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## Summary

The Common Effort Community gathered for the yearly inter-organisational exercise and High Level Event (HLE) from 27 June to 1 July 2016, in The Hague, The Netherlands. In total 184 participants from 55 organisations (ministries and civil and military organisations), mainly from Germany and The Netherlands, participated in the exercise and attended the HLE. The purpose of the exercise was to promote effective mutual interaction and to develop a comprehensive understanding concerning today's challenges in international crisis situations, promoting a whole-of-society involvement.

This year's exercise focused on: "Libya region, including migrant/refugee flows". Participants in six groups interacted to develop a joint assessment on characteristic themes of instability and conflict, such as protection of civilians, security sector reform, good governance, humanitarian conditions, economic development, and strategic regional factors.

Given the objectives of improving comprehensive thinking by learning from others' perspectives and deepened insights into the specific case, we conclude that the Common Effort event – exercise and HLE – has been successful. A wide range of expertise and experience participated, with excellent speakers providing diverse perspectives on the complexity of the Libya scenario. The Community gathering attracted high level representation supporting the Common Effort Community's intent, and eleven new members formally joined the Community.

Participants' feedback was highly positive on many aspects of the exercise, confirming the achievement of the overall objective, with welcome suggestions on where it could be improved. Building on the experiences and feedback, preparation of the 2017 event will benefit from the early involvement of the wider community in creating a new and advanced exercise and learning event. We look forward to Common Effort in Berlin May 29 – June 2, 2017.

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# 1 Introduction

From 27 June to 1 July 2016, the Common Effort Community gathered in The Hague for their annual inter-organisational exercise and High Level Event (HLE). Representatives from German and Dutch ministries, international organisations, non-governmental organisations, private parties, the police, the armed forces, and the 1GNC came together in an exercise and a HLE to build a more effective mutual interaction and understanding concerning today's challenges in international crisis situations.

The Common Effort Community, launched in 2015 in Berlin, promotes a whole-of-society involvement in addressing issues of security and safety. One of the principles of the Community is that interaction and collaboration between actors is an essential element in setting the conditions for achieving the desired effects during operations. The required interaction should be based on mutual respect, understanding and sharing information where needed.

This year's exercise focused on "Libya region, including migrant/refugee flows". Participants interacted to share their knowledge and perspectives on the local and regional conditions for stability, safety and security, focusing on the root causes, and to integrate their findings in a 'Joint Assessment'. In addition, selected subject matter experts provided deeper insights into the multiple dimensions and complexities of the actual local conditions and situation. At the HLE Dutch and German strategic level decision makers of governmental and civil society organisations shared their perspectives on the relevance, meaning and challenges of the comprehensive approach in changing political and operational situations. A signing ceremony for new members of the Common Effort Community Declaration completed the event.

This report will start with an outline of the basic concepts including their origins, and what was learned from the Common Effort events in 2015. It goes on to present the organisation and conduct of Common Effort 2016, followed by a summary of its evaluation. We aim to constantly learn from the experiences and insights of the participants in order to maximise the value of these sessions for all participants and achieve the objective of improved interaction and collaboration in missions and operations. Lessons identified will be incorporated in the further development of the Common Effort Community's activities. The report closes with conclusions and intentions for 2017.

## 2 Common Effort concepts

### 2.1 Origin

The Common Effort concept developed from the 'classic', military-led civil-military exercises, organised since 2010 by the First German Netherlands Corps (1GNC) with civil organisations and role players providing the civil dimension. These military-led exercises involved broad civil expertise, but a trend of reduced participation by some organisations was identified in 2014. Evaluations showed that, amongst other things, civil organisations had difficulty in accommodating the time and manpower needed for adequate preparation, scripting, and participation in the often two-week exercises. Also, incorporation of civil story lines in the military-driven scenario designed to train units proved to be challenging. However, all parties shared the belief that improving civil-military interaction was of critical importance for effective peace keeping and stabilisation missions.

Building on the experience gained from these early exercises and a rigorous evaluation process, a *second* exercise type for learning and improving broad interaction and cooperation was developed in 2015, called 'Common Effort 2.0'<sup>1</sup>. Three principles were distilled from the lessons identified and used in the design of the new type of exercise: "short, rich, relevant" with a fourth pillar, 'inclusive', added at a later stage:

- Short, within one week, with little specific reading or preparation in advance by the participants;
- Rich, in interaction and discussion opportunities between participants to maximise exchange of perspectives and learning from each other;
- Relevant, by using real-life rather than artificial scenarios, ideally matching the actual missions and operational projects of the participating organisations, generating added value for the involved organisations;
- Inclusive, by involving a broad range of organisations with diverse backgrounds and roles, including local actors, reflecting the need for a comprehensive approach to deal with the complexity of the issues raised.

The idea was that a continued commitment, rather than ad hoc involvement, was needed for the development of comprehensive approaches to sustainable solutions for fragility and conflict. This was realised with the establishment of a Common Effort Community comprising whole-of-society, strategic and operational level representatives. The Community was intended to provide a platform for comprehensive consultation, cooperation and preparation.



