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# **DRAFT REPORT**

on building EU capacity on conflict prevention and mediation  
(2018/2159(INI))

Committee on Foreign Affairs

Rapporteur: Soraya Post

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### **on building EU capacity on conflict prevention and mediation (2018/2159(INI))**

*The European Parliament,*

- having regard to the Universal Declaration of Human Rights and other UN human rights treaties and instruments,
- having regard to the European Convention on Human Rights,
- having regard to the Charter of Fundamental Rights of the European Union,
- having regard to the Treaty on European Union (TEU) and the Treaty on the Functioning of the European Union (TFEU),
- having regard to the UN's Sustainable Development Goals (SDGs) and to the 2030 Agenda for Sustainable Development,
- having regard to UN Security Council resolutions 1325, 1820, 1888, 1889, 1960, 2106, 2122 and 2242 on women, peace and security,
- having regard to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and General Recommendation 30 thereof on women in conflict prevention, conflict and post-conflict situations,
- having regard to the declarations and action plans from the UN World Conference on Women in Beijing and the International Conference on Population and Development in Cairo, as well as to the final documents from their follow-up conferences,
- having regard to the EU's Gender Action Plan II (GAP II) for 2016-2020 and the Council conclusions of 26 November 2018 on its implementation in 2017 (14551/18),
- having regard to the Council's Concept on Strengthening EU Mediation and Dialogue Capacities, of 10 November 2009 (15779/09),
- having regard to the Council's revised indicators for the Comprehensive Approach to the EU implementation of the UN Security Council Resolutions 1325 and 1820 on women, peace and security, of 22 September 2016 (12525/16),
- having regard to the joint staff working document of the Commission and the High Representative of the Union for Foreign Affairs and Security Policy of 21 September 2015 entitled 'Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020' (SWD(2015)0182),
- having regard to the Global Strategy for the European Union's Foreign and Security Policy presented by the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy (VP/HR) Federica Mogherini on 28 June 2016, and to the first report on its implementation entitled 'From Shared Vision to

- Common Action: Implementing the EU Global Strategy’, published on 18 June 2017,
- having regard to its recommendation of 27 June 2018 to the Council on the 73rd session of the United Nations General Assembly<sup>1</sup>,
  - having regard to Rule 52 of its Rules of Procedure,
  - having regard to the report of the Committee on Foreign Affairs (A8-0000/2018),
- A. whereas promoting international peace and security is part of the EU’s *raison d’être*, recognised by the 2012 Nobel Peace Prize, and is central to the Lisbon Treaty;
- B. whereas the EU is committed to implementing the Women, Peace and Security Agenda in line with UN Security Council Resolution 1325 and subsequent updates;
- C. whereas the EU, as a key contributor to international organisations, an aid donor and the world’s largest trading partner, should take a leading role in peacebuilding and conflict prevention;
- D. whereas the prevention of violent conflict is fundamental to political and social advancement; whereas it is instrumental to achieving the Sustainable Development Goals (SDGs);
- E. whereas the complex nature of global challenges requires an integrated EU approach to external conflicts and crises;
- F. whereas a stronger interinstitutional approach is required in order to ensure that the EU is able to develop and to implement its capacities to their full potential;
- G. whereas the EU Global Strategy, political statements and institutional developments are welcome signs of the commitment of the VP/HR to prioritising conflict prevention and mediation;
- H. whereas the external financing instruments provide a significant contribution in support of conflict prevention and peacebuilding;
- I. whereas Parliament has taken a prominent role in parliamentary diplomacy, including mediation and dialogue processes, drawing on its ingrained culture of dialogue and consensus building;
- J. whereas violent conflict and war have a disproportionate impact on women and children; whereas the active participation of women is crucial for conflict prevention and peacebuilding;
- K. whereas women and intersectional gender analysis are still largely excluded from the area of conflict prevention and peacebuilding, undermining the effectiveness and sustainability of peace;
- L. whereas it is essential to include and support the active and meaningful participation of

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<sup>1</sup> Texts adopted, P8\_TA(2018)0312.

local actors, especially women, minorities, indigenous peoples and youth, when promoting and facilitating capacity and confidence building in mediation, dialogue and reconciliation;

