to promote and defend human rights and basic freedoms, support democratisation processes and prevent and manage conflicts. On top of this EIDHR provides the financial base for all EU election observation missions. Under the EIDHR for the period 2007 to 2013 a total of EUR 1,104 million is being made available for the financing of projects and programmes worldwide, equivalent to annual funding of EUR 157 million. The German share of this equates to around 21% of the relevant budget.

With its focus on partnership with civil society and the option of being able to support concrete activities without requiring consent from partner governments, this programme has a particular profile and great flexibility. This has enabled EIDHR to add to the new generation of geographical programmes, which bundle together democracy and human rights matters and focus on the establishment of public institutions and sector reforms.

International Institute for Democracy and Electoral Assistance (IDEA)

The Federal Government is one of 24 member states in the International Institute for Democracy and Electoral Assistance (International IDEA). International IDEA is an international organisation, headquartered in Stockholm, for the promotion of far-reaching and long-term democratisation processes worldwide. It focuses particularly on constitutional and election processes, political parties, democracy, and gender, together with the evaluation of democracies. The work of International IDEA focuses on research and analysis for the promotion of democracy, the devising of specialist material, policy advice and the support of players in the democratisation processes. International IDEA also promotes international exchange of experience in the area of democracy support and, as a network organisation and political science advisory institute, makes an acknowledged contribution in collaboration with other international organisations to the development of democracy.

International IDEA receives an annual contribution from the Federal Government of EUR 400,000.

Good governance

The concept of good governance is that of a democratic state based on the rule of law, having political legitimacy and with a state monopoly on the use of violence. The government institutions accordingly act based on principles of non-discrimination, equal opportunity, transparency, accountability, participation and empowerment of the people. This goes hand in hand with the responsible use of political power and public resources, and activities geared towards development. Weak governance constitutes an obstacle to development and is one of the main causes of failed states, human rights failings and poverty.

There are no blueprints for the promotion of good governance. Governance structures tend to be embedded in a specific historical, cultural, political, economic and social context, to be taken into account. Special attention is devoted to the implementing of the principles of human rights, democracy and the rule of law. Where traditional norms and structures contribute to and justify discrimination and poverty for certain population groups, these must be questioned. This applies particularly to the situation of women and girls. Development means change. The promotion of governance geared towards development is regarded as the central factor in preventing and overcoming fragility.

The Federal Government also addresses the necessary political framework for development in policy dialogues with government representatives of countries that have shortcomings in terms of the realisation of human rights and the establishment of democratic structures. They also form the basis for agreeing the policy of the Federal Government with other donor countries and multilateral institutions.

Within the framework of its collaboration in development policy the Federal Government has agreed with more than half of the partner countries a focus on "Democracy, civil society and public administration". Between 2002 and 2007 it increased commitments for financing projects in the realm of Good Governance from EUR 80 million to EUR 217 million.

The equal participation of women in all sectors of society is a special interest, which is being pursued as both a cross-sectoral task and as the main objective in promoting projects in the area of governance.

In law and justice, German development policy is supporting reform processes in partner countries and providing advice in the areas of legislation, dispensation of justice and law enforcement. The subject of legal pluralism has particular relevance in certain regional contexts. The interfaces between justice and the people also form a point of special interest - and in particular the dissemination of the law, and access to the law for those population groups that so far have been excluded from social, cultural, economic and political participation. This is an important contribution to the combating of structural causes of poverty.

The conceptual further development of good governance promotion is embedded in international processes: principles have been devised at OECD/DAC level for international engagement in fragile states and situations. An active role in the Fragile States Group (FSG), which coordinates the conceptual work in this sector, is being taken by the Federal Government.

At EU level the Council for General Affairs and Foreign Relations, comprising the development ministers and government representatives of member states, on 19 November 2007 accepted the conclusions “An EU response to situations of fragility”. The Federal Government was actively involved in the drafting of the council’s conclusions. The assumption of core government functions by partner governments is to be supported, and relationships strengthened between government institutions and civil society. The aim of the engagement is to establish and strengthen efficient and legitimate political institutions.

2.2.2 Support for the development of rule-of-law structures and reconciliation processes

The Action Plan (especially Section IV.1.1) emphasises that legitimate and functional structures are a central prerequisite for balancing the interests of society, and thus for the society-regulated and peaceful settlement of conflicts. The establishment and strengthening of rule-of-law structures hence constitutes an important activity for crisis prevention policy. An essential element in this context for the sustained stabilisation of countries in conflict is the legal punishment of injustices committed during the conflict as a means of dealing with it, among other things by International Courts of Justice and support for social reconciliation processes in post-conflict countries.

Transitional justice

War and despotic rule leave deep marks on a society. For a large number of people - especially refugees, victims of torture and war crimes or relatives of missing persons - even when conflict has ended the violence experienced is not consigned to the past, but lives on in the present. The trust of these people in the state’s protective and regulatory role is shattered, since the use of force and infringements of human rights are frequently committed by the government security bodies themselves. There is often a shortage of available qualified people, as part of the educational elite will generally have been driven out of government or been subject to human rights abuse. Those responsible for war and violence often continue to hold key positions in politics, justice, the police and the army, blocking important reform processes and fostering a culture of immunity from prosecution.

Judicial and non-judicial approaches aimed at social integration are subsumed into the heading “Transitional Justice”, which can form the basis for building a long-term peaceful and stable post-conflict order. Examples include criminal justice measures, measures for handling the historical truth, reconciliation, compensation and rehabilitation. All these elements are necessary to the achievement of a lasting peace. The first step has often already been mapped out in the peace negotiations.

Tension can often arise between the apparently complementary objectives of “peace” and “justice”, as leaders of a party to the conflict can make their preparedness for peace dependent upon their being granted freedom from prosecution (amnesty) for serious criminal acts committed during the conflict (in particular war crimes, crimes against humanity, genocide etc.). If past injustice is allowed to be swept under the carpet instead of being brought out into the open and expiated, war victims can often feel ignored and so mistrust the peace agreement, those behind it and the post-war political order as a whole. On top of this, the allocation of often scarce reconstruction

funds can lead to competition between funds for peace and security, justice, and other development and reconstruction work.

To investigate practical routes for resolving these problems the international conference “Peace and Justice – building blocks for the future”, held 25-27 June 2007, was organised by the Federal Government together with Finland, Jordan, the International Centre for Transitional Justice (ICTJ, New York) and the Crisis Management Initiative (Helsinki) and in collaboration with other civil institutions including the Friedrich Ebert Foundation, the Working Group on Development and Peace (FriEnt) and the Centre for the Study of Violence and Reconciliation, Johannesburg. The discussions were prepared for with numerous, mostly case related, studies that could be viewed on the conference website³.

The concept of Transitional Justice offers concrete approaches which in recent years have been promoted and further developed with Federal Government funding. These are measures for the restoration of legal certainty, justice and for the ascertainment of the truth. These necessitate strategies that apply long-term at both individual and social level and in so doing embrace players from both government and civil society. Rwanda is an example of successful collaboration between government and non-governmental players. Here, in view of the large number of presumed offenders it was necessary to find alternatives to formal legal processes and initiate trust-building and reconciliation processes at the local level. Other focal points in the sphere of Transitional Justice are Cambodia and Guatemala. Numerous German NGOs are also involved in the context of the Civilian Peace Service Consortium, in trauma work and in the monitoring of victims.

Finally, support is being given to two research projects with the ICTJ and the University of Marburg, which are examining further strategies for approaches to transitional justice.

The International Criminal Court (ICC)

In the International Criminal Court the will of the International Community manifests itself in prosecuting and punishing the worst crimes and human rights infringements worldwide. It aims to bring an end to the impunity of perpetrators and so help prevent such crimes. Sustainable peace can be achieved only if serious injustice is punished and dealt with under the law.

The Federal Government actively collaborated in drawing up the Rome Statute for the setting-up of an International Criminal Court and has argued on an ongoing basis since it came into force (1 July 2002) for an effective, functioning and independent International Criminal Court. Germany is the second-largest contributor (after Japan) to the ICC, contributing approx. 12.8 percent of its EUR 90.4 million budget (2008).

Under its EU presidency the Federal Government has argued for the universality of the Rome Statute and will continue to do so. The objective is worldwide cognizance of the ICC through global accession to the Rome Statute. Through the promotion of accession to the Rome Statute and its implementation the Federal Government also supports civil society projects in third countries.

As the ICC possesses no coercive mechanisms of its own with which to enforce its measures, for example the execution of arrest warrants, cooperation with countries takes on a special significance. The Federal Government argues emphatically *inter*

³ <http://www.frieden-gerechtigkeit-konferenz.info>

alia at the level of the signatory countries to the Rome Statute that the ICC's effectiveness is preserved through its directives being implemented in full. An ICC delegation visited Berlin in May 2007 to discuss bilateral aspects of cooperation. The Federal Government also ensured that the topic had a place on the agenda of the relevant Brussels council working group.

Criminal courts mandated by the UN Security Council and so-called “hybrid courts of justice”

International Courts of Justice for the former Yugoslavia and Rwanda

The Federal Government unreservedly supports the work of the two International Courts of Justice for the Former Yugoslavia (ICCFY) and for Rwanda (ICTR). Before the two courts of justice are indicted offences such as genocide, crimes against humanity and war crimes. Through jurisprudence and the development of new procedural rules they have set standards that will impact on future International Court of Justice work as well as on national legal systems.

Cooperation with the criminal courts is underpinned on the German side by the conviction that lasting peace can be secured only on the basis of truth and justice.

The work of the ICCFY in The Hague is founded on Security Council Resolutions 808 and 827 of 1993, both based on Chapter VII of the UN Charter.

The Federal Government supports the work of the ICCFY in various ways: the German criminal prosecution authorities exchange information with the Criminal Court and agree their own proceedings with it. Germany provides a substantial measure of legal aid at the request of the Court of Justice.

The Federal Government in 2006 made available to the ICCFY more than USD 12 million. In addition to this the Federal Government supported the “Rules of the road” project at the ICCFY, which served to evaluate local jurisprudence in the former Yugoslavia, and also financed a German academic assistant. It further supports the work of the War Criminals Chamber at the National Court of Justice for Bosnia and Herzegovina in Sarajevo, intended to reduce the burden on the ICCFY by relieving it of cases, to the tune of EUR 600,000 annually. It has announced that it will maintain this contribution for 2008 and 2009, and has further expressed its readiness to continue seconding judicial specialists (judges, public prosecutors) to the National Court of Justice.

The foundation for the work of the ICTR in Arusha (Tanzania) is Resolution 955 of the Security Council of 1994. The Federal Government provided finance to the ICTR of around USD 10.8 million (2006).

Rehabilitation of conflicts is possible only if the courts of justice fulfil their mandate within a manageable period of time. The Federal Government therefore emphatically supports the UN Security Council's oft-stated goal of the so-called “Completion Strategy”, whereby the two criminal courts are to complete their First Instance court proceedings by 2008 and their total work by 2010. According to the current status of investigations and court proceedings final closure of both courts of justice does not however appear likely until 2011 or 2012. The Federal Government also advocated in 2000 the creation of a pool of judges at the ICCFY. The Court of Justice can call upon extra resources from this in order to facilitate additional proceedings.

Special Court for Sierra Leone

Based on Resolution 1315 of the Security Council of 14 August 2000, the Special Court for Sierra Leone was set up with the objective of punishing the most serious crimes committed during the Civil War in Sierra Leone and of contributing to the promotion of peace and stability in the region. The Court commenced work with the first indictments in March 2003 and plans to conclude current proceedings by the end of 2008; the process began at the end of 2007. Charles Taylor, the former state president of Liberia, is to stand trial before the Special Court of Justice (for security reasons, in the ICC premises in The Hague). Start-up financing to establish the Court, of USD 1 million, was provided by the Federal Government, which also financed an external audit at the end of 2003. Finally, the Federal Government has promised financial support of EUR 1.5 million.

Special Tribunal for Cambodia (“Khmer Rouge Tribunal”)

In June 2003 Cambodia and the United Nations signed an agreement on the setting-up of a National Special Tribunal with the participation of international judges and prosecutors, which was ratified by the Cambodian parliament in October 2004 and came into force in April 2005. The Tribunal handles *inter alia* murder, genocide, crimes against humanity, torture, religious persecution and serious infringements of the Geneva conventions, committed by the Khmer Rouge between 1975 and 1979.

Recognising its fundamental importance to rehabilitation for the crimes that had been committed, the Federal Government contributed funding of USD 1 million in 2005 and a further EUR 1.5 million in 2006/7 despite its previously expressed criticism of the standards of justice, which failed to fully satisfy international law.

2.2.3 Security sector reform

Achieving government monopoly on the use of force and democratic control of the security sector are substantial prerequisites for peace and security, and thus also for sustainable development. The Federal Government accordingly supports security sector reforms through bi- and multilateral measures. The guidelines passed in 2004 by the Organisation for Economic Cooperation and Development (OECD) for security system reform and good governance form the framework for these activities.

“Security Sector Reform” working group

With the overhaul of the interministerial framework concept for the support of security sector reforms in developing and transformational countries, submitted in October 2006 and closely aligned to the OECD guidelines, the Security Sector Reform working group formulated the conceptual principles for these activities.

The pilot project for the working group is the support of security sector reform in Indonesia. This wide ranging programme, spread over many years, bundles together measures, instruments and resources from the Federal Foreign Office, Federal Ministry of the Interior, Federal Ministry of Defence and the Federal Ministry for Economic Cooperation and Development, to achieve the maximum possible coherence and effectiveness. The programme was conceived and implemented by the departments participating in the working group, with the close involvement of the German Embassy in Jakarta and of non-governmental players. The departments represented in the working group monitored the individual projects in the programme

and currently are jointly evaluating them. Germany's participation in security sector reform in Indonesia is designed to bolster long-term stability, democracy, rule of law and good governance, as well as to flank EU support for the peace process in Aceh and improve the framework conditions for the sustainable success of reconstruction efforts following the tsunami.

The programme aims primarily to strengthen parliamentary and civil society controls on the armed forces and the constitutional and efficient operation of the police. It comprises a total of seven projects – some over several years - including seminars strengthening the development of parliamentary and civilian control capabilities over the Armed Forces and a Security and Development Fund focused mainly on “Community Policing”.

The projects to date in the programme for supporting security sector reform in Indonesia can on the whole be viewed as successful. The working group proved an appropriate forum for the exchange of project-related information and experience.

Equipment aid for foreign armed forces, military equipment aid

Equipment aid for foreign armed forces falls under the political responsibility of, and is financed by, the Federal Foreign Office, and is carried out by the Federal Ministry of Defence. The present four-year programme 2005-2008 is aimed primarily at infrastructure improvement and the training of military personnel for civilian careers. Support is also being given to the establishment of national, regional and subregional crisis prevention capabilities and to participation in peace operations in Africa. The programme is concentrated on the African continent; Djibouti, Ghana, Mali and Morocco (until the end of 2006), Namibia, Nigeria, Senegal, Tanzania and Tunisia (until the end of 2006). Equipment aid is also being granted to Afghanistan and Yemen.

A concept for future equipment aid, devised jointly by the Federal Foreign Office and the Federal Ministry of Defence, was approved in September 2007. The concept identifies the support of countries as the primary object of the equipment aid programme together with, where functioning and reliable structures so permit, the establishment by regional organisations of their own capabilities in order to contribute effectively to peace and security within the framework of international peacekeeping operations.

Military training assistance

Military training assistance forms an important element of bilateral military policy cooperation with non-NATO and EU countries. Partnership cooperation in the past was primarily concerned with supporting the Armed Forces of transformation states of Eastern and South-Eastern Europe to bring them up to NATO standards. Since then the medium- and long-term support for building peacemaking capabilities in regional and multinational alliance has become increasingly important. This has also strengthened opportunities for regional integration.

The number of partner states has risen from 77 in 2004 to 87 currently. 1,238 training projects were successfully undertaken in 2007. Military training assistance is provided on the basis of bilateral agreements through training with the Bundeswehr. It is free of charge to partner countries, and is combined with a preparatory German language course. The intended side-effects are beneficial to multinational cooperation in

missions, allowing recourse to be made to the common understanding that results from the course in Germany, and also in the context of work for international organisers such as OSCE, AU and the UN. Of outstanding importance to many participants is the personal experience of Armed Forces within a democratic society, as is exemplified by the Bundeswehr. Particularly highlighted here must be the cooperation with the Afghan National Army (ANA).

