

Instrument contributing to Stability and Peace

In a nutshell

The Instrument contributing to Stability and Peace was established in 2014 to support the European Union's external policies. It contributes funding for crisis response, conflict prevention, peace-building and crisis preparedness, and to address global and trans-regional threats. The instrument thus plays a role in both EU foreign and development policy.

EU's Multiannual Financial Framework (MFF) heading and policy area

Heading 4 (Global Europe)

Foreign policy; international cooperation and development

2014-20 financial envelope (in current prices and as % of total MFF)

Commitments: €2 338.72 million (0.22 %)

2016 budget (in current prices and as % of total EU budget)

Commitments: €326.70 million (0.21 %)

Payments: €316.40 million (0.22 %)

2017 budget (in current prices and as % of total EU budget)

Commitments: €273.28 million (0.18 %)

Payments: €294.18 million (0.21 %)

Methods of implementation

Direct management (European Commission: Service for Foreign Policy Instruments and Directorate-General for International Cooperation and Development).



In this briefing:

- EU role in the policy area: legal basis
- Objectives of the programme
- Funded actions
- Assessment of programme
- Other EU programmes and action in the same field

EU role in the policy area: legal basis

Articles [209](#) and [212](#) of the Treaty on the Functioning of the European Union (TFEU) constitute the statutory basis for the Instrument contributing to Stability and Peace (IcSP) and require that its consistency with the framework principles and objectives of European Union (EU) external action. Article 209 refers to development cooperation and Article 212 refers to economic, financial and technical cooperation with third countries. This diversity of policy areas in the legal basis reflects the instrument's scope and character. The IcSP's forerunner was the Instrument for Stability (IfS) ([Regulation 1717/2006](#)). The IfS was in place from 2007 to 2013, and had a budget of €1 063 million.¹ It was implemented with the objective of contributing to stability outside the EU by providing an effective, consistent and integrated response to emerging and full-blown crises.

[Regulation 236/2014](#) lays down the common rules and procedures for the implementation of the IcSP in the context of the package of EU instruments for financing external action. [Regulation 230/2014](#) provides the legal basis for the establishment of the IcSP specifically. It establishes the IcSP as providing 'direct support for the Union's external policies by increasing the efficiency and coherence of the Union's actions in the areas of crisis response, conflict prevention, peace-building and crisis preparedness, and in addressing global and trans-regional threats'. Among the designated measures are development, technical, economic, and financial assistance. Since global and trans-regional threats are more effectively addressed by multilateral cooperation, some measures under the IcSP involve cooperating with third-country donors and assistance providers, regional and international organisations, and other state and civil society actors. Cooperation with third countries, especially on a trans-regional level, includes strengthening the capacity of law enforcement, judicial and civil authorities in order to combat such threats as illicit trafficking, terrorism, and organised crime, as well as to limit illegal trade and transit.

Additionally, Regulation 236/2014 provides the possibility for sectorial and general import programmes in exceptional cases via the IcSP. The programmes can be carried out in kind, or by providing foreign exchange for purchasing necessary import goods.

Cooperation with partner countries and regions must be based on [thematic strategy papers and a multiannual indicative programme](#).² Regulation 230/2014 stipulates that, wherever possible, these papers should be prepared based on a dialogue with the partner countries, civil society, and regional and local authorities, to ensure sufficient local ownership of the programming process. The thematic strategy papers provide the framework for assistance in the programmable part of the IcSP. They are expected to comply with the principles of aid effectiveness and guarantee consistency with the programming of other Union instruments for external assistance. The strategy papers are accompanied by the multiannual indicative programme, which summarises the financed areas, the specific objectives for the priority areas, performance indicators and the period of assistance. The multiannual indicative programme outlines the proposed financial allocations for each action financed by the IcSP.

