

UK Approaches to Conflict Prevention and Peacebuilding

Overview Presentation

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Note: Though this presentation is consistent with published PMSU analysis of the UK Government system it has not been approved by the UK Government.

Background: UK System has evolved through a range of initiatives and approaches. Strong links to on-going EU and international processes



Previous Major UK Processes

- **2002 UK Conflict Prevention Pools established**
- **2003 Strategic Audit** identified need for better approach to promoting stability, especially in weak and failing states. Cabinet tasks Prime Minister's Strategy Unit (PMSU) to suggest improved UK responses.
- **2004 Post Conflict Reconstruction Unit (PCRU) approved**
- **February 2005** Publication of PMSU "Investing in Prevention" report

On-going Major UK Processes

- **2006 DFID White Paper** focusing on governance and stability issues
- **2006/7 Comprehensive Spending Review** assessing UK spending on global conflict and other major challenges

Multiple Motivations for Increasing Investment in Preventing Instability and Crisis

- **Normative underpinning is Responsibility to Protect:** taking seriously the responsibility to prevent requires identifying practical ways to make prevention real
- **Meeting UK strategic objectives:**
 - **Protecting human security** - by reducing the direct human costs from conflict and crisis, and laying the foundation for sustained poverty reduction
 - **Reducing harms to the UK** - by improving the global environment for tackling network threats from terrorism, armed conflict, organised crime and economic instability
 - **Creating opportunities to address common concerns** – by creating wider and more effective participation in the international community
 - **Supporting democratic transitions** - as new democracies are at high risk of instability
- **International legal obligations:** especially through genocide convention and ICC

Cost-effectiveness: Strong “spend to save” case to increase investment in preventive activity

Politics is vital – but tackling systemic issues will reduce political barriers to prevention

- “Received wisdom” focuses on a lack of political will as the primary cause of underinvestment in prevention and slow response to crises
- Political will to act is deterred by a number of factors:
 - » Clashes of country interests
 - » Costs and benefits of action don’t add-up
 - » Perceived lack of public support for action
 - » Choices for action seem unattractive and /or levers of influence are too small to make a real impact or too complex to deploy
- All of these problems can be heightened by systemic failures to provide timely, attractive options that spell out the relative costs of action and inaction coupled to efficient effective implementation mechanisms.

CRI Project looked the needs of decision makers (using structured interviews) as the basis for defining possible improvements

Four Main Strategic Elements for Dealing with CRI (pre- or post-conflict). All require strategic collaboration between ministries, governments and other actors.



**I
Investing
in Stability**

Building country capacity to manage risks and conflicts

**II
Aligning
Incentives**

Aligning incentives of national elites with longer-term stability

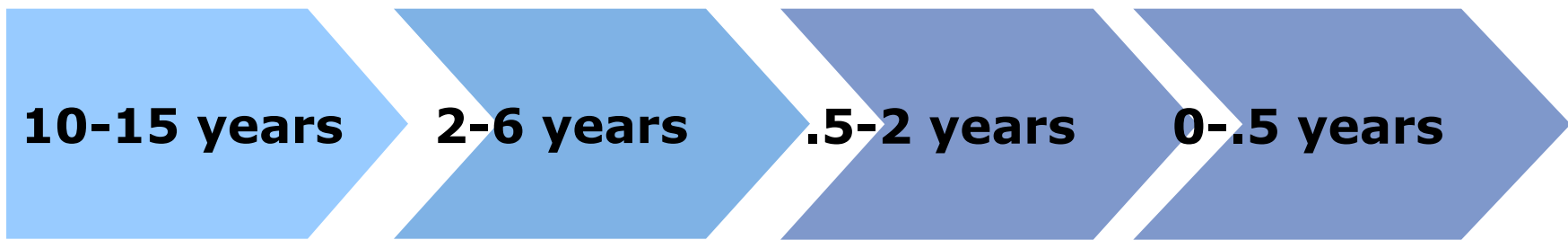
**III
Increasing Inter-
national Responsibility**

Enhancing the international policy environment for stability

**IV
Improving
Response to Crisis**

Establishing a coherent and credible international framework for crisis response

Critical decisions impacting stability pre and post crisis/conflict are made over many timeframes



- Broad International system change
- Broad Regional system change
- National institution building
- UK military capability investment
- Economic investment

- Focused international system change
- Force reorganisation
- National governance strengthening
- Aid programmes
- Regional military strengthening

