



# Action Plan for Mediation



MINISTRY FOR FOREIGN  
AFFAIRS OF FINLAND

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## **Finland's Action Plan on Mediation**

Permanent solutions to conflicts can only be achieved by addressing the political, economic and social problems underlying them. Mediation constitutes one of several diplomatic tools for the prevention and resolution of conflicts and for confidence-building. Mediation is often the first step on the road to reconciliation. By means of mediation, a foundation is laid for more long-term support to the construction of political, economic and social institutions.

The usefulness of mediation has been internationally acknowledged as part of comprehensive crisis management and a development policy aiming at sustainable development. The nature of conflicts has changed in the course of the last decades and intrastate conflicts have become more common. At the same time, non-state actors are more often both parties to conflicts and peace mediators. The UN and international regional and other organisations as well as many states (UN, EU, African Union, OSCE, Switzerland, Norway, Sweden, Belgium and Turkey) are taking increasing notice of the added value of mediation in the resolution and prevention of conflicts. They have established special offices and expert tasks related to mediation.

Finland is aware of her responsibility for international peace and wishes to make a visible impact on maintaining and increasing it. Finland is a well-known and trusted actor in international development policy and peacekeeping. On that basis, it is natural for Finland to continue building her own mediation capacity and utilizing the profile already achieved as an actor within mediation. Mediation complements the tool kit of Finland's investment in comprehensive crisis management and development policy.

In the field of mediation, Finland can stand out and offer added value, inter alia, by bringing forth a networking model on both the international and the national level. Finland acts in cooperation with other countries for the strengthening of the international structures of mediation and increasing the expertise needed in mediation.

Mediation does not only mean measures on a high political level, but also various kinds of confidence-building. Finnish mediation capacity must be

offered for the needs of mediation in different conflict situations, on different levels, in all stages of conflicts and on the part of different kinds of actors. Finland can utilise her experience and diplomatic skills gained in mediation and offer her expertise and technical know-how. Correspondingly, specific expertise in mediation must be increased. Finland must coordinate existing resources of the state administration and civil society, so that these resources can be utilised fully in mediation activities. Furthermore, the role of women in peace processes will be a special focus.

Effective investment in mediation requires decisions in order to secure political and economic resources. In Finland, there has traditionally been broad consensus on both development policy and peacekeeping. Finland's role in mediation is best built in such a consensus-seeking manner.

The Finnish Government Programme 2011 states that the government will invest in international mediation and crisis prevention. In accordance with the Government Programme, this Action Plan on Mediation has been elaborated in order to strengthen Finnish expertise and participation.

The brochure on the initiative "Peace Mediation – Finland's Guidelines", published by Finland in May 2010, contains objectives for the activities of Finland to promote of international mediation. In the future, the objectives of Finland can be promoted in many different ways, which also require resources for their implementation. In this Action Plan, mediation is addressed in accordance with what was determined in the Guidelines initiative, and more comprehensive issues related to peacebuilding are addressed in other publications of the Ministry for Foreign Affairs of Finland, e.g. in Finland's Development Policy Programme, in Finland's Comprehensive Crisis Management Strategy and in Finland's UN Strategy. In accordance with the Finnish mediation guidelines of 2010, mediation means the bringing together of two or more parties on the part of an independent actor and its purpose is to prevent, through negotiations, the emergence of a conflict, or to achieve a settlement for the resolution of a conflict.

With the help of mediation a foundation is built also for more long-term peacebuilding and post-conflict reconstruction with the objective of achieving sustainable peace and stable social development. The aim is

to prevent, through mediation, the re-emergence of conflicts and to create conditions for sustainable development. The foundation for long-term peacebuilding is the ownership of the region and its own efforts, which are supported by international political and economic means. For its own part, Finland endeavours to strengthen international cooperation and to bring different actors together also for the development of peacebuilding.





# **1. Finnish activities to develop international mediation**

The support provided by Finland to international organisations, international non-governmental organization and other actors within the framework of mediation will be continued and new means to increase the support will be examined. In her international relations, Finland maintains an active dialogue on mediation and on the development of mediation capacity. Finland has already initiated a mediation dialogue with certain interested states, e.g. the Nordic countries and Switzerland. Bilateral contacts on issues related to mediation will be continued. By consistent measures in support of mediation, the good reputation of Finland regarding the development and implementation of international mediation will be increased. In cooperation with non-governmental organisations, means will be developed to increase cooperation in international mediation and the participation of women.

## **The United Nations (UN)**

The activities of the Friends of Mediation group, established by Finland and Turkey, will be continued and developed. The Friends group acts as a pioneer to the development of international mediation. The group is a central and internationally visible expert group on mediation. The meetings of the group on the level of ministers of foreign affairs elevate the profile for and importance of mediation in the prevention and resolution of conflicts. By means of the group, the flow of information between countries active in the field of mediation is increased. The group brings together traditional mediators (e.g. Norway, Switzerland, Finland) and new emerging mediators (e.g. Turkey, Brazil, Indonesia). The activities of the group promote synergy and prevent overlapping. Also a bilateral dialogue on mediation is maintained with the states in the group.

On the initiative of Finland and Turkey, the Friends of Mediation group negotiated the first General Assembly resolution on mediation, which was adopted by consensus on 22 June 2011. The resolution strengthens the principles governing the support of the UN to mediation as well as the central role of the UN in mediation. The Secretary General of the United Nations is due to issue a report in 2012 on the implementation of

## The United Nations (UN)

In 2008, the Mediation Support Unit (MSU) was established at the Department of Political Affairs of the UN Secretariat. This was done in the framework of the mandate given during the UN Summit in 2005. The MSU is responsible for the planning, development and implementation of UN mediation and maintains a rapid response force consisting of experts. In 2010, the MSU supported numerous mediation, facilitation and dialogue processes.

