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Crisis Management: Priorities 2019-2021

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**EEAS(2018) 781**  
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Crisis Management & Planning Directorate

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**REINFORCING THE UN-EU STRATEGIC PARTNERSHIP ON PEACE OPERATIONS  
AND CRISIS MANAGEMENT: PRIORITIES 2019-2021**

**I. Summary**

The United Nations (UN) and the European Union (EU) are committed to building their partnership in the face of rising global levels of violent conflict that endanger the life of millions of civilians globally. The increasingly complex causes of crises, and their linkages to regional and international peace and security challenges, make partnership between the two organisations not a choice, but an imperative. To build on the progress and achievements made during the implementation of the 2015-2018 priorities to strengthen the UN-EU strategic partnership on peacekeeping and crisis management<sup>1</sup>, the UN Secretariat (DPKO/DFS and DPA)<sup>2</sup> and the European External Action Service (EEAS) are willing to extend their cooperation to focus more broadly on peace operations and crisis management. Thus, the UN Secretariat and the EEAS, in close cooperation with EU Member States, developed this document setting out a number of strategic priority areas for the coming three years (2019-2021) to reinforce the UN-EU Strategic Partnership on Peace Operations and Crisis Management. A central theme is the need to further enhance joint efforts to implement the Women, Peace and Security agenda, notably by a number of concrete actions to maximise the impact of existing resources and ensure coherence of efforts across the partnership. Ensuring transitions between, as well as before and after UN and EU missions and operations is another key area, closely connected with the priority to extend the partnership to other regional organisations (wherever relevant and appropriate) with particular focus on cooperation with, and support to African Union peace operations. Ensuring that a conflict prevention lens is applied and supporting political processes and solutions are essential goals of the UN and EU reinforcing cooperation on peace operations and crisis management, as is further expanding UN-EU cooperation on international police peacekeeping, the rule of law and security sector reform. Systematising cooperation between UN and EU missions and operations in the field remains key, as well as facilitating EU Member States' contributions and support to UN peace operations.

**II. Introduction**

1. Recognising the mutually beneficial nature of UN-EU cooperation on peace and security since the 2003 EU-UN Joint Declaration<sup>3</sup> and the 2007 Joint Statement on UN-EU cooperation in Crisis Management<sup>4</sup>, the two organisations are reinforcing their strategic partnership on peace and security, including on peace operations and crisis management.
2. Partnering with UN peace operations places the EU's Common Foreign and Security Policy (CFSP), including missions and operations under the Common Security and Defence Policy (CSDP), within a broader political and operational framework. This contributes to the EU playing its role as an established global peace and security actor in support of effective multilateralism and a rules-based

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<sup>1</sup> Strengthening the UN-EU Strategic Partnership on Peacekeeping and Crisis Management: Priorities 2015-2018, Brussels 27 March 2015, 7632/15;

<sup>2</sup> The Department of Peacekeeping Operations/Department of Field Support, and the Department of Political Affairs. Hereafter referred to as the UN Secretariat.

<sup>3</sup> Joint Declaration on UN-EU Co-operation in Crisis Management, Brussels 19 September 2003, 12730/03

<sup>4</sup> Joint Statement on UN-EU cooperation in Crisis Management, Brussels 7 June 2007.

# EEAS(2018) 781

## *Limited*

international order. The EU provides the UN with political support, as well as expertise, financial backing and political leverage, to deliver on UN mandates. In that context, both UN and EU missions and operations act more effectively and efficiently to ensure impact on the ground, and deliver more with less.