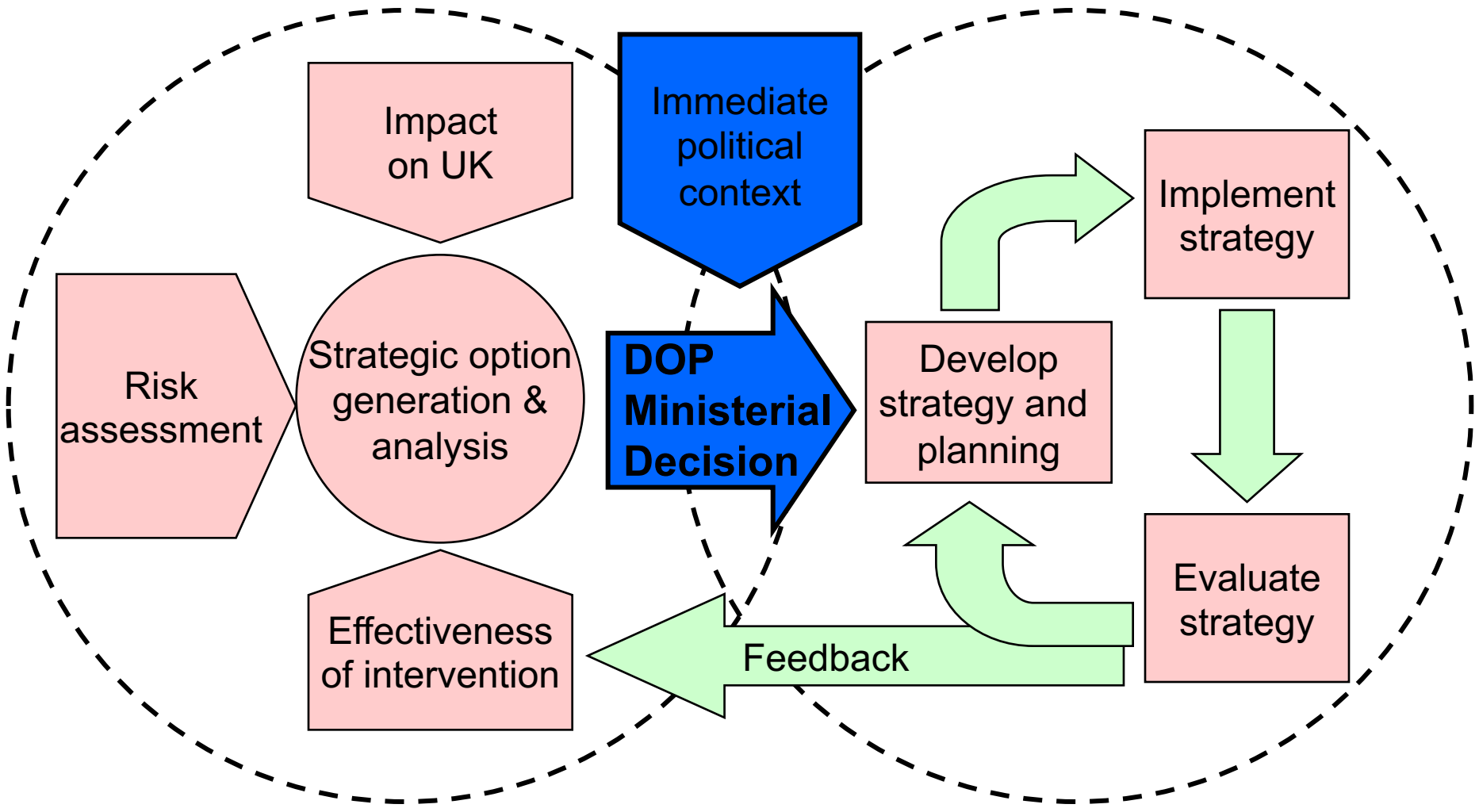
- Military Contingency planning
- Disaster/aid Contingency planning
- Policing operations
- Preventive diplomacy

- Military intervention/strengthening
- Diplomatic intervention
- Humanitarian support
- Macroeconomic crisis support