[Regulation 230/2014](#) requires that exceptional assistance measures within the general scope of the IcSP have to be eligible for funding under another EU instrument. Such measures are designated to fill the gap if other instruments are too slow. The use of IcSP for exceptional assistance measures under a simplified approval procedure is limited to actions of up to a period of 18 months (this may be extended no more than once for

another 18 months) and with an allocation of up to €20 million. This increases the EU's ability to respond quickly to unforeseen situations. Timely financial help when other EU sources are unavailable is the IcSP's unique contribution, helping to mitigate the effects of a crisis. The instrument's non-programmable nature means that a large part of the funds cannot be pre-allocated.

According to Regulation 230/2014, at least 70 % of the financial envelope of the IcSP is to be used for assistance in response to crises or emerging crises to prevent conflicts; 9 % for conflict prevention, peace-building and crisis preparedness; and the rest (up to 21 % of the budget) for addressing global and regional threats. A list of cross-cutting issues, such as democracy promotion, climate change and gender equality, are to be taken into consideration wherever possible. Activities eligible for [EU humanitarian aid](#) or funding under the [EU Civil Protection Mechanism](#) cannot be funded by the IcSP.

Objectives of the programme

The IcSP aims to increase the efficiency and consistency of EU measures by creating a more explicit link between security and development policies.³ As one of a number of external financing instruments, the IcSP's specific role is to enable the EU to help in preventing and responding to existing or emerging crises around the world and provide a speedy response whenever other instruments are not readily applicable. It should do so with measures related to crisis management, peace-building and threat mitigation. The IcSP also represents a continuation of the objectives of its predecessor, IfS, set in Regulation 1717/2006, which stipulated that the IfS should be a rapid and flexible mechanism. The specific objectives of the IcSP are to contribute to:

- providing a response in a situation of crisis or emerging crisis to prevent conflicts, in particular by establishing the conditions essential to the proper implementation of the EU's other external policy instruments;
- preventing conflicts, ensuring capacity and preparedness to address pre- and post-crisis situations and peace-building;
- addressing global and trans-regional threats to peace, international security and stability.

Defined as such, the IcSP's objectives link two major EU policy areas, namely foreign policy, and international cooperation and development. This dual role of the IcSP is also reflected in the way its budgetary allocations are recorded in the EU budget: IcSP funding is split between budget line 19 02 (foreign policy), with the European External Action Service (EEAS) determining the instrument's strategic orientation as part of EU foreign policy, and budget line 21 05 (international cooperation and development).

