



EU SUPPORT TO
CONFLICT PREVENTION &
PEACEBUILDING (2013-2017)
EXTERNAL EVALUATION



WELCOME!

This interactive brochure summarises the External Evaluation of EU's Support to Conflict Prevention & Peacebuilding (CPPB; 2013-2017), carried out from 2018 to 2020. This evaluation was intended to examine the progress recorded by the EU in its support for CPPB since the 2001-2010 evaluation and as such examined EU support from 2011 onwards.

Written for a general audience, it provides key insights from the evaluation. The first chapters describe the [CPPB support](#) and the [evaluation](#). The full report and its annexes can be downloaded [here](#). Subsequent chapters present [main findings](#) (Chapter 4), and conclusions and recommendations are divided into four clusters:

ABOUT EU CPPB SUPPORT

Fostering Peace

Fostering peace has been at the centre of the European integration process since its inception. Yet the EU's role as a peacebuilder was traditionally shaped more by its normative power (e.g. by promoting democratic reforms and non-violent means of conflict resolution) than by concrete action abroad.

Explicit engagement in CPPB in third countries only emerged in the 2000s. The EU's operational support for CPPB intensified after 2013 with the introduction of a comprehensive approach to external conflicts and crises and the adoption of the EU Global Strategy for Foreign and Security Policy (2016).

EU CPPB objectives are likely to remain important in the 2019-2024 period with the decision to form a "Geopolitical Commission," which acknowledged and reinforced the **linkages between peace, security and development.**

Photo: Community-based Peace & Protection Center voluntary monitor, Guindulungan (Mindanao), Philippines, Volker Hauck



ABOUT EU CPPB SUPPORT

What was the EU aiming to achieve?

EU CPPB support is embedded in **multiple policy frameworks** and lacks an overarching, explicitly defined intervention logic. The two main policy frameworks guiding EU CPPB support are the 2013 Joint Communication on the EU's comprehensive approach to external conflicts and crisis and the 2016 EU Global Strategy for Foreign and Security Policy (EUGS).

The EUGS identifies **building state and societal resilience** as **one of the priorities** of EU external action when responding to fragility and instability and calls for EU external engagements to be both conflict- and rights-sensitive.

Centred around the notion of “**principled pragmatism**”, investing in conflict prevention is seen not simply as essential to promote European values, but also as a means to advance EU interests in a changing and increasingly uncertain global environment.

Conflict prevention and peacebuilding are central elements of an “integrated approach to conflicts and crises”, which recognises the need for a **multi-dimensional, multi-phased, multi-lateral and multi-level approach to addressing violent conflict**.

In addition, the 2017 European Consensus on Development identified **peacebuilding** at all levels and a **conflict-sensitive approach** to development as **key elements for realising the Sustainable Development Goals (SDGs)**.

ABOUT EU CPPB SUPPORT

Outcomes

In view of the absence of a clear pre-established results framework, the evaluation identified four main outcomes sought by the EU in a reconstructed intervention logic.

01.

EU and partners contribute to preventing and/or addressing violent threats and crisis and enable rapid restoration of stability.

02.

EU and partners contribute to addressing underlying causes of conflict.

03.

EU and partners contribute to creating and/or strengthening long-term conditions for sustained peace and stability.

04.

Local, national, regional partners take ownership of CPPB results, mechanisms, tools and processes.

ABOUT EU CPPB SUPPORT

Intervention area

While EU CPPB support is provided globally, funding mainly went to 30 countries, with levels ranging from less than 21 million Euro (Nepal) to 467.5 million Euro (Afghanistan). The figure below shows the repartition by country.

