

Putting Peace at the Heart of the Post-2015 Framework

September 2013

1. Introduction

The purpose of this short statement is to set out EPLO's preliminary position on the post-2015 framework and the role of the EU and EU Member States in establishing it. It is envisaged that additional statements will be published as the UN-level negotiations progress.

NB/ For the sake of clarity, references to 'security' in this statement should be understood as human security (i.e. the security of people).

2. Background

Since the establishment of the Millennium Development Goals (MDGs) in 2002, there has been a growing recognition of and substantial evidence to support the existence of strong linkages between peace, security and development.¹ There is now widespread agreement that "doing development differently" (i.e. focusing on political issues such as peace and governance, as well as economic factors) is essential to meeting development objectives.

The EU is a strong proponent of rejecting a "business-as-usual" approach to the framework which will replace the MDGs when they expire in 2015. In this context, over the past six months, EPLO has welcomed:

- the inclusion of 'Peace and security' as one of the five 'Priority elements for the overarching framework' in the European Commission's communication on the new framework:²
- the inclusion of a section on 'Peace, security and development' in the European Parliament's resolution:³
- the inclusion of the following paragraph in the Council conclusions:⁴

¹ See [World Development Report 2011, Peacebuilding and Statebuilding Goals \(New Deal for Engagement in Fragile States\)](#), [Report of the UN System Task Team on the Post-2015 UN Development Agenda](#), Synthesis Report of the Global Thematic Consultation on Conflict, Violence and Disaster

² See Annex [Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: 'A Decent Life for all: for All: Ending poverty and giving the world a sustainable future' COM\(2013\) 92 final](#) (February 2013)

³ See Annex [European Parliament resolution of 13 June 2013 on the Millennium Development Goals – defining the post-2015 framework](#) (June 2013)

⁴ [The Overarching Post 2015 Agenda – Council conclusions](#) (June 2013)

'[EU Member States agree to] Recognise the impossibility of achieving sustainable development in contexts of fragility, violence and armed conflict and the importance of conflict prevention in this regard, and address peace and security and freedom from violence, and the specific needs of fragile states and countries affected by conflict or in a post-conflict situation, building on the International Dialogue for Peacebuilding and Statebuilding and the New Deal.'

At the international level, EPLO welcomed the inclusion in the report of the UN Secretary-General's High-Level Panel of Eminent Persons on the Post-2015 Development Agenda (of which the UK Prime Minister, David Cameron, is a co-chair and the EU Commissioner for Development, Andris Piebalgs, is a member) of the following recommendation: 'Build Peace and Effective, Open and Accountable Public Institutions'.⁵

3. Principles to be Respected in the Post-2015 Framework

EPLO believes that the following principles should be respected in the new framework:

- **Peace as an objective:** The framework should treat the promotion of peace and the prevention of conflict as an objective in its own right rather than just as an enabling condition for development.
- **Global goals:** The new framework and its high-level goals should apply to all countries.
- **Careful selection of indicators:** The new framework should include baskets of indicators (e.g. quantitative, capacity and perception) to measure progress towards each goal. Each indicator should be disaggregated to the maximum extent possible (e.g. by gender, age, racial / ethnic / religious / income groups etc.).⁶
- **Context as the starting point:** Baselines against the targets in 2015 should be established in each country and strategies for how to approach them based on the specific context should be devised.⁷
- **Conflict sensitivity:** The new framework should recognise the impact which development processes can have on conflicts. Goals and targets should be designed to minimise the risk of violence and maximise progress towards peace.⁸
- **Coherence/consistency:** The new framework should be designed and implemented in such a way as to ensure that progress in certain areas does not become separate from or undermines progress in others.
- **Inclusive, people-centred processes:** The new framework should be developed and implemented in as an inclusive and participatory way as possible, including a clear role for civil society. In this context, the global public consultations which took place in 2012 and 2013 should be continued and, to the maximum extent possible, widened during the discussions about goals, targets and indicators, in order to ensure the involvement of people living in countries which are conflict-affected and/or in situations of fragility.
- **Focus on equality:** The new framework should be designed and implemented in such a way as to maximise its impact on reducing inequalities.

⁵ [Report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda](#) (May 2013)

⁶ Saferworld, (2013), [From the High Level Panel report to an accountability framework](#)

⁷ Saferworld, (2013), [Addressing conflict and violence from 2015: A vision of goals, targets and indicators](#)

⁸ International Alert, (2012), [What should replace the UN's Millennium Development Goals?](#)

4. Issues to be Included in the Post-2015 Framework

EPLO believes that the following issues which were addressed in both the Geneva Declaration on Armed Violence and Development⁹ and the Peacebuilding and Statebuilding Goals¹⁰ should be incorporated in the new framework:

- Freedom from violence and personal security for all
- Respect for human rights
- Gender equality
- Access to justice for all
- Reduction in transnational crime and other “external stresses” which generate violence (e.g. illicit trade in drugs, small arms and light weapons, illicit financial flows, land grabbing etc.)
- Resolution of divisions within societies through inclusive political dialogue (“Legitimate politics”)¹¹
- Access to social services for all
- Opportunities for decent livelihoods for all
- Transparency and accountability in the management of state revenues