The activities of the MSU are to a large extent based on voluntary contributions.

Finland supports the MSU and a Junior Professional Officer (JPO) funded by Finland has worked at the unit. Finland also funds the Joint UNDP-DPA/MSU Programme on Building National Capacities for Conflict Prevention.

In 2010, Finland supported the following DPA/MSU projects: 1) The web tool and data bank for mediation UN Peacemaker, 2) Gender and Mediation, which aims at promoting women participation and issues related to equality in peace negotiations, and 3) the Rapid Response for Mediation project.

## Friends of Mediation

The Foreign Ministers of Finland and Turkey organised a meeting for states and organisations interested in international mediation during the opening week of the 65<sup>th</sup> General Assembly of the UN. On the basis of the meeting, it was agreed to establish a Friends of Mediation group. In addition to the countries chairing the group, Finland and Turkey, the group consists of (as of November 2011) 23 other countries and eight organisations: Bangladesh, Belgium, Brazil, Burkina Faso, Costa Rica, Spain, South Africa, the Philippines, Indonesia, Ireland, Japan, Malaysia, Morocco, Mexico, Norway, Qatar, Romania, Sweden, Germany, Slovenia, Switzerland, Tanzania and Uganda, and among the organisations, the African Union (AU), the Organisation of American States (OAS), the Arab League, ASEAN, EU, OSCE, the Organisation of Islamic Cooperation (OIC) and the Department of Political Affairs of the UN and its Mediation Support Unit.

The objective of the Friends of Mediation group is to develop and promote international mediation, especially among the UN and the regional organisations and

to promote cooperation between different actors. For instance, at the initiative of Finland and Turkey, a resolution on mediation was prepared in the Friends of Mediation group in the winter of 2011. Under the leadership of Finland and Turkey, the group negotiated actively and successfully on the text of the resolution among the member states of the UN, and the resolution was adopted by consensus by the General Assembly in June 2011.

Experiences, information and good practices can be shared in the group. The broad base of the group gives legitimacy to its activities and supports the understanding of different cultural perspectives of the members of the group and taking them into account in issues related to mediation. At the same time, new possibilities are created for increasing cooperation, communications and coordination among actors interested in mediation at different stages of crisis situations. Qatar, a member of the group, holds the Presidency of the 66th Session of the General Assembly and has made mediation one of the key priorities of the session.

the resolution. The resolution tasks the UN secretariat with the preparation of guidelines for mediation to clarify and guide the cooperation of the UN, regional organizations and states and to prevent unnecessary competition between different actors. The guidelines that already have been agreed between the UN and the African Union form a good basis for the work.

The Friends of Mediation group may give its active contribution to the elaboration of the guidelines. The views of the Friends group were collected during the opening week of the General Assembly of the UN in September 2011 at a ministerial-level meeting where the participants stressed, inter alia, the importance of silent diplomacy in mediation, the need to listen to the views of all actors without isolating anybody and the importance of developing the capacity of regional organisations.

The leading role of Finland and Turkey as supporters and promoters of UN mediation was strengthened by the approval of the consensus resolution of the General Assembly. This also creates new expectations. Finland will also in the future invest in supporting UN mediation in many different ways.

Finland will continue its support to the UN Mediation Support Unit. Finland's current support is allocated, inter alia, to supporting rapid action and to strengthening the role of women in mediation. Finland has also funded a Junior Professional Officer of the Unit with development cooperation funds. Promotion of mediation within the UN will be continued, inter alia, by paying attention to the mandates of UN operations and special representatives from the point of view of mediation. Finland also aims at having Finns nominated to mediation assignments and as special representatives within the UN system. A possible membership in the Security Council (the Finnish candidature is for the term of 2013–2014) would be a unique possibility for Finland to promote issues related to mediation within the UN.

## The European Union (EU)

The EU supports conflict prevention and mediation both through its own activities and through cooperation. EU mediation activities have to a large extent been ad hoc based, but through the establishment of the European External Action Service (EEAS), structures related to mediation and conflict prevention have to a growing extent been regularised. It is the Unit of Peacebuilding, Conflict Prevention and Mediation at the Department for Conflict Prevention and Security Policy, which is responsible for issues related to mediation at the EEAS. In 2009, a concept plan for mediation was adopted in the EU, mapping the mediation capacity of the EU and its development.

Especially the European Parliament has stressed the need to establish a European Institute of Peace. Also Sweden and Finland sent a letter to High Representative Ashton in September 2010 on the need to develop the mediation capacity of the EU. A possible European Institute of Peace or a corresponding network would be an independent think tank based on the common values of the EU, which would develop the contents and methods of operation of EU's mediation activities, support the mediation efforts of different actors and complement diplomacy by utilizing different kinds of expertise. As it would operate in Brussels, it would cooperate closely with other actors in the field and would distribute best practices of mediation and participate in professionalizing the field. An independently operating institute with a close link to the EU would fill gaps in the present structures. Because of its independence, the institute could act as a mediator and participate in dialogues in situations where the EU or its member states would be unable to act, despite an interest in doing so.

The capacity of the EU to prevent and solve conflicts and to support the stabilisation of situations and post-conflict state building is a central component of the global role of the EU. In addition to traditional diplomacy, also the flexibility of non-state actors is needed in mediation. Non-state and independent expertise should therefore be made easily available for the representatives of administrations. Especially in the resolution of intrastate conflicts there is much to benefit from the expertise and input of other actors.