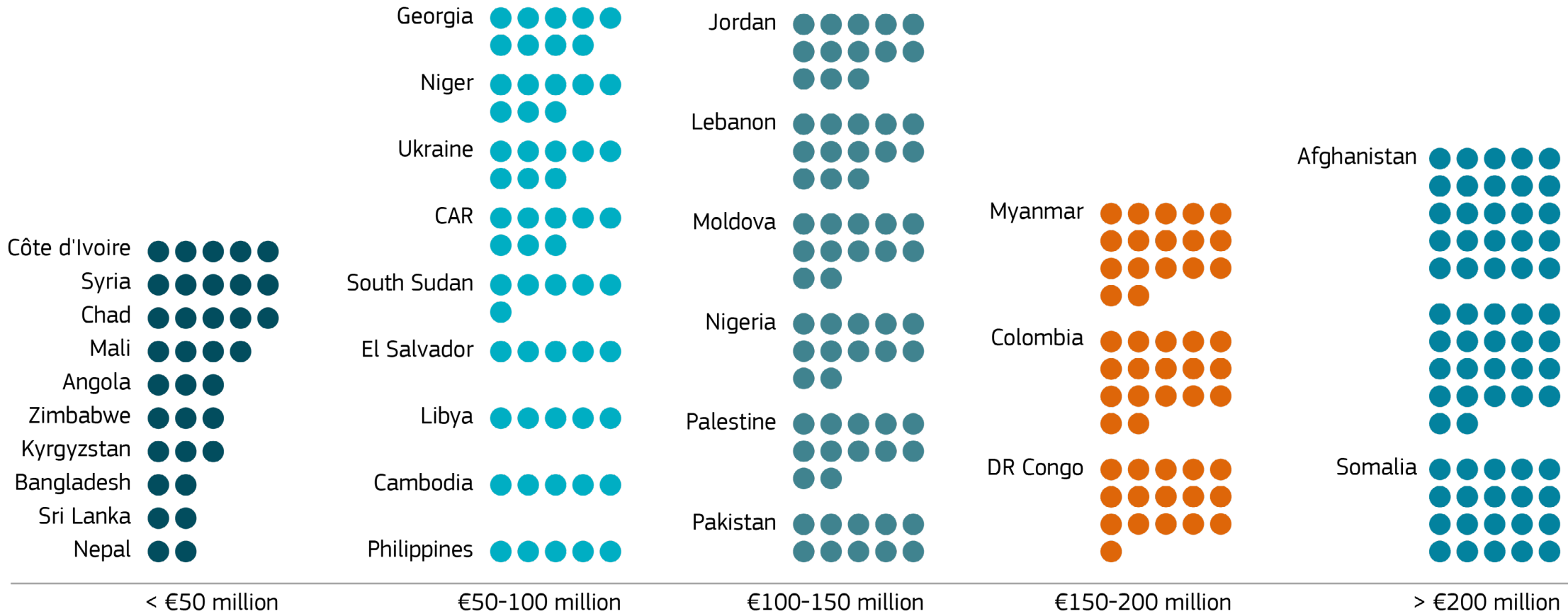


Figure 1: CPPB support per country in five clusters. Each bullet equals 10 million Euro.

ABOUT EU CPPB SUPPORT

Instruments

Institutional innovations: Dedicated units in DG DEVCO, DG NEAR, and EEAS further developed their thematic expertise and sought to promote internal coordination on conflict prevention and crisis response issues. In addition, they operationalised and managed the EU conflict Early Warning System and provided mediation support.

Financial instruments: The most important channels for delivering CPPB support were the Development Cooperation Instrument (DCI), the European Development Fund (EDF), and EU Trust Funds (EUTFs) (See Funding levels)

(Preventive) diplomacy: shaped by information-sharing, conflict analysis, and coordination of EU activities in the field by EU Delegations and FPI staff.

Development and international cooperation: focus on fragile and conflict-affected environments and more CPPB oriented programming in recent years

Mediation and political dialogue: through EU Delegations and EU Special Representatives (EUSRs) such as for the Horn of Africa or the Middle East Peace Process.

Security-related training/capacity building: Military CSDP missions (primarily training) and civilian CSDP missions (training and institutional support).

ABOUT EU CPPB SUPPORT

Partnerships

The EU has worked closely with partners such as the United Nations (UN) and the North Atlantic Treaty Organization (NATO) in advancing its peace and security policies. The EU and the UN strategic partnership, which began in 2012, focused on crisis management, exploring complementarities between EU CSDP missions and UN peacekeeping operations in the field, while maintaining a regular high-level dialogue on crisis management.

In 2018, the EU and UN agreed to strengthen the use of preventive instruments in peace operations, such as mediation and security sector reform, better coordinating political and strategic communication and cooperating on joint conflict analysis, horizon scanning and early warning.