Police, police training

Development of the police has played an increasingly important role in the last two years within the framework of interministerial crisis management. Federal and state police managed some dozen police missions with the current around 200 seconded police correction officers (Polizeivollzugsbeamte). Just under a third were provided by the Federal Government, the remainder being state police. By far the largest police missions are operating in Afghanistan and Kosovo, followed by Bosnia and Herzegovina, with significantly smaller numbers in Sudan, Liberia, Georgia, Moldova/Ukraine and the Palestinian autonomous territories. Stabilisation successes have been achieved in the Balkans (Kosovo, Bosnia and Herzegovina), although security risks persist. In Afghanistan police development has taken place under extremely difficult security conditions. The remaining missions perform essential monitoring tasks.

In Afghanistan German police assistance has laid the foundations for the establishment of a police force, after decades of civil war had left the monopoly on the use of force in the hands of armed local and regional militia and warlords. The responsibility for police development, in existence since 2002, was transferred to the EU police mission - EUPOL Afghanistan - in June 2007, which itself is based on the German engagement. At present 20 states with 124 international specialists are involved in EUPOL Afghanistan, with full operational capacity (up to 231 posts) being planned for the end of spring 2008. Germany is currently making available up to 60 personnel for police development (EUPOL, bilateral project and civilian advisers) and has promised to participate in the extension of EUPOL with up to 120 police advisers. There are currently another 10 police correction officers (Polizeivollzugsbeamte - PVBs) plus short-term experts engaged as tutors for courses in Afghanistan. Up to 2007, EUR 12 million was available annually for this from Stability Pact Afghanistan; a total of EUR 35.7 million will be made available in 2008.

In addition to this a training commando of Bundeswehr military police is carrying out basic training for police officers in the ISAF Northern Region. Practical content figures prominently, such as the carrying out of street checks and checks on individuals, or behaviour in the course of making an arrest; something important for cooperation with ISAF. Training by the military police supplements the measures taken by EUPOL and other bilateral training and equipment assistance. As from 1 May 2008 the number of military police deployed will rise from 30 to 45.

Flanking the EUPOL mission, Germany has retained a German police project team (GPPT) to continue development and equipment projects for the Afghan police in close coordination with the Afghan side.

So far some 19,000 Afghan police officers of middle and higher grades have received basic and advanced training under German instruction; organisational, ranking and salary reform for the Afghan police has been developed and largely implemented, and

the mentoring of high level decision makers by German experts is fully established. Afghanistan's international coordination and cross-border collaboration in the police sector has been improved.

In Lebanon the Federal Government has maintained an advisory border security mission since September 2006. As part of the project the Lebanese security authorities were granted extensive equipment and training assistance. On the Northern border the application of integrated border management is currently being investigated in a pilot project.

Worldwide the number of police missions has grown, and will continue to increase further (with 11,000 police officers in 13 missions in 2007, there are plans for 18,000 in 14 missions for 2008, of which 90% are in Africa). Overall a shift in emphasis from military to civilian forces is becoming apparent in crisis management strategies.

Police training and equipment assistance as part of the anticipatory strategy

In addition to the measures taken as part of crisis management the Federal Government provides assistance in both training and equipment for border police and police forces within the scope of the so-called anticipatory strategy, designed to combat international crime before it crosses Germany's borders and so reduce its impact on Germany itself. This assistance is provided bilaterally and through EU promotion programmes and is a fixed component of international police cooperation. The intention is to enhance the effectiveness of police and border police forces in combating crime and securing borders and to promote the rule of law and democracy. This gives rise to a large number of synergies with police development measures that are carried out within the scope of crisis management. Furthermore these support measures also generally open up new forms of bilateral collaboration with German police and border protection authorities.

At the forefront are basic and further training measures in Germany and in the recipient countries. To this can be added equipment assistance in various (border) police areas of activity. The focus of these measures is on the EU accession candidates and the countries of South-Eastern and Eastern Europe together with Central Asia.

2.2.4 Non-proliferation, disarmament

Events in the near and Middle East and on the Korean peninsula during the reporting period have directed international attention to the dangers that can arise as a result of the proliferation of weapons of mass destruction. The prevention of this and the efforts to disarm them, with the long-term aim of the final elimination of such weapons, were therefore again central to the Federal Government's armament control policy efforts. Special attention was also given to the risk of non-government players acquiring weapons of mass destruction.

The basic feature of the Federal Government's policy remains commitment to a cooperative approach based on multilateral norms and regimes, and which strengthens and supports these. This is also in line with the principles of the EU strategy against the proliferation of weapons of mass destruction, adopted on 12 December 2003. The strategy is that of an international regulatory policy, operating under generally binding and transparent rules.

During the reporting period the Federal Government made a strong commitment to the universalization and strengthening of existing multilateral treaties and regimes for non-proliferation and disarmament, in particular the Nuclear Non-Proliferation Treaty (NNPT), the Biological and Toxic Weapons Convention (BTWC), and the agreement on the prohibition of chemical weapons (Chemical Weapons Convention - CWC). Numerous further initiatives were aimed at strengthening international export control policy instruments. Germany is a founder member of the Global Initiative against Nuclear Terrorism.

Germany ratified the International Convention for the Suppression of Acts of Nuclear Terrorism on 8 February 2008.

1. The new review process for the Nuclear Non-Proliferation Treaty (NNPT) 2010 began in 2007 with the first preparatory commission in Vienna. The substantial discussions that were marked by a constructive attitude on the part of virtually every delegation, and the agreement on important organisational questions for the subsequent review process, indicate a positive lead-up to the current review process that is to be continued in Geneva in 2008. During its presidency Germany further honed the EU's profile in all core areas at this first preparatory commission. However, despite the improved atmosphere and constructive contributions from the EU, the fundamental problem of the essentially different stances of the member states (non-proliferation versus nuclear disarmament) that led to the collapse of the review conference in 2005 remains unchanged.

2. This was again made clear in the debate and the voting behaviour in the First Committee of the UN General Assembly for 2006 and 2007 (the rejection of all nuclear resolutions by the USA, together with France and Great Britain) and in the continuing blocking of the Geneva Disarmament Conference. By contrast Germany was able to further define its profile in the area of disarmament and armaments control in agreeing to the relevant nuclear resolutions.

3. In preparation for the 6th Bioweapons Review Conference, which met in Geneva in 2006, the EU, with substantial German collaboration, adopted at an early stage a Common Standpoint that laid down the EU-MS objectives of the Review Conference, including the adoption of the medium-term aim of a verification protocol. The success of the 6th Review Conference, which agreed *inter alia* on a programme for the universality of the Bioweapons Review, a new inter-sessional process with one expert conference and one treaty state conference each year, and the establishment of an implementation support unit in Geneva, is largely due to the EU. Internally all EU-MS committed themselves by means of an Action Plan to the annual submission to the UN of so-called Confidence Building Measures (CBMs) and to providing lists of laboratories and experts to the UN-GS at two-year intervals in accordance with the so-called Secretary General's Mechanism. In both 2006 and 2007 all 25 and all 27 EU-MS respectively submitted their CBMs. Through joint action in support of the Bioweapons Review, financed seminars are to promote the universality of the BWR across every continent. Technical expert visits, in which German experts regularly participate, are also to monitor national implementation of the BWR in countries that have already ratified the convention.

4. The main focus of the Organisation for the Prohibition of Chemical Weapons (OPCW) – apart from inspections of the chemical industry in accordance with Article VI CWR – continues to be the systematic verification of the destruction of

chemical weapons of the contracting states. The 10th anniversary of the CWR on 29 April 2007 fell during the German EU presidency, which arranged a symposium on the matter in Berlin with more than 100 international participants, the symposium being a precursor to the second CWR-RC of 7-18.04.2008 and producing important suggestions for the further development and strengthening of the convention. Under the German presidency in March 2007 a Joint Action was decided upon in support of the OPCW, especially for projects for the universalization and national implementation of the CWR, and in June 2007 a Joint Standpoint was adopted to prepare the EU for the 2nd Review Conference.

5. The Federal Government actively participates in the work of the export control regimes. It has been collaborating since April 2007 in the troika of the Nuclear Suppliers Group (NSG) and in this role is participating in the NSG's outreach activities. It will take over the chair of the NSG at the NSG plenary session in Berlin in May 2008. The Federal Government has committed itself strongly to EU activities and the Wassenaar Arrangement in supporting third countries in the development of stringent export controls. These outreach activities are linked *inter alia* to the aforementioned EU strategy and to Resolution 1540 (2004) of the UNSC. The cooperation programmes, that essentially are financed from EU funds and have been running since January 2006, are being coordinated by the Federal Office for Economic Affairs and Export Control (BAFA) on behalf of the EU commission. In addition to this the Federal Government favours the conclusion of an international agreement on the trade in conventional weapons (Arms Trade Treaty - ATT). Germany is represented in a UN expert group, which will concern itself with the feasibility and possible area of application of such a treaty in 2008, and took an active role in preparatory conferences and seminars on the worldwide export control of conventional armaments in 2007.

6. As regards Iran's nuclear programme, intensive international efforts continued in 2006 - 2007 to reach a negotiated settlement as part of the so-called E3+3, together with France, Great Britain, USA, Russia and China. It proved impossible during the reporting period to dispel the doubts of the international community so far as the peaceful character of the Iranian nuclear programme was concerned. The International Atomic Energy Authority (IAEO), and since the middle of 2006 also the UN Security Council, had asked Iran to suspend all sensitive nuclear activities until the loss of trust had been restored. Iran failed to comply with these demands despite a far-ranging cooperation offer made by the E3+3 in June 2006. Since that time the E3/EU has followed two separate paths: on one hand to explore options while continuing to conduct negotiations, and on the other to exert "proportionate pressure" via proceedings in the UN Security Council.

7. The North Korean nuclear crisis came to a head in 2006 with the atomic test on 09 October 2006. North Korea had previously tested several rockets despite vigorous international protests. The six party discussions were restarted in December 2006 following more than a year's interruption and led, in February 2007, to agreement on the "Initial Actions for the Implementation of the Joint Statement", which was followed after its implementation by North Korea shutting down its reactor in Yongbyon in July 2007. The IAEO was also provided with the opportunity to monitor the shutdown, for which it received financial support from the EU. The six parties later agreed that North Korea will make its nuclear plant unusable by the end of 2007 and will disclose all its nuclear activities. North Korea expects in return economic aid, amongst other things.

8. During the reporting period the debate on the multilateralization of the supply of nuclear fuel and guarantee systems has gained in importance. Against the background of increasing interest in the peaceful use of nuclear energy and beneath the shadow of the Iranian nuclear question the matter is gaining additional weight. Germany assumes that a purely cooperative approach may keep attention away from the non-proliferation treaty and has therefore submitted its own proposal. It provides for the erection of an additional, commercially run uranium enrichment plant under the exclusive control of the IAEA, to provide countries with another option for the obtaining of nuclear fuel supplies. As this plant lies beyond the control of any one nation state, it would provide an incentive for countries to voluntarily forego their own enrichment programmes.

9. Within the framework of the German G8 presidency the Global Partnership, founded at the G8 summit in Kananaskis in 2002, was subjected to a half-time review. The Global Partnership was certified as having made an important contribution, as planned, to the disarmament of chemical weapons, the disposal of nuclear submarines and the safeguarding of nuclear materials in Russia. Germany has, as planned, continued to implement its projects for the destruction of chemical weapons, disposal of nuclear submarines and the physical protection of nuclear materials in Russia.

Small arms control, disarmament, arms control, non-proliferation

In the area of conventional arms control the problem of small arms is of special significance as an essential element of crisis prevention and peacebuilding. In many developing countries small arms substantially hinder economic and social development and contribute extensively to the violent escalation of conflicts. The control of small arms and light arms (subsequently referred to as small arms) and especially the prevention of their illegal proliferation flanks German development policy.

During the reporting period the Federal Government called at international level for improved coordination and a more distinct profile for the problem of small arms as a destabilizing factor inflaming conflicts. The international small arms commitment of the Federal Government has been coordinated as part of a small arms discussion group since 2004, in which interested NGOs have participated alongside the concerned ministries (Federal Foreign Office, Federal Ministry of Defence, Federal Ministry for Economic Affairs, Federal Ministry for Economic Cooperation and Development, Federal Ministry of the Interior). These meetings create transparency, coordinate the activities of the Federal Government and civilian society and have led to consensus on objectives and methods on matters of small arms control.

Germany takes an active role within the UN small arms process. The UN Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects in July 2001 adopted the United Nations small arms action programme, the starting point for a large number of worldwide and regional initiatives. The aim is to help countries implement the action programme in order to contribute effectively to crisis prevention and peacebuilding.

In 2005, with active German involvement, the politically binding instrument for the marking and tracing of small arms was accepted. Under this agreement states undertake to mark weapons manufactured or imported by them in accordance with uniform international rules, to maintain arms registers, and to cooperate in the tracing of illegal arms deliveries. Incentives for implementing the instrument were of special

concern. In the first half of 2007 under the EU presidency the Federal Government initiated a Joint Action from CFSP funds for the promotion of regional seminars and United Nations conferences on the subject of marking and tracing. In addition to this, support was given to a project of the Bonn International Center for Conversion whereby it was to devise and publish training and more sophisticated materials in the official UN languages for the marking and tracing of small arms and associated munitions.

One of the main topics of the UN small arms action programme is the management and securing of public stocks of small arms and light weapons. During the reporting period the Federal Government devoted a great deal of attention to this matter, which notably provides an entry point to a substantial bilateral security dialogue. Accordingly, under its EU presidency, it organised from 3-4 April 2007 in Berlin an international meeting of experts to address questions on the management and security, but also the reducing and destruction, of stocks of conventional weapons and munitions. The recommendations of the experts meeting form the basis for technical collaboration activities. Noteworthy in particular is a project financed by Inter-Ministerial Crisis Prevention Group funding on matters of inventory management and the destruction of munition stocks in Cambodia.

Germany had already argued for the inclusion of munitions as part of negotiations for the UN marking and tracing instrument. The Federal Government pursued the aim of political evaluation of the subject of munitions with its introduction, together with France, of resolutions on the question of dealing with munition stocks in the First Committee of the UN General Assembly in 2005 to 2006. On the basis of a 2006 UN resolution an expert group will meet under German chairmanship in the first half of 2008 to work out recommendations for the problem of how to deal with surplus stocks of conventional munitions and with particular regard to opportunities for increasing technical cooperation.

Germany has continued its active support of third countries in the development and implementation of restrictive export controls for small arms and their associated munitions. A particular concern was the initiative for a global Arms Trade Treaty (ATT) to apply to all conventional weapons. On the basis of a resolution by the First Committee of the UN General Assembly in the autumn of 2006, substantially supported by the EU member states, another expert group will concern itself with the feasibility and possible range of application of such a treaty on the transfer of conventional weapons in 2008. This process also aims in particular at effective worldwide control on the transfer of small arms. Germany is represented in the UN expert group. Under its EU presidency Germany instigated the drafting of the council's conclusions for an ATT project and coordinated a joint statement on ATT by all EU member states.

Germany has persisted with its commitment as one of the Group of Interested States (GIS), meeting in New York. This group was set up at German instigation in 1998. It assists with the implementation of practical disarmament measures and coordinates project work for the implementation of the United Nations small arms programme. The group is open to non-government organisations and provides a discussion forum at the United Nations on the subject of small arms at which all affected parties can exchange experience on armaments control policy.

The EU and its member states are among the most important global players in the area of small arms project work. Implementation of the EU small arms strategy adopted by

the Council of Europe in December 2005 formed one of the main topics of the German EU presidency in the first half of 2007. At the end of the German presidency the Council of Europe reinforced the importance of EU commitment in the area of small arms through its “Conclusions on small arms and light arms and associated munitions” of 18 June 2007. Important topics were regional cooperation and technical collaboration, especially in sub-Saharan Africa and Eastern Europe. Noteworthy examples include initiatives for a joint seminar of the EU with Latin American Countries (LAC) in Costa Rica (San José, 6-7 September 2007), an Asian Regional Forum Seminar in Cambodia (Phnom Penh, 13-14 December 2007) and an EU-ECOWAS statement on small arms matters adopted in April 2007.