Since 2007, the EU has had an Instrument for Stability (IfS) that funds projects related to, inter alia, mediation support, confidence-building and the status of natural resources in conflict situations. The Peace-building Partnership (PbP), which is a part of the IfS, acknowledges the importance of non-governmental organisations and other civil society actors in peacebuilding by supporting their readiness to react to crisis situations both before the outbreak of a conflict, e.g. by means of mediation and reconciliation, and after the conflict. In Africa, mediation can be funded within the framework of the African Peace Facility (APF). The activities of EU special representatives and EU crisis management missions include a large portion of mediation.

In the second Action Plan (2011–2013) of the Joint EU Africa Strategy, peacebuilding holds a prominent position as an activity and an initiative that the EU should strive to strengthen in its cooperation with Africa.

## **The European Union (EU)**

Finland upholds the central role of mediation within EU conflict prevention and in the discussion on the EU security strategy, and Finland works to influence the strengthening of EU's mediation concept. The role of conflict prevention and mediation should be increased in the European External Action Service: it should be ascertained that the preparation of the stability instruments of the EU is carried out on a broad base between the Commission and the EEAS and that the resources of the Unit for Peacebuilding, Conflict Prevention and Mediation are sufficient. In EU crisis management, issues related to mediation will be taken into account. In the activities of the special representatives of the EU, attention must be attached to the maintenance of mediation capacity. Finland endeavours to get Finns nominated to mediation related assignments within the EU, inter alia, as special representatives.

In order to map the experience of EU mediation and to increase expertise, discussions on the prerequisites for the establishment of a European Peace Institute are under way. By means of an independent institute which would operate in close contact with the EU, the methods of operation of mediation could be disseminated and mediation expertise could be increased. The institute would utilise the mediation expertise of non-governmental organisations.

## **Nordic Cooperation**

Nordic Cooperation is an important channel for making mediation more effective. In the Nordic network, cooperation in the field of training will be strengthened and new forms of cooperation will be sought to produce added value for mediation. For instance, the Nordic Countries could act jointly in certain peace processes in different segments.

## **Regional organisations**

Finland target-orientedly seeks such means by which cooperation could be increased with regional organisations in order to build their own mediation capacity.

## **The Organization for Security and Co-operation in Europe (OSCE)**

Since the 1990's, the OSCE has participated in mediation both on a high political level and through its field operations on the local level. Conflict prevention with all its different stages has been part of the core expertise of the organisation since the beginning of the 1990's. The OSCE has been engaged in mediation, conflict prevention, post-conflict reconstruction

and promotion of dialogue in the Balkans, Eastern Europe, South Caucasus and Central Asia. For instance, many of the field missions of the organisation participate in the dialogue with the different parties to disturbances and are thus part of mediation. Thanks to its membership base, the OSCE is the largest regional security system.

## **The African Union (AU)**

The African Union is creating permanent structures for the development of mediation to replace the current ad hoc based activities. The aim is to develop a framework where various institutions could organise mediation training jointly. The capacity of the AU to analyse conflicts and their lessons and its possibilities to implement the information in future mediation will be promoted. The coordination on mediation between the AU, the Regional organisations in Africa (RECs) and the UN will be made more effective.

These objectives are furthered by "The African Union Mediation Support Capacity Project" that takes advantage of the African experience of practical mediation work. Within the framework of the project, a model and strategy for AU mediation activities will be elaborated, a training programme and manual will be planned and a mediation unit will be established at the secretariat of the AU as well as a roster and network of African mediators and

experts. The project is carried out by the Conflict Management Division of the AU, the Durban based South African organisation ACCORD (African Centre for the Constructive Resolution of Disputes), and Crisis Management Initiative (CMI), established by President Ahtisaari. The target groups consist of the special representatives and special envoys of the AU, the so called Panel of the Wise of the AU, various units and the personnel of the Commission of the AU, mediation mechanisms of the regional organizations of Africa and the so called Track II organisations, i.e. organisations participating in mediation efforts that are separate from governments and intergovernmental structures. Within the framework of the project, inter alia, employees of the AU have been trained, seminars and trainings have been organised in different parts of Africa and reports have been drafted for the Panel of the Wise of the AU. Finland has funded the project for the years 2009–2012.

In the field of mediation, the cooperation with **the African Union** is important for Finland. Finland pursues to continue her support to the African Union for the development of the Union's own mediation capacity. Correspondingly, the Finnish support to the cooperation between the AU and the EU as well as between the AU and the UN in issues related to mediation will be continued. Participation in and support for projects related to mediation activities on the African continent will be continued.

The Organization for Security and Co-operation in Europe **OSCE** is a central actor in mediation. Conflict prevention and resolution is a central part of its activities. The aim is to strengthen structures and measures that support mediation at the Secretariat and in the field missions in the context of handling the conflict cycle.

The issues covered in **the Council of Europe** are closely connected with conflict prevention and peacebuilding: the respect of human rights, the observance of the principles of rule of law and the support for democratic principles are the basic elements of mediation.

Also the Association of Southeast Asian Nations **ASEAN**, the Organisation of American States **OAS** and the **Regional organisations in Africa** (RECs) are interesting partners in the field of mediation.

#### **Measures on the international level:**

- Finland will continue her strong support of international measures to strengthen the structures of mediation in the UN, the EU and in regional organizations as well as of the cooperation among them.
- International mediation will be developed through continuous active action. Various methods of operation of the Friends of Mediation group will be developed (ministerial meetings, high-level seminars, implementation of the resolution, etc.)
- The support of EU mediation will be continued and European mediation capacity will be promoted.
- The political dialogue on mediation issues will be continued, especially with the Nordic Countries as well as with other countries and organisations specialized in mediation.



