



Council of the
European Union

Brussels, 27 March 2015
(OR. en)

7632/15

LIMITE

COPS 95
POLMIL 34
CIVCOM 47
CSDP/PSDC 177

COVER NOTE

From: European External Action Service (EEAS)
To: Political and Security Committee (PSC)
Subject: Strengthening the UN-EU Strategic Partnership on Peacekeeping and
Crisis Management: Priorities 2015-2018

Delegations will find attached document EEAS 458/15.

Encl.: EEAS 458/15

EUROPEAN EXTERNAL ACTION SERVICE



**Crisis Management and Planning
Department - CMPD**

Brussels 23 March 2015

**EEAS 458/15
eeas.cmpd.a4(2015)143738**

LIMITE

**PMG
CIVCOM
PSC**

NOTE

From : Crisis Management and Planning Department (CMPD)
To : Political and Security Committee

Subject : Strengthening the UN-EU Strategic Partnership on Peacekeeping and Crisis
Management: Priorities 2015-2018

Delegations will find attached the document on "Strengthening the UN-EU Strategic Partnership on Peacekeeping and Crisis Management: Priorities 2015-2018"

EEAS 458/15

eeas.cmpd.a.4(2015)143738

CMPD

KB/tr

LIMITE EN

I. Summary

To build on the work done under the Action Plan to enhance CSDP support to UN Peacekeeping and to extend cooperation into other areas, DPKO/DFS and the EEAS developed this document setting out a number of strategic areas in which the EU and the UN will work to strengthen their cooperation in the coming years. A key theme of this document is the need to further improve EU-UN cooperation on rapid response to crises, notably by putting in place modalities under which an EU operation or Battlegroup can serve as an autonomous rapid response force in parallel to, or bridging to, a UN peacekeeping operation. Closer trilateral cooperation with the African Union, including improving its own rapid response capacity, is another aim of our cooperation. Facilitation of EU Member States' support to help fill critical gaps in UN peacekeeping operations is also prioritized. Partnership in Police, Justice and Corrections in the larger Rule of Law context, Security Sector Reform and Defence Sector Reform, including in the areas of mentoring, Train & Equip and operations, will also be further strengthened. Closer cooperation on mission support, logistics, and the exchange of information and analysis are other important goals of our deepening cooperation.

II. Introduction

1. Since the 2003 EU-UN Joint Declaration and 2007 EU-UN Joint Statement on Cooperation in Crisis Management, the partnership between the EU and the UN in peacekeeping and crisis management has been extended and deepened continuously. EU-UN partnership on peacekeeping and crisis management is mutually beneficial. EU cooperation with UN peacekeeping places the EU and its CSDP missions within a broader political and operational framework, making them more effective and efficient and enables the EU to play its role in support of effective multilateralism. For the UN, the expertise, capacity, financial support and political leverage that the EU provides, complements UN mandates allowing them to be delivered more effectively.
2. In 2011, as a sign of the growing EU-UN partnership, an Action Plan to enhance EU CSDP Support to UN Peacekeeping was developed and endorsed by the EU's Political and Security Committee. On the basis of that Action Plan concrete achievements in EU-UN cooperation on peacekeeping were made, notably by concluding planning guidelines ('EU-UN modalities for coordination during planning of a civilian mission or military operation in support of UN operations') which were successfully used in the planning of EUFOR RCA and the civilian mission in Mali, EUCAP Sahel Mali. The endorsement of

2

coordination guidelines in the area of concepts/guidance, training and exercises and lessons learned/best practices in the area of peacekeeping and crisis management will be further complemented by extensive cross-participation in trainings and seminars inter-institutional consultations on development of concepts and cross-use of training modules. Regarding military capabilities, the UN compiled a list of needed capabilities to enhance the performance of UN peacekeeping and the EU (EEAS) presented it to the EU's Political and Security Committee and its Working Groups with a view to facilitating contributions of EU Member States to UN peacekeeping. The EU and the UN also stimulated closer cooperation with the AU in the areas of police peacekeeping and SSR at Headquarters and Mission levels inter alia with the launch of an SSR project “Building African Union Capacities in Security Sector Reform (SSR) – A joint United Nations/European Union Support Action”.

