

PARTICIPATORY APPROACHES TO SECURITY-BUILDING BY THE EU:

Frameworks, Practices, Challenges and Opportunities

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ACRONYMS

ACP	African, Caribbean and Pacific
CBO	Community-based organisation
CISOCH	Civil Society Helpdesk
CIVCOM	Committee for Civilian aspects of crisis management
COAFR	Africa Working Party
CSDP	Common Security and Defence Policy
CSO	civil society organisation
CSP	country strategy paper
DAC	Development Assistance Committee
DCI	Development Co-operation Instrument
DDR	Disarmament, Demobilisation and Reintegration
DG	Directorate General
EC	European Commission
EPLO	European Peacebuilding Liaison Office
ESDP	European Security and Defence Policy
ESS	European Security Strategy
EUFOR Chad	European Union military operation in the Republic of Chad and in the Central African Republic
EU	European Union
EULEX Kosovo	European Union Rule of Law Mission in Kosovo
IFP	Initiative for Peacebuilding
M&E	Monitoring & Evaluation
NGO	non-governmental organisation
NSA	non-state actor
OECD	Organisation for Economic Cooperation and Development
SALW	small arms and light weapons
SSR	security sector reform

EXECUTIVE SUMMARY

It has long been argued that public participation in decision-making has many benefits. It ensures that a wide range of voices is heard and that detailed and accurate information is available to those with ultimate responsibility for planning and implementing EU-supported projects and programmes. The EU has a number of policies, tools and frameworks which commit its institutions to taking a 'participatory approach' to programming, including in the areas of security and justice. However, research by the Initiative for Peacebuilding (IfP) Security Cluster has identified a significant gap in the implementation of these commitments as evidenced by limited levels of public and civil society participation in EU security-related programming in a range of contexts. The IfP Security Cluster aims to enhance the understanding and uptake of participatory approaches to security-building by EU institutions by: mapping the relevant policy framework; identifying best practice, barriers and challenges to implementation on the ground through a series of case studies; and making practical recommendations on how to overcome the implementation challenges identified.

This report maps the EU policies, tools, frameworks and methodologies which are available at the institutional level that are relevant to participatory approaches and/or security-building. It identifies challenges to enhancing participatory practices across EU institutions in security-related activities and suggests some entry points to addressing them. The report seeks to answer the following key questions:

- What does a 'participatory approach' to security-building look like and why is it important?
- Which EU policies refer specifically to participation, and what tools and guidelines exist?
- How are these policies and tools being implemented in practice? What challenges have been identified and how can they be overcome?

Key Findings:

- **'Participation' or 'participatory approaches' can refer to a wide range of concepts and activities, not all of which are fully understood or embraced by EU actors involved in security-related programming.** Notions of 'participation' can be represented on a spectrum ranging from basic information-sharing to full co-operation between government and non-governmental actors in the design and delivery of security-building mechanisms and programmes. However, there is a lack of awareness and knowledge among EU actors of the benefits of using participatory approaches and of the appropriateness of the different models and levels of participation.
- **'Human security'-related concepts and approaches are gradually being adopted in EU policy-making and there has been an increase in participation at the institutional level.** Several policy agendas and reform processes have contributed to shaping a stronger participatory culture in the way EU institutions design their policies, strategies and implement their development co-operation programmes. These include the Cotonou Agreement (2000), the White Paper on Governance (2001) and the EU Consensus on Development (2005).
- **There are several types of guidance which directly or indirectly inform and promote the use of participatory approaches by EU institutions.** They include:
 - tools and guidelines focusing specifically on the issue of non-state actor participation (for example, the *Guidelines on Principles and Good Practices for the Participation of Non-State Actors in development dialogues and consultations*).

- thematic tools and guidelines on specific topics, crosscutting issues and programming approaches which include sections aimed at enhancing the role of civil society and its participation in the wider policy-making process (for example, the *EC Handbook on Promoting Good Governance in EC Development and Cooperation, Analysing and addressing governance in sector operations*).
 - training and knowledge management tools such as Aidco training on civil society and 'community of practice' web portals and virtual networks.
- **There has been some progress in the use of participatory approaches by EU practitioners.** EU institutions have enhanced their internal capacity to interact more with civil society actors in recent years. The elaboration and mid-term review processes of Country and Regional Strategy Papers (2003-04, 2006-07, 2009-10) have been an opportunity to test new approaches in-country and in Brussels. In some cases, interaction with international, national and local civil society organisations has informed the design and implementation of EU-supported interventions, including security-related programmes and projects.
- **A number of cultural, institutional and operational challenges hinder the uptake and use of participatory approaches across EU institutions.** These include:
 - the lack of a coherent and consistent EU strategy to build sustainable relations with civil society at national and regional levels in order to take participation beyond the level of ad-hoc consultation.
 - EC programme management procedures and incentives which fail to prioritise or adequately reward the use of participatory approaches.
 - a prevailing institutional culture which considers civil society organisations primarily as implementing agencies rather than partners in the development process.
 - diplomatic and political barriers faced by those promoting wider public debate and participation in security and justice-related fields.

CONCLUSIONS AND NEXT STEPS

The commitments to enhancing participatory approaches across EU institutions are gradually, if unevenly, being translated into practice. From *ad hoc* relations through to formal consultations, civil society is increasingly becoming a partner for EU institutions and public participation in the design, implementation and evaluation of security and justice related programming is increasing. However, this encouraging trend must be balanced against the challenges outlined above. Drawing on these challenges there are various entry points that can be used to explore appropriate and practical ways to promote participatory approaches within security-building activities, these include:

- **raising awareness of the benefits and implications of taking a more participatory approach to security-related programming across EU institutions.** Despite some progress, there is still a lack of awareness of the need for EU institutions to consider, engage with and support civil society in its policy development and programming work. Both operational and senior management level should be targeted to ensure a shared understanding of the added value and the implications of engaging with communities and civil society using participatory approaches.
- **identifying suitable methods to support, incentivise and evaluate the use of participatory approaches.** There are various practical methods of providing support to staff, such as trainings, toolkits and exchanges of practice. However, the elaboration of guidance that is targeted at the practical implications of taking a human security approach to security-related programming is needed. One obvious step is to ensure that existing training documents and sessions on SSR, conflict prevention and other related topics, as well as other knowledge management tools, address participatory approaches not only in theoretical terms (why they are necessary) but also in practical terms (how they can be used in security-building interventions).
- **designing a long-term roadmap to engage with civil society in a more sustainable and systematic way.** As some guidelines and evaluations recommend, a 'road map' would help to inform and structure a longer term and more sustainable engagement with civil society. More regular and targeted interactions could then be based on an analysis of civil society actors and their potential role in contributing to the implementation of strategies, and more generally in the improvement of good governance in-country.