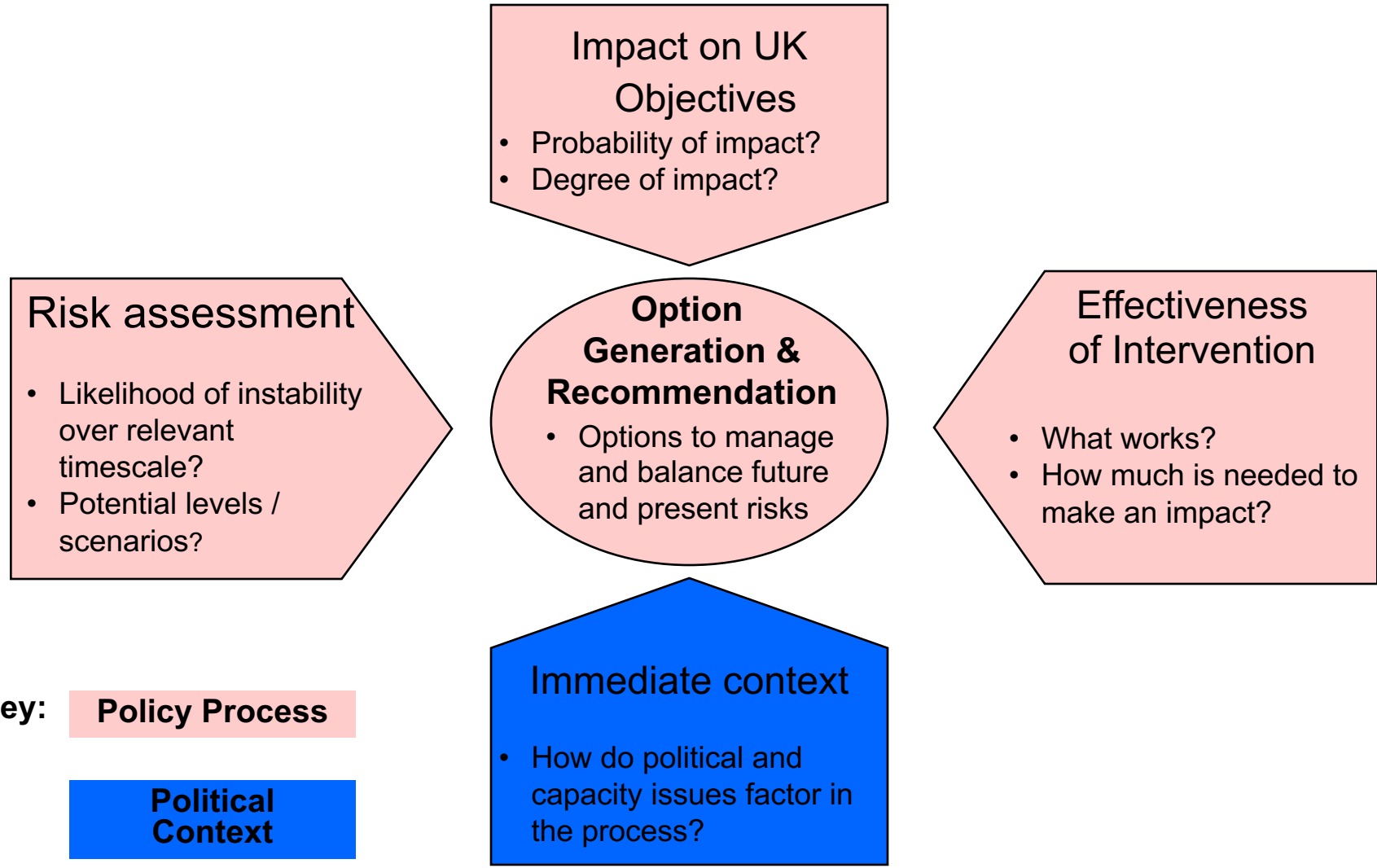
Implementing responses to instability requires “end-to-end” strengthening of systems in Government(s)

Decision Support

Implementation Cycle



Biggest challenge is generating robust and aligned strategic options

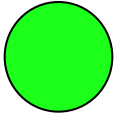
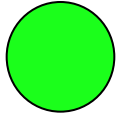
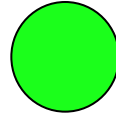
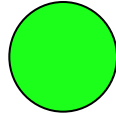
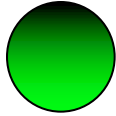
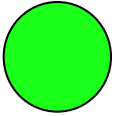
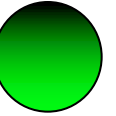


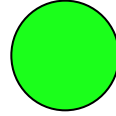
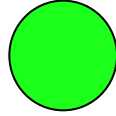

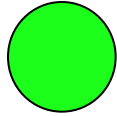
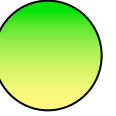
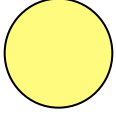
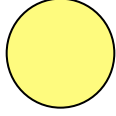
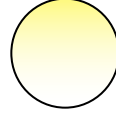
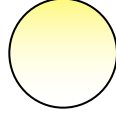
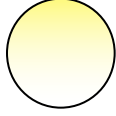
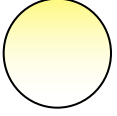
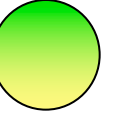
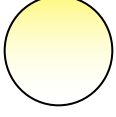
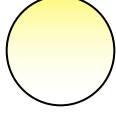
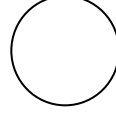
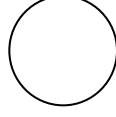
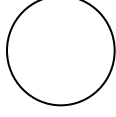
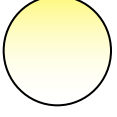
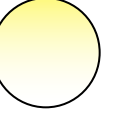