3. Building on the 2012-2014 Action Plan to enhance EU CSDP Support to UN peacekeeping<sup>5</sup>, in 2015 the Council of the European Union welcomed<sup>6</sup> the document “Strengthening the UN-EU Strategic Partnership on Peacekeeping and Crisis Management: Priorities 2015-2018<sup>7</sup>.” On this basis, concrete achievements have been made since 2015. To build on these achievements, and to further strengthen UN-EU cooperation, a new set of forward looking priorities is defined in Section III, that relate to peace operations and crisis management. These new priorities are aligned with the UN reform agenda and the UN Secretary-General’s focus on conflict prevention, with an emphasis on all mission settings, including peacekeeping operations and Special Political Missions. The UN Secretariat and the EEAS in close cooperation with the European Commission will focus on these priorities during the next three years (2019-2021). Under each priority, several expected concrete deliverables are listed. These do not encompass all UN-EU cooperation on peace and security but focus on a prioritised forward-looking agenda, in the areas of peace operations and crisis management.
4. The priorities to reinforce the UN-EU strategic partnership on peace operations and crisis management are underpinned by several key principles, shared by both sides:
  - Reflect the common understanding of the UN and the EU, the specific added value of each organisation, ensuring enhanced complementarities and strengthened synergies.
  - Based on the rule of law and in support of political solutions, the priorities aim at enhancing cooperation between the EEAS and the UN Secretariat, between missions and operations, and fostering closer dialogue, engagement and information exchange with EU Member States. In this respect, such cooperation on peace operations and crisis management is complemented by other political strategic partnerships, such as on conflict prevention or counterterrorism and engagement on atrocity prevention and responsibility to protect.
  - Coordination and coherence with other partner organisations will continue to be sought, especially trilateral cooperation between the UN, EU and the African Union (AU) building on the outcomes of the 2017 meeting of the three principals in the margins of the November AU-EU Summit held in Abidjan. The EU and the UN also recognize and support the crucial role played by sub-regional organizations in the African context, in preventing, managing, and resolving conflict, and in countering terrorism and violent extremism.
  - The delivery of actions undertaken on the basis of the priorities will be in line with: the Global Strategy for the European Union's foreign and security policy<sup>8</sup>; the outcomes and follow-up of the 2017 Vancouver Peacekeeping Defence Ministerial<sup>9</sup>; the UN Action plan

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<sup>5</sup> Plan of Action to enhance EU CSDP support to UN peacekeeping, Brussels 14 June 2012, 11216/12.

<sup>6</sup> Council conclusions on CSDP, Brussels 18 May 2015, 8971/15.

<sup>7</sup> Strengthening the UN-EU Strategic Partnership on Peacekeeping and Crisis Management: Priorities 2015-2018, Brussels 27 March 2015, 7632/15;

<sup>8</sup> Shared Vision, Common Action: A Stronger Europe – A Global Strategy for the European Union's Foreign and Security Policy, June 2016.

<sup>9</sup> UN Peacekeeping Defence Ministerial Report: 14-15 November 2017, Vancouver, Canada.

# EEAS(2018) 781

## *Limited*

following the 2017 Santos Cruz Report on the security of UN peacekeepers<sup>10</sup>; and the 2018 UN Secretary-General's Action for Peacekeeping initiative<sup>11</sup>.

- Delivery of actions undertaken on the basis of the priorities will also be underpinned by the Council Conclusions of 22 January 2018 on the Integrated Approach to Conflicts and Crisis<sup>12</sup>, the 2018 UN Secretary-General's Report on Peacebuilding and Sustaining Peace and the relevant resolutions of the UN Security Council and the UN General Assembly.
  - The universality and indivisibility of Human Rights and fundamental freedoms, ensuring compliance with and promotion of International Humanitarian Law, and implementing the Women, Peace and Security agenda will be a cross-cutting priority in the UN-EU Strategic Partnership on Peace Operations and Crisis Management. Increased attention will be paid to Youth, Peace and Security, as well as the nexus between security and the environment.
  - In line with the shared priority of shifting towards earlier *preventive* action, consider the potential for peace operations and crisis management tools to be deployed as part of a UN-EU coordinated approach to conflict and crisis prevention where it may be an appropriate element in the wider toolbox.
5. The EU Member States will be actively involved in the process of monitoring the implementation of the priorities set up in this document by way of six-monthly progress reports that will be presented by the EEAS to the EU Political and Security Committee and other relevant Council preparatory bodies. The EU Military Committee will be briefed on the military and defence aspects of the joint priorities on a regular basis. Presentations of the progress reports will ideally be combined with a presentation of the outcomes of the biannual UN-EU Steering Committee on Crisis Management and other dialogue fora.
6. It is envisaged that these priorities have a three-year life-cycle (2019-2021). A review of the priority areas set out in this document will be conducted should the need arise.

### **III. Priority Areas**

#### **1) Women, Peace and Security**

The UN and the EU will establish a UN-EU collaborative platform to enhance coherence and integration of gender perspectives with the objective of implementing the Women, Peace and Security agenda throughout the spectrum of the UN-EU Strategic Partnership priorities on Peace Operations and Crisis Management. This will be achieved through the following:

- a) To maximise the impact of existing resources, share materials on training and other relevant areas, good practices and lessons learned on the implementation of the Women, Peace and Security agenda in peace operations and crisis management through regular staff to staff contact at all levels including missions; and explore opportunities for engaging in joint gender analysis and coordinated planning in this regard.

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<sup>10</sup> Improving Security of United Nations Peacekeepers: We need to change the way we are doing business, 19 December 2017.