INTRODUCTION

This report is a product of Phase II of the Security Cluster of the Initiative for Peacebuilding (IfP). Building on a recommendation from Phase I that EU institutions should adopt more participatory approaches to security building (see below), Phase II investigated the extent to which they use and encourage participation, and the opportunities for delivering security-building programmes in more participatory ways. This report maps relevant policies, tools and other mechanisms and analyses the extent to which they promote, facilitate or hinder different forms of participation.

The IfP Security Cluster starts from a conviction that the effective provision of security and justice is one of the main requirements for sustainable peace and economic development. Its overall objective is to “provide recommendations to the EU and its Member States in order to tackle some of the barriers to the operationalisation of policies and to ensure their security-related projects and programmes take into account relevant community needs and solicit the participation of local communities.” It is therefore looking at how EU institutions and member states implement security-building activities, understood here to refer to key security-related programming such as security sector reform (SSR), disarmament, demobilisation and reintegration (DDR), control of small arms and light weapons (SALW control), integrated border management and related conflict prevention and peacebuilding activities.

Phase I of the IfP Security Cluster concluded with a report, *Responding to People’s Security Needs*, which drew together analysis from a range of case studies and detailed desk research.¹ This identified a number of gaps between stated policy objectives around human security, holistic approaches and local ownership and the reality of implementation. One of these implementation gaps was the limited levels of public and civil society participation and the lack of genuinely ‘people-centred’ approaches in EU security-related programming. Despite a robust policy framework, the report noted that donor engagement frequently does not provide for meaningful input from wider society. The research also identified a number of examples which suggested that ‘where communities have been meaningfully involved, security-building and related development activities are seen as more relevant and legitimate by those they seek to benefit’.

On this basis, the report recommended that ‘Council, Commission and Member State practitioners should adopt more participatory ways of delivering security-building programmes’. This implies the inclusion and participation of communities and civil society in the assessment, design, implementation, and monitoring and evaluation (M&E) phases of security-related programmes and activities supported by EU institutions in-country.

Phase II of the IfP Security Cluster (March 2009 to September 2010) focused on how to take forward this recommendation in practice. A set of in-country case studies assessed how far participatory approaches are being employed on the ground, what tools are being used in practice, and what obstacles are faced by EU actors, whether representing the Commission and its external action policy areas or under the Council-led European Security and Defence Policy (ESDP) missions (now called Common Security and Defence Policy – CSDP- under the Lisbon Treaty)².

1 *Responding to people’s security needs: Improving the impact of EU programming*, Security Cluster synthesis report; Initiative for Peacebuilding, April 2009

2 Given that the research was conducted during a transition phase between pre- and post -Lisbon Treaty institutions and policies, the paper will use the new wording (“CSDP”) while referring to policies and practices that have been elaborated and implemented as “ESDP”.

This report focuses on the policies, tools, frameworks and methodologies which are available at the institutional level that are relevant to participatory approaches and/or security-building and seeks to answer the following key questions:

- What are meant by 'participatory approaches' to security-building, and why are they important? (Section 1)
- Which EU policies refer specifically to participation, and what tools and guidelines exist? What scope is there for public and civil society participation in the implementation of policies relating to security-building? (Section 2)
- How are these policies and tools being implemented in practice? What challenges have been identified and how can they be overcome? (Section 3)

TERMINOLOGY

Civil society and associated terms

There are numerous definitions of civil society and the different groups that fall loosely under this banner, including non-state actors (NSAs), civil society organisations (CSOs), non-governmental organisations (NGOs) and community-based organisations (CBOs). The EU frequently uses the term 'non-state actor'. This was defined in the Cotonou Agreement (2000) as including: *'private sector, economic and social partners, including trade union organisations; civil society in all its forms according to national characteristics,' and has been used ever since as a flexible definition that can encompass many types of NGO and CSO.*³ However, there are also frequent mentions of civil society, CSOs and NGOs in policy papers.

For the sake of simplicity, this paper uses the term 'civil society' to refer to all these actors, unless otherwise stated. This term is thus used to refer to the broad range of organisations, coalitions and groupings which are not state structures and which are, or at least claim to be, representative of local communities and individuals.

EU institutions

When this paper refers to 'EU institutions', it is referring to the European Commission and to the Council of the EU, which both run activities in third countries: the EC through its development programmes and the Council of the EU through CSDP missions.

Programming

In the context of this paper, 'programming' refers to the whole process of identifying and managing assistance programmes. Although solely undertaken by the EC, it should not be restricted to the EC's 'project cycle management' definition where programming is one initial phase in the cycle of operations.

³ The EC financial instruments regulations establish their own formal definition of non state actors in their eligibility criteria. For instance, Article 2 of the regulation establishing the Development Cooperation Instrument stating the different types of NSA that are eligible for financial support (Regulation EC no. 1905/2006 of the EU Parliament and of the Council of 18 December 2006 establishing a financing instrument for development cooperation).

1. WHAT ARE PARTICIPATORY APPROACHES TO SECURITY BUILDING?

As noted above, the IfP Security Cluster Phase I report, *Responding to People's Security Needs*, recommended greater public participation in security building activities. What exactly is meant by 'participatory approaches' and why are they important?

As set out in section 2.3, 'human security'-related concepts and approaches are gradually being adopted in EU policy-making. In contrast to 'national security' and traditional 'hard' security, human security approaches start from the position that the basic unit of security is not the state but the individual and the community (and thus that the state's role is to provide security for its citizens, rather than for itself). Hence, a commitment to human security implies that security and justice strategies and programmes should also proactively seek to take into account and address citizen's needs and concerns, as primary recipients of security and justice provision. One way to ensure these requirements are met is to rely on some form of public participation in the design, implementation and monitoring of security and justice mechanisms.⁴ However, this should not be taken to mean that participation is necessary or useful *only* when there is a specific focus on human security: there are practical benefits from deeper engagement with the public that apply in almost all areas of security building (with the possible exception of intelligence and some aspects of defence).

It has long been argued – and research so far for the IfP Security Cluster supports this claim – that greater public participation in decision-making has several benefits. In particular, the participation of communities and/or civil society in the design, implementation and review of security-building activities can help to ensure that these activities are more effective and sustainable. Participation ensures that a wider range of voices is heard, and thus that more detailed and accurate information is available to those with ultimate responsibility for decision-making. It is also more inclusive and more likely to generate genuine local ownership of security-building activities: participation promotes ownership among the local public, rather than 'local ownership' referring only to ownership by the partner country government. As a result, security-building activities involving participation processes are more likely to be sensitive to local contexts and respond to actual needs.