<sup>1</sup> For a more detailed account on the history and development of civil-military exercises by 1GNC supported by The NL MoFA and NGOs and IOs, see the 2015 report: Essens, P.J.M.D. & Thönissen, F.H. (2015) "Common Effort 2.0 - A new approach to civil-military interaction exercises: Evaluation of CE-2015". TNO Report TNO2015 R11559.

An important aspect of the Common Effort Community approach was that the activities under this umbrella are *for* and *with* all parties. While the 1GNC and The Netherlands Ministry of Foreign Affairs (NL MoFA) were the principal coordinators of the activities (supported by Haus Rissen and TNO), the participating other ministries, GOs NGOs, IOs and related organisations co-created the content and direction of the Community via preparation meetings and consultations.

## 2.2 Lessons Learned Common Effort 2015 - Berlin

The new setup was applied in Berlin, May 2015, with a 3-day Common Effort exercise and a Community HLE. A short account of this event is given here to sketch the implementation of the concept and discuss the participants' experiences and suggestions for the next Common Effort event. About 140 persons participated that week with about 80 persons active in four groups: 'protection of civilians', 'security sector reform', law 'and justice (police)', 'political process and good governance' and 'humanitarian response'. Each group was tasked to develop a plan in response to a (simulated) change in the UN effort in South Sudan and, on the second day, adjust that plan in response to an emerging (simulated) change in the political situation (a so-called 'inject'). This plan with its pro and cons was presented on the last day to the UN Special Representative (role-player). During the week the Common Effort Community was launched and was successful in attracting ministerial level (such as the German Minister of Defence) participation. The event culminated with the signing of the Community Declaration by twenty-six governmental, civil society, military and private sector organisations from Germany and the Netherlands.

Exercise evaluation showed that the 3-day exercise duration was the right length to develop a common understanding and provide some depth of learning. Using a realistic, topical scenario worked well and was highly valued. Overall, the exercise model was considered the right approach. Several improvements were suggested and, given the opportunities of a new location and scenario, were considered for implementation in Common Effort 2016 (see section 4.3).

Participants' suggestions for improvement included:

- Advance invitation and preparation facilitators;
- Clearer group tasks; documents with structures, roles, tasks, and products;
- Extend daily time for interaction between the planning groups;
- Early involvement of German NGOs and Netherlands and German ministries as part of preparation plan;
- Reduce the difference in the level of participants' knowledge: provide a short background document before start;
- Co-located lodging of military and civil participants for prolonged interaction time;
- Achieve more civil input in the strategic group; and interaction time between strategic and other groups;
- Schedule a Strategic group short "hot wash-up" to capture learning points;
- A more forward-looking scope for the Strategic group. Inclusion of SSR and DDR depends on the chosen scenario.
- Strategic group to use systematic small working groups within the larger groups..

## 3 Common Effort 2016 – The Hague

### 3.1 Descriptives

The exercise location was at the premises of the CIMIC Centre of Excellence (CCOE) in Rijswijk. Lodging most of the participants at this location was possible, which facilitated prolonged interaction possibilities between the participants. The HLE on Thursday afternoon was held at the Peace Palace in the centre of The Hague.

In total 184 participants (105 civilian, and 79 with military rank) participated in Common Effort. 137 people (civil 79; military 58) participated in the exercise, excluding supporting personnel. At the HLE an additional 47 persons (civil 26; military 21) joined the session. The participants represented 55 organisations (agencies, NGOs, International organisations, academic institutions, etc.) of which 43 organisations participated in the exercise.

### 3.2 Preparation Process

A TNO-led task group with representatives from diverse organisations<sup>2</sup> tasked by the NL MoFA and 1GNC developed the format and the content of the exercise in eight meetings from Sept 2015 to June 2016.

In monthly meetings, the so-called Common Effort Community Bi-National General Coordination Group represented by 1GNC, TNO (also representing NL MoFA) and Haus Rissen coordinated Dutch and German developments and actions for the exercise and the HLE. Additional meetings between Dutch MoFA and TNO addressed coordination between operational and strategic developments.

The 1GNC support team dealt with the allocation of lodging facilities and the provision of meals and drinks at the CCOE premises, transportation between CCOE premise and the Peace Palace, the security and safety of a large group of international visitors at CCOE and at the Peace Palace and the transportation from and to (international) travel locations.

### 3.3 Common Effort case scenario

The scenario provided the political/strategic and operational setting and set the context for participating organisations to exchange their perspectives on the selected themes (see below). Another function of the scenario was to obtain a deeper insight into the multidimensional complexities of instability and conflict in a particular country or region.

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<sup>2</sup> The group consisted of representatives of 1GNC; the three NL Ministries: Foreign Affairs, Safety & Justice, and Defense (Directorate of Operations); NL Royal Military Police (KMAR); CORDAID; PAX; SPARK; WO=MEN; VNG International; IOM; and TNO.