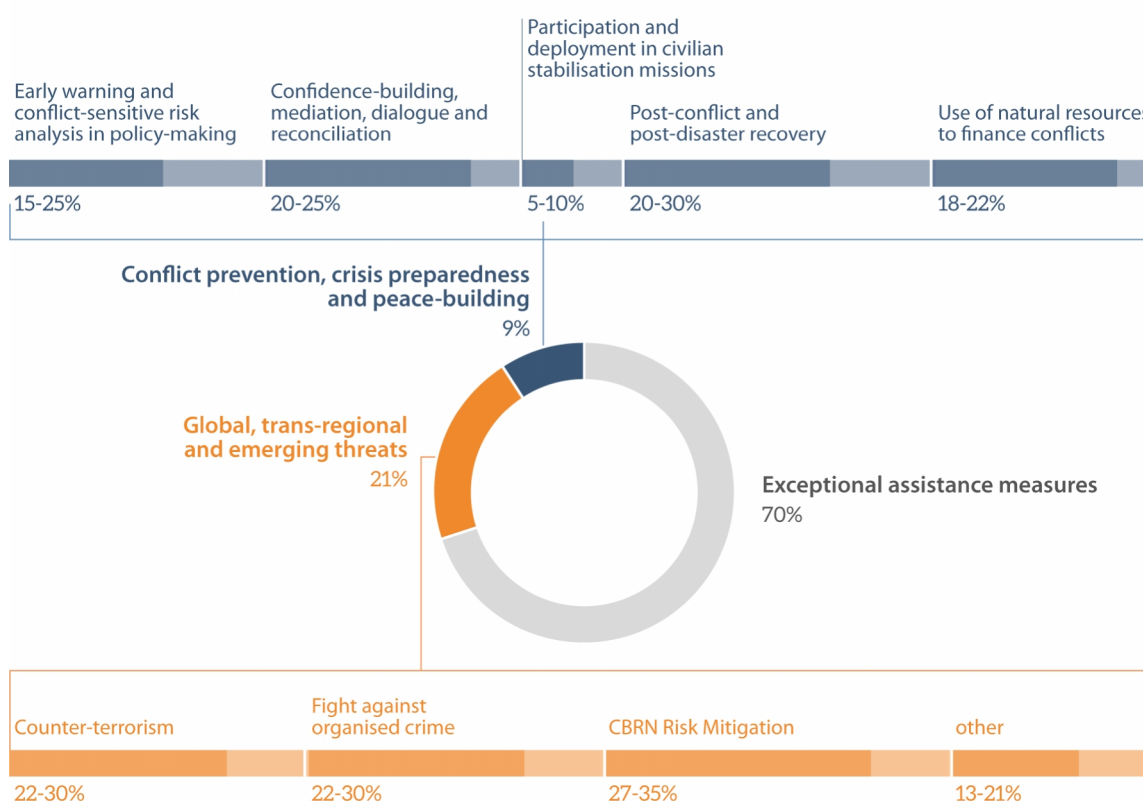
Funded actions

Since measures financed by the IcSP come under separate budget lines, they tackle different challenges and are implemented differently. Actions funded under budget line 19 02 (foreign policy) can provide both short-term and long-term assistance. In both cases, they are overseen by the [Service for Foreign Policy Instruments \(FPI\)](#). Short-term assistance lasts up to 18 months, renewable for a further 18 months, and normally tackles emerging and existing crises. Commitments of €227 million were allocated in the 2016 budget to such short-term responses to crises or emerging crises to prevent conflicts. The 2016 commitments for long-term peace-building projects, such as conflict prevention, peace-building and crisis preparedness, amounted to €27 million.⁴

In contrast, actions funded under budget line 21 05 (international cooperation and development) constitute long-term assistance, such as addressing global and trans-regional threats and emerging threats. These are managed by the European Commission's [Directorate-General for International Cooperation and Development](#) and were financed by commitments of €64 million under the 2016 EU budget.⁵

The [thematic strategy paper 2014-2020](#), prepared with partners as explained above, determines the focus of long-term funded actions under the current MFF. Due to the unpredictable character of the issues covered by IcSP-funded actions, the distribution of the funding under different themes provides an opportunity for flexibility and adaptation to necessity. This indicative distribution of financial allocations for 2014-2020 is presented in detail in Figure 1 (see explanation below).

Figure 1 – Instrument contributing to stability and peace indicative financial allocations, MFF 2014-2020



Source: European Commission, [Instrument contributing to stability and peace thematic strategy paper 2014-2020](#), 2014, p. 37.