HMG working level views on System Effectiveness



- Good interdepartmental communication **but** this does not generally lead to strategic co-ordination and alignment around solutions
- Large amounts of information are collected **but** analytical resources scarce and tendency to revert to “best guess” /compromise scenarios
- Concerns about lack of clear “end-to-end” process for cross-HMG planning and lack of strategic capacity outside major missions (e.g. Afghanistan)

Joint SU/Departmental assessment of decision support across UK objectives indicates that risk and impact assessment is patchy, and evaluation & option generation are relatively weak

	Terrorism and WMD	Migration drugs & crime	UK economic prosperity	Energy security	European security & stability	Wider peace & stability	Sustainable development
Risk Assessment							
Impact Assessment							
Evaluating Effectiveness							
Option Generation							

Effectiveness of Decision Support across HMG

-  **Strong**
-  **Evolving**
-  **Slight**
- 

Key PMSU recommendations for strengthening decision support system



**Improve medium-long term decision support
in all dimensions**

**Improve short term risk monitoring
& assessment systems**

Systematic evaluation of what interventions work

**Stronger thematic strategies linking instability to
other foreign and domestic policy objectives**

**Need to add more value by presenting richer
information and clearer options and choices**

**Address similar deficiencies/differences
in key allies/partners**

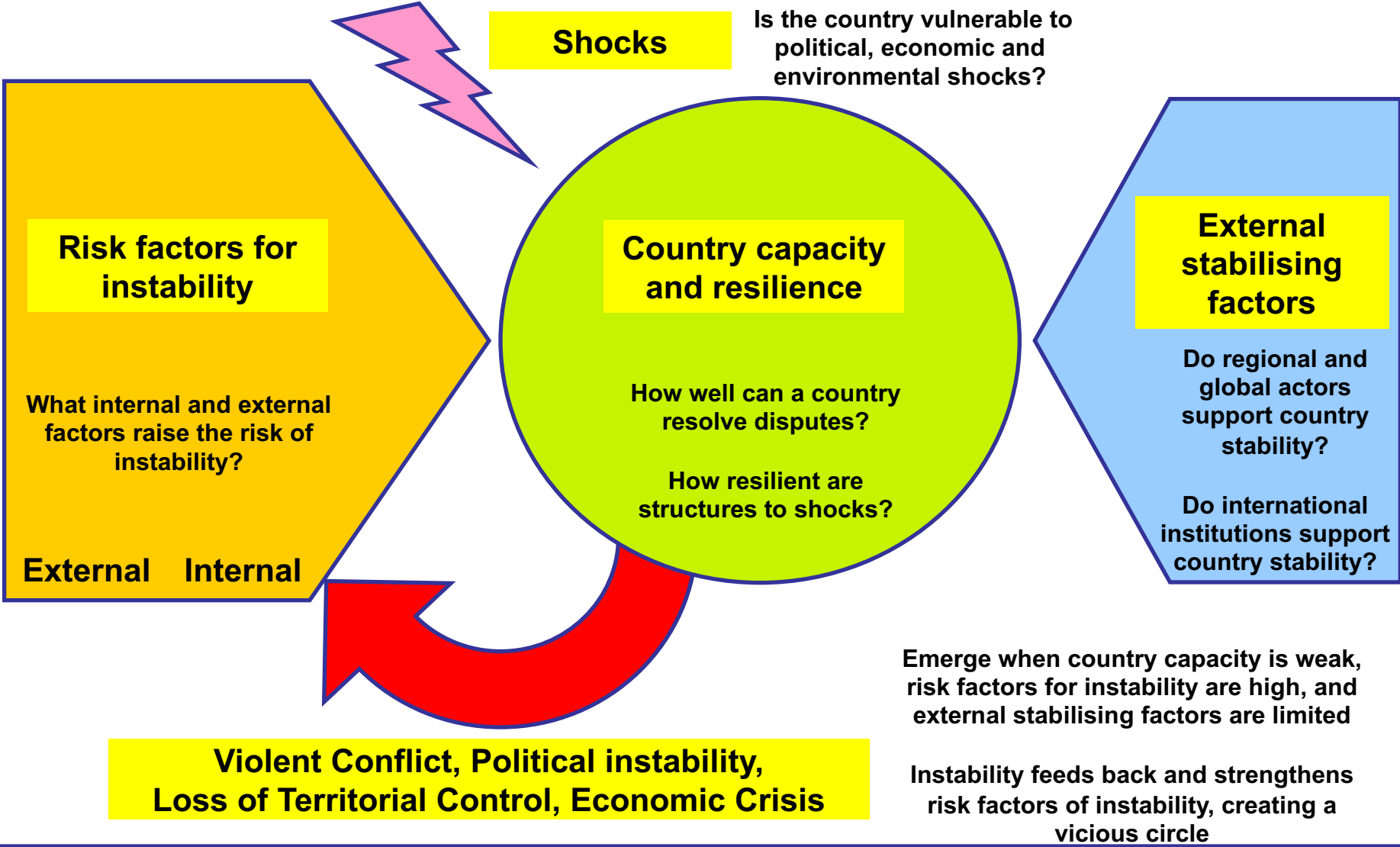
Key to making system work is an integrated framework for structured analysis – the CRI “Instability Framework”