3. EU engagement in support of UN peacekeeping has created real added value for both sides, bringing tangible results for the beneficiaries on the ground. In the Central African Republic (CAR) in 2014, the EU's military operation EUFOR RCA provided the much-needed bridging capacity in parts of Bangui before the deployment of MINUSCA. The EU Military Advisory Mission in the CAR will advise on Defense Sector Reform in close cooperation with MINUSCA. Similarly, the presence in Mali of both an EU military operation (EUTM Mali) and an EU civilian mission (EUCAP Sahel Mali) helping to strengthen the internal security forces of the country, has added significant value to the work of MINUSMA.
4. To build on the work done under the Action Plan which came to its natural end and to extend cooperation into other areas in the domain of peacekeeping and crisis management, DPKO/DFS and EEAS developed this document, setting out a number of strategic priorities on which the UN and the EU will work to strengthen their cooperation in the coming years.
5. There are a number of key principles that underpin this document:
 - First, the priorities set out aim to leverage the added value of both organizations and reflect the shared ownership of this document which is the result of an open consultation process involving EU institutions, DPKO/DFS, EU Member States and think tanks.

- Second, while the partnership is an expression of support to the UN in line with Chapter VIII of the UN Charter, both the UN and the EU are mindful that the EU is a key foreign policy actor and security provider in the world.
 - Third, given the political nature of peacekeeping and crisis management, this document aims to enhance cooperation between the EEAS and the UN secretariat (DPKO/DFS), while at the same time fostering closer dialogue, engagement and information exchange with EU Member States.
 - Fourth, this document aims to build on the momentum and results achieved under the Action Plan and, therefore its deliverables will continue to be applied on the ground and at UN and EU headquarters.
 - Fifth, this document does not aim to reflect all EU-UN cooperation on peace and security, but rather to focus on a prioritized forward looking agenda, in the areas of peacekeeping and crisis management.
 - Sixth, coordination and coherence with other partner organizations will be sought, especially triangular cooperation between the UN, EU and the AU, as set out as an objective in the April 2014 EU-Africa Summit held in Brussels and as practically implemented in many theatres in Africa.
 - Seventh, the delivery will be in line with relevant recommendations of the review by the UN High-Level Independent Panel on Peace Operations, as endorsed by the UN Secretary-General and UN Member States.
6. EU Member States will be actively involved in the process of monitoring the implementation of the priorities of this document by way of six-monthly progress reports that will be presented to the EU's Political and Security Committee and its Working Groups. The EU's Military Committee will also be briefed on the military and defence aspects of the Action Plan on a six-monthly basis. These progress reports will ideally follow the assessment carried out by the biannual EU-UN Steering Committee on Crisis Management. A review of the priority areas set out in this document is always possible should the need arise, which from the EU will be done under the political control and strategic direction provided by the EU's Political and Security Committee. It is envisaged that this Action Plan will have a three year life-cycle (2015-2018).

III. Priority areas

1) Rapid Response:

- a) Put modalities in place to facilitate the potential deployment of CSDP operations to serve as an autonomous rapid response force in parallel to or bridging to a UN peacekeeping operation, including by:
 - o Undertaking an after action review on the EUFOR bridging operation in the CAR;
 - o On this basis, identifying possible measures that would facilitate the deployment of and hand over from a CSDP operation to a UN operation;
- b) In this context, continue to cooperate on the EU Battlegroups¹ and how they could be used as an autonomous rapid response force in support of/bridging to UN peacekeeping, [including for instance possible UN financial support and re-hatting of the EU Battlegroups after stand by];
- c) Continue to cooperate on the integration of European Member State police personnel deployed as part of the European Gendarmerie Force in UN missions;
- d) Discuss synergies between the different rapid response models, concepts and capacities of the UN, EU, AU and other organizations.

2) Support to the African Peace and Security Architecture:

- a) Carry forward relevant recommendations from the UN-AU lessons learned exercise on AU bridging operations in Mali and CAR;
- b) Move towards closer trilateral cooperation among the UN/EU/AU, including in support of the African Standby Force and African Capacity for Immediate Response to Crises Roadmap III; and coordinate closely as the AU defines its post-ASF/2015 vision; in particular on support to training and capacity building of African forces, including police and civilian components;

¹ Ongoing discussion in the EU Political and Security Committee

- c) Work on the issue of maritime security including counter-piracy efforts, and the fight against illegal, unregulated and unreported fishing;
- d) Potentially use CSDP missions to build the capacity of African Troop and Police Contributing Countries to bring their military and police up to UN peacekeeping standards in a pre-deployment phase, also in terms of interoperability, counting on UN active contribution to be defined. EU capacity building initiatives would incorporate lessons learned from crisis management operations;
- e) Cooperate on a trilateral basis on the operationalization of DPKO's Strategic Guidance Framework initiative, an overarching policy on UN police in peace operations and related thematic guidelines, manuals, SoPs and training materials.