<sup>11</sup> Secretary-General's remarks to Security Council High-Level Debate on Collective Action to Improve UN Peacekeeping Operations, New York 28 March 2018.

<sup>12</sup> Council Conclusions on the Integrated Approach to External Conflicts and Crises, Brussels 22 January 2018, 5413/18.

# EEAS(2018) 781

## *Limited*

- b) Within the framework of the Regional Acceleration of Resolution (RAR) 1325 Women Peace and Security Initiative, UN and EU Gender Advisers, together with Gender Advisers from other regional organisations will enhance cooperation to increase the overall effectiveness in the implementation of the Women, Peace and Security agenda.
- c) Explore the possibility to hold a regular joint event in the margins of the annual UN Security Council Debate on Women, Peace and Security focussing on different themes within the Women, Peace and Security agenda.

### **2) Strengthen cooperation between missions and operations in the field**

To develop more systematic operational cooperation on field support with a view to ensuring increased reciprocity in assets-sharing, coherence and continuity, the UN Secretariat and the EEAS will deploy efforts for the UN and the EU to:

- a) Define concise and specific mission and operation mandates (for UN and EU missions and operations) which identify areas of possible cooperation, and which foresee mutual support, where relevant.
- b) While continuing to pursue the negotiation of a UN-EU framework agreement on mutual support, encourage and empower missions and operations to prioritise and implement in-theatre cooperation wherever relevant, and establish points of contacts in support of in-theatre cooperation on field support.
- c) Strengthen cooperation on planning, with an emphasis on early and forward planning, enhanced complementarities and synergies, and on coherent inclusion and follow-up on issues related to gender, children in armed conflict and International Humanitarian Law into existing planning. Possibilities of staff exchange will be explored to enhance the efficiency of planning for parallel or bridging missions.
- d) Building on experience of cooperation on political messaging in mission settings, explore opportunities for cooperation on strategic communication as a multiplier of our joint efforts.

### **3) Transitions**

Recognising the need to base work on planning documents for missions and operations on the priorities of the host government and promote national ownership, and in this context, paying particular attention to the winding down of UN and EU missions and operations mandated by the UN Security Council, the UN Secretariat and the EEAS will deploy efforts for the UN and the EU to:

- a) Assess how best to act in complementarity during the planning and execution of the transition of UN and EU missions and operations, with a view to developing common guidelines for UN-EU cooperation in such circumstances.
- b) Explore possibilities for enhancing or forging new partnership on transition, linking up missions and operations with programmatic activities, and enhancing synergies with other organisations deploying before, after, or alongside UN and EU missions and operations including the African

# EEAS(2018) 781

## *Limited*

Union (AU), the Organisation for Security and Cooperation in Europe (OSCE) and others, while taking into account and building on each entity's capabilities.

- c) Use the existing trilateral partnership EU-UN-World Bank on Post-Crisis Assessments and Recovery Planning in mission settings.

#### **4) Facilitate EU Member States' contributions and support to UN peace operations and the UN Secretary-General's Action for Peacekeeping (A4P) Initiative**

With a view to helping facilitate EU Member States and Partner countries contributions to UN peace operations, the UN Secretariat and the EEAS will deploy efforts for the UN and the EU to:

- a) Explore possibilities for informal rotational systems, support for rapid response (civilian and uniformed) bridging operations, and transitions, and re-hatting when relevant. Should cooperation on rapid response materialise, implement the UN-EU modalities for cooperation on rapid response finalised in 2018.<sup>13</sup>
- b) Explore the possibility for the EU Member States to make "smart pledges" and how the EEAS could help building partnership among EU Member States and partner countries (P/TCCs) to combine contributions; emphasising critical enablers, new technologies, capacity-building and gender expertise and encouraging participation of women in peace operations at all levels and areas of expertise (civilian, military, police).
- c) Develop more systematic exchanges to facilitate the use of capabilities in support of UN peace operations, including those developed in the context of Permanent Structured Cooperation (PESCO) projects as deemed appropriate by the PESCO project members and civilian rapid response based on EU civilian capability development efforts.