M. whereas gender equality and peace remain drastically under-funded with a consistent disparity between policy commitments to gender equality and women's empowerment, and the financial allocations required to achieve them;

1. Welcomes the European Union's prioritisation of conflict prevention and mediation; underlines that such an approach is delivering a high degree of EU added value in political, social, economic and human security terms;
2. Calls on the VP/HR, the President of the Commission and the President of the European Parliament to set joint, long-term priorities in the area of conflict prevention and mediation, which should become part of a regular strategic programming exercise;
3. Calls for the setting up of a comprehensive architecture to support the EU's priorities;
4. Invites the European External Action Service (EEAS) and the Commission's services dealing with external action to present a yearly report to Parliament on the progress made in implementing EU policy commitments on conflict prevention and mediation;

#### **On enhancing the EU's institutional capacities for conflict prevention and mediation**

5. Welcomes the integrated approach to external conflicts and crises; calls for further institutionalisation of this approach;
6. Calls for the establishment, under the authority of the VP/HR, of an EU high-level advisory board on mediation with the aim of setting up a gender-sensitive pool of senior political mediators to make available political and technical expertise at short notice;
7. Calls for the appointment of an EU Special Envoy for peace to chair the EU high-level advisory board, in order to promote coherence and coordination across the institutions, including in their engagement with civil society, to improve the exchange of information and lead to increased and earlier action;
8. Calls for the establishment of other interinstitutional mechanisms such as task forces for specific conflict prevention situations;
9. Calls for the establishment of a dedicated Council working group on conflict prevention and mediation;

#### **On the European External Action Service**

10. Welcomes the establishment of a dedicated EEAS for conflict prevention and mediation and the development of tools such as the Early Warning System and horizon scanning; calls for investments to further develop such tools;
11. Calls for more systematic gathering, management and dissemination of relevant knowledge in formats that are accessible, practical and operationally relevant for staff across the EU institutions;

12. Calls for further capacity development on gender analysis and conflict prevention for in-house staff and senior mediators, as well as for third parties;
13. Calls for gender-sensitive conflict analysis as a requirement of any major EU engagement in violent and conflict-affected areas;

#### **On the European Commission**

14. Recalls the growing need for conflict prevention in addressing the root causes of conflict and in achieving the SDGs, with a particular focus on democracy and human rights, the rule of law, judicial reform and support for civil society and gender programmes;
15. Highlights the fact that all EU interventions in violent and conflict-affected areas need to be conflict and gender sensitive; calls for immediate action to embed these aspects in all relevant policies, strategies, actions and operations, entailing a greater focus on the avoidance of doing harm, while maximising the EU's contribution to achieving conflict prevention objectives;

#### **On the European Parliament**

16. Underlines the role of the Democracy Support and Election Coordination Group (DEG) and its lead MEPs as the operational body for coordinating mediation and dialogue initiatives and welcomes new initiatives such as the Jean Monnet Dialogue for peace and democracy and the Young Political Leaders' programme, and recommends that these should be developed further;
17. Recommends that the existing parliamentary training and coaching programmes available for Members of the European Parliament, as well as training programmes for third country parliamentarians, political parties and staff, be further developed, including those on gender aspects;
18. Considers that Parliament's capacities could be further developed with the appointment of a Vice-President responsible for coordinating mediation and facilitation of dialogue activities;
19. Recognises the need for Parliament, in support of overall EU efforts, to institutionalise its procedures on mediation; calls for the establishment of a gender-sensitive pool that includes current and former Members of the European Parliament;
20. Underlines the long-standing close cooperation between Parliament and the OSCE Office for Democratic Institutions and Human Rights (ODIHR) in the area of elections and support for democracy, calls for the extension of this cooperation into the area of mediation and dialogue;

#### **On women, peace and security – enhancing gender capacities in EU conflict prevention and mediation**

21. Calls for the EU to take a lead role in the implementation of the UN Security Council resolutions on women, peace and security, and the incorporation of the principles

contained therein at all stages of EU conflict prevention and mediation activities;