This year's scenario focused on "Libya region, including migrant/refugee flows" (See Appendix A). The Libya scenario proved to be a highly relevant and interesting topic, but also sensitive to a certain degree due to a shifting political landscape and increased media coverage. To provide all participants with a baseline level of knowledge on the Libya context, a 'Country Book' was provided that gave a succinct (20 pages) overview of a range of contextual factors. Also a 12 minute video footage provided additional background information. In addition, the subject matter experts' evening lectures helped participants grasp the complexities of the situation in Libya.

### 3.4 Common Effort structure and process

The Common Effort 2016 (CE 2016) exercise largely followed the structure used at CE 2015 in Berlin: Arrival and Ice breaker on Monday; 3 days of output including an Introduction to the scenario and tasking of the groups, Group work, Evening presentations, Reporting back from the groups, HLE, In-group Evaluation and plenary Hot Wash-up to identify lessons to learn; departure on Friday.

#### A. Setting the scene (Tuesday morning)

- Presentations reflecting on international crisis decision making and the role of early assessment, were given by Mr. André Haspels Director General for Political Affairs of the NL MoFA; and by BGen. Nico Tak Director Comprehensive Crisis and Operations Management Centre at SHAPE NATO.
- A short video compilation on the 'road to crisis' in Libya visualised the historical context of the scenario.
- The Dutch Embassy to Libya in Tripoli provided an additional overview of the global and local situation in Libya, presented via video link by Ms. Pechaczek Senior Policy Officer at the Embassy.



#### B. Group work: (Tuesday, Wednesday)

CE 2016 focused on Joint Assessment. Six assessment groups, with civil and military participants, addressed different themes:

- 1 Protection of civilians assessment;
- 2 Security Sector Reform assessment
- 3 Good Governance assessment;
- 4 Humanitarian assessment;
- 5 Economic/Private Sector assessment;
- 6 Strategic (/regional) assessment.



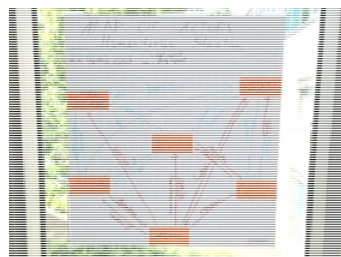
The task of the assessment groups was to assess the operational and strategic situation in three steps (sessions), and present results in a fourth, shared session:

- 1 Interpretation and understanding of the situation's key factors and interactions;
- 2 Projecting the implications and future risks and strategic impact;
- 3 Prioritizing those key factors to be addressed and the main strategies.

The six groups each consisted of representatives from diverse backgrounds and organisations. Two voluntary facilitators in each group guided (and participated in) the discussion. The facilitators' role was in particular to ensure that the diversity of the group was represented in the group's discussions and assessments. The facilitator and co-facilitator represented different backgrounds in order to maintain broad perspectives<sup>3</sup>. They had been chosen for this role in advance and roles and processes were discussed in a teleconference a week prior to the event.



The groups gathered in their separate project rooms and after the first and second session they presented the intermediary results of their discussions on posters in the general coffee area. This was intended to informally share their results with other participants.



#### C. Evening key notes (Tuesday, Wednesday)

- 1 IOM Chief of Mission Libya (Mr. Othman Belbeisi) addressed the complexities of Libya in relation to the IDP/Refugee/Migrant situation;
- 2 Independent journalist and Libya Analyst (Mary Fitzgerald) addressed the role of militia and armed groups in the stabilization process in Libya;

<sup>3</sup> The facilitators in the groups came from, respectively, 1GNC and PAX; DCAF and 1GNC/British Army; NL MoFA and VNG International, WO=MEN and 1GNC/Netherlands Army; SPARK and Transparency UK, Haus Rissen and 1GNC/Bundeswehr.

- 3 Managing Director of the Berlin Institute for Population and Development (Dr. Reiner Klingholz) addressed structural reasons for ongoing instability in the Mena region;
- 4 Director Center for Innovative Local Governance/VNG Int., Tunisia (Dr. Neila Akrimi) addressed strength and weaknesses of Local Government and Governance in Libya;
- 5 A representative of Libyan Political Dialogue addressed complexities and development of Civil Society.



D. Reporting session Panel/Groups discussion (Thursday morning)

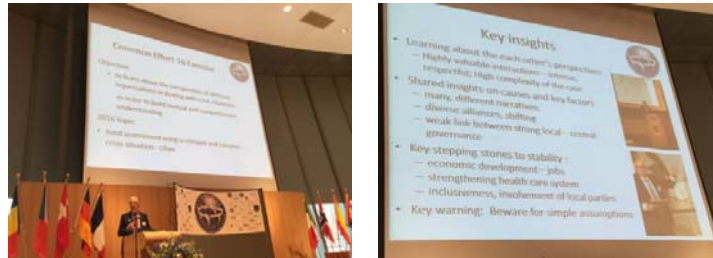
The six groups presented their main findings to an audience of all the participants, in the form of a priority list of factors to be addressed to a 'high level' panel, which was represented by Prof. Dr. Jan Pronk, who moderated the discussions following the presentations.



