Notebook: From Common Foreign and Security Policy to European External Action Service: EU Peacekeeping operations

Submitted by: Kyriakos Lefkopoulos

Supervision: Voskopoulos George, Associate Professor

Time frame of EU peacekeeping operations

- ✓ Key points in the development of peacekeeping operations under European Union
- ✓ Western European Union [WEU] Council introduced the "Petersberg tasks" (1992)
- ✓ The British-French Summit St-Malo and the Cologne European Council, (1998-1999)
- ✓ "Petersberg tasks" integrated in the Treaty of Amsterdam (1999)
- ✓ Helsinki headline goal of 1999-2003
- ✓ Civilian headline goal of 2000
- ✓ European Council in Nice setting the foundations for the "Berlin Plus Agreement" (2000)
- ✓ Treaty of Nice and the bodies supporting operational capabilities (2003)
- ✓ European Security Strategy (2003)
- ✓ Military headline goal of 2004-2010
- ✓ Civilian headline goal of 2008
- ✓ Lisbon Treaty (2009)
- ✓ Civilian headline goal 2010
- ✓ Creation of European External Action Service [EEAS] (2011)
- ✓ EEAS goals and missions

Introduction of the "Petersberg tasks" by the Western European Union [WEU] Council (1992)

Information about WEU

- ■ The Treaty on Economic, Social and Cultural Collaboration and Collective Self-Defence signed in **1948** by the **UK, France**, and the **Benelux** countries, known as the **Brussels Treaty**, is its foundation. Afterwards the Treaty of Brussels was **modified** in October **1954** resulting to **WEU**.
- ■ It was a defensive alliance composed of ten Member States: Belgium, France, Germany, Greece, Italy, Luxembourg, the Netherlands, Portugal, Spain, and the United Kingdom.
    - □ The core objectives of the organization were:
    - □ *'To create a firm basis for European economic recovery in Western Europe;*
    - □ *To offer mutual assistance to member countries in resisting any policy of external aggression;*
    - □ *To promote unity and encourage positive integration in Europe.'*
- ■ The **Lisbon Treaty** initiated the process of **incorporation** of **all the functions** of the **WEU into the EU, with the first closing its quarters in 2011.**

<u>The "Petersberg Tasks"</u>

The **WEU Council of Ministers near Bonn**, Germany introduced for the **first time** the **Petersberg Tasks** in **1992**. The ministerial declaration that followed in its article II.4 outlined which military units could be deployed complying with the following purposes:
- → *'humanitarian and rescue tasks;*
- → *peacekeeping tasks;*
- → *tasks of combat forces in crisis management, including peacemaking.'*

Formerly the **European Security and Defence Policy (ESDP)** had incorporated and instrumentalized the **Petersberg Tasks**, today these Tasks are being managed by the **Common Security and Defence Policy (CSDP)**, defining the European Union capabilities on regards of military actions/ functions under crisis management operations.

The British-French Summit St-Malo and the Cologne European Council, (1998-1999)

<u>The Franco-British summit and the EU "autonomous" military capacity</u>

The President Jacques Chirac of France and the UK Prime Minister Tony Blair had agreed to:
- → Make rapid implementation of the provisions regarding CFSP, after the ratification of the Treaty of Amsterdam. This also includes the framing of a common defence policy in the framework of CFSP.
- → Support autonomous action and readiness to respond to internationals crises by use of military forces. This notion was not contradicting with already existing collective defence commitments, such as NATO, as they declared to conform to their obligations and to modernise the Atlantic Alliance.
- → Create appropriate structures in EU in order to take decisions and approve military action in cases where the Atlantic Alliance is not engaged as a whole. This structures should provide the capacity of analysis of situations, sources of intelligence, etc without unnecessary duplication, after taking into consideration WEU existing assets.

<u>Cologne European Council</u>

The EU Member States agreed to make institutional arrangements for the analysis, planning and conduct of military operations, more specifically:
- → 'Regular meetings of the General Affairs Council (GAC), including, when appropriate, national defence ministers;
- → A permanent body in Brussels, the Political and Security Committee (PSC), consisting of representatives at ambassador level with political/military expertise;

→ An EU Military Committee consisting of military representatives that make recommendations to the PSC;
→ An EU Military Staff including a Situation Centre;
→ Other resources such as a Satellite Centre and an Institute for Security Studies.' (formerly being part of the WEU facilities)

On the other side the European Heads of States and Governments having considered the creation of military forces and headquarters especially for crisis management operations. They proposed to draw either from **NATO** assets (**Berlin Plus**) or from a national or multinational pool of contributions from EU Member States.
→ *'The possibility of all EU Member States, including non-allied members, to participate fully and on an equal footing in EU operations;*
→ *Satisfactory arrangements for European NATO members who are not EU Member States to ensure their fullest possible involvement in EU-led operations, building on existing consultation arrangements within the Western European Union (WEU);*
→ *Arrangements to ensure that all participants in an EU-led operation will have equal rights in respect of the conduct of that operation, without prejudice to the principle of the EU's decision-making autonomy, notably the right of the Council to discuss and decide matters of principle and policy;*
→ *The need to ensure the development of effective mutual consultation, cooperation and transparency between NATO and the EU;*
→ *The consideration of ways to ensure the possibility for WEU Associate Partners to be involved.'*