22. Calls for the implementation of full gender equality and for efforts to ensure the participation and protection of women and women's rights across the conflict cycle, from conflict prevention through to post-conflict reconstruction;
23. Calls for all exercises in cooperation, training and intervention to be gender sensitive; welcomes the EU initiatives in this regard, as well as its active contribution to the next Gender Action Plan, and the new EU Strategic Approach to women, peace and security;
24. Calls for the inclusion of expertise on gender-based violence in all stages of conflict prevention and the mediation process;

#### **On enhancing the role and capabilities of civil society organisations in the EU's approach to conflict prevention and mediation**

25. Considers the role of civil society organisations as central to the EU's overall approach and its priorities for developing capacities;
26. Calls for mandatory consultations with civil society organisations, especially those specialised in women's rights and minority human rights, when establishing and implementing EU programmes and policies on peace, security and mediation;

#### **On financial and budgetary resources available for EU conflict prevention and mediation**

27. Takes the view that growing challenges demand higher appropriations for conflict prevention and the provision of dedicated staff capacity; recalls that the implementation of the Women, Peace and Security Agenda includes gender budgeting and adequate earmarked funding;
28. Stresses the need for sufficient and earmarked financial resources to be made available for the EU's conflict prevention and mediation actions under the next multiannual financial framework (MFF) (2021-2027);
29. Invites the VP/HR to provide Parliament with an update on the EEAS budget line dedicated to mediation support and the future priorities in this field;
30. Instructs its President to forward this resolution to the Presidents of the Commission and the Council, the Commission Vice-President / High Representative of the Union for Foreign Affairs and Security Policy, the Council, the EEAS, the EU Special Representative for Human Rights, the Commission, the OSCE, the UN Secretary-General, and governments and parliaments of the Member States.

## EXPLANATORY STATEMENT

The European Union is at its' core a peace project, thus is it only natural that conflict prevention and peace building are central elements of its' foreign policy. According to the Lisbon Treaty, the EU aims to promote peace (Title I, Article 3-1), and draws its' understanding of peace from its own values and principles.

These principles translate into foreign policy goals inspired by a comprehensive definition of peace, which includes not only security and stability (such as absence of armed violence), but also addresses the root causes of conflict by promoting democracy, good governance, human rights, sustainable development, and human security. In its' essence it is saying that peace goes hand in hand with the safeguarding the life and wellbeing of every human being in every aspect of their life, and the way to achieve this is to create security built on human rights and human security, not by militarisation.

General comment 30 of the UN committee on CEDAW (Convention on the Elimination of All Forms of Discrimination against Women) reminds us that women's experiences are often excluded as not relevant for predicting conflict, that women's participation in conflict prevention is low, and the low participation of women in institutions working on preventative diplomacy. Also the EU recognises that "women's under-representation in mediation processes and peace negotiations, as well as the lack of gender expertise in mediation teams seriously limits the extent to which women's experience of conflict, and consequent needs for justice and recovery, are addressed within these processes" (The 2009 EU Concept on mediation and dialogue).

When women and minorities are not included in the work on conflict prevention, it will lack fundamentally important information and aspects. Only by an inclusive representation of women and by using a gendered analysis of conflict, we will be able to design accurate responses and reach sustainable peace. Women's agency, voice and capacities as well as an intersectional gender analysis, are critical to dialogues, for us to formulate better policies and to reach equitable peace agreements. We have seen it in various contexts such as Libya, Yemen, Nigeria and Colombia. In fact, we have seen it everywhere else in the world.

As the Women's International League for Peace and Freedom puts it: "The Women, Peace and Security Agenda has a transformative potential. It is a powerful tool for moving from exclusive to democratic decision-making, from gender inequality to gender justice and from conflict and violence to sustainable peace".

The Women, Peace and Security (WPS) Agenda is now recognised internationally, but there are still great challenges for its' implementation. The EEAS acknowledges that addressing gender issues in conflict prevention and mediation requires knowledge and expertise on gender in both specific issues as well as concerning the whole peace process (Factsheet – EEAS Mediation Support Project Women's Participation and Gender). Another key issue is, of course, to put the commitments into real action, and to support them with earmarked funding and resources. Here the EU can take a strong and leading role in the implementation of the WPS Agenda, which also means to take a leading role in promoting global peace.