### E. High Level Event (HLE) (Thursday afternoon)

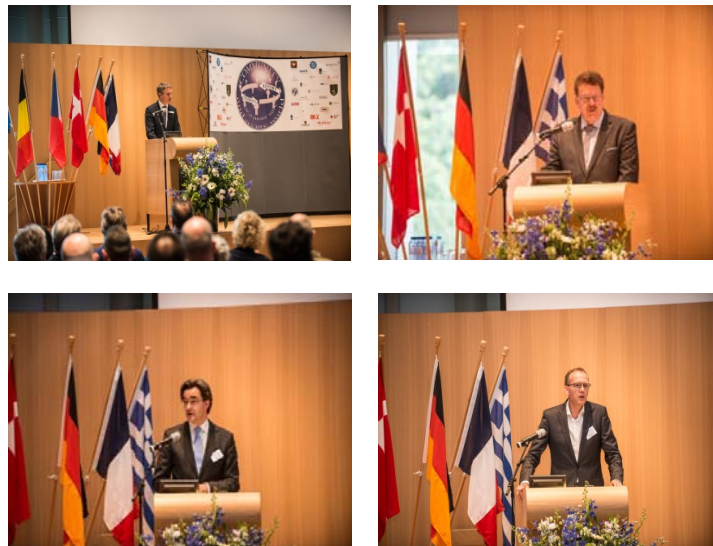
The HLE brought together representatives of the political, strategic, and operational levels to discuss the relevance, meaning and challenges of the comprehensive approach in changing political and operational situations.

The first reflections on the Common Effort exercise were presented, referring to intense, respectful interactions in the discussion groups while learning about each other's perspectives, and the complexity of the Libya case with its many, different, narratives which has been stressed by the subject matter experts.



Keynote speakers followed:

- Mr. Christiaan Rebergen - Director General for International Cooperation, Ministry of Foreign Affairs of the Netherlands
- Mr. Hans-Joachim Fuchtel - Parliamentary State Secretary, Federal Ministry for Economic Cooperation and Development (BMZ)
- Mr. Sandor Gaastra - Director General for Police, Ministry of Peace and Justice
- Mr. Perry Heijne - Director CARE Netherlands.



In a short ceremony eleven organisations, volunteered to join the Community and signed the Community statement (see Appendix B), bringing the number of signatories to 37, of which 3 have Observer status (See Appendix C).

#### F. Hot Wash-up (Friday morning)

At the hot wash-up, feedback from the participants and the support team was shared and discussed with the participants, identifying possible improvements and eliciting new ideas for next year's Common Effort event.

A presentation by TNO was given with a summary of the results from (a) the questionnaire that was handed out at the Thursday morning meeting, and (b) the Tips and Tops sessions by the groups on Wednesday afternoon. Next, the presentation of the support team addressed the lessons learned concerning logistical and organisational aspects. Details of the evaluation will be presented in the next section.

In a closing statement, an appreciation from the organiser's perspective was given and the location and announcement made that next year's event will be held in Berlin May 29 – June 2, 2017.

## 4 Evaluation

Learning from experience and feedback from participants is an important element in the continual development of the Common Effort community and its activities.

The evaluation of the exercise was based on three different sources:

- a questionnaire that 66 participants filled out,
- the observations of a group of observers (one for each assessment group), and
- so-called 'tips and tops' by the participants in their groups.

The questionnaire and the observations were organised by TNO. Five observers were interns at one of the three participating Dutch Ministries (Defence, Security & Justice and Foreign Affairs). The sixth observer (in the regional assessment group) was a retired flag officer of the Royal Netherlands Navy.

### 4.1 Questionnaire

A paper questionnaire was used to collect participants' feedback on the exercise. The questions were based on experience from earlier exercises, inter-organisational cooperation, and interviews with participants in 2015. The questionnaire was handed out at the beginning of the session on Thursday morning and collected at the end. 66<sup>4</sup> participants coming from 24 different organisations completed the questionnaire.

Questions mainly addressed the following topics:

- Level of satisfaction with the overall exercise (schedule; venue; content of the exercise; public speakers; diversity of participating organisations);
- The fitting of the scenario to the organisation needs;
- The organisation and structure of the assessment process (number of people in the groups; plenary discussions; composition of the group; expertise in the group);
- Achievement of learning objectives (knowledge of comprehensive approach; understanding of other organisations' perspectives; increased my understanding of issues and problems outside my organization; insight in own role within the larger context; Achievement of own goal and
- (Inter) organizational politics.

Responses on a 1 to 5 dissatisfied–satisfied scale showed an overall positive appreciation on all questions: 50% satisfied, 20% extremely satisfied, 7% dissatisfied, 1% extremely dissatisfied (see Appendix D). The most positive scores (more than 70% of responses satisfied or extremely satisfied) were on:

- Public Speakers; Venue; Plenary discussions; Schedule; Increased Understanding of issues outside own organization; Content of the exercise; Achievement of own goal; Well-balanced civ-mil group composition.