The OSCE has already - on 24 November 2000 - adopted the document on small and light arms that establishes joint export and surplus criteria, creates regional transparency for the transfer of small arms and forms the basis for a comprehensive exchange of information. It is the most far reaching and politically binding document on military small arms at regional level and can be a pilot for the implementation and further development of the United Nations small arms action programme. The OSCE summarised practical aids for implementation in a Best Practice Guide 2003. In 2006 a supplementary addendum on the securing of stocks of shoulder fired anti-aircraft systems (MANPADS) was concluded. With the same aim the OSCE is currently working on a document addressing stocks of conventional munitions, in which during the reporting period Germany has also been actively involved. Some OSCE member countries have used the opportunity provided for in Section V of the document to seek help from other participating countries in the securing and destruction of surplus small arms and munition stocks. As in previous years, Germany has participated in evaluation visits, advanced training activities and other project activities.

Germany is also bilaterally involved in many ways in the area of small arms. Alongside the main focus of project work in sub-Saharan Africa and Eastern Europe, the close collaboration with the Arab League (AL) deserves mention, which is supported financially and in terms of content to more strongly anchor the subject of small arms control in the region. Support has been given to the establishment of a regional small arms coordination centre at the AL secretariat in Cairo, to inter-Arab state meetings on matters of small arms, in particular the formal meeting in July 2007 of the small arms contact points of Arab league member states, and to contacts between the AL and the OSCE which include translation into Arabic of OSCE documents on small arms matters. The East African Community (EAC) receives support for achieving a uniform political, institutional and legal framework for stemming the small arms problem as a contribution to the strengthening of good governance. In this measures are undertaken in the areas of organisational development, legal harmonisation, training and public relations work. A long-term expert funded by the Federal Ministry for Economic Cooperation and Development implements the measures *in situ*. If correspondingly successful the measures are to be continued until 2011. A further example of a successful individual project aimed at improving security through small arms control is the support of the National Action Plan for combating small arms in Uganda. The project comprised awareness raising measures for the population, training programmes for parts of the security forces and advisory work in support of national strategy planning.

In Cambodia the Society for Technical Cooperation (Gesellschaft für Technische Zusammenarbeit - GTZ) with important participation by the Centre for Verification Tasks of the Bundeswehr (Zentrum für Verifikationsaufgaben der Bundeswehr -

ZVBw) has since the end of 2007 been running the interministerial project “Integrated small arms control and improvement of the storage of munitions and explosives materials in Cambodia”, funded by the Interministerial Steering Group for Civil Crisis Prevention. This project will continue in 2008 and aims at comprehensive training of Cambodian experts in matters of the storage and destruction of munitions and explosives in the form of assisted self-help.

Landmines, explosive ordnance residue and scatter munitions

Outlawing of antipersonnel mines

The agreement of 18 September 1997 on the prohibition of the use, stockpiling, production and transfer of antipersonnel mines, and on their destruction (Ottawa Convention) forms the applicable agreement on the worldwide outlawing of antipersonnel mines, making it a milestone in international humanitarian law since its entry into force on 1 March 1999. In the meantime 156 countries have entered into this agreement.

140 contracting states, including Germany, have completely destroyed their stocks. As part of its commitment to the worldwide outlawing of antipersonnel mines Germany also provides assistance in mine and ordnance clearance, especially where mines and unexploded ordnance constitute an urgent humanitarian problem. Since 1992 approximately EUR 167 million has been expended on this in 36 countries. To this may be added Germany’s share of almost 24% of payments made by the EU Commission. Germany will raise its mine clearance aid from EUR 13.6 million in 2007 to EUR 18 million in 2008. The countries particularly targeted are Afghanistan, Cambodia, Laos, Vietnam, Sudan and the Balkan region.

Explosive ordnance residue

Protocol V of the UN weapons convention that came into force in 2006 includes, along with general provisions for reducing the dangers arising from explosive ordnance residue, the obligation to label and remove conventional unexploded ordnance devices (UXOs). The reliability of munitions is also to be improved on a voluntary basis. Protocol V thus constitutes a further important extension to the UN arms convention. The Federal Government is advocating the ratification of Protocol V by other countries.

Scatter munitions

Germany is arguing vigorously for a universal ban on scatter munitions. Nationally the Federal Government passed very wide-ranging restrictive measures at the beginning of 2006 in its “eight-point position”, which among other things provides for an immediate ban on new procurement. Furthermore, provision no longer exists for the use of especially dangerous scatter munitions, so their destruction is underway. A national audit is to be carried out in 2015 on whether sufficient availability of alternative munitions exists to substitute for scatter munitions. Within the framework of the UN arms agreement and the Oslo Process Germany has proposed a three-stage abandonment of scatter munitions, starting with an immediate ban analogous to the “eight-point position” on weapons having a high failure rate. The so-called “Oslo process” on scatter munitions that is taking place at the initiative of the Norwegian government in parallel with the UN process provides, with its target date of the end of

2008 for international agreement, important impetus to the UN negotiations. The Federal Government's aim is the achievement by the end of 2008 of a legally binding instrument on the staged elimination of scatter munitions and the retention of capability by means of alternative munitions, which is of particular importance to the need to protect the civilian population.

2.2.4 The combat of poverty and the promotion of social justice as building blocks for crisis prevention

The main task of sustainable crisis prevention work is the combat of the structural causes of conflict. Improving the economic, social, ecological and political conditions in partner countries - an important goal of German development policy – contributes importantly to this. Peace and security and the equal, secure right of every citizen to political participation and to access to resources, infrastructure and public services, are prerequisites for humane development.

There is often close connection between poverty, human rights infringements and violent conflicts: poverty, especially in association with infringements of participative rights and the right to physical inviolability, can be a cause of violent conflicts. Reciprocally, countries that are subject to violent conflicts are characterised by falling incomes and little opportunity for employment. Studies show that countries during a war suffer around 2% loss of income per capita per year. Conflicts for example destroy the social infrastructure or leave behind fields that are mined so cannot be used for cultivating food.

A country's susceptibility to conflict can also be connected to economic factors. Economic poverty and unequal distribution of wealth increase the risk of violent conflict. There is a significant correlation between the resource wealth of a country and its susceptibility to conflict. Following conflicts the restoration of the material basics of life and of social justice contributes to the pacification of a society.

The Federal Government has committed itself long-term to the promotion of economic development as a means of crisis prevention and peacebuilding. These activities aim primarily at the reduction of factors that aggravate conflict, such as economic poverty and social injustice, and at the promotion of responsible private enterprise commitment in conflict regions. They were presented in detail in the First Implementation Report (Chapter B. 6. Economy) and remain applicable. The multi-sectoral concept of crisis prevention, conflict management and peacebuilding anchors peace development as a cross-sectoral issue in German development cooperation and creates an obligation to pursue a conflict-sensitive alignment of projects in conflict-affected and post-conflict countries. The starting point for consideration is the assessment of conflict potential in partner countries drawn up annually by the German Institute of Global and Area Studies (GIGA) from scientific criteria agreed with the Federal Ministry for Economic Cooperation and Development. This country information forms the basis for the direction of German development cooperation for crisis prevention.

The close correlation between crisis prevention, peacebuilding and combating poverty is being clearly addressed in development cooperation in many partner countries. Development policy in the Lebanon, for example, is contributing to stabilisation by means of reconstruction measures. The projects there concentrate on the regions of poverty in the country and on areas in and around Palestinian refugee camps. The

projects in both areas on one hand contribute to making concrete improvements in the lives of those affected, amongst other things through drinking water supply and sewage disposal. On the other they send a signal of psychologically important support for these disadvantaged population groups. This applies equally to German support for the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNWRA).

2.2.5 Climate, environment and resource protection

Climate and crisis prevention

Last year the security risks resulting from climate change, up until now barely noticed, entered the public eye both nationally and internationally. In awarding the 2007 Nobel Peace Prize on 12 October 2007 to Al Gore and the Intergovernmental Panel on Climate Change (IPCC), the Nobel Committee made the public at large aware of the security risks of climate change. In their addresses on 10 December 2007 Al Gore and Rajendra Pachauri, the chairman of the IPCC, underlined the risks that climate change posed to international peace and called upon the international community of states to take effective steps towards protecting the climate and adjusting to climate change. At the same time the 13th World Climate Conference of the United Nations in Bali presented the English edition of the report by the German Advisory Council on Global Change (WBGU), “World in Transition – Climate Change as a Security Risk”. Comparable studies were published in 2007 in several countries, such as the USA, Great Britain, Denmark and Sweden.

The Security Council of the United Nations under British presidency had conducted a debate on the security aspects of climate protection on 17 April 2007, in which 55 delegations participated. There was extensive unity on the view that the impact of climate change significantly aggravates existing political and social tensions, leads to the destabilisation of fragile states and may even trigger military conflicts. Environmental migration was identified as a significant risk factor, without however discussing political consequences.

In this context it is being discussed whether the military conflict in Darfur (Sudan) can be seen as the first war influenced by climate change (according to UN Secretary General Ban). Nevertheless it will be impossible either in Darfur or in other comparable instances to precisely analyse either “*ex post*” or “*ex ante*” to what extent climate change is responsible for bringing about conflict. It is largely undisputed that the diminishing water and land resources resulting from climate change have made a substantial contribution to escalating the conflicts smouldering in this region.

WBGU (German Advisory Council on Global Change) Report “World in Transition – Climate Change as a Security Risk”

With its main report for 2007⁴ “World in Transition – Climate Change as a Security Risk” the German Advisory Council on Global Change presented on 6 June 2007 a detailed and regionally differentiated risk analysis of the impact of progressive climate change on international security. The main assumption of the risk analysis is that the increase in environmental stress can have a negative impact on the capacity of societies to adjust and hence also on their capacity for peaceful management of

⁴ http://www.wbgu.de/wbgu_jg2007.html

conflict. The Federal Foreign Office, in its series of events “Forum Global Issues” on 14 and 15 June 2007, conducted a nationally aligned conference on the theme of “Climate Change Security Risk”, centred on the WBGU report. In a current statement to be remitted to the German Bundestag the Federal Government praises the significance of this report and submits a series of conclusions that also concern the ongoing development of civilian crisis prevention, for example regarding the strengthened prevention of diffuse environmental migration. The Federal Government will keenly pursue the increasingly urgent security risks of climate change over the next few years as a focus of civilian crisis prevention.

German initiatives during the EU and G8 Presidencies

Under the German Presidency the Council of Europe on 21 and 22 June 2007 concerned itself with the topics of security and climate change, recognized the importance of climate change to international security and instructed the High Commissioners of the Council of Europe and the European Commission to submit a joint report on the matter by the spring of 2008. The report on climate change and international security was submitted to the Council of Europe on 13 and 14 March 2008. It provides *inter alia* for the development of EU capabilities for prevention and “prompt intervention”, increased cooperation with affected countries and the development of an “EU Road map” together with action plans. The Council of Europe welcomed the joint report. It again underlined the significance of the matter, and requested the Council to examine the report and by December 2008 to submit recommendations for suitable follow-up measures that in particular may be employed to enhance cooperation with third countries and regions regarding the impact of climate change on international security.

At the G8+5 Foreign Ministers Conference in Berlin on 3 December 2007, “Role of Foreign Policy in Guaranteeing a Secure Energy Supply and Protecting the Global Climate” organised by Germany under its G8 Presidency, the discussion included initial conclusions regarding the security policy implications of climate change.

Developing support for renewable energies and energy efficiency in developing countries and emerging economies

In view of the close correlations between policies on climate and on energy the Federal Government sees the expansion of the “sustainable energy for development” strategic partnership with developing countries and emerging economies, together with the focus on renewable energies and energy efficiency, as falling within the context of peace policy. The impact of renewable energies on conflict prevention has been underpinned by the study “The significance of renewable energies for security policy” produced on behalf of the Federal Ministry for the Environment. Development policy has been identified as an important area of activity for achieving a “Renewable energies peace dividend”.

Energy programmes as part of development policy are currently being promoted in 45 partner countries and currently have a value of EUR 2.9 billion. EUR 1.6 billion of this relates to projects promoting renewable energies. Within the framework of the climate protection initiative for application of the proceeds from the sale of emission trading certificates, EUR 120 million were available in 2008 for the international element of the initiative. The focal areas will be investments in sustainable energy supply as well as adaptation to climate change and the securing of natural habitats in

developing countries and emerging economies. The Federal Government will also promote the German Energy Agency's "Renewable energies export offensive" together with the "Energy efficiency export initiative" designed by the Federal Association of German Industry, which deliberately also includes developing countries and emerging economies.

Environment and resource protection

Under the German EU Presidency the conference "Integrating Environment, Development and Conflict Prevention" was held at the Federal Press Office on 29 and 30 March 2007. Primarily recommendations were devised for EU institutions and member states, such as how the topics of environment and resource protection and development can be more strongly interlinked in future with security policy goal setting in various EU strategies and policies. This initiative will be continued in July 2008 by a government level conference under the Slovenian Presidency. New activities in this context have already been undertaken by the European Commission, including

- promotion of the Initiative for Peacebuilding, which concerns itself *inter alia* with the impact of regional cooperation in the area of environment and resources management on peace processes and the promotion of regional political stability;
- establishing a Conflict Resource Facility to support activities for controlling trade in so-called "conflict resources" aligned to the "Kimberley Process" for the diamond trade; further involvement as part of the "Forest Law Enforcement, Government and Trade" (FLEGT) initiative for curbing the illegal trade in tropical wood;
- setting-up of an inter-service group of various European Commission directorates-general, to work on environmental and conflict issues, consult external expertise and better coordinate their programmes and initiatives with each other;
- setting-up of an "Environment and security" research programme.

The peace policy orientation of environmental cooperation was also underlined under the Spanish presidency at the 15th OSCE Meeting of Ministers in Madrid on 29-30 November 2007 through the OSCE's "Madrid Declaration on Environment and Security". It was supplemented by a ministerial decision in support of cross-border and regional water cooperation.

Regional and cross-border water cooperation

In Kananaskis' G8 Africa Action Plan, passed in 2002, and the Gleneagles Declaration on Africa (2005) the signatories emphasised the need to promote regional cooperation in Africa in the management of natural resources, for example by supporting river area commissions, and with special emphasis on the Congo Basin. The Federal Government has taken on the lead in implementing the G8 Action Plan in cross-border water resource management and is carrying out three initiatives to contribute to implementation.

- 1) Analysis of donor activities in sub Saharan Africa (SSA). The results of the evaluation were presented to an international group of donors at the Stockholm World Water Week in August 2006;
- 2) Strengthening African river basin commissions. The initiative promotes regional water cooperation in SSA and strengthens existing international institutions;
- 3) In September 2007 the 6th Petersberg Round Table was held in Bonn on cross-border water management as part of the Petersberg Process, with a regional focus on Africa. In cooperation with the World Bank and other parties the Federal Government invited some 70 high-ranking participants from politics, academia, civil society and donor institutions to discuss central challenges to cross-border water management in the region.

The regional focal points for the support of cross-border water cooperation by the Federal Government lie primarily in Africa and the Near East. Cross-border water management is being promoted in various African river basins that are spread over several countries (Nile Basin, Congo Basin, Lake Chad, Kunene Basin), and in cooperation with regional Organisations in the Near East, such as the United Nations Economic and Social Commission for Western Africa (ESCWA) or the Arab Center for the Studies of Arid Zones and Dry Lands (ACSAD).

Regional and cross-border cooperation in nature conservation and for sustainable development

Activities for the expansion of peacebuilding, cross-border nature conservation cooperation, right up to the setting-up of “Peace Parks”, have experienced considerable international boom in the reporting period, so that here - with the key involvement of players from civil society - we can talk of real movement. The Federal Government supports this development.

Environmental management of contaminated military sites

In view of the extensive experience gained in Germany in the course of unification in dealing with contaminated military sites, Germany would like to make this knowledge available to other countries, not least in the interest of conflict prevention. Prior projects carried out include those in the Russian Federation and Georgia for the recording, inspection and securing, or as the case may be destruction, of contaminated military material.

Involvement in international activities

Within the context of international organisations the project network “Environment and Security – Transforming Risks in Cooperation” initiated by the UNDP, UNEP, OSCE, NATO, the United Nations Economic Commission for Europe (UNECE) and the Regional Environmental Center (REC) jointly with partner countries, acquires special significance. The network currently oversees more than 70 projects and has a budget of USD 27.5 million. The projects are allocated to four regions: Southern Caucasus, Central Asia, Southeast Europe (Balkans) and Eastern Europe (Ukraine, Moldavia, Belarus). The Federal Government supports this project network.