## The Association of Southeast Asian Nations (ASEAN)

At the ASEAN summit in 2011, the need to develop the preparedness of the organisation for conflict management and resolution in order to maintain peace, security and stability was stated. One of the initiatives is the establishment of the ASEAN Institute for Peace and Reconciliation (AIPR). The Institute would act as a research institute and would give advice and recommendations to the governments of the member states of ASEAN to promote peace and reconciliation. The recommendations of the feasibility study on the establishment of the Institute were addressed at the summit in November 2011.

The ASEAN EU mediation seminar in Jakarta in 2010, organised jointly by CMI and the EU, attached attention to the lack of institutional preparedness for mediation and conflict prevention and its impact on

the conflict resolution activities of ASEAN. Furthermore, the sovereignty of its member states (consensus, sensitivity and restraint have a central role) and non-intervention by third parties are important issues for ASEAN. Crisis and conflict situations of member states have been regarded as internal matters of states, belonging to the scope of the Treaty of Amity and Cooperation (TAC). Among the recommendations of CMI and the EU on the strengthening of the role of ASEAN in conflict prevention and mediation was the establishment of a peace institute and the investment in humanitarian action by strengthening the ASEAN Intergovernmental Commission on Human Rights (AICHR). CMI and the EU organised a new EU-ASEAN seminar on mediation in October 2011 with the support of Belgium, Ireland and Finland.

## **2. Promotion of Finland's own mediation capacity**

It is not necessary to start building Finland's own mediation capacity from the beginning. Finland has extensive previous experience from which lessons will be drawn. Finland will utilise her existing reputation based on years of work in peace processes, inter alia, in Northern Ireland, Western Balkans, Aceh, the Horn of Africa and South Caucasus. When focusing on mediation, already existing means for the resolution and prevention of conflicts and for achieving sustainable development will be utilised. In addition to these means, it is important to focus on increasing expertise in specific areas.

### **The Ministry for Foreign Affairs of Finland (MFA)**

International possibilities for and needs of mediation must be detected quickly. Challenges must be seized by offering Finnish support and expertise in a suitable and timely manner. The Finnish network of diplomatic missions has an important role in this regard, which should be utilised in an effective way. However, it must be kept in mind that conflicts often flare up in regions where the network of Finnish diplomatic missions is thin (e.g. in Africa, Central Asia, South Caucasus, Asia). Means are, inter alia, to pay attention to mediation as a cross-cutting theme in the foreign administration, to offer training in different areas of mediation and to systematically utilise regional expertise.

Expertise can be found within the areas of strength of different departments of the Ministry for Foreign Affairs. Diplomatic missions, the regional departments of the Ministry for Foreign Affairs and civil society actors hold important experience and knowledge of conflict regions and humanitarian action around the world. Exchange of information for the analysis of conflicts should be increased also e.g. by intensifying the dialogue between experts of non-governmental organisations working in conflict regions and the Ministry for Foreign Affairs. Information channelled from the field is useful especially for the regional departments of the Ministry. The placement of Finnish experts in field operations of international organisations should be encouraged. Increased attention should also be attached to the utilisation of the experience and networks of the immigrant groups living in Finland.

In the recruitment, training and career rotation of the personnel of the Ministry for Foreign Affairs of Finland, participation in mediation activities and mediation expertise may be acknowledged as criteria. At the same time, a roster of experts in the field of mediation must be maintained. Secondment of Finns and their seeking temporary employment at international organisations, regional organisations and non-governmental organisations could be encouraged, and this could be taken into account as part of the career cycle within the Ministry for Foreign Affairs. Exchange of experts between actors active within mediation could also be made more effective.

Maintaining a high international profile in mediation requires resources within the Ministry for Foreign Affairs. High-level coordination of mediation at the Ministry for Foreign Affairs brings international visibility and strengthens national cooperation. In the Security and Development Group of the Ministry for Foreign Affairs also issues related to the promotion of mediation could be discussed.

Finnish experts must participate in a visible and an active manner in the development of international mediation. Apart from participation in the activities of international organisations, Finnish experts must participate in the international debate on mediation and promote it (seminars, speeches, expert articles). The international Ahtisaari Day, organized by Finland, may be utilised as a showcase for the discussion on mediation. The yearly Ahtisaari Day may develop into an international event promoting the usefulness of mediation.

#### **Measures on the national level:**

- The network of Finnish Diplomatic Missions will be utilised for the identification of situations related to mediation and for the effective mapping of possibilities for action.
- The dialogue with non-governmental organisations will be increased, especially between experts of the regional departments of the MFA and experts of organisations working in the field. Contacts with immigrant groups resident in Finland will be created in order to utilise their experiences and descriptions of the situation.

- Training courses and information events related to the support functions and the processes of mediation will be organised at the Ministry for Foreign Affairs, and elements of mediation will be included e.g. in the programmes of the Diplomatic Training Course, the Ambassadors' conference and the yearly meeting of the middle management.
- A roster of experts of MFA personnel interested in mediation will be maintained.
- Sufficient resources will be allocated for mediation activities.
- Issues related to mediation will be considered in the Security and Development Group of the MFA.

#### **Measures on the international level:**

- A yearly Ahtisaari Day will be organised.

### **Cooperation and partnerships**

It is important to build partnerships and networks with states, organisations and civil society actors who have expertise in mediation both on the international level and the national level. For instance, the Nordic cooperation forms a natural network. The expertise of non-governmental organisations that are active in mediation brings added value to Finnish mediation.

Finland can even act as an international model by composing an open coordination group of the MFA, where information on the development of mediation would be distributed, information on already existing peace processes would be provided and possibilities for cooperation taking into account already existing forms of cooperation, such as networks and rosters, would be sought.