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<sup>4</sup> A relatively low response (about 50%, 2 were incomplete) given the broad interest, the reason could be that filling out the questionnaire had to be done during the session.

The five lowest scores (still 57% of respondents scored these positive) were on

- Gained insight into how other organizations function; better sense of (inter)organizational politics; understand how my job or organization affects others.

Another question in the Questionnaire asked for suggestions for a 2017 scenario. Most suggestions were either in West and North Africa (Mali (5x), Nigeria, Libya (same scenario), Algeria, a regional problem e.g. Niger) or Syria or Ukraine (with OCSE).

In addition, several organisational suggestions were given: more interaction between the groups, earlier selection of and assignment to the groups, clearer method of working, start with introductory speakers, more background information. Also ideas were given to include short introductions on specific topics, such as on 'assessment' and how this is done, e.g., by UN or EU.

## 4.2 Evaluations in the Groups

The groups evaluated within their group the 'best practices' ('tops' - what worked really well and should stay) and 'identified lessons' ('tips' - what could be improved in the next exercise) of the exercise.

The in general 'best practices' in the exercise according to the participants were:

- Overall atmosphere; the participants were very happy with the good atmosphere. There was enough room for speaking out, in an open environment for discussion;
- Facilitators; the facilitators were highly appreciated by everybody and renowned for their role during and contribution to the sessions;
- Country-book; overall the participants were content with the country-book. It provided the participants with a good overview of the scenario;
- Speakers; the speakers during the evening events were highly appreciated. Some participants suggested to schedule them at an earlier stage in the exercise;
- Scenario; participants are happy with the use of a real-life scenario and all suggest to keep this in coming exercises and
- Organisations; there was a good and diverse mixture of participating organisations, however the amount of German NGOs could increase.

In general, overall 'points for improve' for next year's exercise according to the participants were:

- Output; the desired output of the assessment groups must be made more specific. This year it was not clear enough to the groups what they had to deliver;
- Method; provide more guidance for the assessment groups in the form of an assessment method so that all assessment groups go through the same process;
- Local expertise; the involvement of more local (Libyan) expertise in the assessment groups is desired;
- Organisations; Efforts put in involving more German NGO participation;
- Assignment to groups; the assignment of participants to the different assessment groups must be done at an earlier stage;

- Website; make use of a website with information on the exercise, the scenario, and where people can sign up and get acquainted with the other members in their group.

### 4.3 Lessons Learned

At this point we discuss how the participants' suggestions (*italics*) from the previous Common Effort exercise in 2015 were implemented, and how successfully:

*Advance preparation for facilitators* - Organisations involved in the preparation were asked and provided facilitators fitting the groups' theme. Some organisations suggested making use of professional facilitators. It was decided to work again with subject matter experts but to provide instructions and discuss how to lead the groups' interactions. Contact with the facilitators was in the week prior to the event.

- Selection and preparation was an improvement in comparison with 2015.

*Clearer group taskings* - Related to the assessment tasking, an outline of the assessment process with intermediate products and the final presentation of key priorities was prepared and provided to the facilitators for use in the group meetings.

- Apparently this information did not bring sufficient clarity on the assessment process and intended outcome as the Output suggestion above shows.

*More interaction between the planning groups* - With six assessment groups it remains difficult to organise group-level interaction given the short time frame. Group poster presentation during coffee time was intended to contribute to more interaction between the groups.

- The outcome of the group posters was insufficient to stimulate more interaction between the groups.

*Early involvement of German NGOs and more ministries* – At the German side this was explicitly addressed by Haus Rissen.

- In general German participation increased, but the involvement of German NGOs is still limited.

*Provide a short background document before start* - A Country Book as preparation literature was provided and used.

*Same location lodging of military and civil participants* - This was to a large extent realised at the CCOE premises (in barracks). Due to the larger audience than would fit in the premises, local participants were asked to sleep at home and military participants had to share rooms.

*More civil input in the (military) 'strategic' and interaction with other groups* – Instead of a separate (military) strategic group (with a different program) a group addressing the strategic and regional dimensions was integrated in the overall approach. This also resolved the other points related to this group.

*Local expertise* – Local actors were invited to present their view on the situation and add deeper content to the scenario. Given the range of potential views, it was only possible to present broad perspectives, giving a sense of local conditions, but with limited coverage of specific issues.

*'Balance' – a general note.* The purpose of the exercise was to firstly build mutual understanding by sharing perspectives and experience triggered by real-life situations. Acquiring deeper insights into fragility and stability situations (from subject matter experts) provides additional value. The output is a means to condense the discussion into a comprehensive position. The aim was to achieve a balance between process and output. Plans are underway to setup activities that have a clear output (advisory) focus at a level deeper than was possible within the exercise. Such activities will draw from the shared knowledge and networks build during the exercises and Community meetings.