3) **Facilitating EU Member States' Contributions to UN Peacekeeping:**

- a) Building on the work undertaken under the EU Action Plan, continue direct UN engagement with EU Member States to provide niche capabilities, critical enablers, modern technologies (e.g. UAVs) and uniformed personnel to UN peacekeeping operations. The EU will continue to offer different platforms to the UN Under-Secretary-General for Peacekeeping Operations (and Military and Police Advisers) to directly address the EU Member States (Informal Defence Ministerial, PSC, EUMC, including at CHOD's level, CIVCOM and PMG). The EU will follow up on the UN request (capability needs paper from February 2015² and subsequent papers) using the relevant Council Working Groups. The EU will consider specific UN force generation requests for contributions that the UN would ask the EU to circulate within the relevant EU Working Groups. All the above will be followed up on a regular basis and feedback will be provided to the UN.
- b) Exploring further how the EEAS can play a role, for example by helping to build partnership among EU Member States and partner countries that could combine/bundle contributions, and developing different models of joined-up contributions. In this framework the EEAS could actively engage with EU Member States and partner countries in the assessment and planning phase of potential joined-up contributions to UN missions

² UN capability gaps are outlined in the document entitled 'Uniformed Capabilities Required for UN Peacekeeping: Current Gaps, Commitments to Enable more Rapid Deployment, and other Capability.

- c) Cooperating more closely in encouraging EU partner countries to contribute to UN peacekeeping, including but not exclusively those who have already signed a Framework Participation Agreement with the EU. In this framework, and in synergy with point 1 (Rapid Response), the EU could actively engage with partner countries in bridging operations to advocate for their re-hatting.

4) Cooperation in Rule of Law and Security Sector Reform (SSR), including in the area of Defence Sector Reform (DSR), for example through conducting a guidance and training scoping exercise in the area of police, justice and corrections, and exchanging compatible impact assessment methodologies, undertaking a UN/EU mapping study of support efforts to defense/security sector reforms (in close coordination with NATO), identifying gaps and work together to fill them, seeking opportunities for concrete cooperation in the field. Enhanced cooperation in the area of ‘train and equip’ should also be a priority. In assisting national authorities, all SSR and DSR activities are based on the assumption that the national authorities have an agreed vision for and/or understanding of their needs.

- a) Security / Defence sector reforms - mapping exercise

DPKO is expected to prepare a consolidated version of EU-UN-NATO SSR/DSR support activities with a draft note proposing ways to improve collaboration. This will include: i) early exchange of information on new actions in preparation, ii) joint checklist of sub-sectors covered by the different actors in specific countries to identify gaps and work together to fill them; iii) improved collaboration on test cases such as Mali and Somalia.

- b) SSR Mapping Exercise: “Supporting Nationally-Led Security Sector Reform - Mapping the Approaches of Multilateral Organizations”

The United Nations Department of Peacekeeping Operations has requested the Geneva Centre for the Democratic Control of Armed Forces (DCAF) to conduct a project on ‘Supporting Nationally-Led Security Sector Reform: Mapping the Approaches of Multilateral Organizations’, with a particular focus on the experience drawn from field operations. The mapping study will include the African Union, European Union, Organisation for Security and Co-operation in Europe, the United Nations and other regional entities.

- c) Train & Equip (T&E)

7

Work is accelerating in the EU (EEAS and COM with strong support of MS) on the so called "Train and Equip initiative" for concrete implementation measures to be presented as a Joint Communication to the European Council in June 2015. The presentation of T&E is expected at the May 2015 EU Foreign Affairs Council and then during the European Council in June 2015. The general objective is to improve mid and long term support provided by the EU and its Member States intended to enable Partners (regional and countries) to take care of their own security by building sustainable, democratically accountable capacities in the security and defence sector.

Current work also relies on targeted pilot cases on Mali and Somalia as well as case study on support to African Peace and Security Architecture. Initial but decisive outcomes on these pilots are expected soon.

The UN and the EU will regularly discuss synergies and cooperation especially since the initiative is being rolled out through pilot exercises.

d) Collaboration in the field

In specific test cases to be jointly identified, EU-UN collaboration in the field of SSR will be strengthened through shared assessment missions (K2-CMPD-CPCC/DPKO SSR Unit) aimed at formulating shared UN-EU SSR support strategies;

EU and UN will need to coordinate on the ground assistance to host-state agencies. Further structures need to be in place to share relevant information where EU and the UN are both present;

- e) Increase cooperation in cross-cutting issues of common concern like terrorism and transnational organized crime including drugs trafficking, arms trafficking and illegal trade in wildlife.