Some organisations may be specialised solely in mediation and other organisations may have mediation only as a part of the activities. Through networking it is possible to also involve small organisations and individual actors in mediation. Networking is an indication of the Finnish

## Cooperation with other states

Many states, such as Switzerland, Norway, Sweden and Belgium participate actively in mediation globally within the framework of their national strategic plans. For instance, the Constitution of the Swiss Confederation lays down that one of the main objectives of the foreign policy of the country is the peaceful coexistence of nations. The time-honoured Swiss Expert Pool for Civilian Peacebuilding, consisting of voluntary experts, has brought important added value to Swiss peacebuilding.

In Norway, where expertise and networks on peacemaking have been built consistently already for approximately 20 years, there is widespread consensus in domestic policy on the importance of the issue: peacemaking and aid stand out strongly in the foreign policy of the country. This brings continuity, predictability and reliability to mediation activities. In addition to

mediation, Norway, while stressing diversity, supports negotiations and dialogue between the parties, analyses conflicts, supports projects and research in the field and uses the whole tool kit of foreign policy for the promotion of peace. The importance of cooperation with different organisations and international key actors is stressed.

By cooperating with other states interested in mediation, Finland can add the impact of its own mediation efforts and share experiences of good practices. It is possible to draw lessons from other states' practices that have proven effective, and possibly consider implementing corresponding structures to Finnish mediation activities. The Friends of Mediation group, established by Finland and Turkey, is an example of successful cooperation.

*modus operandi* and method of cooperation across administrative division-lines taking into account all sectors of civil society.

There must be designated experts at the different sectors of the Ministry for Foreign Affairs for the partnership. Also other branches of state administration (e.g. the Prime Minister's Office, Ministry of Finance, Ministry of the Interior, Ministry of Justice, Ministry of Defence) with an important role in regard to mediation should have designated contact persons for mediation issues. Cooperation with political and parliamentary partners is vital. There could also be cooperation partners in non-governmental organisations, certain research institutions and universities. The network should also involve those Finns who have gained merits in mediation.

The national coordination group formed by the contact persons from these bodies, the network for the promotion of mediation activities, would contribute to the elevation of Finnish capacity and take into account of the important contribution by non-governmental organisations.

#### **Measures on the national level:**

- The MFA will convene a mediation coordination group, a support network.
- Contact persons for mediation will be identified at different departments of the MFA, elsewhere in the state administration, in non-governmental organisations and in the academic world.

#### **Measures on the international level:**

- Networks will be created with international mediation actors.

## Increasing training and education related to mediation

Mediation is taken into account in the in-house training of the Ministry for Foreign Affairs, and the programme of the Diplomatic Training Course includes a more detailed module addressing the contents of mediation. Experience could be increased for instance by the participation of some young diplomats in assisting tasks in those mediation assignments that are funded by the Ministry for Foreign Affairs, including high-level mediation assignments and projects realized by non-governmental organisations. It is important that young mediators and experts are involved in the training. This is a natural continuation of the more general peace education being offered at different educational stages.

Research and training in mediation at universities and research institutes bring added value to the increase in Finnish mediation capacity. Possibilities for collaboration will be examined with suitable partners (e.g. TAPRI-Åbo Akademi: *Master's Programme in Peace, Mediation and Conflict Research*; *The Institute for Human Rights of Åbo Akademi*; the mediation consortium of CMI and FIIA). The mediation expertise of non-governmental organisations and research institutes in the fields of research, training, education and conflict analysis can also be offered to international partners. Especially international regional organisations have been interested in such sharing of Finnish expertise (AU, ASEAN). Research and training are also important areas for cooperation between the Nordic countries.

Through the development of civilian crisis management and the participation in operations Finland has gained experience that is also valuable for mediation. For instance, the Crisis Management Centre CMC under the Ministry of the Interior has a large body of knowledge and existing networks that can be utilised in mediation. Expertise related to mediation is being developed in cooperation with the Ministry for Foreign Affairs and e.g. the Finnish Centre of Expertise in Comprehensive Crisis Management. This may include organising both modules and courses on mediation. In addition to FINCENT and CMC also other research institutes and universities could participate in the elaboration of the training programme. E.g. the personnel of the MFA and other persons (organisations) directly linked to mediation could participate in the training, as well as policy-makers and crisis management personnel.

Training to support mediation activities can also be offered to international partners. Training could be offered in particular in the Finnish areas of strength, such as issues related to the environment, equality (UN Security Council resolution 1325 “Women, Peace and Security”), the rule of law, the role of civil society and the importance of organisations or cooperation between authorities. Correspondingly, Finns should participate more actively in mediation training organised by other international partners. The cooperation with UNITAR in mediation related training should be continued.

#### **Measures on the national level:**

- Training courses related to the support of mediation will be organised in cooperation with organisations specialised in the subject matter.
- Possibilities to increase research in this field at universities and research institutions will be examined.
- Young experts will be involved in support functions of mediation.

#### **Measures on the international level:**

- Participation in training and education of international mediation work as well as in its development, taking into account the Nordic cooperation.

#### **Increasing the role of women in mediation**

When mediation practices are developed, particular attention will be attached to the role of women in peace processes, in accordance with UN Security Council resolution 1325 “Women, peace and security”. Women have a central role in achieving sustainable peace, but only a few women have made it to the negotiation tables of peace processes. Finland has experience and a good reputation in addressing issues related to the scope of resolution 1325. Finland’s national action plan to implement the said resolution has reached positive international attention for its pragmatism and comprehensiveness. The follow-up mechanism of



Finland's action plan, which includes actors from civil society, has also attracted attention. Finland has 1325 cooperation with, inter alia, Kenya, Afghanistan and Nepal. A high-level conference on the theme "Women, Peace and Security" was organised with Liberia.