Design Criteria behind CRI Instability Framework

- Provide a simple and robust high level framework for structuring discussion between different departments, analysts, disciplines and assessments
- Incorporates a the emergent dynamics of crisis and conflict
- Makes explicit critical assumptions around how risks will be effectively managed over time – allowing contest and challenge.
- Prompts analysts to consider all key generic factors (based on research) as well as country/region specific issues - preventing disciplinary bias and analysts focusing on easily available data
- Can be used to drive the full strategic country assessment process from risk assessment, futures and generating strategic options

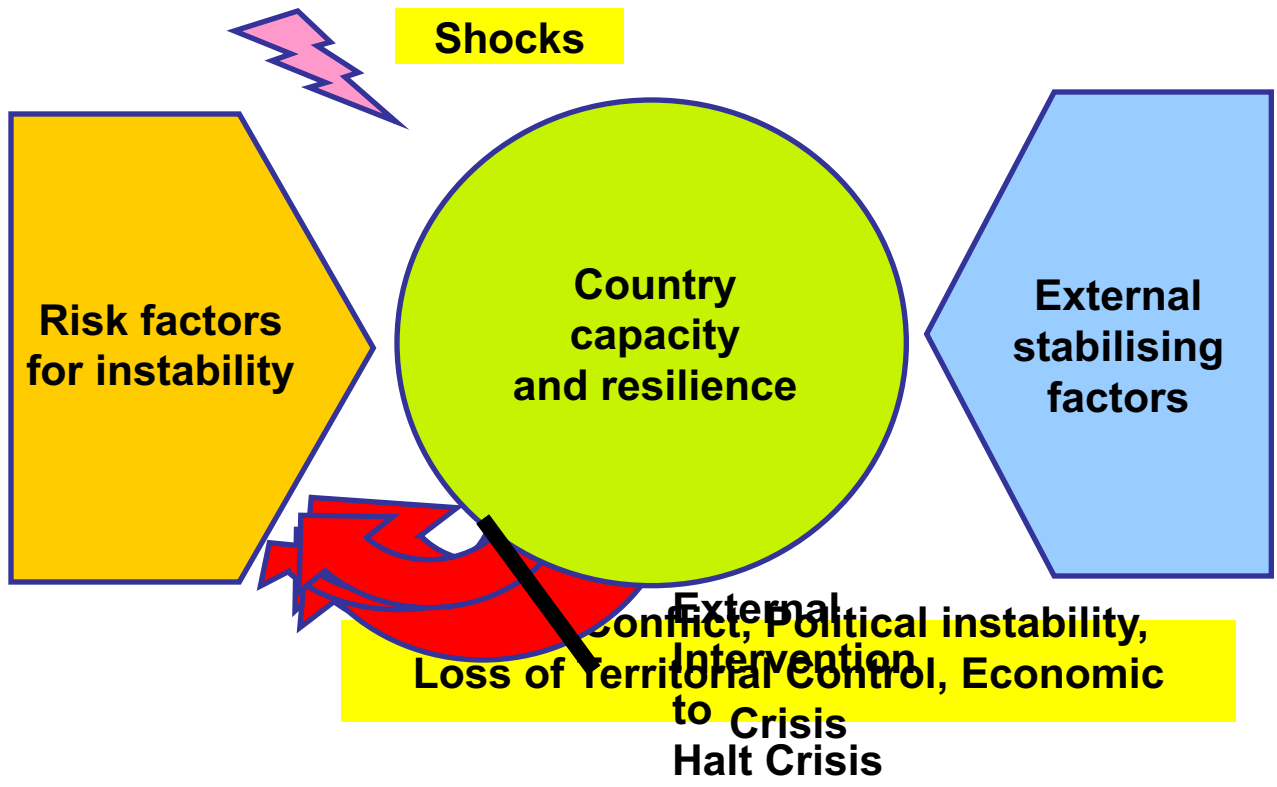
A draft manual laying out how the Instability Framework can be used to drive an integrated assessment process in practice was produced and is being developed as one of the key outputs of the CRI project

Building alignment through the Instability Framework: Instability arises from in balance between country capacity, internal and external risk factors and external stabilisers