5) Cooperation in Support and Logistics, finalize and implement a framework agreement on support issues.

The EU has obtained a mandate from EU Member States to negotiate such agreement with the UN with a view of facilitating and speeding up the negotiation and the

conclusion of the Field Specific Arrangements (FSAs) to be concluded between the competent authorities of the EU and the UN relating to:

- Mutual support within theatres of operations where the UN missions and the EU missions are deployed at the same time;
- The hand-over of equipment and facilities by the UN to an EU mission;
- The hand-over of equipment and facilities by the EU to an UN mission.

From the side of the EU the agreement will cover both military and civilian missions.

6) Enhanced information and analysis exchange:

- a) Finalize an administrative arrangement between the EEAS and the UN on exchanging classified information;
- b) As appropriate, sharing of the outcomes of Strategic Reviews of missions by the EU and UN as well as lessons learned including on transition strategies (see agreed modalities) when relevant;
- c) Share lessons learned gathered from TCC/PCCs, subject to relevant authorizations from those countries;
- d) Maintain regular information sharing and exchange of analysis between the UN Liaison Office for Peace and Security (UNLOPS) and the EEAS and between UNLOPS and the EU member state representatives in Brussels.

7) Follow up the Implementation of the 2012-2014 EU Plan of Action

The main objective of this area is based on two underpinning principles: the first principle is to identify those activities from the 2012-2014 Action Plan that have not been fully completed but are still relevant and are not highlighted in the first six priority areas of this document. The second principle is to ensure the continued implementation of the achievements of the 2012-2014 Action Plan.

- a) Activities of the Action Plan (2012-2014) to be completed

Military capabilities: Under this work strand, a request was made to receive EU Military Staff expertise (in areas such as information and situational awareness,

9

command and control, stand by and quick reaction forces, logistics and enablers, equipment, training). The EU Military Staff will continue regular talks with UN DPKO/OMA to further clarify and specify the UN requirements with a focus on their specific needs for expertise.

Civilian capabilities: Once the Goalkeeper-Schoolmaster platform is fully operational, and will be able to link recruitment and training of civilian personnel, the EU is willing to open it to the UN to have information on UN training opportunities uploaded to the system.

Operational coordination: Conduct guidelines: This Action will be completed by 'Modalities for coordination during the conduct phase of missions and operations'. The EU and the UN have gathered input from CSDP missions and operations on in theatre coordination. This input of reflections and recommendations will be consolidated in the modalities for which the UN has committed to prepare the first draft immediately after the completion of the Peace Operations Review. Joint after action reviews will have to be incorporated when relevant.

b) Follow up Action Plan modalities (2012-2014)

Jointly concluded modalities in the four areas below (planning, concepts/guidance, training and exercises and lessons learned/best practices) offer a solid framework and allow making the shift from longstanding ad hoc to systematic institutionalised cooperation. The aim was to formulate modalities for coordination in order to facilitate and ensure mutual and effective support between the EU and the UN.

Planning: The 'Modalities for coordination during the planning phase of missions and operations', an integrated civ-mil document setting out a detailed roadmap for coordination during planning, were endorsed as EU and UN internal policy and were successfully used in the planning processes of EUFOR CAR and EUCAP Sahel Mali. They will continue to serve as reference in the planning of future missions and operations where the UN and the EU are stepping up their activities in a country. The document takes account of the fact that such close coordination is relevant in a variety of scenarios, including where:

- Both UN and EU are setting up a new mission/operation;
- A new EU effort is to complement an existing UN mission's effort;
- The UN or the EU takes over the engagement from the other;
- The EU provides a bridging mission/operation until the UN takes over;
- Either party seeks support from the other.

In conceptual areas of concepts/guidance, training and exercises and lessons learned/best practices, the concluded modalities for coordination consolidate the

10

practice of 1) cross-consultation in the development of concepts, 2) cross-use of training modules, 3) cross-participation in training, including joint EU/UN civilian pre-deployment training and exercises and 4) exchange of lessons learned on specific topics of mutual interest. Moreover, the guidelines call for annual peer-review meetings to exchange views on relevant developments and to obtain more insight in the EU and UN respective learning cultures.

In particular, as far as training is concerned, including SSR training, it would be recommended to:

- Strengthen coordination efforts through standardised approaches by cooperating on the planning, implementation and evaluation of training. Explore areas where harmonization of training is possible;
- Identify the common elements in EU and UN training recognition systems and explore whether a compatible system can be established;
- Explore how both organisations can ensure a strong link between certified training courses and the recruitment and deployment process.