What exactly is 'participation' or a 'participatory approach'? In fact, participation refers not to one set practice, but a wide range of possible methods and activities. This runs a spectrum from basic information-sharing to full co-operation between government and non-governmental actors in the design and delivery of security and justice mechanisms:

- Outreach & information campaign – Keeping people informed
- Consultation – Civil society as a source of information
- Engaging civil society as a source of ideas
- Civil society as the initiator of dialogue
- Deciding jointly with civil society regarding the design and implementation of programmes/mechanisms



Deeper participation

⁴ As also reflected in : *A European Way of Security, The Madrid Report of the Human Security Study Group*, Madrid, 8 November 2008. The report argues that a « bottom up approach » through the involvement of local people is one of the six principles of a Human Security approach.

At one end of the spectrum are basic outreach and information campaign activities, where the intention is little more than to keep civil society actors informed about decisions that are being made. The next step up the chain is deeper consultation, where civil society actors are seen not only as people to be informed, but as a source of information in their own right. This blends into the next level, where civil society actors are not only a source of information, but are also encouraged to contribute ideas about how to improve security and justice provision. However, civil society organisations need not passively wait until they are consulted and engaged – they can also be the initiators and drivers of dialogue. In such circumstances, participation is more about the willingness of official decision-makers to be open to such input and respond appropriately to constructive suggestions. Lastly, the deepest levels of participation envisage the full participation of civil society actors in the design, implementation and monitoring of security and justice programmes and mechanisms, as legitimate and equal partners alongside state security providers, national authorities and donor representatives.

This is closely reflected in the EC's own project management guidelines, which elaborate four levels of participation:⁵

- **Information-sharing.** A low level of participation limited to keeping people informed.
- **Consultation.** A two-way flow of information but no promise of an impact on decision making.
- **Decision-making.** Individuals or groups are involved in making decisions, have authority and responsibility to take actions.
- **Initiating action.** The highest level of participation, when groups have a significant level of self-confidence and empowerment and capacity to initiate actions.

Another question is *who* should participate. Ideally, the primary actor in many participatory activities would be local communities across the target area, since they are the ultimate beneficiaries for security and justice provision. However, logistical practicalities (such as time, available resources, risks of travelling to certain areas, etc) mean that this is not always possible, especially in fragile environments. EU policy and guidance on participation currently encourages EU practitioners to engage with 'organised structures' such as local and national CSOs, international NGOs and other bodies representing geographical and socio-professional interests. Therefore, this paper is also primarily concerned with the participation of CSOs – while recognising that some civil society organisations are more genuinely representative of specific communities than others.

Lastly, the question of *when* participation takes place should not be overlooked. Civil society can be engaged at various stages in the project cycle: at the preliminary stage when their needs are assessed; during the actual implementation of an activity or project to ensure that it addresses the right issues; during monitoring, reviewing and evaluation processes that take stock of progress and identify ongoing challenges; and by playing an ongoing oversight role relating to the services and institutions which the intervention aimed to develop or reform. Different forms and methods of participation may be appropriate at different points in the programme.

5 Project Cycle management Guidelines, *opcit*, p.119.

2. POLICY COMMITMENTS, TOOLS AND GUIDELINES

There are two bodies of EU policy commitments, frameworks and guidance (tools, training modules, etc) that are relevant when discussing participatory approaches to security building: those that are specifically about participation; and those that are about security building interventions. Following a brief section on the rise of the concept of participation at the institutional and policy level, this section looks first at participation in general development co-operation and then more specifically at security building.

2.1 THE RISE OF PARTICIPATION AT THE INSTITUTIONAL AND POLICY LEVEL

Several policy agendas and reform processes have contributed to shaping a stronger participatory culture in the way EU institutions design their policies, strategies and implement their development cooperation programmes.

On a general and structural level, EU institutions have recently started to reappraise their policymaking habits. The *White Paper on Governance* (2001),⁶ aimed to reform European governance and to bring what is often perceived as the complex and distant EU machinery closer to European citizens. It proposed “*opening up the policy-making process to get more people and organisations involved in shaping and delivering EU policy*” on the basis that “*the quality, relevance and effectiveness of EU policies depend on ensuring wide participation throughout the policy chain – from conception to implementation*”.⁸ Even though it had a much broader scope than just development cooperation and/or security issues, the White Paper also helped to spread notions of participation and inclusion in all EC spheres.

Around the same time, the so called EC ‘deconcentration’ process⁹ was another important reform process within EC external assistance: more responsibilities were given to the delegations in-country for the management of funds, with a view to adapting strategies and ensuring they responded better to local needs.

In addition to these general trends within the EU, the first major policy shift towards a participatory development agenda arose in the late 1990s. The 2000 Cotonou Agreement signed by the European Community and its Member States and 78 African Caribbean and Pacific (ACP) states introduced participation as one of the four fundamental principles of ACP co-operation.¹⁰ It went further by specifying the modalities for ensuring the proper participation of non-state actors.¹¹ Two years later, the EC adopted a *Communication on NSA participation in EC Development Policy*, demonstrating a will to apply these approaches to all programmes and regions.¹²

The European Consensus on Development adopted in 2005 enshrined a new overarching framework for all development policies and strategies. Building on previous achievements, it reiterated the EU's commitment to supporting “*the broad participation of all stakeholders in countries' development and encourag[ing] all parts of society to take part*”.¹³

6 European Governance, a White paper. EC, 25.7.2001 .COM(2001) 428

7 European Governance, a White paper. EC, 25.7.2001 .COM(2001) 428, p. 3.

8 *European Governance, a white paper*. EC, 25.7.2001. COM(2001) 428, p.10.

9 Undertaken from 2000 onwards, this process contributed to assigning greater responsibilities to EC delegations for programme management and M&E. Elaboration of strategies is still shared among EC delegations and Headquarters.