Photo: UNMISS fuel convoy, Juba, South Sudan, Nicole Ball



ABOUT EU CPPB SUPPORT

Funding levels

The EU's CPPB spending portfolio was 5,6 billion EUR of contracted amounts (excluding budget support). More than two thirds were funded through the two largest geographical instruments, the **European Development Fund (48%)** and the **Development Co-operation Instrument (20%)**. The remainder was financed through thematic instruments such as the **Instrument contributing to Stability and Peace** and its predecessors (**18%**) and the European Instrument for Democracy and Human Rights (EIDHR, 0,1%) as well as the geographical instruments in support of the European Neighbourhood Region (14%).

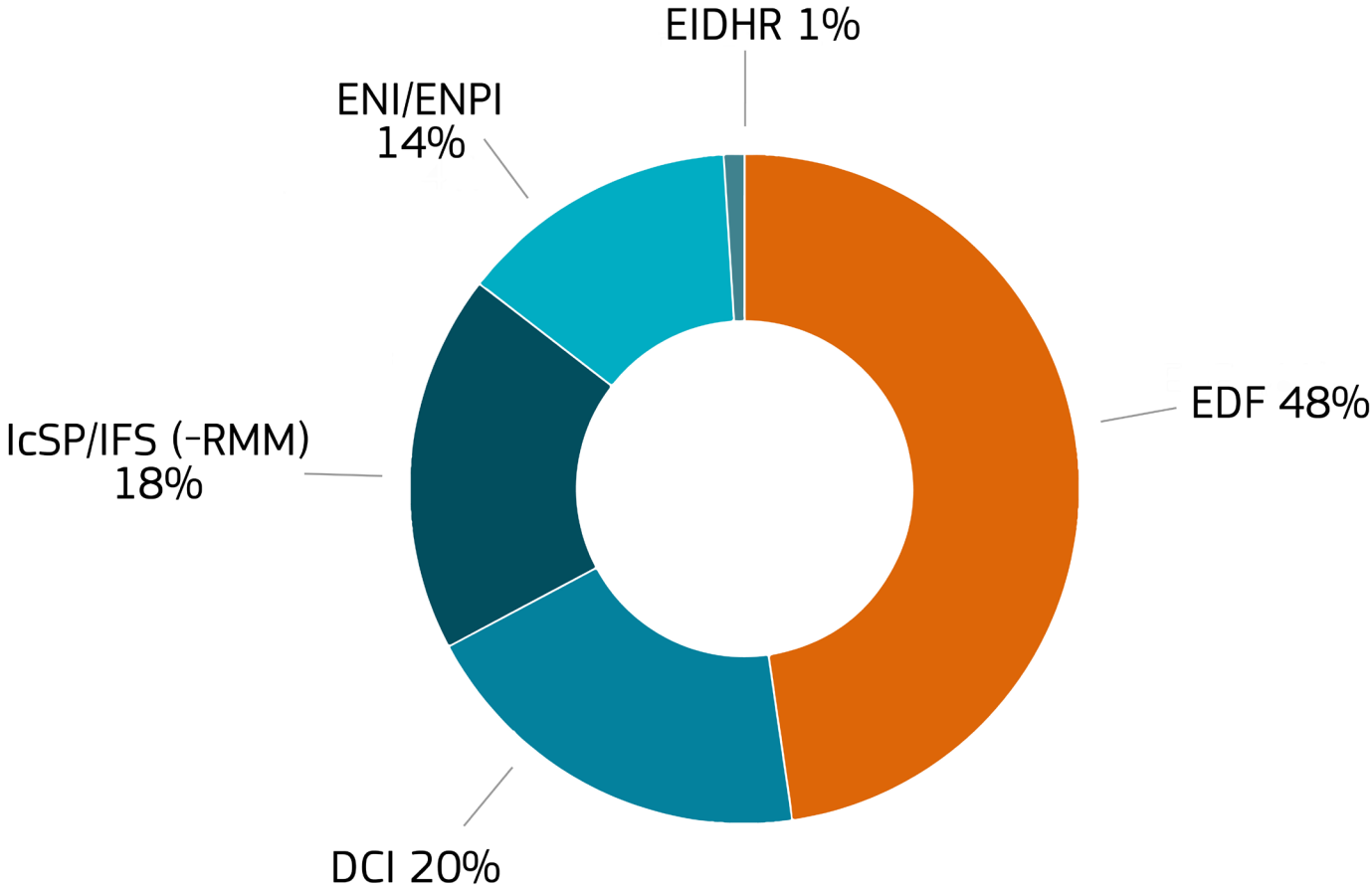


Figure 2: CPPB spending portfolio by instrument

THE EVALUATION

Objective

This evaluation is an independent, evidence-based assessment of the extent to which the EU has **achieved** its conflict prevention and peacebuilding (CPPB) **objectives** and the **impact** of EU CPPB support **on the ground**.

Scope

The evaluation examines spending and non-spending activities of the [Directorate General for International Cooperation and Development \(DG DEVCO\)](#), [Directorate-General for Neighbourhood and Enlargement Negotiations \(DG NEAR\)](#), the [European External Action Service \(EEAS\)](#) and the [Service for Foreign Policy Instruments \(FPI\)](#).

It also considers the activities of [European Civil Protection and Humanitarian Aid Operations \(DG ECHO\)](#), the [Common Security and Defence Policy \(CSDP\)](#) missions/operations, and EU Member States from the perspective of coordination and complementarity.

Trade and environment/climate have received increasing attention on the EU agenda in recent years and were raised in a number of interviews but were outside the evaluation's scope. They were, however, considered as areas of potential complementary interventions in the CPPB typology.

Although the main focus is on the years 2013-2017, effectively the period under review is 2011-2018.

THE EVALUATION

Evaluation questions

01.

To what extent has EU support for CPPB been **aligned** with EU high-level priorities for CPPB, the broader frameworks for EU external action and the priorities and needs of partner countries?

02.