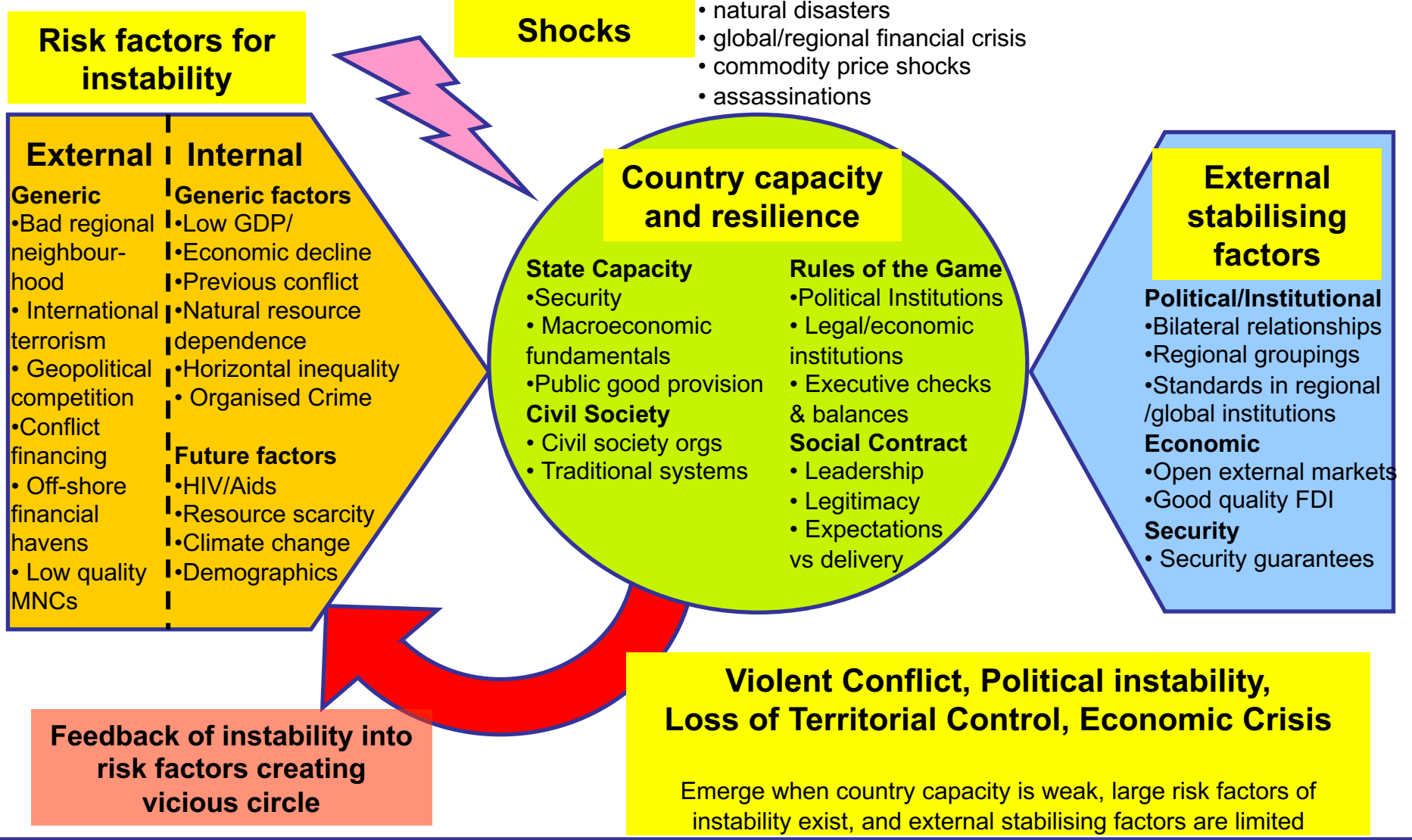


Relative balance of factors changes over time as country risks change, crises emerge and are resolved

- 4. Post-Crisis with International Stabilisation
- 2. Stable Country, stability increasing