Information and networking

The civil society-orientated information platform⁵ “Civilian crisis prevention/environment and resources” is being initially supported until 2011 by the Federal Government. This comprises three building blocks; “Processed basic information”, “Newsletter” and “Campaigns” for the topics above, including climate protection. In this way the players involved in particular, both national and international, should be networked.

The Federal Government via the Federal Ministry for the Environment is also supporting an update of the bilingual exhibition⁶ “Environment – Conflict and Cooperation”. This shows how environmental destruction and shortage of resources lead to conflicts and new risks to security policy, and the contribution made to peace and stability by environmental cooperation and sustainable development.

Raw materials and conflict prevention

Raw materials are commodities, and essential prerequisites to sustainable growth and development in both industrialised and developing countries. Raw material shortages, and variation in their regional availability, can trigger conflicts over their control. At the same time conflicts can arise due to unequal access to raw materials and uneven distribution of wealth.

Additionally, any environmental impact associated with obtaining the raw material is often felt regionally outside the immediately affected mining areas. Obtaining the raw material and the income resulting from this may on one hand contribute to and encourage sustainable development, but on the other, in countries with defective and non-transparent resource management and poor governance, may also be a cause of environmental damage, social abuses, armed conflicts and result in increasing fragility of the country (ultimately a “resource curse”).

Under the concept of the popularised (although not in fact raw material-specific) subject of “blood diamonds” a whole series of events have been held during the reporting period, both nationally and internationally, addressing the handling of “Resources and conflicts” and over and above this the matter of conflict prevention in connection with a sustainable raw material economy.

On 25th June 2007 a debate took place in the United Nations Security Council on the link between natural resources and (violent) conflicts. Most delegations came out explicitly in favour of dealing transparently with the management of natural resources, which was seen as necessary for preventing conflict.

The elements of the raw material strategy published by the Federal Government in March 2007 take up some aspects of these discussions.

During the German EU and G8 presidencies in 2007 the Federal Government committed itself to the matter of transparency in the raw materials sector. As a result, the role of transparency in the raw materials sector was highlighted in the final Heiligendamm document “Growth and responsibility”. On 14 December 2007 an international conference on the subject of “Transparency in the Extractive Sector” was arranged in Berlin jointly by the Federal Ministry for Economic Cooperation and Development and the Federal Ministry for Industry and Technology (BMWi), which

⁵ <http://www.krium.de>

⁶ <http://www.ecc-exhibition.org/de>

reflected the state of discussion on “Best Practices” and further challenges on the matters of the “Extractive Industries Transparency Initiative” (EITI) and “Certification in the raw materials sector”.

EITI intends to make transparent the cash flows resulting from raw materials in those countries rich in such deposits, by insisting on disclosure as a way of ensuring that this income is handled responsibly. This means that with the participation of the governments of raw material-rich countries, the private sector and civil society – a multi-stakeholder process - extraction industry payments will be offset against the government’s declared income. The Federal Government supports EITI both politically and financially.

The Federal Government also supports the development of further certification systems in the area of mineral raw materials. The Federal Institute for Geosciences and Raw Materials (BGR), as the central Federal Government advisory institution in this field, has developed appropriate initiatives and devised a project study “Certified trade chains in the area of mineral raw materials”. A pilot project conceived on this basis, and intended to demonstrate the feasibility of the certification system, has already begun. It is to be financed jointly by the Federal Ministry for Economic Affairs and the Federal Ministry for Economic Cooperation and Development. These initiatives are aimed at making transparent the extraction of raw materials, especially in small mining operations, and so contributing to the reduction of poverty and avoidance of conflict in the mining regions.

Conflict potential resulting from diminished cultivable areas in connection with climate change

The global food situation is currently being permanently – and very rapidly - redefined. Good income growth in parts of the world (not just the developed countries but also emerging economies or developing countries with good economic growth), noticeable climate change consequences (increased droughts or flooding will increasingly be followed by severe harvest losses), high energy prices, the impact of globalisation and increasing urbanisation alter not only food production worldwide and the corresponding food markets, but also behaviour patterns in food consumption. These result in changes in food availability and rising food prices. This has a critical impact on the living conditions for the poor and for sections of the population that are in any case already exposed to the consequences of nutritional uncertainty. Rising demand for biofuel competes with global nutritional security and with the limited availability of natural resources. Increasing competition for cultivable areas and water threatens a decline in food production. Accordingly dependence on food imports in many developing countries will rise. High food prices have already led to social unrest in a range of countries (Burkina Faso, Cameroon, Senegal and Morocco).

A strategy to secure food supply must primarily pursue the global expansion of sustainable food production. It must operate at many levels and for example promote investment in infrastructure, implement measures for overcoming energy poverty, include promotion and support programmes for small farmers and develop insurance systems for cushioning the risks resulting from climate change. In parallel expansion of the food safety nets and a more efficient and targeted structuring of food aid provision is necessary to accompany the longer term development of agriculture in developing countries. These measures must be embedded within a coherent political framework. This includes not only a fair agricultural trade policy, but also a biofuel

promotion policy that prevents it from having a devastating impact on the nutrition situation of the poor worldwide. The analytical tools of aid organisations regarding the new “Crisis criteria” - the susceptibility of countries/ target groups affected in a particular way by increased food prices - must be further developed and appropriate early warning mechanisms derived from the results.

2.2.6 Economics and conflicts

Together with government action, responsible private sector involvement is of great significance to both crisis prevention and post-conflict rehabilitation. Companies can be important partners in the delivery of the UN goals of peace and development. The Global Compact, initiated by the United Nations in 1999, is one of the most important initiatives worldwide for the promotion of the social involvement of companies wishing to integrate and implement common values, derived from the central objectives of the United Nations, in their national and international company policy.

Although civilian crisis prevention is not explicitly stated as one of these principles, companies which actively pursue these goals make valuable contributions to stability and security. The Federal Government actively supports the Global Compact by being one of the few states that makes a voluntary contribution towards financing of the Global Compact office in the United Nations Secretariat, and lobbies member states of the United Nations for political support to the Global Compact. As a sign of particular support it has offered to hold the annual meeting of donor countries and the annual meeting of the national Global Compact networks in Germany in 2008.

Partnerships between the public and private sector (Public Private Partnerships - PPPs) can sometimes contribute to the facilitating of business activities in conflict-affected and post-conflict countries. Business projects and development policy objectives are pursued jointly under PPPs. About a third of all PPP measures are conducted in conflict-affected and post-conflict countries. In this way, for example, the Federal Ministry for Economic Cooperation and Development, in cooperation with private industry, was able to establish a polygraphic training workshop in Afghanistan, promote local infrastructure and economic development in the DR Congo, or train young people in Kosovo. Other focuses of the project are the raising of awareness of environmental and conflict issues and the adapting of the Conflict Sensitive Business Practices (CSBP) guide, developed for the raw materials industries, to the situation in forestry.

In order to ensure political validation for PPPs in the United Nations, the EU for years at Germany's initiative has been introducing the resolution “Towards global partnerships” (cf. Action 36 of the Action Plan) into the General Assembly of the United Nations. The EU also submitted a draft resolution prepared by Germany to the 62nd General Assembly. This formed the basis for the resolution adopted by consensus by the General Assembly on 19 December 2007. The Federal Government employed its substantial collaboration on the text to ensure that the resolution achieved broad political support for the Global Compact from the United Nations' member states.

With the objective of raising the awareness of German and European companies to the significance of responsible business involvement in post-conflict situations, and of taking soundings from European companies on their interest in this topic, the Federal and British Governments jointly arranged a conference in the UK on the subject of “Investing in Peace – Spurring Private Involvement in Post-conflict Peace-building”

on 11 to 13 January 2007. It became apparent at the conference that raising the awareness of companies to the significance of responsible business involvement in post-conflict situations is likely to be quite a long-term task.

At the end of 2006 the Federal Ministry for Economic Cooperation and Development organised a conference on “Private Sector Development and Peacebuilding - Exploring Local and International Perspectives” together with the German Society for Technical Cooperation (GTZ), International Alert, and the British Department for International Development (DFID). Some 140 experts discussed the relationship between conflict and economic activity. The participant contributions included demonstrating the potential of local economic activity in conflict and post-conflict situations. It is generally necessary for commercial projects to demonstrate sensitivity to crises in both their planning and execution. The conference was followed by a Practitioner’s Note from the GTZ, the Foreign Investment Advisory Service (FIAS) and the International Finance Corporation (IFC).

To strengthen Corporate Social Responsibility (CSR) in external trade the Federal Foreign Office is cooperating with the Bertelsmann Foundation in the development of an Internet-based information and networking CSR forum spanning 80 countries. This is intended to enable German companies operating abroad to retrieve specific CSR information on the target country and to more precisely arrange its possible social involvement in the guest country.

Implementation of the objective laid down in the Action Plan to systematically enhance the private sector’s peace-making role in conflict and post-conflict situations has been difficult to arrange. The activities of the “Commerce and civilian crisis prevention” working group were therefore initially suspended at the end of 2007 until a possible new format had been set out.

2.2.7 Culture, education, media

The Action Plan points out the significance of the social dimension in crisis prevention. The imparting of values such as freedom and tolerance, democracy and the rule of law, tailoring them toward the reduction of hostile preconceptions and encouraging intercultural dialogue, foreign cultural and educational policy and a policy of educational cooperation – all these contribute to the promotion of a peaceful solution to conflict.

Cultural dialogue

The policy focus established after 11 September 2001 of “Dialogue with the Islamic world” remains relevant today. The practical format is characterised by a broad project undertaking that is aimed at contributing to the removal of potential conflict. Dialogue projects involving partners in Islamic countries are performed, in cooperation with German cultural organisations, political foundations, the Anna-Lindh foundation and a large number of interested NGOs. An important aim of the project is to animate discussion within society in Islamic countries, to eliminate clichés on both sides and to facilitate objective discussion of values. Key target groups to be addressed in partner countries are young people and students as well as representatives from the judicial system and administration that have more conservative Islamic attitudes. Special attention is given to the involvement of women in the project work. Dialogue with the Islamic world is seen not only as an instrument

for underpinning crisis prevention but also as an opportunity to push for acceptance in the partner countries of universal values such as human rights, the rule of law and democracy. Meanwhile, the shaping of dialogue with partners in Islamic countries can no longer be credibly separated from the question of the integration of Muslim migrants in Germany. The establishment of the German Islam conference in September 2006 is being followed with great interest in the Islamic world.

Education

The support of education is one of the most important requirements for stability and prosperity. An environmental policy that safeguards the future and the just distribution of development opportunities worldwide constitute the topic for the UN decade “Education for sustainable development” (2005 to 2014). Every citizen should be moved to make their contribution to maintaining the conservation of nature. International leadership for the “decade” lies with the United Nations Educational, Scientific and Cultural Organization (UNESCO). In Germany the German UNESCO Commission (DUK), with a national committee specially set up for this purpose, is coordinating activities for the “Decade” with special funds from the Federal Ministry for Education and Research (BMBF). Germany is working actively in international bodies for the implementation of the Decade.

On 18 March 2007 the “UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions” came into force. With this the concept of the protection and support of cultural expression receives a concrete basis in international law. A central consideration of the agreement is the assertion that respect for cultural diversity is indispensable to peace and security at local, national and international level. Facilitating opportunities for access to culture and promoting dialogue and partnerships at national and international levels contributes to conflict prevention by helping to reduce cultural tensions, and so potential areas of conflict. At the constitutive conference of contracting states in Paris in June 2007, Germany was elected to the International Committee for four years and thus has a creative influence on the implementation of the convention.

By decision of the European Parliament and the Council of 18 December 2006, 2008 was declared European Year of Intercultural Dialogue. The EU’s main aims are the improvement of mutual understanding between different cultures and the raising of awareness of the advantages of cultural diversity. Intercultural dialogue is also defined as an increasingly important factor in the EU’s external relationships. It is a necessary prerequisite to the raising of stability and security in Europe and beyond. Germany is involved in the implementation of the annual plan for the European Year of Intercultural Dialogue via numerous projects, and in preparation for this agreed a national strategy with civil society in the course of 2007. One focus is the raising of young people’s awareness of the subject. Education plays here an important role in the imparting of knowledge about the diversity of cultures and in providing better understanding of them. Within the Federal Government the Federal Ministry for the Family, Senior Citizens, Women and Young People (BMFSFJ) has assumed responsibility for implementation..

The German Development Cooperation is implementing projects for peace education in many fragile, conflict-affected and post-conflict countries. Peace education work with schoolchildren and young people is making an important contribution toward training non-violent conflict solution mechanisms from an early stage. Consequently,

peace education is an example of one of the fields of action for the Civilian Peace Service (ZFD) (Section II.3c). In many countries, such as in Palestine, Uganda or Sierra Leone, the ZFD supports the learning of civilian conflict management mechanisms in school and is trying to get peace education teaching content established in the syllabus. The GTZ is also implementing projects in the peace education sector, such as within the framework of the primary education programme in Afghanistan. The BMZ is also concerning itself fundamentally with the further development and application of concepts, methods and instruments for conflict management in the area of basic education and is represented in the “Fragile States Task Team” of the “Education for All - Fast Track” initiative.

Promoting democratic media structures in regions of crisis and conflict

Independent media organisations are important elements of effective crisis prevention.

In many crisis situations it has emerged that media, especially the Internet, can be used both for inciting terror and violence and for crisis prevention. It is thus important that conflict parties are prevented from being able to use the media as a tool and that the basis for peace-oriented journalistic reporting is created. Under its EU Presidency Germany has persistently advocated combating the use of the Internet to radicalise and recruit terrorists.

To enable media to play an active role in crisis prevention it is also necessary to develop a journalistic ethic. The media in particular are called upon to sharpen their awareness of conflicts and of their non-violent resolution.

In large parts of the world there still remain considerable restrictions on the freedom of radio and the press. For people in these countries there is in many cases a strong need to receive unfiltered news and information, not least about events in their own country. The information provided by free media can help impart the principles of democracy and of law and order, and can speak up for human rights. Its special role in the support of democratisation processes cannot therefore be underestimated.

In post-conflict countries therefore the challenge to media development is to achieve rapid success in establishing peace, and at the same time to contribute to setting in motion basic reforms. These themes will also be central to the Global Media Forum organised by Deutsche Welle in Bonn in June 2008, entitled “Media in Peacebuilding and Conflict Prevention”. This event is supported by the Federal Government. A precursor conference on these topics had already been organised in April 2007, in Bonn. Its main objective comprised the development of approaches to improving the coordination of international media assistance in post-conflict countries. The Global Media Forum is intended to continue this process.

The Federal Government supports a media policy geared toward intercultural dialogue, peaceful solution to conflict and the reduction of hostile preconceptions. Within the scope of this objective, independent media and interactive programmes for media in different regions are promoted via the Institute for Foreign Cultural Relations (IFA). Political foundations help media *in situ* to exercise their role as free providers of information in the democratic development process. Foreign specialists and management from the radio sector receive further training from the Deutsche Welle Academy, which is commissioned by the Federal Government. This includes training and advice for journalists, technical staff and radio managers from developing countries plus coaching of internationally active executives. Deutsche Welle also

promotes intercultural media training through the DW Academy and assists with the technical and administrative aspects involved in the establishment and reconstruction of transmission facilities in crisis areas.

As special development assistance for Afghan television (RTA) DW-TV produced world news in Dari and Pashtu from the middle of 2002 until 2006 and sent it daily from Berlin to Kabul. DW-TV discontinued this service after the DW Academy set up an appropriate editorial facility *in situ*. Since then RTA has produced international news on its own account. The DW Academy has been training radio specialists in Afghanistan for many years.

The Civilian Peace Service (ZFD – Section II.3.c) has also been working with radio stations in Afghanistan. In the North of the country for example it supports various stations in developing peacebuilding programme content.

Furthermore, participants in the stability pact for South-Eastern Europe are involved in devising media legislation to match European standards.

Under the Federal Government visitor programme, foreign journalists are being familiarised with the way independent media operate in Germany and the role played by the media in crisis prevention.

Capable of even greater development in terms of a stronger emphasis on crisis prevention are programmes to support journalists and media together with the information and communications technology infrastructure. These can also further the development of structures for law and order and processes for political opinion formation.