Finland has been successful in increasing the expertise related to equality and the number of women in crisis management. The Crisis Management Centre Finland (CMC) is consistently taking 1325 issues into account in its recruitment, training and research. The themes of resolution 1325 are also taken into account more systematically than before in military crisis management. This experience can also be utilised when involving women in mediation.

It is in the interests of Finland to utilise her reputation and expertise in the field of "Women, Peace and Security". Means to increase the number of women mediators can be examined in the national cooperation. Finland can promote the participation of women in mediation, e.g. by organizing training, research and facilitation. Finland will also in the future take the securing and increasing of the role and participation of women into account in all contexts mentioned above (project funding, training, concept, international activities).

#### **Measures on the national level:**

- Mediation related training will be organised in accordance with UN Security Council resolution 1325 and research will be increased.
- Resolution 1325 will be taken into account as a cross-sectoral theme in Finnish mediation activities, inter alia, by intensifying efforts to increase the role and ownership of women in peace processes.
- Finnish expertise and experience related to resolution 1325 will be offered for the use of other states.

### **3. Increasing Finnish participation in international mediation**

Finland must give diplomatic, expert and technical support to mediation processes. Finland may also offer so called good offices. Finland will utilise her expertise in the field of cooperation between civil society and the state administration also on issues related to participation in mediation and when offering capacity to mediation efforts.

Finland is already now able to offer skilful personnel for mediation tasks. Requirements for international mediators are professionalism and personal attributes, as well as trust, which is often built during a long period of time. A precondition for admission to international high-level mediation assignments is also a national political will and expression of support for the candidates. Coordination is needed within the state administration (the Prime Minister's Office, ministries) in order to get support for nominations and also cooperation with political actors and non-governmental organisations is needed. Such cooperation between the state administration and the political and organisational field is also needed in the recruitment of other personnel to mediation.

Through the exchange of experts between the state administration and mediation organisations, Finnish expertise in the field of mediation could be increased. Particular attention will be attached to the sharing of the experience of Finnish high-level peace mediators to young people. E.g. the participation of young experts of the Ministry for Foreign Affairs and non-governmental organisations in the work of high-level mediators should be supported.

Many different kinds of preparation and ground work are needed in support of mediation: support, preparations, hosting, mentoring, information technology, encryption systems, security elements, media services, cultural factors and regional knowledge. There is international demand for a comprehensive support system for mediation. Finland must consider developing a Finnish concept for mediation. Finland could offer frames and facilitation for mediation. Means to increase the knowledge base that these require should be considered.

By means of the concept, Finland could offer Finland as a venue for negotiations related to mediation and Finnish expertise to support it. The concept for training, organisation and support to mediation can be developed in collaboration with the above mentioned national network. This work must include both political actors and actors related to security and conference technique. The concept could be based on the strengths that are characteristic of Finland. In this context, one must also take into account the utilisation of the expertise of the private sector. Also issues related to visas may arise.

Mediation requires very versatile expertise. Situation-specific introductory training can be arranged for mediators and target-group specific continuation courses and refresher courses can be arranged for more experienced actors. A possibility to participate in practical negotiation situations should be increased. The outcome of negotiations can also be influenced by the organisation of practical matters, which should be taken into account in the introductory training. Also the responsibility of the mediator in creating a sustainable peace process should be covered.

#### **Measures on the national level:**

- Nominations of Finns to assignments related to mediation and to its support functions will be supported (including as special representatives and to leadership positions).
- Exchange of experts will be established between mediation actors of the state administration and civil society.
- Development of the Finnish mediation concept will be considered in interaction with the expert actors of civil society.

## 4. Thematic and regional areas of focus

When choosing possible objects to support in mediation, one can concentrate e.g. on certain issues requiring special knowledge, where Finland has expertise to offer. Such issues are e.g. human rights, democracy and issues related to the rule of law, election violence, the environment, regional issues as well as women, peace and security.

Promotion of the principle of rule of law, which is also mentioned in the Programme of the Finnish Government, is a topical theme in mediation. The International Court of Justice and the Permanent Court of Arbitration are working to find new innovative means for conflict resolution. Their work supports mediation activities. Criminal responsibility for the most serious international crimes (genocide, crimes against humanity, war crimes) is covered as part of the mediation assignments. The victims must be able to make their voices heard in peace processes, because amnesties and impunity may continue the cycle of violence. Finland has been active in issues related to the International Criminal Court (ICC), inter alia, through the chairmanship of the board of the Victims Trust Fund and the Friends of the ICC group at the UN.

Preventing electoral violence is an important element in mediation. Especially in Africa, the conflict has often been triggered by the fact that the side that lost the elections refuses to acknowledge the winner. The investment of considerable resources into technical support of elections and into election monitoring could go to waste in an out of control situation during the post-electoral period. Initiation of election related mediation requires conceptual development work and pilot projects. Partners in cooperation could be non-governmental organisations and think tanks, possibly also the Department of Political Affairs of the Secretariat of the UN, especially its Electoral Assistance Unit and Mediation Support Unit.

Armed conflicts are often linked to natural resources, the destruction of the environment and issues related to the ownership of land. The development of decision-making, legislation and administration related to natural resources and confidence-building environment activities may have a central role in the prevention and resolution of conflicts.

### **UNDP: "Towards an integrated approach to peacebuilding at the municipal level"**

In March 2009, the Ministry for Foreign Affairs concluded an agreement with the UNDP on the support of a mediation project. The purpose of the project is to bring a peacebuilding perspective to the municipal level and to identify and take into account underlying causes for conflicts in municipal decision-making. The objective of the municipal peacebuilding project is to strengthen the readiness of decision-makers on the municipal level to handle

issues causing conflicts of interest and other tensions in a constructive way. One of the aims of the projects was to involve the inhabitants of the municipality in decision making. The project formed part of a larger peacebuilding project, which had started in 2007, where SIDA (Swedish International Development Agency) was the main funder. The first phase of the project was finalized at the end of June 2011.