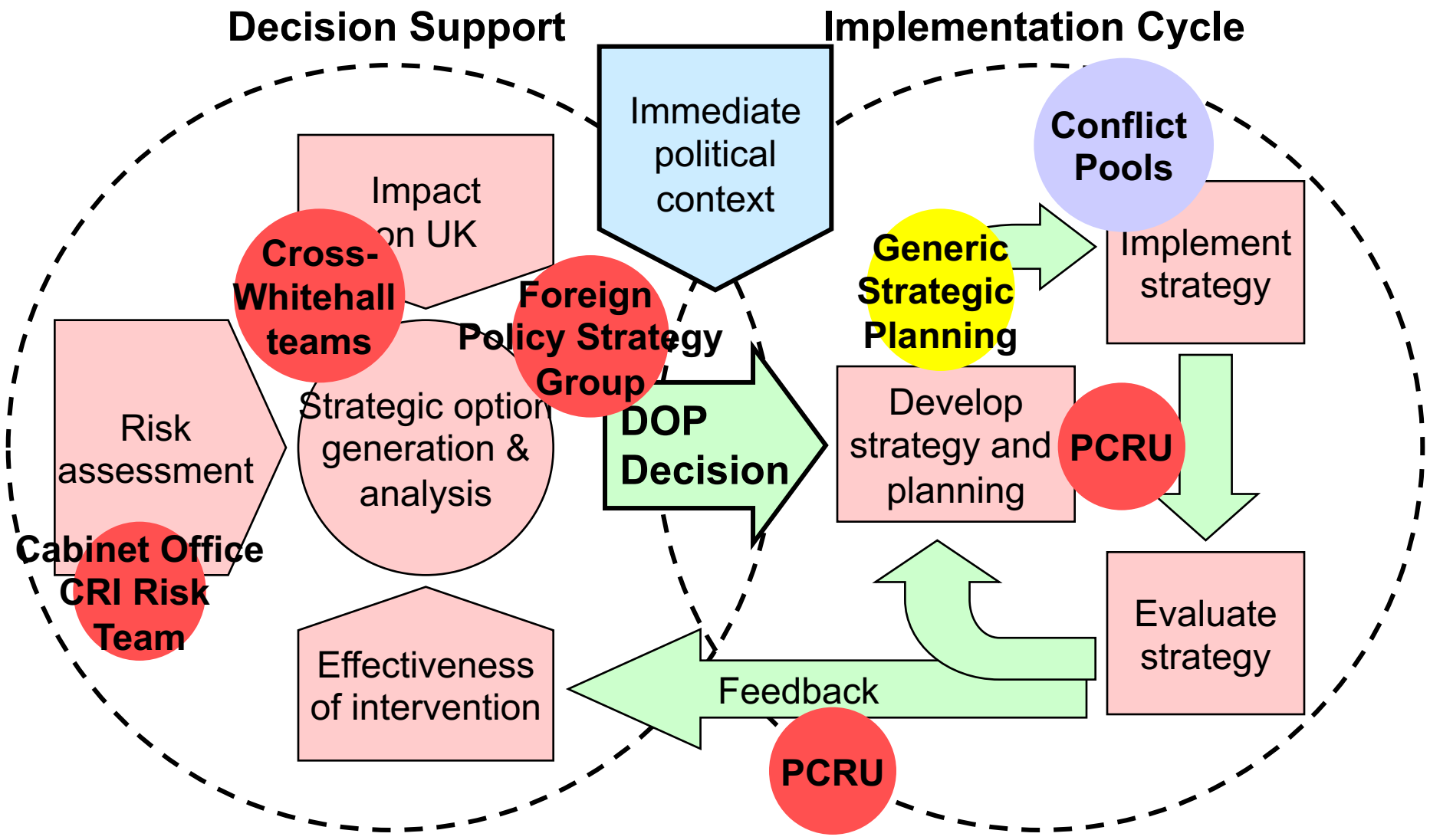
Annotated Instability Framework: Core factors from evidence to consider – supplement by country specific factors



Work on-going in HMG to improve system

- » **Risk assessment:** New Assessment Staff CRI team conducts regular assessment of global instability
- » **Threat assessment:** organised crime strategies focusing on harm reduction; regional energy security strategies; stronger focus on development-instability links.
- » **Effectiveness of intervention:** PCRU work on interventions
- » **Option generation and selection:** FPSG mandated country strategies based on risk assessment; greater strategic focus in Conflict Prevention Pools; bottom-up strategic work using CRI strategic process and risk assessment tools
- » **System Evolution:** DOP Conflict Prevention and Reconstruction Committee responsible for building an end-to-end “comprehensive” approach.

New Cross-Whitehall UK capacity/responsibilities to address instability across the cycle



Thank You and Further Information

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**The report and background papers can be found
at www.strategy.gov.uk**

Background Slides

Overall System Recommendations

- **Timely and flexible strategic process:**
 - » Cross-Whitehall risk assessment and monitoring systems in UK. Work on best-practice risk assessment with EU, US and others
 - » Strengthened strategic capacity to assess UK interests and develop preventative options in countries and regions of instability.
 - » Build authoritative non-governmental systems to drive innovation and consensus on risk assessment and conflict prevention/intervention

- **Effective systems for driving implementation** of enduring multi-sector programmes to promote stability in the long to medium term, and to manage post-crisis situations.
 - » Clear ownership and accountability for strategy implementation
 - » Multi-sectoral planning tools to implement preventative and crisis response
 - » Effective independent evaluation systems in UK, EU and UN
 - » Strategic funding mechanisms for long term programmes