2.2.8 Gender equality and crisis prevention

For successful crisis prevention and conflict management policy thorough and rigorous observation of gender equality and gender-specific perspectives is of central importance. Women and girls are not only victims, but also players and participants. Consequently they require first of all special protection, especially from crisis-related, gender-specific violence such as sexual abuse, which is deliberately used in many conflicts as a war strategy. On the other hand they must be take a much larger role than in the past, as players and participants in the reconstruction of their societies - at all levels and at all stages of the process - in terms of approaches and strategies for crisis management. This includes increasing the proportion of women in institutions and bodies concerned with crisis prevention and the deliberate training and promotion of gender-sensitive approaches to crisis prevention and management.

In the case of German institutions concerned with crisis prevention, the Federal Government has an obligation to implement an active and effective equality policy based on Article 3 Section 2 of the German Basic Law. The Federal Government has undertaken in Article 2 GGO (Common Rules of Procedure) to observe a gender perspective in all areas of policy and tailor this towards results, which includes the respective needs of women and men and takes account of the impact of measures on both sexes. Role perceptions that infringe the principle of equal rights must not be supported and allowed to become entrenched, and existing disadvantages must be effectively countered. Furthermore, promotion of the involvement of women and men on equal terms in peace and development processes forms an integral part of all German planning methods and processes, especially in development cooperation.

Resolution 1325 (“Women, Peace and Security”)

With Security Council Resolution 1325 (“Women, Peace and Security”), passed in 2000, the United Nations laid down policy guidelines for gender-sensitive peace and security policy and called upon the UN Secretary General and member states to propose specific measures, including promotion of the role of women in crisis prevention.

Germany is a member of the informal “Group of Friends for Women, Peace and Security” and regularly participates in the educational and working meeting organised under this in New York to implement Resolution 1325 and the United Nations Action Plan to implement the resolution.

At the annual open debates of the Security Council in 2006 on the degree to which Resolution 1325 had been implemented, Germany emphasised the important role of women in peacekeeping and peacebuilding, drew attention to the violence and discrimination suffered by women involved in peace and reconstruction, and reported on the German involvement in Afghanistan. In the open Security Council debate on 23 October 2007 the German declaration was primarily concerned with sexual violence against women in armed conflicts, such as for example in the Sudanese province of Darfur or the DR Congo. Germany issued a report covering among other things the German Action Plan II against violence towards women, passed by the Federal Cabinet in September 2007, which at several points makes reference to Resolution 1325.

Federal Government Report on implementation of Resolution 1325

On 25 November 2007 the Federal Government presented to the German Bundestag a detailed report on measures to implement Resolution 1325 in connection with the International Day against Violence to Women.⁷ The report presents a large number of projects and measures contributing to gender-sensitive crisis prevention policy. It concerns itself with the involvement of women in institutions dealing with crisis prevention and presents national and international projects for raising awareness on gender issues. A primary focus of the report is the involvement of the Federal Government in Afghanistan. The implementation of measures to protect human rights, and especially women’s rights, is an important goal of the German involvement in Afghanistan, so that the Federal Government has from the beginning emphatically pursued gender perspective as a inter-ministerial topic in the majority of development and reconstruction measures. Projects for protecting women from gender-specific violence, the international penal code that came into force in 2002 and cooperation with the international criminal court to prosecute sexual and other violence committed as part of international crimes are also considered in the report.

Examples of German involvement

At the international level Germany is also committed to taking into account the gender perspective as part of European Security and Defence Policy (ESDP). The “Checklist to ensure Gender Mainstreaming and the Implementation of UNSCR 1325 in the Planning and Conduct of ESDP Operations” of 27 July 2006 has meanwhile become an essential element in the planning of ESDP missions. In December 2006 the

⁷ The report can be downloaded at <http://www.auswaertiges-amt.de/diplo/de/Aussenpolitik/Menschenrechte/Frauen-Konfliktpraevention.html>. See also Bundestag printed paper 16/7267

Council adopted conclusions for the promotion and thorough consideration of the equality of men and women in the area of crisis management. Within the scope of the German Presidency an internal EU manual on “Mainstreaming of Human Rights and Gender into ESDP” was published. The Federal Government provided financial support for a seminar on “ESDP and gender” organised in Budapest in April 2007. Relevant EU bodies were concerned with the topic of gender equality. Germany is also committed to the inclusion of gender advisers on all ESDP missions, and the first such advice centre was set up during the EUFOR mission in the Democratic Republic of Congo.

In the UN peacebuilding commission the Federal Government is also committed to ensuring that the important role of women in crisis prevention, crisis management and peacebuilding is taken into account and that the need for the involvement of women in appropriate decision processes is emphasised. As a consequence the issue has high visibility in the peacebuilding strategies for Burundi and Sierra Leone and is receiving specific support in UN Peacebuilding Fund projects *in situ*.

Under the “OSCE Gender Action Plan” the Federal Government also supports the OSCE strategy to implement Resolution 1325, in order to ensure that the presence of women in national and international institutions and mechanisms to prevent, manage and settle conflict is reinforced. In OSCE missions Germany aims to ensure that women are represented on an equal footing among the German personnel.

As part of its development policy the Federal Government promotes gender sensitive approaches and strategies together with the active and equal involvement of women and men in peace processes and reconstruction work, as well as improvement of the living conditions of women directly affected who often become the sufferers and victims in belligerent conflicts, but who are not always among the direct recipients of existing aid and development measures.

The following projects are examples of this involvement:

In collaboration with non-government organisations the Federal Government has been supporting labour-intensive rehabilitation measures, micro-finance projects and medical and psychological treatment for female rape victims in the DR Congo since 2005. Particularly in the east of the country women constantly fall victim to violence. The psychosocial care of rape victims includes trained female advisers who accompany the women during their treatment and also support their reintegration into the village’s social life. The affected women are frequently rejected by their husbands and families and excluded from the village community.

From June 2003 until January 2007 the Federal Government supported a project for the equal participation of women in the peace process in Central America. The reappraisal and mutual exchange of experiences between women’s organisations in the affected countries is being encouraged in terms of their involvement in the respective peace processes. This should primarily enable women’s organisations in Colombia to bring the experiences of other countries in the region into their own national context. It should also contribute to giving greater status in international discussion to gender-specific interests in peace and reconciliation processes.

Two publications commissioned by the Federal Government – “Gender and conflicts -- an orientation paper” and “Security sector reform and gender conception and approaches for development cooperation” - analyse the gender specific dimensions of

crises and conflicts and offer content recommendations for development cooperation arising from this.

Support for civilian projects and cooperation with non-governmental organisations forms an indispensable component of the work of promoting gender equality in crisis prevention. Thus for example the Federal Government, together with Finland, Jordan and several non-government organisations, organised the international conference “Peace and justice - building blocks for the future” in Nuremberg 25 to 27 June 2007 which also involved the taking into account of gender perspectives in post-conflict situations and reconciliation processes.

In the Centre for International Peace Initiatives, responsible for training and recruiting for international missions, aspects of gender equality are rigorously considered when the training modules are devised. This also involves giving particular consideration to the role of women in resolving conflicts. Women made up 52% of those taking part in the training courses in 2006. The training courses conducted as part of development cooperation, such as for example the ZFD qualification course of the Academy for Conflict Transformation in Bonn or the preparatory courses for International Training and Development in Bad Honnef, include aspects of gender equality.

The project promoted by the Federal Government “Mobile Peace Academy OMNIBUS Line 1325” contributes to ensuring thorough consideration of gender perspectives in civilian crisis prevention, conflict management and peacebuilding activities. It primarily comprises seminar packages and the development of educational material for specialists in civilian peace work and for local specialists.

2.3 Strengthening structures, capacities and resources

2.3.1 National structures

The further improvement in coherence between national players in terms of an overall and uniform approach to crisis prevention was also a priority of the Federal Government in the second implementation period of the Action Plan. By appointing the Commissioners for Civilian Crisis Prevention in the ministries and establishing the Inter-Ministerial Steering Group for Civilian Crisis Prevention in September 2004, together with the Civilian Advisory Council constituted in May 2005, the Federal Government has created an institutional framework for the implementation of this concern. Based on their experiences in the first implementation period, the committees have expanded their activity during the reporting period and on an ongoing basis have reviewed their ways of working in terms of reinforcing coherence and coordination.

In its coalition agreement of 11 November 2005 the Federal Government explicitly emphasised crisis prevention as a focus of German foreign policy and committed itself to extending the set of instruments available for the prevention of and response to crises. “This priority inter-ministerial task” - as stated in the coalition agreement – “requires the pooling of available financial and human resources, as well as additional funding. The Interministerial Steering Group for Civilian Crisis Prevention should be strengthened”.

Interministerial Steering Group for Civilian Crisis Prevention

The main task of the steering group is to implement and monitor the Action Plan. The Group is primarily responsible for the provision of information and coordination of operations, and relies on lateral cooperation with the ministries but has no political steering role. This also defines the limits of its operational authority. Consideration of strengthening the steering group is concentrated within this context on improving the ways in which the existing mechanisms work and function.

In the interests of streamlining and so increasing the efficiency of the steering group a more flexible arrangement of participant format was decided. The group of participants is essentially defined by the Action Plan, although in individual cases and for individual matters even smaller formats are sensible and possible. Furthermore, the steering group participants have reached an understanding on the bringing-in of external expertise to a greater extent for specific topics and questions. Better use is also to be made of the supportive and advisory role of the Advisory Council and the expertise available there.

The first implementation report for the Action Plan identified possible emphases for German prevention policy for the following implementation period, but without going as far as updating or revising. It thus picked up on new national and international developments and included them in the further development of the Action Plan. The additional focus on the promotion of crisis prevention matters in the international sector, primarily in Europe, results from this new alignment.

As part of the efforts to achieve closer coordination between diplomatic policy, development policy, security policy and other policy areas while consulting non-governmental players, the Interministerial Steering Group has run discussion groups on these subjects in the period under review. In the light of the experiences and evaluations of the first implementation report the steering group followed new and innovative paths, and in so doing moved nearer the centre its pivotal function between government and civil society. At the same time the debate between the ministries and civil society was placed on a broader footing.

Within the framework of a so-called "Open Space" format conference in December 2006, representatives from the steering group, the civilian advisory council, academic institutions, non-government organisations and other civilian institutions concerned themselves with the subject of "Afghanistan: What can civil society contribute to stabilisation?". This related to the question of what contribution civilian players can make to the stabilisation and reconstruction of Afghanistan, where the opportunities and limits to government and civilian involvement lie and how the objectives referred to can best be achieved by collaboration between all the players. The conference also contributed particularly to animating and promoting the dialogue between the Federal Government and civilian society on matters of civilian crisis prevention through a new form of communication.

At the invitation of the Interministerial Steering Group for Civilian Crisis Prevention, experts from the Advisory Council, non-governmental organisations and steering groups discussed potential opportunities for action for a coherent German Sudan policy on 05 July 2007. The conference formed an additional forum for an open and in-depth exchange between government and civilian society on a current matter of German crisis prevention policy. The Interministerial Steering Group brought the

results of the workshop back into the work of the ministries. The discussion group meanwhile is being continued in an Advisory Council working group.

In a further Interministerial Steering Group conference on 7 March 2007, representatives of government and from civilian society discussed the work of the United Nations Peacebuilding Commission and the role of Germany and the EU in the commission.

“Networking in crisis prevention” working group

The Action Plan “Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peacebuilding”, as central reference framework for the Federal Government’s crisis prevention policy, makes clear that efficient crisis prevention and conflict management is possible only by means of a comprehensive approach addressing all relevant policy areas. Based on Germany’s involvement in Afghanistan, discussion of the structure of German contributions to international conflict management measures and peacebuilding have gained momentum. Under headings such as “networked security”, “integrated/comprehensive approach” or “whole of government approach”, realisation is dawning in the German discussion that efficient crisis management is possible only with a uniform approach in which civil, and if necessary military, elements all have their place.

The “Civilian Crisis prevention” interministerial group has taken up this controversy and in March 2007 decided to set up a working group to investigate the prerequisites for efficient interministerial cooperation in crisis management. By so doing it also took into account its mandate to improve the coherence of Ministry actions in crisis management.

The working group’s task was to process previous experiences gained from German involvement in conflict management and peacebuilding, and using this as a model to analyse other situations of crisis management.

As a result of these considerations the working group has determined that where the international community has intervened in crisis management and peacebuilding, interministerial involvement can range from loose coordination to close collaboration between all the locally active ministries. Military resources need not necessarily be employed. Furthermore, diplomacy and development policy have functioned as crisis prevention tools in many crisis regions of the world, in some cases for decades. Accordingly, the mechanisms of interministerial coordination employed had tried to take account of the different requirements of the involvement in question. Whereas a comprehensive statebuilding involvement, such as in Afghanistan for example, required close coordination between all the players, in the case of limited military mandates such as election safeguarding in DR Congo the main need was that of coordination between the ministries directly involved in the operation, without however ignoring any possible impact of the operations on actions underway by other departments already active at the location. The working group has, among other things, inspired an improvement in cooperation between the ministries in terms of information and analysis of prevention measures in countries or regions threatened by crisis, as well as a structured evaluation of experiences in international peacebuilding and statebuilding commitments within existing mechanisms.

The group has also reached the conclusion that knowledge of the structures, insider perspectives and ways of thinking of the other ministries are important prerequisites for better coordination between the ministries. Exchange and liaison officers have an

important key role in this respect. The group has in this context also recommended improving the cooperation involved in preparations for a foreign posting, for example in the form of a joint preparatory seminar for the personnel about to be seconded.

Interministerial Steering Group projects

With the provision of up to EUR 10 million from Individual Plan 14 of the Federal Budget for Projects of the Interministerial Steering Group for Civilian Crisis Prevention, for the period 2006 to 2008, the steering group for the first time had project funds available. The respective tranches for 2006 to 2008 – EUR 2.1 million for 2006, EUR 4.0 million for 2007 and EUR 3.9 million for 2008 - were allocated to the Federal Ministry of Defence budget. Project proposals could be introduced by the participating ministries; the decision was by consensus. Alongside the reference to the Bundeswehr, a special feature of the decisions was that projects should as far as possible be arranged on an interministerial basis and implemented jointly by the steering committees. The funds for 2007 have had a qualified bar imposed by the Bundestag budget committee, the lifting of which was subject to the criterion that the funds should be used only in Bundeswehr operational areas. No such bar was imposed in 2008.

Overall the Interministerial Steering Group will finance 10 projects in various regions worldwide from the funding provided. This makes it the first time the ministries have employed a joint approach to identify and finance projects, so setting an example of collective ministerial action. However, it must be pointed out that this is not joint management of funds in terms of “resource pooling”, especially as the Interministerial Steering Group had funds provided only from the defence ministry budget, meaning it does not amount to the amalgamation and joint administration of funding from different ministries. Furthermore, the project was only to a limited extent conceived and implemented on a joint ministerial basis. So far as the question of resource pooling following the British model is concerned, the reservations presented in the first implementation report regarding the organisational, budgetary and policy requirements continue to apply.

Two examples of projects financed from the Interministerial Steering Group funding are referred to below, which in a particular way reflect the joint ministerial approach:

- Project: Provincial Development Funds in Afghanistan

As a result of the efforts of the Interministerial Steering Group for Civilian Crisis Prevention to improve interaction, strengthen synergies and provide added value in terms of coherence and coordination between the ministries, the Provincial Development Funds (PDF) programme was initiated at the end of 2006. The core element of the PDF, which was developed on behalf of the Federal Ministry for Economic Cooperation and Development and is also being implemented in a current emergency aid programme by the GTZ, is the implementation of visible and fast-acting minor projects in the provinces of Kunduz, Takhar and Badakhshan, the locations of German Provincial Reconstruction Teams (PRTs) or Provincial Advisory Teams (PATs).

The innovative approach of the project should in particular be emphasised. Projects originate through application by Afghan communities with the consent of the Afghan authorities and German ministries involved. The structure of the Interministerial Steering Group (Federal Foreign Office,

Federal Ministry of the Interior, Federal Ministry for Economic Cooperation and Development, Federal Ministry of Defence) is reflected in the composition on the German side of the local decision-making bodies.

In a committee based on parity, comprising four representatives of the Afghan side (Representative of the Governor of the Ministry for Rural Development, the Provincial Council and Representative of the Ministry for Women) and four representatives of the German ministries, Afghans and Germans decide jointly on the implementation of the project applications submitted by Afghan regional authorities in a standardised application process.

This achieves targeted linking of the German ministries, while qualifying the provincial and district administrations that are becoming established and are increasing their acceptance among the population. At the same time it promotes the population's increasing self-reliance as well as the confidence of the Afghan administrative and decision-making structures in the reconstruction process.