To what extent have the **approaches, tools and mechanisms** for implementation been **appropriate** to achieve the intended objectives in an optimal manner?

03.

To what extent has EU support for CPPB been **coordinated and complementary** with EU MS, and international, regional, national and local actors?

04.

What has been the **added value** of EU support for CPPB compared with what could have been achieved by EU Member States and other actors alone?

05.

To what extent has EU support for CPPB mainstreamed and promoted **conflict sensitivity, human rights and gender**?

06.

To what extent has EU support for CPPB **achieved the expected** short- to mid-term **results**?

07.

To what extent has EU support for CPPB contributed to conflict/crisis prevention/mitigation, and structural stability and enhanced conditions for peace in a **sustainable** way?

THE EVALUATION

Methodology

The evaluation used both qualitative and quantitative methods and systematically triangulated multiple sources of information in responding to the evaluation questions. The assessment included a general document review, interviews, and an online survey among EU delegations in conflict-affected/prone-countries.

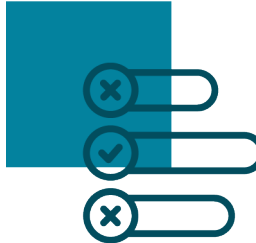
In addition, **twelve case studies** were conducted, of which eight included field missions: Colombia, Côte d'Ivoire, Georgia, Lebanon, Niger, Philippines, Zimbabwe and the African Peace Facility focusing on South Sudan. Four case studies were desk-only (document review/limited interviews): Afghanistan, CAR, Myanmar and Somalia.



500+
documents
reviewed



600+
interviews
conducted



29
surveys
filled



12
case
studies

THE EVALUATION

The evaluation team

The evaluation was executed by:

Nicole Ball – Team Leader

Evelien Weller – Core Expert

Volker Hauck – Core Expert

Andrew Sherriff – Core Expert

Susan Soux – Core Expert

Fernanda Faria – Core Expert

Matthias Deneckere – Researcher

Sophie Desmidt – Researcher

Pauline Veron – Researcher

Dominika Socha – Researcher

Enzo Caputo – Quality Support Expert

Michael Lieckefett – Evaluation Manager

The evaluation was implemented by **Particip GmbH** and managed by the **DG DEVCO Evaluation Unit**.

The main authors of the report are Nicole Ball, Volker Hauck, Evelien Weller, Andrew Sherriff and Michael Lieckefett.