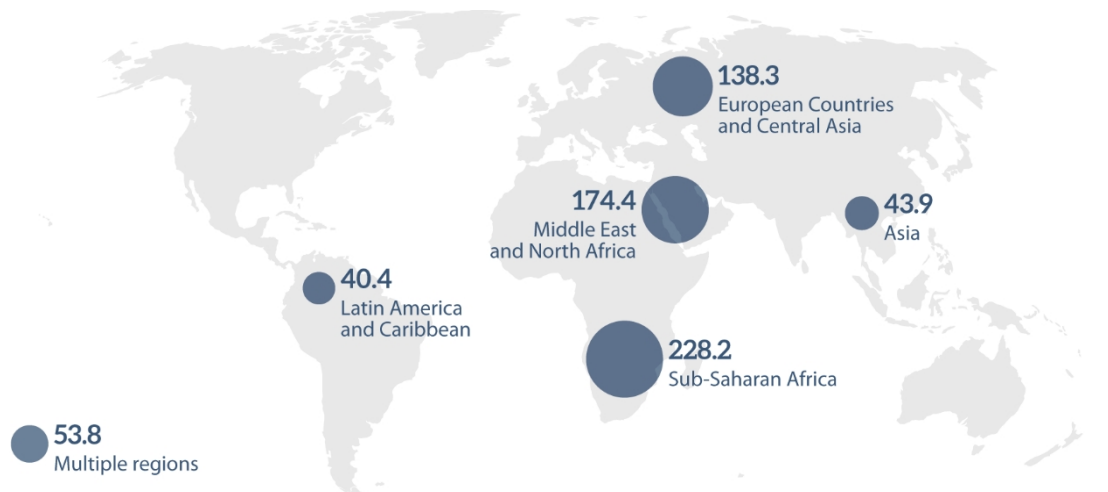
Funding of long-term actions is usually allocated using a negotiated procedure, a direct award, administrative arrangements, or joint/contribution agreements with international organisations. Calls for proposals or tenders are rarely used as they require procedures that take longer than the urgent activation needed under the IcSP. The indicative financial allocations under conflict prevention, crisis preparedness and peace-building (related to foreign policy) focus mostly on post-conflict and post-disaster recovery, confidence-building, mediation, dialogue and reconciliation. The indicative financial allocation for addressing global, trans-regional, and emerging threats is mostly spent on the [chemical biological radiological and nuclear \(CBRN\) risk mitigation centres of excellence initiative](#), counter-terrorism, and the fight against organised crime.

As of January 2017, more than 280 projects in around 75 countries⁶ were funded (some were already launched in 2012 under the IfS), with significant differences in the amount

of funding for the respective themes.⁷ In the 2007-2013 period, under the IcSP's predecessor, the IfS, the largest shares of assistance were delivered to Sub-Saharan Africa (34 %), and North Africa and the Middle East (34 %). Under the 2014-2020 Multiannual Financial Framework (MFF) and the current IcSP, the instrument continues to have global coverage.

Figure 2 – Instrument contributing to stability and peace projects: distribution of funds per region

Projects active in 2016, in € million



Source: Peace Direct, [Insight on conflict](#), 2017 (accessed on 19 January 2017)

Figure 2 shows the geographical distribution of the funds for projects that were active in 2016. Recipients in Europe and Central Asia received €138 million, but it should be noted that the funds allocated to this region were concentrated to a significant degree, with Turkey receiving more than €44 million and Ukraine €58 million.⁸

The largest single action funded by the IcSP thus far amounts to €20 million and is aimed at addressing the refugee crisis in the Mediterranean Sea. A [project](#) to strengthen the operational capacity of the Turkish coast guard in managing migration flows in the Mediterranean Sea is managed by the European Commission's Directorate-General for International Cooperation and Development (DEVCO), and aims to rescue castaways and end illegal migration and trafficking. Under this action, better life-saving equipment and training provided to Turkish coast guards by the International Organization for Migration (IOM) enable them to enhance their search and rescue missions in the Mediterranean Sea. The project began in August 2016 and is scheduled to run until 2018.

In response to the war in Syria and in order to prepare a post-conflict transition, the [Strengthening social cohesion for a democratic and inclusive Syrian civil society](#) project is funded with nearly €15 million under the IcSP. The project is overseen by the FPI and aims to promote civil society leadership in key areas, a diverse and independent media, and a stronger role for women in Syrian society. Begun in August 2015, the project is planned to continue until April 2018.