Up to and including 2008, within the framework of the Interministerial Steering Group meetings entitled "Structural crisis provision" EUR 4.72 million was approved for the PDF by the Federal Ministry of Defence. In parallel with this the Federal Ministry for Economic Cooperation and Development made available funds amounting to EUR 3.5 million for the first projects forming part of the PDF and later for technical and administrative monitoring for the PDF, as well as the support of key districts in the project area.

The joint assessment of the ministers involved, that the PDF constitutes a successful and innovative approach to joint ministerial collaboration in Northern Afghanistan, is confirmed by an academic study: "Quick Impact Projects in North-Eastern Afghanistan", a study desired by the Interministerial Steering Group for Civilian Crisis Prevention and commissioned by the Federal Ministry of Defence, "states that the objective so far has been achieved in full; in particular [...] the integration of the Afghan partners (competent ministries, provincial administrations and provincial councils) [...] could be regarded as exemplary. The transparency of the process and the participative decision-making [were] able to increase the legitimacy of the German involvement."

- Project: Seconding of an adviser in development policy to the Federal Armed Forces Command and Staff College

The increasing complexity of reconstruction missions has increased the points of contact between civilian and military players. This makes their close coordination necessary at all levels of command. Instruments of civilian conflict management, especially of development policy, should be already incorporated into operational planning at an early stage. As a prerequisite to this all players must achieve a common understanding of the division of roles and tasks and of the interaction between civilian and military action, and there must be clear understanding of how these roles and tasks are allocated. This has been acknowledged by the Interministerial Steering Group for Civilian Crisis Prevention, and in the Outlook chapter of the First Report by the Federal Government on the implementation of the Action Plan, is named as a

topic which should be given special emphasis. The White Book 2006 on Germany's security policy takes this into account by asking for joint ministerial approaches to be embedded in training institutions.

The project approved by the Interministerial Steering Group for Civilian crisis prevention, of "Secondment of a development policy adviser to the Federal Armed Forces Command and Staff College" is aimed at precisely this. The Federal Armed Forces Command and Staff College is the highest-rated educational and training institution in the Bundeswehr. It is repeatedly attended by all staff and general staff officers throughout their professional lives for the broadest range of instruction and training courses. Interministerial questions have for a very long time been increasingly at the focus of teaching at the College.

During the first section of a project in 2007, under the responsibility of the GTZ, existing approaches for civilian-military collaboration were raised and initial approaches for the creation and integration of possible training concepts identified and agreed with the College.

Practice and training modules are currently being devised for the initial training of management personnel from all ministries. One element of this should be a planning exercise, in which all relevant players can collaborate. The exchanging of lecturers and technical experts is also being trialled. Furthermore, based on the "Round Table", which aims to coordinate the larger ministerial training facilities, the intention is to harmonise and better coordinate further cooperation at working level. Finally, an evaluation grid for verifying the success of the training is to be devised by the end of 2008.

This project, instigated by the Interministerial Steering Group, will open up to the ministries greater prospects of cooperation under the Action Plan, which has not so far been the case in ministry training courses. The idea of coherence that underlies the Action Plan "Civilian Crisis Prevention" is being promoted directly.

Advisory Board for Civilian Crisis Prevention

From the outset the Federal Government felt it very important to closely involve civilian society in the cross-sectoral task of crisis prevention and peacebuilding. This idea has been included in many points in the Action Plan. The consultative body for civilian crisis prevention, set up in accordance with Action 147 of the Action Plan, ensures the inclusion of relevant non-governmental players in the area of civilian crisis prevention. The Advisory Board, comprising representatives from the academic world and civilian society, supports the work of the Interministerial Steering Group from a technical perspective.

The two years of office of the Advisory Board for Civilian Crisis Prevention, which first met on 11.05.2005, ended on schedule at the end of April 2007. There was agreement that, following the first phase of constituting and consolidating the Advisory Board, it was important in the interests of continuity that the composition of the advisory board remain the same in terms of personnel and that it continue its work for a further period of office. Four of the organisations represented on the Advisory Board thereupon nominated

new representatives; a new participant was appointed to replace a member retiring on grounds of age. The Advisory Board with its new composition met for the first time after the official appointment of its members on 17.09.2007; a new chairman was also appointed. The heterogeneous composition of the Advisory Board, drawn from the areas of industry, security policy and policy advice, development policy, environment, churches, business and political foundations presents a challenge, but also provides added value. Its composition enables the Advisory Board to reflect a broad spectrum of civil society crisis prevention expertise, and at the same time to also act as a pivot between the Federal Government and civil society. The Advisory Board has made an important and constructive contribution in both functions since its constitution in 2005. Dialogue and cooperation between the Interministerial Steering Group and Advisory Board are therefore to be extended and intensified.

It will also be important in future to employ the wide-ranging expertise of the Advisory Board actively and comprehensively, on the one hand through specific requirements for contributions by the Interministerial Steering Group and on the other by defining their own main points of interest on the Advisory Board. The Board's first step in its new composition was therefore to agree on the establishment of topic groups, the results of which were to be flowed into the work of the Interministerial Steering Group. The Advisory Board has in this context set its priorities in the reporting period through discussions on crisis prevention issues, including "Security resources and civilian conflict management" and a specialised discussion on the "Future of Sudan - opportunities and risks of alternative development scenarios". Small-scale events on particular topics should yield pertinent debates.

The political dialogue between government and non-governmental players is of great importance, and the Advisory Board has a central function here, not only in its advisory function but also in the communication of the topic of "Civilian crisis prevention" to the general public.

2.3.2 Resources and finances

Effective crisis prevention calls for the provision of adequate resources in terms of personnel and finance at both national and international levels. The substantial growth in funding for crisis prevention measures in the 2008 budget widens the scope for action and offers new opportunities, but also poses challenges in the formation of action in this sector. At the same time the further improvements during the reporting period in the qualification of personnel for international peace initiatives also make it easier for the Federal Government to justify its acknowledged role as a supporter of crisis prevention policy so far as its practical implementation is concerned.

The interests of crisis prevention are finding increasing inclusion in ministries' basic and advanced training. Ensuring personnel awareness of these concerns and of the need for cooperation and coordination in order to yield a coherent and comprehensive approach creates a basis for closer and better cooperation between all parties involved.

Financial means for crisis prevention

Financial resources

In accordance with the terms of reference set out in the Action Plan the Federal Government is calling for an appropriate level of funding in the relevant international organisations and institutions, to which Germany will contribute as far as is achievable within budgetary policy. Over and above its obligatory contributions to the international organisations it also supports these through voluntary and unaffiliated contributions, whether from within the scope of budgetary provisions via payments to subject-related or regional funds, or in the form of project-related subsidies. Additionally, it contributes substantially to UN and EU peace missions in material and personnel.

The Federal Government also - so far as funding permits - promotes and supports international crisis prevention, conflict resolution and peacebuilding measures by financing of projects of international, national, governmental and civilian sponsors.

In accordance with the Action Plan Civilian Crisis Prevention the Federal Government is advocating stabilisation of the crisis prevention budget. The Federal Foreign Office has since 2001 been promoting international measures, primarily within the context of the UN and its peace missions, in the areas of crisis prevention, peacekeeping and conflict management. Following funding for the budgetary item "Support for international action on crisis prevention, peacekeeping and conflict management by the Federal Foreign Office" which had until 2007 been consolidated at a level of around EUR 12 million, the substantial increase to around EUR 60 million for 2008 means there are greater opportunities for making comprehensive and effective contributions to international action in these areas. This includes on the one hand the support of German military engagement in conflict-affected and post-conflict regions with comprehensive civilian conflict management measures. On the other civilian conflict management and post-conflict rehabilitation have set priorities in places where the Federal Government has no part in military action carried out by the international community. The 2008 increase in funds was made subject to the proviso that the funds are used for measures chargeable to ODA.

An integral part of the Foreign Office funding is a so-called "crisis fund" of EUR25 million. This should enable the Federal Government to rapidly and visibly involve itself in the event of a conflict situation through a bespoke and effective German contribution to direct conflict management measures. Included here are:

- contributions to international peace missions or stabilisation operations, which must be short term and underway multilaterally.
- quick impact measures

These are initial measures that can be quickly implemented and are limited in time to the immediate post-conflict phase and the initial phase of an international involvement. These measures transform subsequently into medium- and longer-term support.

The Federal Ministry for Development budget in 2008 rose by some EUR 640 million. This equates to a 14% increase as against that for 2007. The funding increase is to be used, primarily in Africa, to combat poverty and will also benefit crisis prevention objectives given the frequently close correlation between

poverty factors and a susceptibility to crisis. Here too, civilian crisis prevention and management measures, implemented as part of development cooperation, are also widely employed in conflict-prone regions in which the international community has taken action but where the Federal Government has no involvement. As a result around one-third of German development policy bilateral funding finds application in crisis-affected countries. This corresponds to a total of EUR 1.7 billion in the period 2005-2007, of which EUR 700 million is being used directly for crisis prevention and peacebuilding.

Human resources

The creation of crisis prevention expertise within the ministries is an important prerequisite for efficient crisis prevention. The Federal Foreign Office, the Federal Ministry for Economic Cooperation and Development and the Federal Ministry of Defence have a wide range of courses available relating to the planning and execution of conflict-related projects. Crisis prevention issues form part of the training of diplomats in the Federal Foreign Office. The courses conducted for foreign diplomats also cover crisis prevention topics. The Action Plan “Civilian crisis prevention, conflict resolution and post-conflict peace building” forms a permanent syllabus component at the Federal Armed Forces Command and Staff College. The principles of joint ministerial action in line with the Action Plan and a basic understanding of the need for close cooperation between civilian, development policy and military players will be passed on to all future staff and general staff officers. Within the framework of the “Round Table” of training institutions of the different ministries (meeting once or twice a year) training topics and courses are reviewed for the purposes of joint use and support, and training sections redeveloped or extended. This process is also emphatically encouraged by the project “Secondment of a development policy adviser to the Federal Armed Forces Command and Staff College” instigated by the Interministerial Steering Group for Civilian Crisis Prevention.

A knowledge of, and respect for, the structures, insider perspectives and ways of thinking of other ministries are important pre-requisites for better coordination between ministries. The increasing number of liaison and exchange officials at the head offices plays an important part here. Ministry representatives at German missions abroad have an important pivotal function. Joint preparation for a deployment abroad - for example in the form of a joint preparatory seminar - can also improve awareness of the viewpoints of other ministries and contribute to better local cooperation. All the ministries make use of the Federal College for Security Policy Studies to train their management personnel in matters of security policy and crisis prevention.

In parallel with this, adequate qualification of personnel for engagements in international missions is a pre-requisite to Germany’s ability to contribute effectively and visibly to international crisis prevention and conflict management measures. These personnel must be rapidly available if needed, both for short-term engagements and longer term roles - such as permanent staff in international organisations.

Within the framework of bilateral development cooperation, adequate qualifications - especially for employees travelling to crisis-hit countries - are of prime importance to crisis prevention. Since 2004 the Federal Ministry for Economic Cooperation and its governmental implementing organisations have on an ongoing basis been running qualification processes for foreign and domestic personnel in crisis prevention and

conflict management, at the Preparatory Institute for Development Cooperation (VEZ). Furthermore the “Academy for Conflict Transformation in the Civil Peace Service Forum”, which is financed by the Federal Ministry for Cooperation and is used essentially by non-governmental sponsors and the German development service, successfully trains new applicants as specialist peace workers.

Centre for International Peace Operations (ZIF)

The Federal Government has taken a range of measures during the reporting period to ensure the adequate availability of qualified personnel, both for operations in international missions and as permanent staff in international organisations. In 2002 the establishment of the Centre for International Peace Operations (ZIF) marked a decisive early move towards the introduction of professional recruitment and training for civilian peacekeeping personnel. Since its establishment, the ZIF has conceived and conducted 60 operationally oriented courses, and more than 1,100 German and foreign specialist and senior staff have since participated in these. During the reporting period some 200 German civilian specialists and senior staff were engaged in peace missions on an ongoing basis. The training of civilian personnel for mission operations was further developed in cooperation with the training institutions of other EU member states. The standardised basic and specialisation courses were further expanded and supplemented by compact courses addressing specific subjects and target groups, aimed at specialists and senior staff in peace operations. Over the reporting period a total of 346 specialists completed training at the ZIF for short or long-term electoral monitoring or peacekeeping missions. 45% of German course participants were female.

Experiences gleaned in particular from UN and ESDP operations have led to the expansion of the list of those held on the database to include new categories aligned to demand. This will facilitate the provision of personnel from fields such as procurement, logistics, finance, personnel management, administration, business and IT in addition to the more traditional fields such as policy advisers, legal, humanitarian aid, and press and public relations. In addition to the pool of experts on the ZIF personnel database, who have gone through ZIF training courses, in the course of restructuring the ZIF database a self-registration option is to be introduced for experts having special skills and an interest in participating in operations. This general pool of potential candidates for peacekeeping operations should permit the Federal Government to more quickly and easily contact experts having profiles of particular interest such as specific language combinations or specialised and regional expertise, and enable it to more promptly respond to requests from international organizations for personnel to be seconded or directly appointed to missions. This should increase the likelihood of significant German secondment in particular to mission headquarters, and help ensure missions rapidly achieve operational status. Along with ongoing networking with the relevant personnel offices at the UN, EU and OSCE the quality of German applications themselves needs to be raised, something already encouraged by the individual advice and application training facilities provided by the ZIF. There are presently some 1,100 experts in the ZIF personnel pool, of which 40% are women.

Secondment of civilian personnel to international peace missions

Through the seconding of civilian personnel to UN peace missions Germany is contributing significantly to the implementation of international mandates. The

seconded German experts undertake in particular tasks in the justice and administration development sectors, as well as in medical services and technical logistics.

The EU is currently carrying out a good dozen ESDP missions, of which the majority are civilian in nature. The civilian missions cover a broad spectrum of tasks, ranging from the European police mission (EUPM) in Bosnia and Herzegovina and the support mission at the Palestine-Egypt border crossing at Rafah through to EUJUST LEX, the integrated law and order mission for Iraq. With its mission in Kosovo, decided upon in December 2007, the EU is about to undertake the largest and most demanding civilian mission so far mobilised under the ESDP. Germany is to supply a substantial number of personnel for this mission.

Legal structure for the secondment of personnel

Progress was achieved during the reporting period in realising the objective of regulating the legal safeguards covering the secondment of civilian specialists to peace missions, and as far as possible improving their social security. The health reform of 2007 ensured that those returning from abroad could be reinsured under their former sickness insurance scheme. This applies both to statutory and private sickness cover. This will also encourage participation in international peace missions. The examination of further improvements and identification of an adequate legal structure for secondment are at an advanced stage but not yet fully complete.

2.3.3 Cooperation with civil society

Coordinated action between all participating governmental and non-governmental players, and the strengthening of those within the society who commit themselves to non-violent conflict settlement, are important prerequisites for the successful and sustainable implementation of crisis prevention strategies and measures. Government and civil society must engage, to deploy their respective comparative advantages and achieve synergies through co-ordinated action. The involvement of civil society players in the exchange of information and the opinion-forming processes of the Federal Government runs like a leitmotif through the entire Action Plan. With the setting-up of a civilian Advisory Board (see also Chapter 2.3 Advisory Board for Civilian Crisis Prevention) based on the Action Plan, the Federal Government has created a central forum for dialogue with representatives of civil society, while the Advisory Board simultaneously via this route makes available to the Federal Government skills and knowledge from a range of civil society sectors.