The authors accept sole responsibility for this report, drawn up on behalf of the Commission of the European Union. The report does not necessarily reflect the views of the Commission.



THE EVALUATION

Download the full evaluation report

- Volume 1** starts with an overview of the policy background and context of EU support to CPPB, and then presents a brief summary of the evaluation methodology including key challenges and limitations. Findings presented in the form of answers to the evaluation questions constitute the main body of the report. They provide the basis for drawing conclusions and making recommendations, which are presented in the final chapters of this report.
- Volume 2** provides detailed responses to evaluation questions at the justification criteria level.
- Volume 3** contains additional information on methodology, the spending inventory, non-spending activities, the EU Delegation (EUD) survey, and sources consulted.

Volume I:

Main report

Volume II

Complementary information
at justification criteria level

OVERALL FINDINGS

Key points

The evaluation findings highlight important areas where the EU strengthened its capacity to support CPPB compared with the previous evaluation period, 2001-2010. In some cases, the EU built on change that started prior to 2011. However, there were areas where the 2011 evaluation highlighted a need for improvement and where little change was evident between 2011 and 2018.

01.

Overall the EU has **strengthened** its **position** as a key player in CPPB

02.

Despite progress since 2011 in making the Commission and EEAS a player on CPPB, the EU's **comparative advantages** in supporting CPPB have **not yet** been **fully exploited**.

These points are further elaborated on the next two tabs.

KEY POINTS

CAPACITY STRENGTHENED

ATTENTION NEEDED

OVERALL FINDINGS

Capacity strengthened

- ▶ The **policy/strategy foundation** for CPPB has been **reinforced** and increasingly reflected in strategy and programming.
- ▶ The importance of **addressing conflict and crises in an integrated/comprehensive manner** across the EU and with EU MS is increasingly recognised. Efforts were made to apply the EU's spending and non-spending instruments and tools in a coherent and coordinated manner to support CPPB objectives.
- ▶ The importance of adopting a **conflict-sensitive approach** to CPPB support is also increasingly recognised. Steps have been taken to strengthen the EU's institutional structure, human resources, tools and aid modalities/delivery mechanisms to deliver CPPB support in a conflict-sensitive manner.
- ▶ The EU's **spending instruments** have been progressively **adapted to the needs of conflict/crisis contexts**, especially flexibility, speed of response and ability to support political objectives beyond development cooperation.
- ▶ The EU has improved its **mechanisms and tools** to make CPPB support **more flexible and more effective** in conflict/crisis situations, including, among others, the creation of new dedicated units within external action services to support CPPB, policy and guidance documents, training courses, tools for conflict analysis and systems for conflict early warning.

KEY POINTS

CAPACITY STRENGTHENED

ATTENTION NEEDED

OVERALL FINDINGS

Areas requiring additional attention

- ▶ As in the pre-2011 period, the EU frequently adopts a **reactive rather than proactive stance** in delivering support for CPPB. Translating early warning into early action remains difficult.
- ▶ As in the pre-2011 period, operationalising the integrated/comprehensive approach lags both at HQ and in EUDs because of **inadequate mainstreaming of conflict sensitivity** across all EU external action, an institutional set-up not fully designed to promote coherence and insufficient staff in political sections at HQ and in EUDs.
- ▶ Inadequate mainstreaming of conflict sensitivity derives in large part from the **absence of a human resources strategy** to strengthen the availability of adequately capacitated staff.
- ▶ It also reflects **inadequate buy-in and leadership** on CPPB from EU senior management.
- ▶ Human resources remain one of the major stumbling blocks to making CPPB effective. There are **too few EU officials with the expertise necessary** to make linkages between politics, programming and context at HQ and in EUDs.
- ▶ Very little progress has been recorded on putting knowledge and learning on CPPB at the heart of the EU's external action and **insufficient progress on monitoring for learning** and building knowledge.

KEY POINTS

CAPACITY STRENGTHENED

ATTENTION NEEDED

POLICY & STRATEGY

Conclusions

01.

There has been **progress on mainstreaming CPPB** at higher policy and strategic levels but insufficient progress at regional, country-related strategic and intervention levels. This progress was, however, undercut by a **lack of strategic direction** and implementation guidance on CPPB.

02.