10 Article 2 of the Partnership Agreement ACP-EC, Cotonou (23/06/2000) and revised in Luxembourg (25/06/2005).

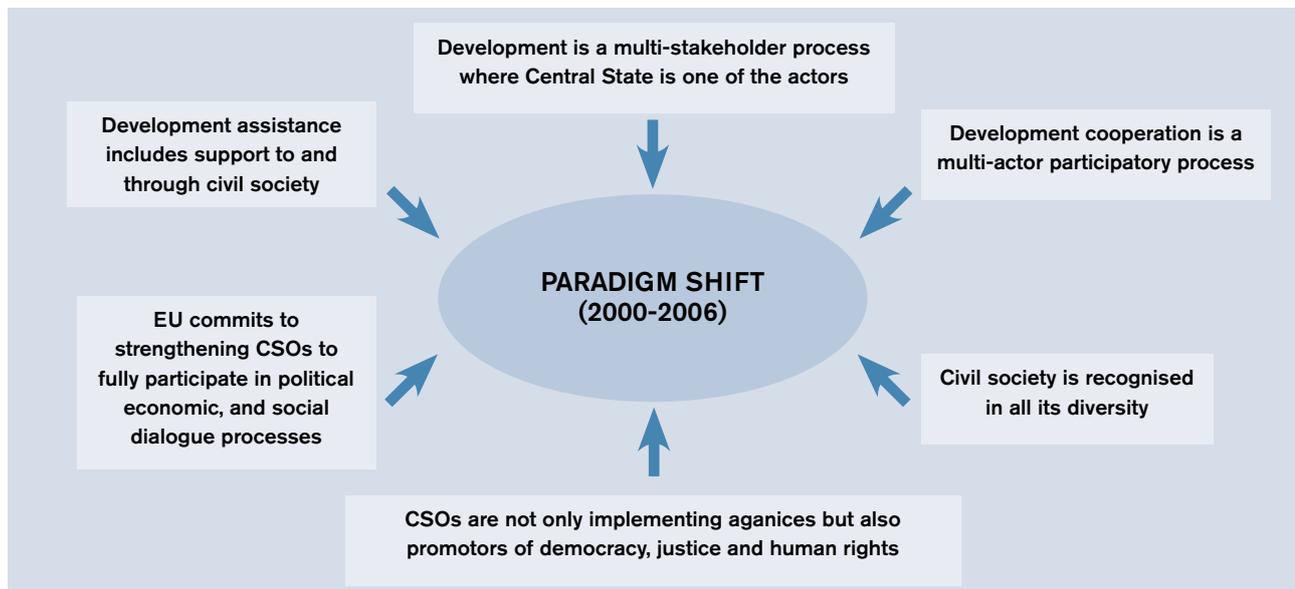
11 Article 4 of the Partnership Agreement ACP-EC, Cotonou (23/06/2000) and revised in Luxembourg (25/06/2005).

12 *Participation of Non State Actors in EC Development Policy*, Brussels, 07/11/2002, COM (2002) 598 final.

13 European Consensus on Development, 22.11.2005. 14820/05.

The Paris Declaration on Aid Effectiveness (2005) and the related Accra Agenda for Action (2008) can be considered the latest developments in the participatory agenda. These were agreed at the level of the OECD Development Assistance Committee (DAC), rather than as EU documents; however, the EC is represented on the DAC and many EU member states are also members of the DAC. The Paris Declaration commits partner countries to 'take the lead in co-ordinating aid...in dialogue with donors and encouraging the participation of civil society and the private sector',¹⁴ while the Accra Agenda for Action states directly that 'we will deepen our engagement with civil society organisations'.¹⁵ By recognising the importance of civil society and its participation in the design and delivery of aid in partner countries, the Aid Effectiveness agenda has thus contributed to the revival of the issues of civil society consultation and participation within the EU.

Some analysts have gone as far as saying that there has now been a 'paradigm shift' in the way the EC in particular views its interaction with civil society.¹⁶ Civil society is now seen as a potential beneficiary, implementing agency and increasingly considered as a partner with a say in the design and implementation of EU-supported policies and programmes. Supporting the emergence of civil society in specific sectors and in the policy-making process as a whole also contributes to strengthening and broadening local ownership and to increasing the responsiveness of EU decision-making to the context in which it is operating.¹⁷ This is represented in the diagram below. While not everyone would agree that this truly represents a paradigm shift – particularly in areas such as security building, as discussed below – it is clear that there is much greater openness towards civil society and much greater understanding of the benefits of civil society participation across EU institutions and activities.



Source: Evaluation of EC Aid delivery through CSOs, Vol.1; PARTICIP, Cideal, Channel Research and South Research; December 2008. Contract number: EVA/116-833.

2.2 POLITICAL AND PRACTICAL GUIDELINES REGARDING PARTICIPATORY APPROACHES

This mapping has identified several types of guidance which aim to enhance participatory approaches by EU institutions, including:

- tools and guidelines on participation
- thematic tools and guidelines
- training and other knowledge management facilities

¹⁴ The Paris Declaration on Aid Effectiveness, 2005, point 14.

¹⁵ The Accra Agenda for Action, 2008, point 20.

¹⁶ Evaluation of EC Aid delivery through CSOs, Vol.1; PARTICIP, Cideal, Channel Research and South Research; December 2008. Contract number: EVA/116-833.

¹⁷ PARTICIP, Cideal, Channel Research and South Research (2008): p.61; EC (2007): p.28 ; presentation made by Dominique Dellicour (EC - AidCo) during the DCI CSP mid term review meeting (September 2009).

2.2.1 TOOLS AND GUIDELINES ON PARTICIPATION

One result of increased EC engagement on issues surrounding civil society and participation¹⁸ was the 2004's *Guidelines on Principles and Good Practices for the Participation of Non-State Actors in development dialogues and consultations*.¹⁹ These frame the rationale and scope for enhancing the progressive involvement of civil society at all stages of the programming process, political and policy dialogues and propose practical steps to achieve this. Heads of Delegation are held responsible for meeting these objectives and they are given a great deal of flexibility to decide on the most appropriate ways to involve civil society. The guidelines also suggest that EC delegations first undertake 'mapping studies' to improve their knowledge of the local civil society context and appoint one member of staff as a focal point on these issues.

The 2004 guidelines have been complemented by a set of practical and programming tools applying to all EC development cooperation policy areas and dedicated to supporting field and HQ staff in their attempts to involve NSAs in various processes. The *Programming Fiche on Support to NSAs* (2009) and the *Programming Fiche on Consultation of Non State Actors & Local Authorities (NSAs & LAs) within the framework of the preparation of the CSPs* (2009) provide more focused guidance on the steps to be taken to properly include civil society in these specific processes. The guidance includes a preliminary identification or mapping of civil society actors and practical tips for successful programming dialogue (dissemination of information, sectoral consultations, representativeness, feed back and follow up, etc.). Throughout these processes and strategies, capacity building of civil society is a cross-cutting objective of the EU in order to "assist NSAs in their role of responsible partner in the political, economic, social and cultural life of the country".²⁰

In addition to the 'Programming Fiches', several tools provide detailed guidance relating to civil society participation within the programming process: the Project Cycle Management Guidelines (2004), a main reference and programming tool for EC delegation staff, includes a whole chapter on 'participation and facilitation' with thorough background information, suggested activities and checklist questions to enhance their participatory processes and facilitation skills.²¹ Other important EC programming tools also provide guidance and insights on ways to involve various stakeholders and to conduct focus group discussions during an evaluation process²² and to involve beneficiaries and civil society in a monitoring process.²³