Working Group on Development and Peace (FriEnt) at the Federal Ministry for Economic Cooperation and Development

In 2007 the Working Group on Development and Peace (FriEnt) entered its third phase. The Working Group on Development and Peace is a coalition of seven government and civil society organisations concerned with development and peace, comprising the Federal Ministry for Economic Cooperation and Development, the Protestant Development Service, the Heinrich Böll Foundation, the German Society for Technical Cooperation, the Catholic Central Agency for Development/Misereor, the CPS (Civilian Peace Service) Consortium, and the Platform for Civilian Conflict Management/Institute for Development and Peace at the University of Duisburg. The

Working Group functions as a hub for information and knowledge, promotes joint study and advises members on country- and subject-specific matters. In regular Round Tables on Colombia, Chad/Sudan, Nepal and the Near East the Working Group on Development and Peace offers an open exchange of information, networking and the development of options and strategies for peace. Within the framework of its main focuses the Working Group on Development and Peace publishes practical guides and studies, and organises working discussions (such as that on Early Warning – Early Action/prevention) and offers individual advice (e. g. on access to development cooperation for religious and cultural lines of conflict). Other activities within the reporting period included:

- Transitional justice - within the scope of the conference “Building a Future on Peace and Justice”, the Working Group on Development and Peace together with the Federal Ministry for Economic Cooperation and Development prepared a workshop on Transitional Justice and Development Cooperation that clarified the various dimensions of justice in post-conflict societies. A second workshop devoted itself to the legitimacy of transitional justice mechanisms.
- In order to launch its new focal issue “Blockade forces” the Working Group on Development and Peace, in association with the German Institute for Development (DIE), organised a workshop on the integration of blockade forces into peace processes. The workshop brought together knowledge and practice from home and abroad in an exchange on work experiences with traditional leaders, parties, war veterans and armed opposition groups in Afghanistan, Macedonia, Serbia and Sri Lanka.
- A workshop organised jointly with the Friedrich Ebert foundation devoted itself to the concept of “Responsibility to Protect”. The potential and limits of various instruments for peace promotion in the DR Congo formed the central issue for a discussion of “Options for EU Support to Stabilizing Peace in DRC”.

Civilian peace service

The Civilian Peace Service (CPS) was developed to be a central building block in a development policy more strongly geared towards peace policy and crisis prevention. With its creation in 1999 the Federal Government introduced a new instrument for peacekeeping and crisis prevention.

The CPS, a joint working party of government and non-governmental sponsors of development and peace to promote the non-violent handling of potential and actual conflict, is a success story. It operates on the basis of development policy criteria such as the principles of subsidiarity, of minimum intervention, and of help for self-help.

The tasks of the CPS lie in the following sectors among others:

- the development of structures for cooperation and dialogue above the lines of conflict,
- the creation of contact points and safe premises for supporting and meeting parties to the conflict,
- the reintegration and rehabilitation of groups particularly affected by violence (including measures for psychosocial support/trauma work),

- training measures for civilian conflict management instruments,
- peace education,
- strengthening of local legal certainty.

The Federal Ministry for Economic Cooperation and Development assigns tasks within the CPS framework to the German Development Service (Deutscher Entwicklungsdienst - DED) in cooperation with the other six recognized development services (Working Group for Development Assistance (Arbeitsgemeinschaft für Entwicklungshilfe - AGEH), Service overseas (Dienste in Übersee - DÜ), EIRENE (International Christian Peace Service), World Peace Service (Weltfriedensdienst e. V. - WFD), Christian Professionals International (Christliche Fachkräfte International - CFI) and the Forum Civilian Peace Service (Forum Ziviler Friedensdienst e. V. - Forum ZFD)). Peace professionals are seconded by the recognized development services on the basis of the Development Aid Worker Act. The Service for Peace Action Group (Aktionsgemeinschaft Dienst für den Frieden e. V. - AGDF) can also second personnel via one of the recognized development services, using the so-called piggyback process.

After eight years the development phase of the CPS is now complete. Specially trained qualified personnel carry out local mediation and intercession, to prevent violent conflicts or to contribute to peaceful coexistence after their conclusion. Since the commencement of the programme up to November 2007 a total of 387 posts in 43 countries were approved for multi-year operations at a cost of approx EUR 129 million (including preparatory and support measures), of which around EUR 80.7 million had been expended by 31 December 2006. 134 peace professionals were operating at the end of 2007. The regional focal points lie in sub-Saharan Africa, Asia/Near East, Latin America and South-Eastern Europe. The importance of the CPS is also attested to by the growth in Federal Budget funding estimates; thus for example the estimated expenditure for financial year 2005 of EUR 14.5 million was raised to EUR 17 million for financial year 2007.

In November 2006 the Federal Ministry for Economic Cooperation and Development agreed further profile development of the CPS instrument with sponsors, including stronger alignment towards focal countries and regions and selected fields of activity. This concentration is intended to reinforce the effectiveness of the instrument.

An important measure is the creation of multi-donor country strategies. So for example, the various CPS sponsors in the Palestine/Israel focal region have identified as priorities the promotion of peace alliances and the reintegration into the peace process of groups particularly affected by violence. A multiplayer and multi-level approach is being pursued, with most CPS projects in the region approaching the conflict at macro level. Mention must be made of the Willi Brandt Centre in Jerusalem, which among other things facilitates cooperation and dialogue between Fatah youth organisations, the Workers' Party and the Meretz Party. Providing a permanent centre for dialogue on the Green Line, where Israelis and Palestinians meet on equal terms, the centre is both exemplary and unique.

In terms of content the measures approved in 2007 concentrate on:

- developing structures for cooperation and dialogue (Bosnia and Herzegovina, Macedonia)

- reinforcing local conflict management mechanisms and peace work (Philippines, DR Congo, Colombia) and regional peace alliances (Great Lakes Region, Southern Africa)
- conflict-sensitive management of resource-related conflicts (Ethiopia, DR Congo)
- conflict-sensitive reintegration and rehabilitation of refugees, former child soldiers, combatants and the traumatised (among others in Liberia, Sierra Leone, DR Congo, Burundi, Sudan)
- human rights work/victim protection (Columbia), and youth work (Palestine).

German Foundation for Peace Research

The “German Foundation for Peace Research”, established in 2001, has the objective of supporting the various facets of peace and conflict research, especially in their interdisciplinary approaches. Through encouraging structure and personnel development the foundation also supports projects that contribute to the enduring structural reinforcement of peace and conflict research. The Federal Government has made available to the foundation equity capital of EUR 25 million through the Federal Ministry for Education and Research.

The foundation is also contributing to the national and international networking of peace research. It supports the relaying of the results of sponsored projects to the general public and into practical policy.

Promoting individual civilian conflict management projects

Since 2001 the Federal Foreign Office has also sponsored German and international non-governmental organisations in their work in international and regional peace processes, and in individual civilian conflict management projects. In so doing it has also taken account of the much greater level of NGO involvement in the conflict management sector since the beginning of the 90s.

By passing on the processing of the sponsorship to ifa/zivik (the Institute for Foreign Cultural Relations) a structure has been created which also provides the sponsors of civilian projects in particular with a comprehensive advisory and qualification package encompassing the entire project cycle, i.e. examining applications, deciding whether to sponsor or reject a project, dealing with payment, checking correct application of funding, and evaluation. The cooperation with ifa/zivik is well-established and proven. Ifa/zivik is well known in civil society circles and is a sought-after contact. From funding for networking and supporting civil society, ifa/zivik also runs conferences (including a workshop on endowment/charity law and the filing of an application; the “Gender Equality in Crisis Prevention” conference) and last but not least also encourages the networking of civilian players with each other.

During the 2006-2007 reporting period some EUR 4.6 million of support went to civilian involvement. 93 projects were sponsored, ranging from EUR 5,000 to EUR 195,000. Regionally the focus was on projects in Africa (Great Lakes Region, Sudan, West Africa), Central and South-East Asia, the near East and the Caucasus. The content was focused *inter alia* on providing members of conflicting parties with skills in methods of non-violent conflict resolution. Target groups and beneficiaries were individuals and groups directly affected by conflict, in particular ex-combatants,

women and young people. In the course of carrying out the project, events ranged from individual conversational programs of a pilot nature through to larger programmes and packages of measures.

Project support was based on the support strategy and criteria of the Federal Foreign Office. Two-thirds of the projects supported were for non-German project sponsors direct from conflict regions. Applicants and civilian sponsors had recourse to the advisory package provided by the support programme for the planning, execution and processing of projects. This has provided further encouragement to the development of civilian organisations and to the expansion of networks active in peace policy.

The increase in Federal Foreign Office funding available for peacekeeping measures permitted the doubling of grants available for civilian projects in 2008 (4 million EUR) and hence more sustained and effective sponsorship of peace policy projects to be achieved. Further development potential exists to present to the public the success of non-violent conflict resolution and peacebuilding projects and the wider involvement of civilian initiatives at European level.

2.3.4 Conceptual further development (national)

The central concern of the Interministerial Steering Group and its members remains the further development of crisis prevention concepts and strategies and their implementation. The framework documents below have expanded the conceptual basis for the Federal Government's treatment of crisis prevention during the reporting period.

Countries in fragile situations

The Federal Ministry for Economic Cooperation and Development's concept "Development-oriented transformation in cases of fragile statehood and poor governance" has been in place since March 2007. It presents the scope of German development policy activity with partner countries belonging to the concept's target group. Development policy strategies and instruments are to be employed enabling the causes of fragile statehood and poor governance to be reduced while reinforcing capacities for non-violent social change.

The Federal Ministry for Economic Cooperation and Development is actively represented at OECD/DAC level in the Fragile States Group (FSG), which coordinates international learning processes and activities on the subject of fragile statehood. Adapting the principles for effective development cooperation to the special conditions in fragile states, as agreed in the Paris declaration of 2005, has resulted in the drafting of "Principles for Good International Engagement in Fragile States and Situations". These were adopted by OECD member states' Development ministries in April 2007.

"Statebuilding" was defined as the main objective of cooperation with states in fragile situations. Within the framework of the FSG work programme "Lessons Learned" will be reworked around the theme of statebuilding and the role of development policy. The Federal Ministry for Economic Cooperation and Development is making a conceptual contribution here through analysing learning experiences in five partner

countries⁸ and the Caucasus region. The results will be fed into the work process of the FSG.

The 18-month EU trio presidency programme (“Development Policy of the EU Presidencies of Germany, Portugal and Slovenia”, January 2007 to June 2008) also concerns itself with the subject of fragile statehood. The commission published a memorandum on the subject of fragile statehood in mid-October 2007. The “Issues Paper EU Response to Situations of Fragility in Developing Countries – Engaging in Difficult Environments for Long- term Development” was prepared and member states and non-government organisations consulted on this. The Federal Ministry for Economic Cooperation and Development has submitted a detailed statement.

The subject “EU Response to situations of fragile statehood” was also on the agenda at the informal meeting of EU development ministers in Funchal/Madeira on 21 and 22 September 2007. The outcome was taken into account in the formulation of the memorandum. The memorandum “Towards an EU Response to Situations of Fragility – Engaging in difficult Environments for Sustainable Development, Stability and Peace” was issued on 25 October 2007. In the Council of Ministers for Foreign Relations and General Affairs (RAA-EZ) a joint session of the development and foreign ministers accepted the conclusions for the commission memorandum on 19 November 2007. The following central points among others were emphasised:

- strengthening co-operation with the United Nations and other multilateral partners, organisations and institutions, in order to reinforce the strategic partnership with the EU,
- more effective use of existing instruments at EU level and instruments for external measures, in order to guarantee more coherent and timely action in fragile situations,
- preventive action for fragile situations through comprehensive development-related and political instruments, while observing the principle of autonomy,
- the strengthening and development of policy dialogue on fragility with new donors and regional and sub-regional players in these countries,
- exercising democratic governance as a central factor in the prevention and overcoming of fragility,
- the support of states in fulfilment of their core functions and strengthening of the contacts between government institutions and civil society, in order to establish effective and legitimate political systems.

Framework for security sector reform

The interministerial working party set up in 2005 by the Interministerial Steering Group for Civilian Crisis Prevention submitted the “Interministerial framework for supporting reforms of the security sector in developing and transformational countries” in October 2006. With this concept the approaches to the support of security sector reforms included in the Action Plan “Civilian Crisis Prevention” are firmed-up, an action framework for German contributions is defined and the objectives laid out for the reform efforts. The plan is primarily applicable to the units concerned in the relevant ministries, in particular the Federal Foreign Office, the

⁸ DR Congo, Guatemala, Nepal, Sierra Leone and Zimbabwe.

Federal Ministry for Economic Co-operation and Development, the Federal Ministry of Defence, the Federal Ministry for Youth and the Federal Ministry of the Interior, and contributes to better effectiveness, coherence and coordination between the ministries for the measures relevant to the security sector.

The plan starts from three defined dimensions of security;

- “security” as the absence of endogenous or exogenous threats to territorial integrity, state sovereignty or the political and economic order,
- “security” via an effective state monopoly of the use of force for the guarantee of order and the protection of the political, social and economic system from internal enemies,
- “human security” as complementary to the traditional state-centred concept of security, which places the immediate living conditions and security needs of the individual at the centre.

From these it describes the players within the security sector together with objectives and approaches for supporting security sector reforms. It is emphasised that only a coherent, cross-ministerially coordinated approach that utilises the effective division of labour can be successful, strengthening local autonomy and capacities. The “Security sector reform” working group is a platform for coordinating interministerial activities in the security sector.

Multinational experiment 5 (MNE 5)

The mandate of the armed forces has changed and expanded against the background of new challenges and risks. Crisis management and stabilisation tasks increasingly require holistic strategies, ranging from care of the population to the matter of nationbuilding, which is primarily the responsibility of non-military players. The Bundeswehr contribution here is the establishment and guaranteeing of a safe environment, and/or support of the relevant national security forces, as well as the provision of its capabilities to civil-military collaboration. Such collaboration must be examined.

In the White Book 2006 on Germany’s security policy and the future of the Bundeswehr, it is pointed out that it is “not primarily military, but rather social, economic, ecological and cultural conditions, which can only be influenced by multinational collaboration” that determine developments in security policy.

If one follows this approach – as NATO has done in its Comprehensive Political Guidance since the Riga Summit of 2006 – the logical question that then arises is how such a holistic approach can be put into effect for the existing planning and management processes that, in the sense of national efforts, here have to organise the military contribution.

As overall lead the U.S. Joint Forces Command (USJFCOM) has been investigating this matter since 2001 in the Multinational Experiment Series (MNE). The involvement of non-military players has become of increasing importance over the years. On occasion other observers, including the EU, have been involved in the interim results of concept development and individual experimental events.

In the case of MNE 5 a significant shift in emphasis has taken place since June 2006 under the general topic of a comprehensive approach to the development of a

multinational overall strategy and its putting into operation in the deployment area of a crisis region. There is also a need right at the development phase of an individual concept for the targeted multinational involvement of civilian expertise from the applicable ministries, international organisations and non-governmental organisations.

Milestones for the combined trialling of certain concepts (Integrating Events) were originally envisaged for the spring and autumn of 2007, 2008 and for spring 2009. In November 2007 a so-called Minor Integrating Event took place under German leadership to prove the individual German, Finnish and Swedish plans. In 2008 further core concepts are to be tested in sequentially set-up Major Integrating Events, finally testing all elements together in a closing experiment under the overall leadership of USJFCOM for which a date in 2009 is to be set.

Nationally the planning and coordination of the German contribution is to be handled by the Centre for the Transformation of the Federal Armed Forces (Bundeswehr) on behalf of the Federal Ministry of Defence. Building on this (and with the involvement of the Interministerial Steering Group for Civilian Crisis Prevention), appropriate practical cooperation processes are currently being developed.

The further development of the already previously tested “Effects-Based Approach to Multinational Operations” (EBAO) plan under the responsibility of NATO has already provided – together with the summit resolutions from Riga - additional content and practical impetus within the alliance. These extensions toward a comprehensive approach are already in motion and are being followed by the German side with regard to the structuring of a joint ministerial approach that is in development.

National simulation

From the understanding of crisis management as a cross-sectoral task of government activity, it is then necessary to develop methods, instruments and processes to ensure crisis management is included in all phases and sectors of government activity. Out of these considerations the idea emerged from representatives of the Federal Foreign Office, the Federal Ministry for Economic Co-operation and Development, the Federal Ministry of Defence and the GTZ to develop an interministerial “National Simulation Game”, including the relevant government offices and with NGO participation. Against this background the Federal Armed Forces Command and Staff College in Hamburg began devising an exercise in which civilian and military leaders could act together. The intention was that participants be trained to co-operate in a range of operational scenarios and under various formats of German involvement, in order to familiarise them with the different management processes and operational basics. This paves the way for operational cooperation.