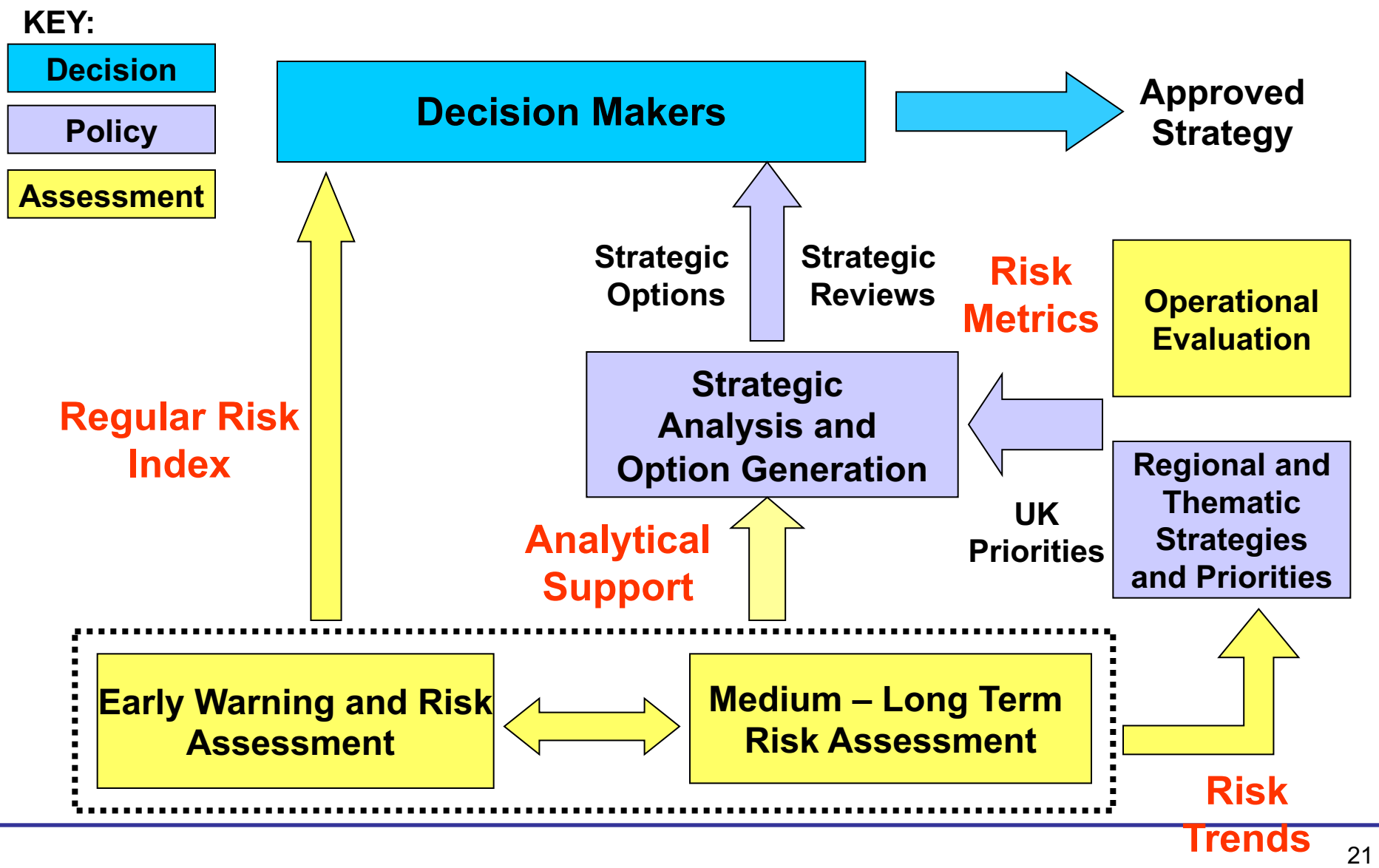
- **Sustained programme of influence to promote key policy and system reforms to the international system**, and with key bilateral and regional partners,
 - » New inter-governmental forum on CRI
 - » EU CRI practitioners network
 - » IPCC equivalent expert process to drive research on conflict and instability

CRI Risk Assessment Recommendation

- **The UK government should strengthen its risk assessment and early warning systems addressing countries at risk of instability covering the following components:**
 - » A process to produce an agreed regular risk assessment of countries at risk of instability
 - » A structured process for producing near-term (12-24 month) and medium term (3-5 year) risk assessments to inform strategic analysis
 - » Exploring the potential for enhanced use of quantitative modelling techniques, capable of producing forecasts and scenarios of risks over a 2-10 year period.
 - » Work on international futures and horizon scanning, including establishing core horizon-scanning/futures data and regional/global political scenarios for use in medium-long planning processes
 - » Enhanced knowledge management systems
- **Enhanced surge capacity for strengthening monitoring systems in country in response to high priority risks, augmented by investment in indicators based on automated analysis of news-feed data.**

This system should be supported by better use of external government and non-government data and risk assessments as comparators for UK assessments.

To prevent policy driven analysis need complementary routes for “pure” risk assessment and policy support – and a route for wider strategic use of risk assessment



Better inputs need to be brought together into robust strategies, with contingency planning and monitoring systems