#### **5) Conflict prevention in peace operations and support to political processes and solutions**

In an effort to enhance conflict prevention in peace operations and underline the importance of ensuring support to political processes and solutions, the UN Secretariat and the EEAS will deploy efforts for the UN and the EU to:

- a) Coordinate political messages and enhance parallel and coordinated strategic communication at mission levels, when relevant and useful, in support of political processes and in response to early signs of potential violent conflict, in particular by:
  - i. EU and UN representatives briefing relevant international fora and issuing coordinated statements when possible and appropriate.
  - ii. Developing guidelines to enhance communication between UN Special Representatives of the Secretary-General, UN Special Envoys and UN Special Advisers of the Secretary-

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<sup>13</sup> Modalities for coordination between the EU and the UN during the planning and deployment of EU CSDP military rapid response in support of UN peacekeeping operations, in the context of bridging operations. Appendix to the Modalities for coordination between the UN and the EU during the planning of UN missions and EU civilian missions and military operations.

# EEAS(2018) 781

## *Limited*

General, EU Heads of Delegations, EU Special Representatives, EU Heads of Missions and Force Commanders.

- b) Continue to enhance information and analysis exchange by:
- i. Building on contacts established between the EU SitRoom and the UN Operations and Crisis Centre (UNOCC), and related sub-regional frameworks where relevant, as well as horizon scanning work.
  - ii. Applying the administrative arrangement between the EEAS and DPKO/DFS on the exchange of classified information<sup>14</sup>, and continue as appropriate to share information about, and to undertake cross-consultations on, strategic reviews, and promoting strategic and operational levels exchange on planning of key programmatic activities for leveraging political processes and solutions.
  - iii. Regular information sharing and exchange of analysis between the UN Liaison Office for Peace and Security (UNLOPS), and the EEAS, as well as, where appropriate, information sharing in the context of relevant Council preparatory bodies.
  - iv. Fostering new opportunities for joint conflict and 'deep dive' analysis, horizon scanning, situational awareness, and strategic reflections on conflict sensitive engagement including scenario planning with a focus on early warning and how to enhance the effectiveness of regional strategies (Horn of Africa, Sahel, European Neighbourhood Policy) in this regard, during the planning and deployment of UN and EU missions and operations, as well as shared monitoring, evaluation and lessons learning.
- c) Assess in a coordinated way the human rights and international humanitarian law compliance framework for the G5 Sahel Joint Force and, on this basis, draw conclusions about how to ensure the implementation of that framework and improve the protection of civilians in the evolving international peace operations environment; and share experience on Humanitarian Civil-Military Coordination (CMCoord) in crises where the EU and the UN are engaged.
- d) Identify opportunities for cooperation in mediation support in mission settings, including through local and community-level efforts as well as capacity-building, drawing on existing resources of the UN and the EU, in particular their respective system-wide service providing hubs (DPA Mediation Support Unit and the EEAS Mediation Support Team).

### **6) Cooperation on policing, the rule of law, and Security Sector Reform (SSR)**

- a) Strategic Guidance Framework for International Police Peacekeeping (SGF):
- i. Efforts will be made for UN and EU missions to implement the SGF together with relevant partners inter alia including developing common SGF-based training standards for pre-deployment training use.

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<sup>14</sup> EU Ref.: ARES(2016)396674-25/01/2016; UN Ref.: UNHQ-DPKO-OUSG-LET-5-2015-918



# EEAS(2018) 781

## *Limited*

- ii. Consider complementing the SGF for international police peacekeeping with a shared policy and guidance framework methodology on justice and correctional services (including in response to terrorism, international organised crimes and illegal trafficking) within mission settings; taking advantage of the lessons learned from the SGF development and the resultant methodology. The UN Secretariat and the EEAS could examine the feasibility of coordinated roadmaps advancing cooperation in support of justice and correctional services in specific mission settings.
- b) Strengthen and advance cooperation on policing, rule of law and SSR by considering:
- i. Possibilities for staff exchange and liaison officers in missions and operations, as well as exchanges on mission assessments and planning.
  - ii. Putting in place a UN-EU informal expert group, together with the World Bank, to support a number of security and justice sector public expenditure reviews.
- c) Taking stock of the EU Civilian Core Responsiveness Capacity, the UN Standing Police Capacity, the UN Justice and Corrections Standing Capacity and the UN SSR roster of experts, assess how to best take forward partnerships relating to civilian rapid response (including in the areas of human rights, International Humanitarian Law, and Women, Peace and Security), which would be readily available, including in the context of parallel operations for mutual benefit. This work will be taken forward through a Memorandum of Understanding.
- d) Deepen the cooperation between DPKO/Office of Rule of Law and Security Institutions (OROLSI) and the EEAS on the rule of law and SSR through more regular contact between the respective HQs and field colleagues, among others through mutual attendance of relevant annual/regular network meetings of rule of law and justice reform staff.
- e) Jointly assess the impact of the UN-EU Joint UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA)-EU Delegation and EU Military training mission in the Central African Republic (EUTM CAR) Support Plan on the Security Sector Reform and the Rule of Law in the Central African Republic (CAR), and identify lessons learned, best practices, and recommendations and opportunities for further complementary support and delivery.