2.2.2 THEMATIC TOOLS AND GUIDELINES

Complementing the above mentioned tools, thematic guidelines provide more substance on specific topics, crosscutting issues, and ways to approach programming in different areas. Some of these thematic tools (such as the *EC Handbook on Promoting Good Governance in EC Development and Cooperation, Analysing and addressing governance in sector operations, and to a lesser extent the Toolkit on Mainstreaming Gender Equality in EC Development Cooperation*) include sections aimed at enhancing the role of civil society and its participation in the wider policy-making process.²⁴

However, in most thematic guidance, including guidance relating to security and justice work (see below), participatory approaches do not constitute a central element of the programming process. Other programming fiches provide general thematic background as well indications on the types of appropriate response. Although they acknowledge the added value of people-centred approaches and the role of civil society, they do not explain thoroughly why and how such processes should be implemented.²⁵

18 *Towards a reinforced culture of consultation and dialogue - General principles and minimum standards for consultation of interested parties by the Commission* (11.12.2002) -COM(2002) 704; *Participation of non-state actors in EC Development Policy* (07.11. 2002) COM (2002) 598. Also, the involvement of civil society is now enshrined as one of the ten programming principles of the EC : http://ec.europa.eu/development/how/iqsg/programming_principles_en.cfm

19 Available on the following link : http://ec.europa.eu/development/body/organisation/docs/guidelines_principles_good_practices_fr.pdf

20 *Programming Fiche on Support to NSAs*; Programming guide for Strategy papers, European Commission, March 2009.

21 Project Cycle management Guidelines, pp. 128-125, Aidco, Aid delivery Methods (2004)

22 Methodological bases for evaluation, Aidco. 2006: http://ec.europa.eu/europeaid/evaluation/methodology/methods/mth_skh_en.htm; Evaluation Tools, Aidco. 2006: http://ec.europa.eu/europeaid/evaluation/methodology/tools/too_fcg_en.htm

23 Strengthening project internal monitoring: How to enhance the role of EC task managers? Aidco, Tools and methods series, 2007. Handbook for Result Oriented Monitoring of EC external assistance, Aidco. April 2008.

24 EC Handbook on promoting good governance in EC development and cooperation, Aidco, pp.63-70. *Analysing and addressing Governance in sector operations*, Aidco, Tools and methods Series, Reference Document no.4, November 2008. Toolkit on Mainstreaming Gender Equality in EC Development Cooperation, Aidco, 2004.

25 Programming Fiche on Fragile situations, Aidco, October 08; Programming Fiche on Policy Coherence for development in the area of Security, Aidco, December 08; Programming Fiche on Conflict prevention, Aidco, November 08.

2.2.3 TRAINING AND KNOWLEDGE MANAGEMENT

In addition to the guidance mentioned above, EC staff in Brussels and in-country delegations can also benefit from training organised by EC headquarters. Training can be either compulsory (notably pre-posting) or undertaken on a voluntary basis at the request of an EC member of staff with the approval of his/her Head of Unit or delegation. Pre-posting training often deals with practical aspects of an assignment such as EC financial and contractual procedures and project cycle management. Despite the increased emphasis placed on civil society participation, as yet it does not form part of the training curriculum. However, specific training on civil society has been elaborated recently and is dispensed by Aidco. This one-day, non-compulsory training session is held four times a year and offers a general background on civil society as well as information on EC thematic and geographical programmes of relevance to civil society organisations, such as funding opportunities. However, practical details on ways to enhance the participation of civil society in the design, implementation and review of programmes and policies on-the-ground are not covered by this curriculum.

Given that most training is targeted at delegation staff with travel constraints but conducted in large part in Brussels, the EC has also developed new tools to disseminate training, guidance and to exchange practices and experiences through diverse web portals and virtual networks. The objective is to create 'communities of practice' where practitioners in various areas of development cooperation can exchange knowledge, information, experiences and best practices. One of the most significant examples is the 'Rosa Network', co-facilitated by Aidco and an external contractor, which brings together EC staff from delegations and HQ involved in food-security related activities. Similar projects have emerged, such as the 'Train 4 Dev' (a joint donor initiative on training) and 'Capacity 4 Dev' (an EC-led interactive platform on technical cooperation) initiatives.²⁶ Both portals display various kinds of resources and guidance, provide information on events and network activities and include forums for interactive exchanges. The 'Train 4 Dev' initiative consists of twelve thematic sub-groups where several donors exchange practices and experiences. However, the group dedicated to conflict prevention and peacebuilding is currently inactive.

2.3 PARTICIPATION IN SECURITY-BUILDING ACTIVITIES

EU engagement in conflict prevention and security-related issues has gradually addressed the question of civil society participation, thanks in part to the mobilisation of the European Peacebuilding Liaison Office's (EPLO) and its member organisations.²⁷

At the policy level, the depth of commitment to participating with civil society appears to vary in different sub-sectors of security building. Civil society's role in conflict prevention was recognised early on, at least in a declaratory form. The EU Programme for the Prevention of Violent Conflict (2001) states that "*the EU must build and sustain mutually reinforcing and effective partnerships for prevention with (...) the civil society*".²⁸

By contrast, the original version of the European Security Strategy (ESS) in 2003 did not mention partnership with civil society organisations at all. This was only addressed when the ESS was reviewed in 2008. The so called "Implementation report" recognised that "*Civil society and NGOs have a vital role to play as actors and partners*" and referred to the concepts of human security and people-based approaches²⁹.

A number of other security-building policies, such as those regarding SSR, DDR and SALW control, stem from the ESS. These also acknowledge the importance of civil society and/or the need for a human security approach. In a similar way the processes addressing EU responses to security and development and situations of fragility³⁰ also commit to improving dialogue and cooperation with civil society and NGOs.

26 <http://www.train4dev.net/index.php?id=10>; <http://capacity4dev.ec.europa.eu/home>

27 See for instance Martina Weitsch, *People are Party to Building Peace: What role can and do non-governmental organisations (NGOs) play in relation to the EU in the context of conflict prevention?*, EPLO, 2008

28 EU programme for the prevention of violent conflict, Göteborg, 2001.

29 *A secure Europe in a better world*, European Security Strategy, Brussels, 12 December 2003; Report on the Implementation of the European Security Strategy, *Providing Security in a Changing World*, Brussels, 11 December 2008. S407/08.

30 *Council conclusions on security and development*, 2831st EXTERNAL RELATIONS Council meeting; Brussels, 19-20 November 2007. *Council conclusions on an EU response to situations of fragility*, 2831st EXTERNAL RELATIONS Council meeting; Brussels, 19-20 November 2007.