Overall, **policies and strategies were aligned** to partner priorities, but there is room for more nuanced alignment and responsiveness to change.



POLICY & STRATEGY

Recommendations

01.

Integrate CPPB more clearly and explicitly into country-level strategic documents and decisions in order to **strengthen the linkage between the policy and strategic levels and implementation**; provide guidance on how to translate high-level CPPB political priorities and objectives into programming and implementation.

02.

Clarify the EU's ambition and conceptual framework for CPPB and promote it across all EU institutional actors dealing with external action through a dedicated Communication on CPPB, complemented by an Action Plan.

03.

Enhance policy and strategic **engagement with country actors** at national and local levels through a shared analysis as well as a negotiated consensus.

PROMOTING A COMPREHENSIVE APPROACH

Conclusions

01.

Clear **efforts** were made **to improve CPPB coordination, complementarity and comprehensiveness**, but they were often undermined by inconsistent political / policy leadership and a fragmented institutional environment.

02.

The EU often sought to comprehensively channel its CPPB support through both spending and non-spending activities. This approach was limited by context-specific factors as well as a range of EU-specific factors. Failure to address or mitigate these often resulted in **funding or complementarity disconnects**.

03.

Human rights and gender sensitivity were increasingly promoted at both the policy and implementation levels. Human rights integration was overall appropriate, but there is **room to improve the mainstreaming of gender sensitivity**, in particular at the implementation level.

PROMOTING A COMPREHENSIVE APPROACH

Recommendations

01.

Improve leadership to strengthen an integrated/comprehensive approach to CPPB.

02.

Build on past efforts to further **strengthen the integration of human rights and gender-related policy** and strategic objectives into CPPB action and enhance operational gender capacities to address CPPB.



*Photo by Markus Spiske
on unsplash.com*

IMPLEMENTATION OF CPPB SUPPORT

Conclusions

01.

EU support to CPPB has clearly generated an **added value** by its substantial financial resources, long-term commitment, convening power, relative political neutrality and willingness to invest in complex situations of conflict and protracted crisis.

02.

There was **progress in enhancing institutional efficiency and effectiveness**, although multiple “desks” in Brussels were a source of inefficiency. In this context, FPI’s regionalisation reform had advantages as well as disadvantages. A major challenge for proactive, context specific and well-informed CPPB engagement was the shortage of qualified staff.

03.

While the EU made **improvements** in terms of **coordinating** with its Member States and international actors and created partnerships that were often beneficial for the support to CPPB, its efforts could have been of higher quality and intensity – in particular with country actors and at implementation level.

04.

Both the **mainstreaming of conflict sensitivity** and the progress on monitoring, evaluation and learning were assessed as **inadequate**.

IMPLEMENTATION OF CPPB SUPPORT

Recommendations

01.

Use the EU's added value in support of CPPB **more strategically**.

02.

Ensure that financial assistance and key institutional structures are **fit-for-purpose**.

03.

Invest in more and well-qualified EU **human resources**.

04.

Strengthen EU **coordination**.

05.

Promote and enable **conflict sensitivity** in all EU external action.

06.

Improve **monitoring, evaluation and learning**.



RESULTS AND SUSTAINABILITY

Conclusions

01.

The EU achieved short- to mid-term results in support of CPPB processes to a considerable degree, but these were generally **“fragmented” successes**.

Compared to its ambitions the EU has still some miles to cover before approaching its goals.

02.

The EU, alongside the broader international community as well as national and local actors, contributed to the prevention of violence, greater structural stability and strengthening the conditions for peace to a limited extent.

In most contexts, **violence and protracted crisis remained unresolved** or even worsened despite substantial inputs by EU and other partners.

03.

Sustainability of actions, while fostered by a reasonable level of local ownership, was **hampered by capacity challenges and political factors**, making continued long-term engagement by the EU a necessity.

RESULTS AND SUSTAINABILITY

Recommendation

01.

Enhance efforts to create capacity and **promote ownership for CPPB** among national and local partners, with a view to achieving stronger national structures and more capacitated actors to sustain CPPB efforts, in particular by **enhancing the coordination and complementarity** of EU support.

*Photo: Settlement for former FARC
combattants, Miravalle, Colombia,
Susan Soux*

