

THE EUROPEAN UNION PERSPECTIVE

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Some months ago the High Representative for the Common Foreign and Security Policy, Dr. Solana, presented to the European Council in Thessaloniki a European Security Strategy (ESS), entitled "A Secure Europe in a Better World". On the basis of national comments and discussions in several workshops, we are currently finalising this strategy paper with a view to endorsement at the European Council in Rome in December 2003. The Security Strategy will then be an overarching and guiding document for further action and activities for the European Union in various fields. This document includes a common analysis of the risks and threats we are faced with, elaborates the strategic objectives, how to address the threats and identifies the relevant policy implications for the European Union. The Security Strategy also covers a number of aspects related to the subject of this seminar. Let me highlight some of these aspects.

The European Security Strategy states on the *threat assessment*:

"None of the new threats is purely military, nor can any be tackled by purely military means. Each requires a mixture of instruments. Proliferation may be contained through export controls and attacked through political, economic and other pressures. Dealing with terrorism may require a mixture of intelligence, police, judicial, military and other means. In failed states, military instruments may be needed to restore order and humanitarian instruments to tackle the immediate crisis. Regional conflicts need political solutions but military assets and effective policing may be needed in the post conflict phase. Economic instruments serve reconstruction and civilian crisis management helps restore civil government. The European Union is particularly well equipped to respond to such multi-faceted situations"

One of the *policy implications* identified in the ESS is that we need to *be more active* in pursuing our strategic objectives. This implies using the full spectrum of instruments for crisis management and conflict prevention at our disposal, including political, diplomatic, military and civilian, trade and development activities. We think that we should be able to sustain several operations and that we could add particular value by developing operations involving both military and civilian capabilities. We need to develop a strategic culture that fosters early, rapid, and when necessary, robust intervention. Preventive engagement can avoid more serious problems in the future. We need to be able to act before countries around us deteriorate and before humanitarian emergencies arise.

According to the ESS we should *be more capable*. We have to transform our militaries into more flexible, mobile forces to enable them to address the threats and to be

interoperable with our potential partners. In almost every major intervention, military efficiency has been followed by civilian chaos. So, we need greater capacity to bring all necessary civilian resources to bear in crisis and post crisis situations. Dealing with problems that are more distant and more foreign requires better understanding and communication.

These are some of the relevant aspects of the European Security Strategy giving an indication of how the Union wants to prepare for itself and act in crisis management, including potential peace operations. And, as I have already said, this Security Strategy will function as guidance for our activities and the development of capabilities in the coming years. Decisions taken, particularly during the last four years, in the military and civilian fields already move us in the right direction, notably the implementation of the Helsinki Headline (military) goals and the goals in the four civilian priority areas - police, the rule of law, civil administration and civil protection.

Let me now come to some basic considerations on peace operations from a European Union perspective.

Crises and conflicts facing the international community are increasingly of a complex nature. Peace operations extend beyond the separation of warring parties and are often multifunctional and carried out alongside a wide range of civilian actions. In some cases peace operations include the management of international administrations. In such situations, overall coherence and effectiveness is essential for the credibility of the international community. Furthermore, military resources are used more often in support of purely civilian operations, e.g., in the field of humanitarian support, emergency relief and search and rescue. Hence, civil-military co-ordination is necessary and increasingly important in actual crisis situations. Recent experiences have highlighted the need and the opportunities for close and effective co-ordination between civilian and military actors and instruments - but have also highlighted the absence of an overall framework.

What are the conclusions that the European Union has drawn?

Within the European Security and Defence Policy (ESDP), the European Union has a great potential in the development of a comprehensive framework for coherent co-ordination of its civilian and military instruments, irrespective of whether the Union co-operates with other organizations or in autonomous operation - and we are developing these opportunities.

For the Union, Civil-Military Co-ordination (CMCO) addresses the need for effective co-ordination of the actions of all relevant EU actors involved in the planning and subsequent implementation of the EU's response to the crisis. It encompasses the following functional areas:

- ✓ Early warning and situation assessment: this is the area where CMCO must start. All relevant actors should share situation analysis in an appropriate way. The

establishment of a Joint Situation Centre in the EU, where civil, military and police personnel are working close together, is part of this approach.

- ✓ Co-ordinated planning: this needs to encompass the strategic level, subsequent operational planning and the tactical planning by the relevant military and civilian actors in theatre.
- ✓ Decision-making and implementation/conduct of the operation are areas where structures and procedures must ensure effective co-ordination of all instruments.

However, at the top of the list of fundamentals lies the need for a culture of co-ordination, rather than seeking to put too much emphasis on detailed structures or procedures. We consider CMCO as a culture of co-ordination as an essential element in ensuring overall coherence in the EU's response to a crisis. The aim must be to encourage and to ensure the co-ordination in the actions of relevant EU actors in all phases of an operation. CMCO culture needs to be "built into" the crisis response at the earliest possible stage and for the whole duration of the operation, rather than being "bolted on" at a later stage. And, it goes without saying, working closely together is an essential element also during the "routine" phase of crisis management.

While CMCO is primarily concerned with how the EU ensures internal co-ordination in crisis management, there is also a need to ensure co-operation and to establish co-ordination modalities with other actors external to the EU involved in theatre. Effective CMCO within the EU is a pre-requisite to reach this goal.

In addition to the EU internal co-ordination, there is the need for consultative meetings with other international organizations that are engaged. To this end, the EU agreed with the United Nations to establish a joint consultative mechanism at the working level to examine ways and means to enhance mutual co-ordination and compatibility in the areas of planning, training, communication and best practices.

To conclude let me remind you that the European Union is already actively supporting and participating in peacekeeping operations from the Balkans to Africa. More than 40,000 men and women of the European Union are currently deployed on UN-led or UN-authorized peace operations in the world.

The past year saw great progress in co-operation between the EU and the UN and NATO in crisis management. This includes specifically

- ✓ the hand-over of responsibilities from the IPTF to the EUPM in Bosnia and Herzegovina,
- ✓ the conduct of operation CONCORDIA with recourse to NATO assets and capabilities under the "Berlin Plus" arrangements,
- ✓ the rapid deployment of the military operation ARTEMIS in the Democratic Republic of Congo and

- ✓ the active consideration by the EU of ways to assist in the establishment of an Integrated Police Unit in Kinshasa to provide security to the transitional government and institutions.

We are determined to further develop and strengthen co-operation between the UN and the EU and its Member States in the field of peacekeeping. The Joint Declaration on EU-UN co-operation in civilian and military crisis management, recently signed, is intended as a further tool at the UN's disposal to achieve its goals. It will contribute to deepening EU-UN co-operation and provide it with reliable, sustainable mechanisms in the areas of planning, training and communication.