The objective is to ascertain the need for interministerial cooperation based on the Federal Government Action Plan “Civilian crisis prevention, conflict resolution and peacebuilding”. The essential components of the simulation game are:

1. The development of a common understanding of interministerial and functionally networked cooperation within the framework of the Action Plan objectives,

2. The identification of possible and necessary interministerial cooperation at the levels of policy planning, strategic policy leadership and operational implementation, and
3. Training of the relevant ministerial personnel and institutions taking part at the various levels

The idea of a “National Simulation Game” has in the meantime received the full support of the Interministerial Steering Group for Civilian Crisis Prevention. A “National Simulation Game” Working Group has been established, entrusted with the development of the design for the game. Current members are the BKA (German Federal Bureau of Investigation), GTZ (Association for Technical Co-Operation), DIE (German Institute for Development Policy), ZIF (Centre for International Peace Operations), AKNZ (Academy for Crisis Management, Emergency Planning and Civilian Protection) and FÜAKBW (Federal Armed Forces Command and Staff College). Preparations for design of the game are now underway, with the Interministerial Steering Group receiving regular status updates. The “National Simulation Game” may then take place in Autumn 2008 at the Federal Armed Forces Command and Staff College.

Effectiveness check in Northern Afghanistan

The Federal Ministry for Economic Co-operation and Development’s cross sectoral concept “Crisis prevention, conflict management and peacebuilding in German development cooperation” refers to the double challenge posed by the evaluation of post-war situations: in terms of both practice and method these are difficult to carry out, but at the same time are necessary for the further conceptual development of crisis prevention measures.

The Federal Government is therefore, in cooperation with academics from the Free University of Berlin, performing an effectiveness evaluation over a three year period. The subject of the study is the impact of international development cooperation on good governance and conflict transformation in North-Eastern Afghanistan. By observing changes over time it is possible to collate the effects, even under the difficult conditions of a post-war situation. The conflict-sensitive character of the evaluation is ensured through use of conflict analyses, surveys and qualitative case studies.

An initial interim report provides interesting and overwhelmingly positive results: the work of international development organisations does bring a perceptible “peace dividend” for local people, thus contributing to peacebuilding. Moreover, an overwhelming majority of the population feels the German military engagement brings security and that development cooperation aids decisively in the improvement of basic provisions. State education for girls receives wide support, as do employment opportunities for women – something particularly true where there is active development cooperation. A relevant minority however view the presence of foreign troops, and to a significantly lesser extent the presence of development organisations, as potentially threatening to traditional values.

The final results of the investigation will be available in 2009 and will provide a resilient basis for improvement of the evaluation and measurement of the impact of crisis prevention in Afghanistan.

2.4 Communication

The Action Plan Civilian Crisis Prevention has led not only to the improvement of inter-ministry coordination, but also - and in particular - to the improving of visibility of the policy area of crisis prevention and conflict management. As a result of the Action Plan, crisis prevention has increasingly established itself as part of security policy. Germany's place as an important and innovative player internationally has been established by the Action Plan as a political reference document, and by the creation of national crisis prevention structures. Partners' interest in the German concept and its implementation has been met by the Federal Government through a wide range of presentations in international bodies, forums and events. Special interest has become apparent in the mechanisms for the involvement of civil society. As a result of its own experience, the Federal Government has also been able to contribute to the encouragement of discussion within the European framework of improved co-operation with civil society, through its organisation under its EU presidency of the conference "Partners in conflict prevention and crisis management: EU and NGO cooperation".

Through themed events during the reporting period the Interministerial Steering Group for Civilian Crisis Prevention has intensified its dialogue with civil society and its involvement in ongoing discussion of the current question of crisis prevention and conflict management. At the same time ministerial commissioners use events to present the Federal Government's crisis prevention policy and implementation of the Action Plan to both government and non-governmental players, and to discuss them with the participants. The common perception of such events by the ministry commissioners or ministerial personnel involved in crisis prevention matters has also contributed in particular to the presentation of the Federal Government's holistic approach to crisis prevention and of the inter-ministry collaboration in this area.

With international conferences, among others on the topic of "Integrating Environment, Development and Conflict Prevention" held 29 to 30 March 2007 and "Peace and justice – building blocks for the future" held 25 to 27 June 2007 the Federal Government, under its EU presidency, has also provided impetus to current questions of civilian crisis prevention at the international level. In so doing it has at the same time taken account of the requirements of the First Implementation Report, which demanded improved and more targeted communication by the Federal Government of the concerns of crisis prevention and of crisis prevention policy.

The Federal Government will thus continue to present the principles and concepts of its crisis prevention policy, and the German contribution to crisis prevention, conflict resolution and peacebuilding, to a wide public in cooperation with non-government organisations and agents, through events aimed directly at the general public, the targeting of media contacts, and the extending of its own use of electronic media.

3 Appendix

3.1 Abbreviations and reference documents

AA	Auswärtiges Amt <i>Federal Foreign Office</i>	www.auswaertiges-amt.de
ACRS	African Centre for Strategic Research and Studies	
ADF	African Development Fund	
AfDB	African Development Bank	
AGDF	Aktionsgemeinschaft Dienst für den Frieden <i>Service for Peace Action Group</i>	www.friedensdienst.de
AGEH	Arbeitsgemeinschaft für Entwicklungshilfe <i>Working Group for Development Assistance</i>	www.ageh.de
AKNZ	Akademie für Krisenmanagement, Notfallplanung und Zivilschutz <i>Academy for Crisis Management, Emergency Planning and Civilian Protection</i>	
AL	Arab League	www.arableagueonline.org
AMIS	African Union Mission in Sudan	www.amis-sudan.org
ANA	Afghan National Army	
ANP	Afghan National Police	
APF	African Peace Facility	
ARF	ASEAN Regional Forum	www.aseanregionalforum.org
ASCAD	Arab Center for the Studies of Arid Zones and Dry Lands	
AsDB	Asian Development Bank	www.adb.org
ASEAN	Association of Southeast Asian Nations	www.asean.org
ASF	African Standby Force	
ATT	Arms Trade Treaty	
AU	African Union	www.africa-union.org
BAFA	Bundesamt für Wirtschaft und Ausfuhrkontrolle <i>Federal Office for Economic Affairs and Export Control</i>	www.bafa.de
BGH	Bundesgerichtshof <i>Federal Court of Justice</i>	www.bundesgerichtshof.de
BGR	Bundesanstalt für Geowissenschaften und Rohstoffe <i>Federal Institute for Geosciences and Raw Materials</i>	www.bgr.bund.de
BICC	Bonn International Center for Conversion	www.bicc.de
BMBF	Bundesministerium für Bildung und Forschung Federal Ministry of Education and Research	www.bmbf.de
BMFSFJ	Bundesministerium für Familie, Senioren, Frauen und Jugend Federal Ministry for Family Affairs, Senior Citizens, Women and Youth	www.bmfsfj.de
BMI	Bundesministerium des Innern Federal Ministry of the Interior	www.bmi.bund.de

BMVg	Bundesministerium für Verteidigung Federal Ministry of Defence	www.bmvg.de
BMWi	Bundesministerium für Wirtschaft und Technologie Federal Ministry of Economics and Technology	www.bmwi.de
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung <i>Federal Ministry for Economic Cooperation and Development</i>	www.bmz.de
BWC	Übereinkommen über das Verbot biologischer Waffen <i>Bioweapons Convention</i>	
CBM	Vertrauensbildende Maßnahmen <i>Confidence Building Measures</i>	
CEWS	Continental Early Warning System	
CFI	Christliche Fachkräfte International <i>Christian Professionals International</i>	www.christliche-fachkraefte.de
CIVCOM	Committee for Civilian Aspects of Crisis Management	
CMI	Crisis Management Initiative	www.cmi.fi
CPDC	Conflict, Peace and Development Cooperation	
CSBP	Conflict Sensitive Business Practice	
CSR	Corporate Social Responsibility	
CWC	Übereinkommen über das Verbot chemischer Waffen <i>Chemical Weapons Convention</i>	
DAC	Development Assistance Committee	www.oecd.org/dac
DD&R	Disarmament Demobilization and Reintegration	
DED	Deutscher Entwicklungsdienst <i>German Development Service</i>	www.ded.de
DFID	Department for International Development	www.dfid.gov.uk
DFS	Department of Field Support	
DGTTF	Democratic Governance Thematic Trust Fund	
DIE	Deutsches Institut für Entwicklung <i>German Development Institute</i>	www.die-gdi.de
DPA	Department of Political Affairs	
DPKO	Department of Peacekeeping Operations	www.un.org/Depts/dpko/dpko/
DÜ	Dienste in Übersee <i>Service overseas</i>	
DUK	Deutsche UNESCO Kommission <i>German Commission for UNESCO</i>	www.unesco.de
DW	Deutsche Welle	www.dw-world.de
EAC	East African Community	www.eac.int
EBAO	Effects-Based Approach to Multinational Operations	
ECOWAS	Economic Community of West African States <i>Wirtschaftsgemeinschaft westafrikanischer Staaten</i>	www.ecowas.int
EIDIHR	European Instrument for Democracy and Human Rights	
EITI	Extractive Industries Transparency Initiative	

EMP	École de Maintien de la Paix	www.empbamako.org
EPLO	European Peacebuilding Liaison Office	www.eplo.org
ER	Europäischer Rat <i>Council of the European Union</i>	www.consilium.europa.eu
ESCWA	Economic and Social Commission for Western Africa	www.escwa.org.lb
ESF	ECOWAS Standby Force	
ESDP	European Security and Defence Policy	
EU	European Union	www.europa.eu
EU BAM Rafah	EU Border Assistance Mission at Rafah	www.eubam-rafah.eu
EUFOR	European Forces	
EUPOL	EU Police Mission	www.eupm.org
EUR	Euro	
EUSEC	EU Security Mission	
FES	Friedrich-Ebert-Stiftung	www.fes.de
FIAS	Foreign Investment Advisory Service	www.fias.net
FLEGT	Forest Law Enforcement, Governance and Trade	www.eu-flegt.org
FriEnt	Gruppe Friedensentwicklung <i>Working Group on Development and Peace</i>	www.frient.de
FSG	Fragile States Group	www.oecd.org/dac/fragile-states
FüAkBw	Führungsakademie der Bundeswehr <i>Federal Armed Forces Command and Staff College</i>	www.fueakbw.de
G8	Group of Eight (Germany, France, United Kingdom, Italy, Japan, Canada, Russia, USA)	
CFSP	Common Foreign and Defence Policy	
GIGA	German Institute for Global Area Studies	www.giga-hamburg.de
GIS	Group of interested States	
GKKE	Gemeinsame Konferenz Kirche und Entwicklung <i>Joint Conference Church and Development</i>	www3.gkke.org
GPPAC	Global Partnership for the Prevention of Armed Conflict	www.gppac.net
GPPT	German Police Project Team	
GTZ	Gesellschaft für Technische Zusammenarbeit <i>German Agency for Technical Cooperation</i>	www.gtz.de
HIPC	Enhanced Heavily Indebted Poor Countries Initiative	www.worldbank.org/hipc
HR	High Representative	
IAEA	International Atomic Energy Agency	www.iaea.org
ICGLR	International Conference on the Great Lakes Region	www.icglr.org
ICTJ	International Centre for Transitional Justice	www.ictj.org
IDA	International Development Association	www.worldbank.org/ida
IDB	Interamerican Development Bank	www.iadb.org
IDEA	Institute for Democracy and Electoral Assistance	www.idea.int
IFA	Institut für Auslandsbeziehungen <i>Institute for Foreign Cultural Relations</i>	www.ifa.de
IFC	International Finance Corporation	www.ifc.org
IFSSR	Implementation Framework Security System Reform	

IGAD	Intergovernmental Authority on Development	www.igad.org
IPCC	Intergovernmental Panel on Climate Change	www.ipcc.ch
ISAF	International Security Assistance Force	www.nato.int/ISAF
ICC	International Criminal Court	www.icc-cpi.int
ICTY	International Criminal Tribunal for the Former Yugoslavia	www.un.org/icty
ICTR	International Criminal Tribunal for Rwanda	http://www.icttr.org
KAIPTC	Kofi Annan International Peacekeeping Training Centre	www.kaiptc.org
KFOR	Kosovo Force	www.nato.int/KFOR
MAH	Militrische Ausbildungshilfe <i>Military training assistance</i>	
Man	Man Portable Air Defense System	
PADS		
MDG	Millennium Development Goals	www.un.org/millenniumgoals
MDRI	Multilateral Debt Relief Initiative	
MDRP	Multi-Country Demobilization and Reintegration Programme	www.mdrp.org
MDTF	Multi-Donor Trust Fund	
MNE	Multinationale Experimentserie	
MONUC	Mission des Nations Unies en Rpublique Dmocratique du Congo	www.monuc.org
MS	Member state	
NATO	North-Atlantic Treaty Organization	www.nato.org
NDC	Nigerian Defense College	
NePAD	New Partnership for Africa’s Development	www.nepad.org
NGO	Non-governmental Organisation	
NSG	Nuclear Suppliers Group	www.nuclearsuppliersgroup.org
NPPT	Nuclear Non-Proliferation Treaty (NNPT)	
OAS	Organization of American States	www.oas.org
ODA	Official Development Assistance	
ODIHR	Office for Democratic Institutions and Human Rights	www.osce.org/odihr
OECD	Organisation for Economic Cooperation and Development	www.oecd.org
OHQ	Operational headquarters	
OK	Organisational committee	
OSCE	Organization for Security and Cooperation in Europe	www.osce.org
OPCW	Organisation for the Prohibition of Chemical Weapons	www.opcw.org
PAT	Provincial Advisory Team	
PBC	Peacebuilding Commission	www.un.org/peace/peacebuilding
PBF	Peacebuilding Fund	www.unpbf.org
PBSO	Peacebuilding Support Office	
PDF	Provincial Development Fund	

PPP	Public Private Partnership	
PRT	Provincial Reconstruction Team	
PSTC	Peace Support Training Center	
PVB	Polizeivollzugsbeamter <i>police correction officer</i>	
RAA-EZ	Rat für Allgemeine Angelegenheiten und Außenbeziehungen mit Schwerpunkt Entwicklungszusammenarbeit <i>European Council General Affairs and External Relations (Development Cooperation)</i>	
REC	Regional Environmental Center	www.rec.org
SADC	Southern African Development Community	www.sadc.int
SFOR	Stabilization Forces	www.nato.int/sfor
SSR	Security sector reform	
TTF	Thematic Trust Fund	
RC	Überprüfungskonferenz <i>Review conference</i>	
UNAMA	United Nations Assistance Mission in Afghanistan	www.unama-afg.org
UNDEF	United Nations Democratisation Fund	www.un.org/democracyfund
UNDP	United Nations Development Programme	www.undp.org
UNECE	United Nations Economic Commission for Europe	www.unece.org
UNEP	United Nations Environmental Programme	www.unep.org
UNESCO	United Nations Educational Scientific and Cultural Organization	www.unesco.org
UNHCR	United Nations High Commissioner on Refugees	www.unhcr.org
UNIFIL	United Nations Interim Force in Lebanon	www.un.org/Depts/dpko/missions/unifil
UNMIK	United Nations Interim Administration Mission in Kosovo	www.unmikonline.org
UNMIL	United Nations Mission in Liberia	www.un.org/Depts/dpko/missions/unmil
UNMIS	United Nations Mission in Sudan	www.un.org/Depts/dpko/missions/unmis
UNOMIG	United Nations Observer Mission in Georgia	www.un.org/Depts/dpko/missions/unomig
US	US Joint Forces Command	www.jfcom.mil
JFCOM		
USD	US Dollar	
VENRO	Verband Entwicklungspolitik deutscher Nichtregierungsorganisationen <i>Association of German development non-governmental organisations</i>	www.venro.org
V-EZ	Vorbereitungsstätte für Entwicklungszusammenarbeit Capacity Building International	www.inwent.org/vez
UN	United Nations	www.un.org
UNSC	United Nations Security Council	www.un.org/sc
UNSG	United Nations Secretary General	www.un.org/sg

WBGU	Wissenschaftlicher Beirat der Bundesregierung Globale Umweltveränderungen <i>German Advisory Council on Global Change</i>	www.wbgu.de
WEU	Western European Union	www.weu.int
WFD	Weltfriedensdienst <i>World Peace Service</i>	www.wfd.de
ZFD	Ziviler Friedensdienst <i>Civilian Peace Service</i>	www.ziviler-friedensdienst.org
ZIF	Zentrum für internationale Friedenseinsätze <i>Centre for International Peace Operations</i>	www.zif-berlin.org
ZIVIK	Zivile Konfliktbearbeitung <i>Civilian conflict management project</i>	www.ifa.de/zivik
ZVBw	Zentrum für Verifikationsaufgaben der Bundeswehr <i>Centre for Verification Tasks of the Bundeswehr</i>	