On the side of the Council of the EU, contacts and cooperation with civil society have also been incorporated in Common Security and Defence Policy (CSDP)-related developments and roadmaps.³¹ The most significant step in this respect was the adoption by the Committee for Civilian aspects of crisis management (CIVCOM) of concrete recommendations to enhance cooperation with both international NGOs and local CSOs at all stages of a mission, from the early planning phases through to the implementation and review of any mission.³²

As mentioned before, at the more practical level of implementation guidelines, however, participatory approaches do not constitute a central element of the programming process. This is especially the case for the Programming Fiches on Conflict Prevention, on Fragile situations, on Policy Coherence for Development in the area of security, and even more for the Programming Fiche on Rule of Law where participation and consultation with civil society are not mentioned at all.³³

Nor is civil society participation systematically referred to in non-compulsory EC thematic trainings (dispensed by DG Relex and DG Aidco) on SSR, conflict prevention and peacebuilding. These two-day trainings are mostly seen as induction courses aiming to raise awareness through general background and practical case study exercises. According to the officials designing such courses, questions around participatory approaches to SSR and conflict prevention are too specific to be included as such in a training framework, even though discussions might touch upon these issues from time to time.

The Council of the EU has also paid increased attention to the training of staff deployed on CSDP missions. Several trainings, which are neither systematic nor compulsory, are conducted both at the EU and national levels by various institutions and by the European Security & Defence College. Some training is available within Member States aimed at raising awareness on human security in crisis management and on peacebuilding.³⁴ Yet it remains to be seen to what extent these stand-alone trainings contribute to the building of a shared vision of what CSDP mission staff should achieve in-country, especially with regards to local civil society participation.

Lastly, as noted above, the 'Train 4 Dev' initiative includes a thematic sub-group on conflict prevention and peacebuilding, but it is currently inactive.

31 *Civilian Headline Goals 2010*, General Affairs and External Relations Council on 19 November 2007 - doc. 14823/07. *Suggestions for procedures for coherent, comprehensive EU crisis management*, 3 July 2003 – doc. 11127/03.

32 *Review of "Recommendations for enhancing cooperation with NGOs and CSOs in the framework of EU Civilian Crisis Management and Conflict Prevention"*, 10 June 2008 – doc. 10340/2/08.

33 *Programming Fiche - Rule of Law - The judicial system within the broader justice sector context*, Aidco, January 09; *Programming Fiche on The fight against terrorism*, Aidco, March 09.

34 *Draft analysis of training needs and requirements relevant to ESDP - review 2009*, 3 November 2009 – Doc. 15310/09.

3. CURRENT PRACTICES, CHALLENGES AND OPPORTUNITIES

The previous section mapped existing EU commitments towards involving communities and civil society in aspects of policy and programming and the various ways in which EU institutions are seeking to deliver these commitments. At the policy level, there appears to be considerable recognition and willingness to enhance participation of and collaboration with civil society throughout the design, implementation and review of policies, strategies, and programmes regarding aid and development. There are also a number of tools that have been developed to help to turn these commitments into practice.

As argued in Section 2.3, the situation is more nuanced with regard to security building. There are some references to the need for participatory approaches and policies generally refer to a human security approach (which would imply the need for participation), yet little operational guidance is available regarding participation in activities such as SSR, SALW control or DDR or in the frame of CSDP missions.

This section looks at how the various policies, guidelines and tools presented in the previous section have been implemented in practice and what lessons have been learned from a Brussels perspective. It looks mostly at general development co-operation programming, rather than specifically at security building. This is because this paper is intended to provide a general overview of the current framework for participation and to learn lessons from elsewhere; the Phase II case studies will look in more detail at specific experiences of the use of participatory approaches in security building. However, the paper does refer to current practices regarding participation in security building where this information is already available.

3.1 PROGRESS AND GOOD PRACTICE

Research and interviews for this paper identified a number of ways in which there has been progress in implementing participatory approaches. There were also various examples of different contexts and processes in which participation had been helpful. The research noted that both formal and informal methods of engaging civil society actors can be important.

3.1.1 STRENGTHENED INSTITUTIONAL CAPACITY AND ENGAGEMENT

In recent years, the EC has begun to nominate civil society focal points in delegations and desk officers across DG Aidco (Units F1 and E4), Dev (Unit A2) and Relex (Unit A2) in Brussels. Regional seminars have been organised by Aidco and a 'Civil Society Helpdesk' (CISOCH) is now being set up in order to enhance dialogue with civil society. This initiative will not only be dedicated to provide EU-related information for civil society but also to help users benefit from each other's experiences in cooperating with civil society and to share best practice.

Similarly, CSDP missions now include civil society focal points as well as Gender and Human Rights advisers that sometimes proactively liaise with civil society and communities. Through formal and informal initiatives, they have sometimes been able to enhance a mission's effectiveness by acquiring a deepened understanding of people's needs and concerns in terms of security and justice (such as EULEX Kosovo and EUFOR Chad missions).

Mapping each country's civil society by sectors has been identified as a practical and crucial initial step to inform an appropriate strategy, to develop and reinforce relations with civil society.³⁵ Some mapping exercises have already been completed (Bosnia and Herzegovina), while others are in the process of being piloted, such as in Latin America (Guatemala, Honduras) and Asia (Nepal, India). Building on these processes, Aidco intends to design a methodology enabling wider mappings in more regions and countries.

The EC also recently launched a “structured dialogue on the involvement of civil society and local authorities in EC cooperation”.³⁶ This process, involving the EC, the European Parliament, Member States and civil society and local authorities' representatives, aims to build consensus among these stakeholders on the role of civil society in development cooperation and to find ways to improve their involvement accordingly.

3.1.2 MOMENTUM AROUND ELABORATIONS AND MID-TERM REVIEWS OF STRATEGIES

Adopting policy commitments around participation is one thing, but integrating effective new practices into EU institutions is complex and time-consuming. Certain processes have offered an entry point, such as the elaboration and mid-term review processes of Country and Regional Strategy Papers (2003-04, 2006-07, 2009-10). These have been an opportunity to test new approaches in-country and in Brussels. Research reveals some good practice in that respect, such as in Ethiopia and Somalia, where NSA platforms and networks participated in the elaboration and review of EC regional and country strategies.³⁷

The ongoing 2009-2010 Country and Regional Strategy Papers mid-term reviews are also an opportunity to step up the EC's interactions with civil society worldwide. Preliminary reports of these processes³⁸ have shown increased civil society participation in some countries. Similarly, regional and continental strategies such as the *Joint EU Africa Strategy* and the *Eastern Partnership* also include formal mechanisms for dialogue with civil society in their architectures.

3.1.3 WORKING WITH INTERNATIONAL NGOS TO ESTABLISH MORE SUSTAINABLE RELATIONS

Relevant international NGOs can offer knowledge and experience of people, places and organisations in specific contexts. They are often well-placed to facilitate contact between local actors and donors and to support the establishment of sustainable and meaningful dialogue between them.