### **UNPOS (Somalia)**

Finland supports the work for the fulfilment of the objectives of the Somali peace process (support for national reconciliation, establishment of a broad-based

administration and involvement of the grass roots level) carried out by the United Nations Political Office for Somalia (UNPOS).

### **Alliance of Civilizations**

The UN - Alliance of Civilizations (AoC) was established by the Secretary General of the UN with the support of the governments of Spain and Turkey in 2005. The strengths of the Alliance are a flexible link to the UN and the introduction of its activities into a large network of cooperation organisations. Finland joined the Group of Friends in May 2006. The purpose of

AoC is primarily to improve the dialogue between Western countries and the Islamic world through projects related to youth, the media, education and immigration. Even though AoC is not directly involved in mediation, its activities enable a continuous dialogue process between different cultures and religions. AoC endeavours to prevent conflicts.

In order to secure an effective use of resources for mediation, it may be useful to also concentrate on regional areas of focus. Finland's network of diplomatic missions, regional expertise and local networks as well as the utilisation of the areas of focus of development cooperation and crisis management can also be taken advantage of when choosing areas of focus for mediation. For instance, Finnish knowledge and previous experience of mediation in Africa (especially in the Horn of Africa and the Sudan region) and Asia can be utilised when choosing regional areas of focus. Finland also has long-standing experience of the conflicts in e.g. South Caucasus. Even though Finland's participation in the resolution of the conflicts of South Caucasus has not been continuous, Finnish experts have participated regularly in mediation in the region. This has given Finland expertise, on which it is useful to build the activities also in the future.

## The Helsinki Process

The Helsinki Process, initiated at the end of 2002 by the Ministries for Foreign Affairs of Finland and Tanzania, strived to find means for the development of globalisation management in a situation where global interdependence, national cross-border challenges and the importance of non-state actors had clearly increased.

The final report of the Helsinki Process included commitments of two mediation projects: The project 'Mediating Peace in Africa: Securing Conflict Prevention – Strengthening the Mediation and Conflict Prevention Aspects of the African Peace and Security Architecture' to promote cooperation projects of African actors and to create the preconditions for peace, and

a second project to support the involvement of religious leaders of the Middle East in the security issues of the region. In 2006-2007, with the support of Finland, three seminars were organised under the theme '*Multi-stakeholder approach to shared security: the role of religions*'. As a result of the seminars the *Religions for Peace Middle East/North Africa Council* and the *Inter-religious Council of Palestine* were established. The final report of the Helsinki Process was presented to the Secretary General of the UN in September 2008. The realization of the recommendations and commitments of the report will be evaluated at the Helsinki Process +10 Conference in February 2012.

## High-Level Panel on the Sudan (Mbeki)

The African Union High-Level Implementation Panel on the Sudan (AUHIP), established in 2009, supports both the resolution of the Darfur conflict and the implementation of the Comprehensive Peace Agreement (CPA) to find peaceful solutions of the issues having arisen after the referendum. The Panel is led by the former president of South Africa, Mr. Thabo Mbeki.

The Department of Political Affairs (DPA) of the UN has supported the work of AUHIP. On 14 July 2010, Finland signed a cooperation agreement with DPA to support mediation efforts in the Sudan. With the support of Finland, the DPA has employed three experts to support the Panel in political and security related issues in South Sudan and Darfur. In August 2010, these experts organised a high-level meeting in Darfur on security issues for the administration of Sudan, UNAMID and the delegations of international cooperation partners. The

Finnish support also enabled the use of DPA's own Sudan and African Horn experts in the work of the panel. The participation of members of the Friends of AUHIP in the work of the panel has been supported to cover travel costs. A researcher employed within the framework of the cooperation agreement has prepared a report on violence on the basis of ethnicity in Darfur. AUHIP uses the recommendations of the report to promote internal cooperation in Darfur.

The parties to the conflict have chosen AUHIP to facilitate talks on post-referendum arrangements in South Sudan. The experts funded by Finland are part of a larger group of experts whose input and views e.g. on the distribution of power and resources and nationality are used as support in negotiations. In May 2011, in the talks on finding a permanent solution to the issue of the region of Abyei, it

was stressed that neither party to the conflict should take unilateral steps that could

have a negative impact on the security or political situation of Abyei.

### The Crimean Policy Dialogue

The Crimean peninsula is a conflict prone area, with ethnic diversity as its special feature. There are tensions between the three biggest population groups of the area, i.e. the Russian, Ukrainian and indigenous Tatar populations. These tensions not only threaten the stability of the Crimean region, but that of the whole Black Sea region. The most important point of contention is related to language, ownership of land and geopolitical identity.

By means of the Crimea Dialogue Project, funded by Finland and related to the Wider Europe Initiative, the stable development of the Crimea region is promoted by strengthening the mechanisms and the capacity for conflict prevention through

training and research on the local, national and regional level. The aim is to bring about a systematic dialogue mechanism to prevent conflicts in Crimea. The cooperation network of the project is composed of representatives of the most important ethnic and political groups of the Crimean region as well as of experts and stakeholders from the Ukrainian central administration, the Russian Federation, the European Union, Turkey and other countries of the Black Sea region. The international non-governmental organization PATRIR is responsible for the implementation of the project and Finnish experts on linguistic policy and minority issues are used for its purposes.

### Transnistria

Transnistria declared its independence from Moldova in 1990, and there was an armed conflict. There have been no armed clashes since the summer of 1992. No states have recognized the independence of Transnistria.