### **7) Cooperation with and support to African peace operations**

Building on the Joint UN-AU Framework for Enhanced Partnership in Peace and Security (New York, 19 April 2017)<sup>15</sup>, and the Memorandum of Understanding between the AU and the EU on Peace, Security and Governance (Brussels, 23 May 2018)<sup>16</sup>, the UN Secretariat and the EEAS will:

- a) Explore together with the AU, possible initiatives to deepen trilateral cooperation between the EU, UN and AU on peace operations, conflict prevention and crisis management on the African

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<sup>15</sup> Joint United Nations-African Union Framework for Enhanced Partnership in Peace and Security, United Nations – African Union Annual Conference, New York, 19 April 2017.

<sup>16</sup> Memorandum of Understanding Between the African Union and the European Union on Peace, Security and Governance, 23 May 2018.

# EEAS(2018) 781

## *Limited*

continent with a focus on common priorities where a common approach would lead to tangible political and/or operational progress. Areas of cooperation may include:

- i. Working towards the establishment of a sustainable, predictable and flexible financing system for AU peace support operations.
  - ii. Achieving a coherent and collaborative approach to women, peace and security through building on mission specific engagements in operational and political processes to enhance meaningful participation of women and women civil society groups in conflict prevention and peace operations, particularly in Mali and the Central Africa Republic.
  - iii. Formalising cooperation through the development of a trilateral collaborative platform, enhancing synergies between the UN-EU-AU and thus maximising impact on issues that call for a coordinated approach in areas where all three actors are active. The envisaged platform is virtual and to be adjusted to different levels and formats depending on the specific needs, challenges and opportunities at stake.
- b) Explore further opportunities for closer cooperation on the development of a regional approach to the G5 Sahel, and to the Horn of Africa, starting with a shared analysis of the regional security and peace challenges, and potential solutions to sustaining peace in the region.
- c) Convene a quadripartite UN, EU, AU, League of Arab States workshop to review the potential for synergies in supporting peace operations in Africa.

### **8) Training and capacity building**

Building on the outcomes of the 2017 Vancouver Peacekeeping Defence Ministerial<sup>17</sup> and the UNSG's Action for Peacekeeping Initiative<sup>18</sup>, cooperation on enhancing performance of peace operations on the ground will be taken forward through cooperation on training and capacity building, including exercises. The UN Secretariat and the EEAS will deploy efforts for the UN and the EU to:

- a) Within the context of providing training to the G5 Sahel Joint Force, explore possibilities for EU CSDP missions and operations to offer, on a case by case basis and subject to request, training support and capacity building to UN mission personnel and targeted Troop Contributing Countries (TCCs), consistent with UN peacekeeping training policies, standard operating procedures and guidelines, and the respective operation's mandate remit and available resources.
- b) Establish an informal working group to chart out a roadmap on how the two organisations can support more coherently defence sector reform by better and more linking training for armed forces with advice, mentorship and assistance in support of deployment.
- c) Explore how the EEAS could help facilitate support from EU Member States for pre-deployment training, and training on human rights, International Humanitarian Law and

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<sup>17</sup> UN Peacekeeping Defence Ministerial Report: 14-15 November 2017, Vancouver, Canada.

<sup>18</sup> Secretary-General's remarks to Security Council High-Level Debate on Collective Action to Improve UN Peacekeeping Operations, New York 28 March 2018.

## **EEAS(2018) 781**

### ***Limited***

gender, as well as other relevant trainings (e.g. further support in Improvised Explosive Device (IED) threat mitigation), to contributing countries of police, troop and civilian staff consistent with UN peacekeeping training policies, standard operating procedures and guidelines, including through strengthened cooperation between the UN DPKO/DFS-Integrated Training Service (ITS) and the European Security and Defence College (ESDC) with the establishment of a cooperation framework, including permanent points of contacts.

- d) Identify opportunities for UN engagement in EU exercise scenarios (for example EU Military Exercise (MILEX) or Multi-layer Exercise), with a view to broadening situational awareness on processes and planning methodologies.
- e) Coordinate work on existing DPKO training mechanisms in Improvised Explosive Device (IED) threat mitigation, Explosive Ordnance Disposal and Weapons and Ammunition Management to increase efficiency and synchronize training approaches through consistent UN-EU curricula.

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