In Kosovo, following advocacy from international NGOs, the EULEX mission expressed a desire to establish regular dialogue with Kosovan civil society before its deployment. The mission also relied on international and local NGOs to organise debates throughout the country on the rule of law between EULEX representatives, local CSO, local authorities' representatives, and other relevant actors.³⁹ This initiative helped to ground the mission in local contexts and to establish formal and informal cooperation with civil society, with a view to building a “stronger partnership based on participation, transparency and communication”.⁴⁰

NSA platforms in Somalia and Ethiopia, representing diverse elements of civil society including business community, women, youth groups, religious and professional associations were developed by international NGOs, with the support of donors including the EC to take part in consultation processes. This capacity building type of work enabled the NSA platforms to act as authentic and representative voices in long-term direct dialogue with donors and their own authorities.

35 As first set out in the *Guidelines on Principles and Good Practices for the Participation of Non-State Actors in the development dialogues and consultations* (November 2004); and then repeated in various guidelines such as the *Programming fiche on consultation of Non State Actors & Local Authorities (NSAs & LAs) within the framework of the preparation of the CSPs* (2009).

36 *Structured dialogue of the involvement of civil society and local authorities in EC cooperation*, European Commission, 01/02/2010. Also see the Background document at: http://ec.europa.eu/europeaid/who/partners/civil-society/documents/final_structured_dialogue_background_document_en.pdf

37 European Commission, 20 December 2007. *Evaluation of EC aid delivery through CSOs*; Vol.1, PARTICIP, Cideal, Channel Research and South Research, December 2008. Contract number: EVA/116-833. *The Commission's management of non-state actors' involvement in EC Development Cooperation*; Court of Auditors; Special report no. 4/2009.

38 As presented in Brussels in various consultation meetings for the mid-term reviews of the strategies relating to the Development Cooperation Instrument and European Neighborhood Policy Instruments countries.

39 *EULEX debates rule of law with Kosovo civil society*, Saferworld, 15/10/2008. http://www.saferworld.org.uk/newslist.php/427/eulex_debates_rule_of_law_with_kosovo_civil_society?action=article&id=427

40 Alexandra George: *EULEX enlists the support of civil society*; 16 December 2009; <http://www.eulex-kosovo.eu/?id=8&n=171>

3.1.4 AD HOC CONSULTATION AND PARTICIPATION

Interviewees have stressed that depending on the judgement of the official in charge, informal and *ad hoc* contacts with relevant civil society representatives sometimes happen in addition to, or in place of, formal processes in order to inform the design and implementation of EU-supported interventions, including security-related programmes and projects. For instance, this is the case for some fact-finding missions which inform the design and development of CSDP missions, when NGOs and CSOs may be consulted (for example, after the 2008 crisis in Georgia, and for the preparation of the EU Somalia Training Mission). Another example is the design of an EC Instrument for Stability project in Yemen, when civil society representatives were consulted on an *ad hoc* and informal basis.

Similarly, NGOs now frequently provide briefings to Council of the EU committees such as the Committee for Civilian Aspects of Crisis Management (CIVCOM) or the Working Party on Africa (COAFR). Organisations do this on both an individual basis and collectively through EPLO. However, such briefings occur on a request basis rather than as a formal, regular process. The EC's 'Peacebuilding Partnership' budget line also includes a dialogue component, which has evolved to support local civil society consultation meetings on particular conflicts (Bosnia and Herzegovina, Nagorno Karabakh, Somalia) in Brussels.

3.1.5 PERCEPTION SURVEYS AND ANALYSIS

Another way to inform the design, management and implementation of EU-supported projects and programmes is to undertake regular analysis of local people's perceptions on issues such as security and justice. Perception surveys can enable various stakeholders (international organisations, national authorities) to gain a better and deeper understanding of the needs, concerns, attitudes and behaviour of local people, including in relation to security and justice issues. If conducted regularly they can be used to track changes and long-term trends in communities' perceptions and views and can serve as a useful tool to inform the planning and implementation of activities such as disarmament and reintegration processes, small arms control programmes or police and justice sector reform.⁴¹ Perception surveys appear to be undertaken and considered by EU institutions in a variety of contexts although their use is not yet systematic.

3.2 CHALLENGES IDENTIFIED

Interviews with EU officials as well as recent evaluations and reviews of the EC's activities relating to the support to, the involvement of and aid delivery through NSA⁴² have highlighted the main challenges to undertaking local consultation and participation more systematically. The challenges include cultural, institutional and operational aspects:

- **Building sustainable relations.** Even when consultative and participatory processes take place (for example, mid-term reviews), momentum can be lost afterwards and relations with civil society are not sustained. Despite guidance, encouragement and progress made in the run-up for the 2007-2013 programming cycle, civil society involvement often does not go beyond ad hoc broad consultation meetings, which rarely result in more focused and durable sector- or project-based dialogue over the longer term.⁴³ One of the reasons put forward during interviews, in some contexts, is the lack of knowledge of the local civil society and therefore the difficulty in identifying relevant and trustworthy partners to engage with on a longer-term basis.
- **Programme management procedures inhibiting participation.** EC programme management procedures are not always conducive to participation from civil society. Delegation staff struggle with heavy time and

41 See for instance: *Ready or not? Exploring the prospects for collecting illicit small arms and light weapons in Kosovo*; Saferworld, July 2009. *On track for Improved security? A survey tracking changing perceptions of public safety, security and justice provision in Nepal*; Interdisciplinary Analysts and Saferworld, April 2009. *Youth perspective on community security in the Eastern Terai*; International Alert and Friends for Peace; January 2008.

42 *Non State Actors & Local Authorities consultations in the elaboration of the 10th EDF CSPs in ACP countries*; European Commission, 20 December 2007. *Evaluation of EC aid delivery through CSOs*; Vol.1, PARTICIP, Cideal, Channel Research and South Research, December 2008. Contract number: EVA/116-833. *The Commission's management of non-state actors' involvement in EC Development Cooperation*; Court of Auditors; Special report no. 4/2009.

43 EC (2007): p.28, annex 1; Court of Auditors (2009): pp. 15-16, 34; PARTICIP, Cideal, Channel Research and South Research (2008): p.31. Janice Giffen and Ruth Judge: *Civil Society Policy and Practice in Donor Agencies*, INTRAC, May 2010.

disbursement constraints, as a result of which their role can become very focused on the administrative and financial aspects of a programme or a sector. Linked to this, there are not enough incentives to encourage staff to be proactive in involving civil society in various processes; instead, incentives are often related to quantitative aspects such as levels of disbursements. Several interviewees also mentioned the lack of political support from higher levels of the hierarchy as an impediment to pursuing participatory approaches.