Through funds for local cooperation of the Embassy of Finland in Bucharest, Finland has supported the project *Transnistrian Dialogues*, aiming at creating contacts and encouraging cooperation on both sides of the Dniester in regard to e.g. non-governmental organisations and business

companies. A larger purpose has been to strengthen confidence-building measures and to support the OCSE led 5+2 talks for the resolution of the Transnistrian conflict.

CMI is starting a dialogue project in Moldova, which is comparable to the ongoing dialogue project in Crimea. The project of CMI is one example of how Finland supports mediation and dialogue projects of local and Finnish non-governmental organisations, which for their own part are contributing to strengthening Finnish expertise in mediation.



## UNEP

Finland supports the UN Environmental Programme (UNEP) programme which aims at strengthening the attention paid to environmental issues in mediation, peacekeeping and peacebuilding. The programme examines common natural resources and threats to the environment not only as background factors for conflicts, but also as possible engines for increased dialogue and cooperation between disunited communities and countries.

With regard to environmental diplomacy, the aim of the programme is to support UN member states and other relevant actors in the identification of tensions and possibilities for cooperation on issues related to natural resources and the environment as well as for the creation of neutral settings for exchange of information and dialogue on these issues. In addition to impartial expert support, the building of local capacity has a central role. Within the framework of the programme, UNEP cooperates closely with other UN actors, the European Union as well as with research institutes and non-governmental organisations.

## 5. Funding

Funding is an important factor for the increase of the capacity of mediation. Through the allocation of economic resources, Finland gets international visibility and influence also in issues related to mediation.

Mediation often takes place in developing countries or concerns their population groups, where funding often fulfils the criteria for official development assistance (ODA). However, funding of mediation is linked to some special features: inter alia, risky and non-predictable phases of peace processes, quickly emerging situations as well as the delicate nature of peace processes and secrecy requirements. Mediation is often about paving the way for a peace process and confidence-building. The impact can be assessed only on a longer time perspective depending on the development of the operational environment and the political situation.

Because of these features, established practice of development cooperation is not suitable for mediation situations as such. It is therefore appropriate to create a separate procedure for the processing of mediation projects, by which, in the future, project proposals directly related to mediation fulfilling the ODA criteria are brought for decision-making to the minister in charge of development cooperation funds.

### **Measures on the national level:**

- A separate model for the processing of projects related to funding of mediation will be introduced, whereby the projects are brought for decision-making to the minister in charge of the use of development assistance funds.
- An increase of the separate appropriation for mediation, whereby activities not eligible for ODA funding can be funded, will be endeavoured.
- Possibilities for the flexible use of resources through the establishment of a stabilisation fund will be examined, in accordance with the Government Programme.

However, all cases are not the kind of funding that fulfils the ODA criteria. Therefore, also separate funding is needed for mediation. This funding, which was taken into use at the Ministry for Foreign Affairs of Finland in 2010, is continuing and will be increased, if possible.

Attention must also be paid to how statistics on mediation funding are compiled. This would facilitate the assessment of the total funding and enable better international comparisons of investments into mediation. The Ministry for Foreign Affairs of Finland follows the rules jointly agreed in the Development Assistance Committee of the OECD and endeavours to influence in such a way that mediation is taken into account in these rules more clearly than is currently the case.

In certain European states, cross-sectoral stabilisation funds with both ODA funds for development cooperation and non-ODA funds have been established. Possibilities for the flexible use of resources through the establishment of a stabilisation fund will be examined on the basis of the Government Programme.

## ACRONYMS

|         |                                                              |
|---------|--------------------------------------------------------------|
| ACCORD  | African Centre for the Constructive Resolution of Disputes   |
| APF     | African Peace Facility                                       |
| AICHR   | ASEAN Intergovernmental Commission on Human Rights           |
| AIPR    | ASEAN Institute for Peace and Reconciliation                 |
| AoC     | United Nations Alliance of Civilizations                     |
| AU      | African Union                                                |
| ASEAN   | Association of Southeast Asian Nations                       |
| AUHIP   | African Union High-Level Implementation Panel on the Sudan   |
| CMC     | Crisis Management Centre Finland                             |
| CMI     | Crisis Management Initiative                                 |
| CPA     | Comprehensive Peace Agreement                                |
| DPA     | United Nations Department of Political Affairs               |
| EEAS    | European External Action Service                             |
| EU      | European Union                                               |
| FIIA    | Finnish Institute of International Affairs                   |
| FINCENT | The Finnish Defence Forces International Centre              |
| ICC     | International Criminal Court                                 |
| IfS     | Instrument for Stability                                     |
| JPO     | Junior Professional Officer                                  |
| MFA     | Ministry for Foreign Affairs of Finland                      |
| MSU     | Mediation Support Unit                                       |
| OAS     | Organization of American States                              |
| ODA     | Official Development Assistance                              |
| OECD    | Organisation for Economic Co-operation and Development       |
| OIC     | Organisation of Islamic Cooperation                          |
| OSCE    | Organization for Security and Co-operation in Europe         |
| PATRIR  | The Peace Action, Training and Research Institute of Romania |
| PbP     | Peace-building Partnership                                   |
| RECs    | Regional Economic Communities                                |
| SIDA    | Swedish International Development Agency                     |
| TAC     | Treaty of Amity and Cooperation                              |
| TAPRI   | Tampere Peace Research Institute                             |
| UN      | United Nations                                               |
| UNAMID  | United Nations African Union Mission in Darfur               |
| UNDP    | United Nations Development Programme                         |
| UNEP    | United Nations Environment Programme                         |

UNITAR United Nations Institute for Training and Research  
UNPOS United Nations Political Office for Somalia  
UNSC United Nations Security Council

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