#### 4.4 Implementation plan

Reviewing the earlier and current lessons we see that some items were not resolved sufficiently and new suggestions are added which will need attention in the development of the 2017 exercise. An overview of the issues to be addressed with the implementation approach is given below:

Issue	Implementation approach
Facilitator role	Facilitators suggested that earlier involvement in the preparation process would have provided better understanding of what the exercise intended to achieve..
Output / Clarity of group tasks / Method	The exercise focus was on intensive interaction and sharing perspectives, and the 'outcome' (the reporting) was just meant to help to converge the arguments. Nevertheless, more time will be spent on the next exercise on explaining the process to all participants, including the intention of the outcome. We will investigate the feasibility of extra time spend on methods and approaches in international decision making, such as assessment models and underlying concepts such as SSR, DDR.
More interaction between the assessment groups	More structured poster sessions; plan for delegations (liaison) from the groups to interact and report to their group; More time in plenary sessions with structured discussions.
Early involvement of German NGOs, ministries	Organisation of events (such as the Haus Rissen seminars) where parties meet to build the informal network, added with direct meetings with selected parties. Establish direct interactions between the NL – German ministries.
Administrative process	Digitisation using a Common Effort website will be developed to improve the event application process and early assignment to groups.

We aim to involve the Common Effort community in an early stage of the preparation of CE 2017. Besides asking feedback on the proposed design and tasking of the groups, the idea is invite the Community to perform an own analysis on the scenario prior to the exercise, which can then be shared at the start.



## 5 Conclusion

Common Effort 2016 was built on the, perceived as thriving, Common Effort concepts trialled in 2015: Short in duration, rich in interaction and expertise, relevant with a real-life, actual scenario, and inclusive with a broad range of actors, including local representatives related to the country/region case.

The main objective of the yearly exercises is, firstly, to develop and improve comprehensive thinking and cooperation by learning from each other through direct interaction between a wide range of actors. In this way deeper insights can also be gained into the multidimensional complexities of instability and conflict in a particular country or region.

This year's exercise focused on the scenario case: "Libya region, including migrant/refugee flows", with six groups tasked to develop a joint assessment on six characteristic themes of instability and conflict, such as protection of civilians, security sector reform, good governance, humanitarian conditions, economic development, and strategic regional factors.

We conclude that Common Effort 2016 – exercise and HLE – has been a success in meeting the Common Effort objectives. A broad range of organisations participated with a wide range of expertise, with excellent key note speakers providing diverse perspectives on the complexity of the Libya scenario. The Community gathering attracted high level representation, supporting the Common Effort Community's intent, and eleven new members formally joined the Community.

Participants' feedback was highly positive on many aspects of the exercise, confirming the achievement of the overall objective, with welcome suggestions for further improvements. The overall openness for discussion, the evening speakers, the scenario and the mix of organisations was highly appreciated. Suggestions were made to provide more clarity of output and process and a smoother assignment to the theme groups, to add more instruction moments to build expertise and to launch a Common Effort website for registration, information and sustainable networking purposes between participants. Closing discussions confirmed that the participants have a strong interest in developing the event further. For the preparation of the 2017 Common Effort event we plan to involve the participants that have indicated willingness to contribute. In this way we can achieve the early involvement of a wider community.

Drawing on positive experiences of Common Effort 2016, enhanced by excellent locations for the exercise and the HLE in the Peace Palace, we look forward to a promising event in Berlin May 29 – June 2, 2017.

## A Common Effort 2016 scenario

### Exercise Scenario description “Libya and region, incl. migrants/refugees”

This document provides a description of the scenario that will be used in the Joint Assessment by the civil and military parties during the Exercise Common Effort 2016 in June 2016.

The main objective of the yearly Common Effort exercises is to develop and improve comprehensive thinking and working by learning from each other in direct interaction and exchanges of perspectives from a wide range of actors. Each year a complex, realistic situation is selected to exercise the comprehensive approach. This year’s scenario is Libya representing the multidimensional complexities of instability and conflict, which requires the input from a diversity of perspectives.

This year’s tasking is to perform a Joint Assessment along six assessment themes (see box). Our Joint Assessment is directed toward analysing and understanding the local conditions for stability, supplemented with regional factors.

The scenario is marked by the signing of the ‘historic’, United Nations-brokered Libyan Political Agreement. On Dec. 17, 2015, the Council of Representatives (COR) and General National Congress (GNC) have agreed to participate in diplomatic talks for the sake of achieving peace and ending Libya’s civil war. The peace negotiations were successful and the Libyan Political Agreement to establish a Government of National Accord (GNA) has been signed.

Libya is in a race against time; the very social fabric, national unity and territorial integrity are directly endangered by the forces of extremism and terrorism [...]. Countries in the region and beyond all have expressed growing alarm at the prospect of a spill over of the terrorist threat from Libya into neighbouring countries. Furthermore, some 2.4 million people are in desperate need of humanitarian assistance. There are an estimated 420,000 internally displaced people<sup>5</sup>, in addition to several hundreds of thousands of refugees and 235,000 migrants, which again may affect the internal stability of Libya. In the south, criminality and lawlessness has reached endemic levels, even as extremist and terrorist groups continue to expand their spheres of influence. Falling oil revenues and depleting financial reserves are accelerating Libya’s economic decline<sup>6</sup>.