- **Civil society seen as implementers but not partners.** Most interviewees stressed the fact that even if progress has been made, the prevailing institutional culture still tends to consider NGOs and CSOs as implementing agencies rather than partners in the development process. In this regard, the cultural shift towards participation has yet to translate into practice. When it comes to security-related issues, despite the relatively conducive policy commitments, the participation of civil society in any related decisions is still often seen as premature or sensitive to address. In both cases, awareness raising and leadership is required to achieve this cultural shift in practice so that policy commitments become shared values and objectives across EC staff members and institutions.
- **Consultation in politically challenging countries.** It is sometimes politically delicate to engage thoroughly with civil society in countries with low democratic standards in terms of political and social debate and participation. In contexts where civil society is stigmatised and/or repressed by the ruling regime, international demands for consultation with civil society can result in diplomatic struggles and could in some cases be detrimental to civil society representatives themselves. Nonetheless, experiences have shown that even in very challenging environments it is still possible to establish a dialogue with authorities and civil society, jointly or separately (such as in Kyrgyzstan for the mid-term review of the EC's Country Strategy Paper in 2009, or in Somalia with the creation of civil society platforms since 2004). However, in other states this has proved to be more difficult (for example, Tunisia or Cuba⁴⁴).
- **Lack of a broader strategy to engage with civil society.** Despite the policy commitments, existing good practice and opportunities to engage with civil society are not underpinned by coherent and consistent strategies (at political and operational levels) that could enhance participatory practices. Such national or regional strategies would aim to define a shared vision of long-term peace- and statebuilding for the country or region concerned and to identify more clearly the contribution civil society can make and its broader role, as a driver of change, in achieving this goal.⁴⁵

44 *Evaluation of EC aid delivery through CSOs*; p.18, p.38; op.cit.

45 *Evaluation of EC aid delivery through CSOs*; op. cit. See also Maurizio Floridi, Beatriz Sanz-Corella, Stephano Verdecchia: *Capitalisation study on Capacity building support programmes for Non State Actors under the 9th EDF*; June 2009.

CONCLUSION AND NEXT STEPS: PARTICIPATORY APPROACHES TO SECURITY BUILDING

As stated in the introduction, this report will complement and inform a number of country case studies that will gather evidence of EU participatory practices, challenges and lessons learned from a field perspective with more of a focus on security-building activities. These findings will then feed into a briefing paper including practical operational recommendations for EU institutions on the ways they can enhance their participatory practices in order to deliver more effective, responsive and sustainable security programmes and operations.

The previous sections have shown that the commitments to enhancing participatory approaches across EU institutions are gradually, if unevenly, being translated into practice. From *ad hoc* relations through to formal consultations, civil society is increasingly becoming a partner for EU institutions. The EC is now launching strategies and setting up mechanisms to enhance its partnership with civil society around the world, and the Council of the EU is making progress as well by building ad hoc relations from one operation to the other and by showing an interest in these approaches.

However, this encouraging trend must be balanced with other observations highlighted by this initial research. Firstly, the EU participatory agenda is very much focused on the 'organised part' of civil society: NGOs, CSOs, and other NSAs. It should be recognised that most CSOs have their own agendas and are not necessarily representative of wider society. Efforts to engage a broad range of both formal and informal civil society voices are therefore necessary to build a comprehensive picture of local needs and perceptions. Secondly, despite promising policies and guidelines, in order to increase implementation of participatory approaches there is a need to raise awareness across the institutions and their staff of their benefits and practical implications. Thirdly, current relations with civil society are not particularly strategic and sustainable, and therefore opportunities to create a more meaningful role for civil society in the design, delivery and review of policies, strategies and programmes are often missed.

Drawing on these challenges and opportunities there are various entry points that can be used to explore appropriate and practical ways to promote participatory approaches within security-building activities. These are outlined in brief below:

- **Raising awareness of the benefits and implications of participatory approaches across EU institutions.** Despite progress, there is still a lack of awareness both within the EC and the Council of the EU of the need for EU institutions to consider, engage with and support civil society in its policy development and programming work. Both operational and senior management level should be targeted to ensure a shared understanding of the added value and the implications of engaging with communities and civil society using participatory approaches. Although human security, or if not stated as such, a broader approach to security, is often a reference point in policy frameworks and rhetoric relating to EU-supported security building, there is inconsistent support across EU institutions for the idea of increased participation in security building

activities⁴⁶ and little practical guidance is available on how this should be done. In order to enhance buy-in across the EC and the Council of the EU, within delegations and CSDP missions, there is still a need to raise wider awareness of how promoting local participation in security and justice processes is a necessary element of putting human security concerns at the heart of EU security and justice programming and why it will produce more durable, relevant and lasting results.

- **Identifying suitable methods to support, incentivise and evaluate implementation of participatory approaches.** There are various practical methods of providing support to staff, such as training, toolkits, exchanges of practice and more. The Court of Auditors report recommends that specific guidance and training is developed in order to establish more regular and systematic relations with civil society at the delegation level. It is unclear to what extent this can be achieved in relation to civil society participation in new aid modalities such as direct budget support and sector-based support (such as security)⁴⁷ - this is an area which merits further analysis. This initial research showed that for some practitioners, 'another toolkit' would not be as useful as the elaboration of guidance that is more targeted at the practical implications of taking a human security approach to security related programming. However, consensus emerged on the fact that guidance needs to be context-specific, given the wide range of situations that Delegation officials face. One obvious step is to ensure that various training documents and sessions on SSR, conflict prevention and other related topics, as well as other knowledge management tools, address participatory approaches not only in theoretical terms (why they are necessary) but also in practical terms (how they can be used in security-building interventions).
- **Designing a long-term roadmap to engage with civil society in a more sustainable way.** The EC has undertaken civil society consultations when drafting country strategies and mid-term reviews and CSDP missions have also organised *ad hoc* exchanges of views with civil society. Current and forthcoming civil society mappings will also involve extensive consultation with civil society. However, beyond such processes of broad consultation and *ad hoc*, informal contacts at the project level, initial research emphasises the need to engage with civil society in a more systematic way. Rather than being seen as one-off events, these consultations could act as a launch pad for further dialogue and participation on security and justice and the EU's role in security building, which should occur both in-country and in Brussels. As some of the cited guidelines and evaluations recommend, a 'road map' would help to inform and structure this engagement. More regular and targeted interactions (especially at sector level and with the relevant CSOs) could then be based on an analysis of civil society actors and their potential role in contributing to the implementation of strategies, and more generally in the improvement of good governance in-country.

46 As shown in previous IFP case studies undertaken in Afghanistan, Albania, Burundi, DRC, Haiti, Nepal, Timor Leste, Ukraine and in Brussels: <http://www.initiativeforpeacebuilding.eu/publications/index.php?c=3>

47 As recommended in the *Evaluation of EC Aid delivery through civil society organisations*, the initiative is now being followed up by Aidco.

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