The 'exceptional assistance measures' to support Ukraine⁹ are a recent example of short-term assistance: they promote the training of relevant stakeholders and fund the acquisition of de-mining equipment, with an allocation of €1.2 million under the IcSP. Launched in 2016, the project will run for a maximum of 18 months, but can be prolonged for up to 30 months. The ongoing armed conflict in eastern Ukraine has led to thousands of casualties and left behind a significant amount of explosive material. As reconstruction

and development require a safe environment, considerable efforts have to be made to de-mine the region, which is one aim of the project. Like all exceptional assistance measures, the support for Ukraine is also carried out by the FPI.

A recent project, further from the EU's borders, is [supporting and reinforcing the internal security of Burkina Faso \(PARSIB\)](#). After a terrorist attack hit the country in January 2016, the government of Burkina Faso applied for IcSP funds. PARSIB, managed by DEVCO, helps to strengthen the internal security of Burkina Faso and to improve the country's response to internal security threats. From September 2016 to March 2018, €4.2 million is to be spent on training special intervention units, general coordination and management improvements, and on long-term reform of the country's security structure.

Assessment of programme

By mid-2017, the IcSP will undergo a mid-term evaluation focused on such issues as relevance, EU added value, coherence and complementarity, effectiveness, efficiency, sustainability, leverage and the impact of the instrument. It will be followed by a mid-term review report, as required by [Regulation 236/2014](#), laying down common rules and procedures for the implementation of the Union's instruments for financing external action. In July 2016, the Commission adopted a [proposal](#) amending the IcSP, aiming to ensure that the EU's development assistance would not be undermined by situations of instability and conflict. According to the proposed amendments, EU assistance funds could be provided to all security actors, including the military under certain circumstances. The amendments also aim to foster the sustainable economic, social and environmental development of developing countries, with the primary aim of eradicating poverty. The [impact assessment](#) (IA) report on the Commission proposal for amending the IcSP concludes in favour of IcSP amendments as a short-term option with redeployment of funds within Heading 4 of the EU budget (Global Europe), and without mobilisation of additional resources.¹⁰ However, according to the [EPRS initial appraisal of the Commission's impact assessment](#), the IA does not make an entirely convincing case for the need to act now, as it is not substantiated by sound and comprehensive research and analysis of the problem, its root causes, and proposed alternative solutions. Moreover, the options proposed do not appear to be realistic.

Assessments of particular actions to date tend to address those funded under the IfS. One action under the IcSP, the EU CBRN centres of excellence initiative, was [evaluated](#) by the Court of Auditors in 2014, at which time it was still operating under the IcSP's predecessor, the IfS. That evaluation focused on the CBRN's organisational set-up and management system as a guarantee for effectiveness in mitigating CBRN risks from outside the EU. The initiative's concept, set-up and management system were evaluated positively. However, the report suggested further concentration of funding in the areas of most relevance to EU security, an increase in the capacity of the regional secretariats and of the role of the EU delegations, and closer involvement of partner countries in the implementation of projects.

An [evaluation of the crisis-preparedness component](#) of the IfS, requested by the EU in 2014, found that the IcSP contributed to the EU's peace-building efforts, but that more could be done to build on investments that could generate broader and more sustainable gains. The main recommendations for improvements were related to the increased involvement of the EU delegations and UN partners, and clearer benchmarks for success, monitoring and evaluation.

Other EU programmes and action in the same field

The IcSP is a programme that supports and creates the conditions for the implementation of other EU programmes and instruments in the area of development cooperation and foreign policy. As such, it is closely related, directly or indirectly, to many other EU programmes and instruments.

During the current MFF, €2 339 million has been earmarked for spending under the EU's common foreign and security policy (CFSP).¹¹ The goal is to coordinate and ensure the consistency of the EU's external policies, in particular preserving peace and strengthening international security. Moreover, the CFSP is meant to increase the visibility of the EU in international diplomacy. It mainly funds EU civilian crisis management missions applying risk prevention and crisis management measures, and EU Special Representatives.