The Joint Assessment will be done along six assessment themes with mixed civil and military participants:

- (1) Protection of civilians assessment;
- (2) Security Sector Reform assessment;
- (3) Good Governance assessment;
- (4) Humanitarian assessment;
- (5) Economic/Private Sector assessment;
- (6) Strategic (/regional) assessment



The task of the assessment groups will be to assess the operational and strategic situation in three steps:

- (a) Interpretation and understanding of the situation’s key factors and interactions; (given a factual start situation);
- (b) Projecting the implications and future risks and strategic impact;
- (c) Prioritising those key factors to be addressed and the main strategies



<sup>5</sup> <https://www.iom.int/news/> (13 May 2016)

<sup>6</sup> This section was taken (adapted) from SC/12156.

An essential element of the situation is that Libya must and will do the stabilisation and reconstruction process on their own, although support by international actors (such as UN and EU) may be accepted.

#### UN7

The UN resolutions 1970 (2011), 2146 (2014), and 2238(2015) decide that the mandate of UNSMIL (as an integrated special political mission) in full accordance with the principles of national ownership, shall focus, as an immediate priority, through mediation and good offices, on support to the Libyan political process towards the formation of a Government of National Accord and security arrangements, through the security track of the UN-facilitated Libyan Political Dialogue, and further, within operational and security constraints, shall undertake:

- i. human rights monitoring and reporting;
- ii. support for securing uncontrolled arms and related materiel and countering its proliferation;
- iii. support to key Libyan institutions;
- iv. support, on request, for the provision of essential services, and delivery of humanitarian assistance and in accordance with humanitarian principles;
- v. coordination of international assistance.

#### EU8

“We [EU] express our strong support for the Libyan people in maintaining the unity of Libya. We reaffirm our support for the implementation of the Libyan Political Agreement (LPA) of Skhirat, Morocco signed on December 17, 2015, and for the Government of National Accord (GNA) as the sole legitimate government of Libya, as stated in the Rome Communique of December 13, 2015, and endorsed in UN Security Council Resolution 2259.”

“The EU underlines the Libyan ownership of this process and the importance of continuing to keep it open and inclusive. The responsibility lies with the Libyans for the successful implementation of the agreement and the EU, and the international community stand ready to support them in this endeavour. (...) The EU stands ready to offer immediate and substantial support in a number of different areas that will be prioritised together with the Libyan authorities: a 100 million euro aid package is already available including for the delivery of services the Libyan population urgently needs”<sup>9</sup>.

#### NATO10

NATO SecGen [in response to al Arabiya question] declared that: “...NATO as an alliance is very focused on how we can address the root causes and also mobilise local forces and help countries in the region to increase their capacity to defend themselves and also to stabilise the region. (...).

When it comes to Libya, just briefly. I would say that there are no plans to launch a new military operation in Libya. We fully support the efforts to try to find a political solution, a negotiated political solution. We don’t believe that is easy, but we believe that is the only way forward to support all the efforts of the UN and others to try to find a political negotiated solution. Then we stand ready to do defence capacity building if there is such a political solution”. The continuing flow of migrants to Europe and the vulnerable circumstances of these migrants makes it clear that NATO has to step up efforts with regard to instability, violence and terrorism (root causes) at our southern flank.

#### IOM11

The International Organization for Migration (IOM) estimates that more than 750,000 migrants were detected at the EU's borders between January and November 2015, compared with 280,000 detections for the whole of 2014. The figures do not include those who got in undetected. The voyage from Libya to Italy is longer and more hazardous. According to the IOM, more than 3770 migrants are reported to have died while crossing the Mediterranean in 2015.

<sup>7</sup> [www.un.org/press/en/2015](http://www.un.org/press/en/2015)

<sup>8</sup> [http://eeas.europa.eu/statements-eeas/2016/160516\\_01\\_en.htm](http://eeas.europa.eu/statements-eeas/2016/160516_01_en.htm)

<sup>9</sup> Declaration by the High Representative Federica Mogherini on behalf of the EU on the signature of the Libya Political Agreement . <http://www.consilium.europa.eu/en/press/press-releases/2015/12/17-hr-declaration-on-libya-political-agreement>

<sup>10</sup> [http://www.nato.int/cps/en/natohq/opinions\\_125358.htm](http://www.nato.int/cps/en/natohq/opinions_125358.htm)

<sup>11</sup> <https://www.iom.int/news/over-3770-migrants-have-died-trying-cross-mediterranean-europe-2015>

## B Common Effort Community Statement

### WE

as **signatories and observers to this statement** launching the Common Effort Community, coming from government, civil society, the military and private sector in Germany and the Netherlands as well as others interested from within the UN and other countries