5. High-Level Panel’s proposals for goals

EPLO welcomes the following proposals for goals which are set out in the High-Level Panel’s report and recommends that the EU fulfils its commitments on peacebuilding and development by supporting their inclusion in the new framework:

Goal 2: Empower girls and women and achieve gender equality

- a) Prevent and eliminate all forms of violence against girls and women
- b) End child marriage
- c) Ensure equal right of women to own and inherit property, sign a contract, register a business and open a bank account
- d) Eliminate discrimination against women in political, economic, and public life

Goal 8: Create jobs, sustainable livelihoods and equitable growth

- a) Increase the number of good and decent jobs and livelihoods by x
- b) Decrease the number of young people not in education, employment or training by x%
- c) Strengthen productive capacity by providing universal access to financial services and infrastructure such as transportation and ICT
- d) Increase new start-ups by x and value added from new products by y through creating an enabling business environment and boosting entrepreneurship

Goal 10: Ensure good governance and effective institutions

- a) Provide free and universal legal identity, such as birth registrations
- b) Ensure that people enjoy freedom of speech, association, peaceful protest and access to independent media and information

⁹ [Geneva Declaration on Armed Violence and Development](#) (June 2006)

¹⁰ See <http://www.newdeal4peace.org/peacebuilding-and-statebuilding-goals/>

¹¹ *Ibid.*

- c) Increase public participation in political processes and civic engagement at all levels
- d) Guarantee the public's right to information and access to government data
- e) Reduce bribery and corruption and ensure officials can be held accountable

Goal 11: Ensure stable and peaceful societies

- a) Reduce violent deaths per 100,000 by x and eliminate all forms of violence against children
- b) Ensure justice institutions are accessible, independent, well-resourced and respect due-process rights
- c) Stem the external stressors that lead to conflict, including those related to organised crime
- d) Enhance the capacity, professionalism and accountability of the security forces, police and judiciary

It should be noted that the adoption and implementation of these goals can be achieved without amendment of the OECD-DAC's eligibility criteria according to which certain conflict, peacebuilding and security expenditures can be counted as development assistance.¹²

6. Role of the EU Institutions and EU Member States

EPLO urges the EU institutions and EU Member States to follow up on the positive steps which they have taken so far regarding the inclusion of peace and security in the new framework by supporting the High-Level Panel's abovementioned proposals for goals in the UN-level negotiations.

In this context, EPLO recommends that the EU should be given a formal role in and be able to provide input into the various discussion forums (e.g. the Open Working Group, the Intergovernmental Committee of Experts on Sustainable Development Financing, the High-Level Political Forum etc.) This will enable it to engage with the g7+ and other countries to ensure that the abovementioned issues are included in the new framework.

As a minimum, the EU institutions should continue to show leadership by trying to ensure that those EU Member States which are involved in the abovementioned forums adopt a consistent approach in support of the inclusion of peace and security in the new framework.

¹² [DAC Statistical Reporting Directives](#) (2010)

Annex

European Commission communication: 'A Decent Life for all: for All: Ending poverty and giving the world a sustainable future'

Where there is physical insecurity, high levels of inequality, governance challenges and little or no institutional capacity, it is extremely difficult to make sustainable progress on the key MDG benchmarks such as poverty, health, education or sanitation. It is therefore essential to address the root causes of such conditions and take action to prevent them from arising.

This agenda goes beyond fragile states, however, since many other countries also struggle with issues relating to insecurity and violence. Trafficking, transnational terrorism, criminal networks and gang violence are undermining the security of citizens and reducing the prospects for a decent life, with women and children particularly affected.

Addressing peace and security issues in the context of the post-2015 overarching framework should use as a starting point the work already done between some fragile states and the OECD countries, the EU, the UN and Development Banks at Busan in November 2011. This should build on the New Deal for Engagement in Fragile States that laid out an agreed set of Peace-building and State building Goals (PSG).

European Parliament resolution of 13 June 2013 on the Millennium Development Goals – defining the post-2015 framework

51. Stresses that armed conflict and post-conflict situations are some of the main obstacles to development and poverty reduction and threaten democracy; stresses equally that peace and security, development and human rights are interlinked and mutually reinforcing; therefore encourages the Union to use all relevant instruments such as the International Declaration of Human Rights or those provided in the framework of the Cotonou Agreement in order to strengthen conflict prevention;
52. Calls, in this connection, for the prioritisation of capacity building in conflict-affected and fragile states; takes the view that effective international partnerships, knowledge-sharing and capacity development methods based on the transition experience of EU Member States, building on the model of the New Deal for Engagement in Fragile States launched during the Fourth High-Level Forum on Aid Effectiveness in Busan, are necessary for the stabilisation and development of these states;
53. Calls on the EU to continue to be deeply engaged in fragile states, providing integrated responses linked to development policies, providing humanitarian relief and contributing to disaster risk reduction, conflict prevention and state building;
54. Considers that the post-2015 framework must reflect the peace building and state building (PBSB) goals agreed on in Busan;
55. Stresses that the prevention of violence and discrimination, especially sexual violence against girls and women, should be addressed in the post-2015 framework and that comprehensive protection systems accessible to all must be established or strengthened;