The Partnership Instrument (PI) is the EU's instrument designed to promote its external strategies, policies and actions. From 2014 to 2020, the PI's financial envelope amounts to about €954 million, focusing on objectives such as promoting the external policy goals of [Europe 2020](#) and promoting trade contacts. Moreover, it should promote civil society and academic contacts between the EU and partner countries. The PI is specifically designed to widen the scope of cooperation with partner countries, as it does not offer a closed list of countries, but is open to all kinds of partner countries in all regions. Its predecessor, [the Instrument for Cooperation with Industrialised Countries](#) was more restrictive in this respect.

EU humanitarian aid provides needs-based funds for natural and man-made disasters and crises outside the EU, and has a financial envelope of €6 621.70 million during the current MFF.¹² Special attention is paid to the most severe cases of humanitarian emergencies, especially those that do not receive support from other international donors. Together with Member States' humanitarian aid programmes, the Union remains a leader in the field of humanitarian aid. However, despite the scale of resources the EU devotes to humanitarian aid, worldwide demand for humanitarian aid continues to outstrip supply.

An instrument with a similar goal but a different approach is the EU Civil Protection mechanism.¹³ With a €368.43 million financial envelope during the current MFF, it is used to support and coordinate in-kind assistance such as the sending of teams, experts and equipment to disaster-plagued countries. The mechanism includes a European emergency response capacity and an Emergency Response Coordination Centre, which monitors crises and emergencies around the world and responds accordingly.

The [Development Cooperation Instrument \(DCI\)](#) provides aid to developing countries that are not eligible for pre-accession assistance. The instrument acts via three different kinds of programme: geographic programmes, thematic programmes and a special Pan-African programme. Projects in around 47 developing countries are covered by geographic programmes in areas such as human rights, sustainable growth, asylum and migration. Thematic programmes have a certain development goal, such as the Global Public Good and Challenges programme, or the Civil Society Organisations and Local Authorities programme. The partnership between the EU and Africa is supported by the Pan-African programme. The DCI has around €19 600 million at its disposal for the 2014-2020 period.¹⁴

Endnotes

- ¹ European Commission, [EU Budget Financial Report 2013](#), p. 121, 2014.
- ² European Commission, [Instrument contributing to Stability and Peace \(IcSP\) Thematic Strategy Paper 2014-2020 -- Multi-annual Indicative Programme 2014-2017 \(Annex\)](#), 2014.
- ³ Pawlak, P., Briefing 'EU Legislation in progress', [The EU's new approach to funding peace and security](#), EPRS, European Parliament, 2016.
- ⁴ [General Budget for the financial year 2016](#), p.1265.
- ⁵ [General Budget for the financial year 2016](#), p.1373.
- ⁶ Data provided on the website [Insight on conflict](#) is updated on a rolling basis and therefore differs depending on when it is consulted.
- ⁷ Peace Direct, [Insight on Conflict](#), 2017.
- ⁸ Ibid.
- ⁹ European Commission, [Implementing decision C\(2016\)5599, 1.9.2016, on exceptional assistance measures in favour of Ukraine, Annex 1.](#)
- ¹⁰ Pawlak, P., Briefing 'EU Legislation in progress', [The EU's new approach to funding peace and security](#), EPRS, European Parliament, 2016.
- ¹¹ Dobрева, A., and Cirlig, C., Briefing, [How the EU budget is spent: Common foreign and security policy](#), EPRS, European Parliament, 2016.
- ¹² Dobрева, A., Briefing, [How the EU budget is spent: Humanitarian aid](#), EPRS, European Parliament, 2015.
- ¹³ Parry, M., Briefing, [How the EU budget is spent: EU civil protection mechanism](#), EPRS, European Parliament, 2015.
- ¹⁴ Cirlig, C., Briefing, [The Development Cooperation Instrument](#), EPRS, European Parliament, 2014.

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eprs@ep.europa.eu

<http://www.eprs.ep.parl.union.eu> (intranet)

<http://www.europarl.europa.eu/thinktank> (internet)

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