**are convinced** that it is our common concern to contribute to a safe and secure world in which men and women live with dignity enjoying their universal human rights

**are aware** that conflicts and fragility generally result from a complicated interplay of diverse, but often interrelated factors, a.o. economic (lack of jobs and income) as well as social, cultural and religious aspects. Recent history shows that this interplay can easily lead to a lack of identity amongst youth, poor basic services, weak state structures, unable or unwilling governments, which eventually can generate fundamentalism and extremism

**conclude** that sustainable solutions for fragility and conflict only can be achieved with a comprehensive, whole-of-society approach, comprising a wide range of governmental and non-governmental actors, internationally as well as in the country at stake; and that the UN, the international civil society and the international military organizations that work in the field of humanitarian aid, reconstruction, development, and peace building should interact in an effective manner, while respecting each other's mandate, in order to address the multiple dimensions of fragility and conflict

**intend to build relevant networks** to combine and coordinate efforts, expertise or experience; to **train, learn and share knowledge and experiences** to improve our understanding of fragility and conflict, including also local security dynamics and perceptions of civilians in conflict areas, which will enhance also our strategies in the field of Protection of Civilians; to **develop and evaluate our concepts and approaches** by formulating and implementing yearly Action Plans that translate this Statement into concrete joint actions, wherever needed and whenever possible within the capacities and mandates of each and every signatory; to **promote public and political support** in Germany, The Netherlands as well as in other countries and with international fora like NATO, EU and the UN for the Integrated (comprehensive) Approach.

## C List of Common Effort Community Signatories

### Common Effort Community Signatories Berlin, May 2015

#### Netherlands (NL); Germany (D), Multi-National (MN)

1	NL	Ministry of Foreign Affairs
2	NL	Ministry of Defense
3	NL	National Police (International Cooperation)
4	NL	Cordaid
5	NL	WO=MEN Dutch Gender Platform
6	NL	Association of Netherlands Municipalities (VNG)
7	NL	PAX
8	NL	SPARK
9	NL	Netherlands African Business Council ((NABC)
10	NL	The Hague Institute of Global Justice
11	NL	Springfactor Advisory Group
12	NL	University of Groningen
13	NL	Utrecht University
14	NL	Netherlands Defence Academy
15	NL	Netherlands Organisation for Applied Scientific Research TNO
16	NL	Human Security Collective
17	D	Kinderberg International
18	D	Institute for International Law of Peace and Armed Conflict (IFHV)
19	D	Zentrum Zivil-Militarische Zusammenarbeit Bundeswehr
20	D	Haus Rissen Hamburg
21	D	Federal Academy for Security Policy (BAKS)
22	D	Deutsches Rotes Kreuz -NRWF (Observer)
23	D	Deutsches Rotes Kreuz -Federal (Observer)
23	MN	Global Partnership for Prevention of Armed Conflict (GPPAC)
24	MN	CCoE CIMIC Centre of Excellence
25	MN	1(German/Netherlands) Corps

### Common Effort Community Signatories The Hague, June 2016

26	NL	Ministry of Security and Justice
27	NL	CARE NL
28	NL	OXFAM Novib
29	NL	The Hague Centre for Strategic Studies (HCSS)
30	NL	Foundation for Functional Specialists Fragile States (SFSFS)
31	NL	Civil Military Interaction (CMI) Command
32	NL	Netherlands Red Cross (Observer)
33	D	The Federal Ministry for Economic Cooperation and Development (BMZ)
34	D	Technische Hilfswerke (THW)
35	D	Euro-Mediterranean Association for Cooperation and Development e.V. (EMA)
36	D	Berlin-Institut für Bevölkerung und Entwicklung

## D Questionnaire: Satisfaction results

Question 'Satisfaction with Common Effort on':	'Low'*) scores	'High'*) scores
• Public speakers	3%	85%
• Venue	2%	85%
• The plenary discussion sessions contributed to my understanding of the exercise as a whole	2%	80%
• Schedule	3%	79%
• I have increased my understanding of issues and problems outside my organization	2%	77%
• Content of the exercise	6%	74%
• At the end of the exercise, I fully achieved my goal (5) – I did not achieve my goal (1)	6%	72%
• The composition of my group was well-balanced between civil and military participants	8%	71%
• Number of people in group was adequate	6%	68%
• There were enough different (both civilian and military) organizations present in my group	14%	67%
• The scenario fitted the needs of my organization	10%	66%
• Diversity of participating organizations	10%	65%
• there was enough expertise in my group	8%	65%
• I have increased my knowledge on the comprehensive approach	8%	64%
• I have learned about others' perceptions about myself or my organization	8%	61%
• I have gained insight into how other organizations function	12%	58%
• I better understand how my job or organization affects others	12%	58%
• I have a better sense of (inter)organizational politics	15%	57%

\*) % of respondents score low (1-3) or high (5-7) on a 7-point scale

## Distribution list

**The following agencies/people will receive a complete copy of the report.**

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