"Petersberg tasks" integrated in the Treaty of Amsterdam (1999)
The creation of CSDP under CFSP and the incorporation of Petersberg Tasks to it

The Treaty of Amsterdam contributed to:
→ The adoption of a primary form of the CSDP under the CFSP in order to enable the European Union to construct a coherent approach towards security challenges.
→ Making a public statement on the security of the Union, pointing out the need for framing of a common defence policy, which could lead to common defence, if the European Council supported that decision.
→ Last but not least it defined the Petersberg Tasks,formerly under WEU, under which the EU could undertake:
- *'humanitarian and rescue tasks;*
- *peacekeeping tasks;*
- *tasks involving combat forces in crisis management (including peacemaking).'*

Helsinki headline goal of 1999-2003
European Council Helsinki, 10-11 December 1999

The **Helsinki headline goal of 1999-2003** and **headline goal of 2004-2010** are being part of the **Military Headline Goals (HLGs)** designed to ensure that the **military capabilities** of **EU** has in possession to conduct the full range of missions encompassed by the **Petersberg Tasks**.

Following the guidelines established at the **Cologne European Council** on EU-led operations and on the Presidency reports, the European Council agreed on:

→ *'Cooperating voluntarily in EU-led operations, Member States must be able, **by 2003**, to deploy within 60 days and sustain for at least 1 year military forces of up to 50,000-60,000 persons capable of the full range of Petersberg tasks;*

→ *new political and military bodies and structures will be established within the Council to enable the Union to ensure the necessary political guidance and strategic direction to such operations, while respecting the single institutional framework;*

→ *modalities will be developed for full consultation, cooperation and transparency between the EU and NATO, taking into account the needs of all EU Member States;*

Civilian headline goal of 2000
European Council Santa Maria de Feira, 2000

✓ During the Council four priority areas for the EU emerged: **rule of law, civil administration, civil protection and policing**.

✓ Also key tasks for civilian policing were introduced by the Member States specifically:

→ *'monitoring;*

→ *advising and training local police;*

→ *preventing or mitigating internal crises and conflicts;*

→ *restoring law and order in immediate post-conflict situations;*

→ *supporting local police in safeguarding human rights'*

European Council in Nice setting the foundations for the "Berlin Plus Agreement" (2000)
NATO assets and capabilities for EU-led crisis management operations

✓ There was a need to establish a formal agreement between the EU and NATO taking a step further from the already existing arrangements of WEU and the Atlantic Alliance. The **agreement on modalities for crisis management operations** between those two meant the **reduction of concern** created by the **overlapping memberships** and the **duplication of assets and capabilities.**

✓ The finalized framework for **EU-NATO permanent relations** came in **2003**, as a result of the momentum gathered from the **NATO's Washington Summit in 1999**,

the **European Council in Nice in 2000** and the **EU-NATO joint declaration in 2002**. The **unclassified formal details** of the **Berlin Plus agreement** include:

→ *'A NATO-EU Security Agreement that covers the exchange of classified information under reciprocal security protection rules;*

→ *Assured access to NATO planning capabilities for EU-led operations;*

→ *Availability of NATO assets and capabilities for EU-led civil-military operations;*

→ *Procedures for release, monitoring, return and recall of NATO assets and capabilities;*

→ *Terms of reference for using NATO's DSACEUR (Deputy Supreme Allied Commander Europe) for commanding EU-led operations;*

→ *EU-NATO consultation arrangements in the context of an EU-led operations making use of NATO assets and capabilities;*

→ *Arrangements for coherent and mutually reinforcing capability requirements, in particular the incorporation within NATO's defence planning of the military needs and capabilities that may be required for EU-led military operations.'*

The military operation **Concordia** taking place in Northern Macedonia in 2003 was **EU's first ever military operation** launched under the **Berlin Plus agreement.** The second was the **EUFOR Althea** launched in **Bosnia and Herzegovina** in **2004**.

Treaty of Nice and the bodies supporting operational capabilities (2003)

The 3 operational bodies

→ The bodies providing the necessary support were the **Political and Security Committee (PSC)**, the **European Union Military Committee (EUMC)** and the **European Union Military Staff (EUMS).**

→ In brief those bodies have the following functions, starting with the **PSC** which meets at the ambassadorial level, as a **preparatory body** for the **Council of the EU**:

➢ *'Keeping track of the international situation, and helping to define policies within the CFSP including the CSDP;*

➢ *Preparing a coherent EU response to a crisis and exercises its political control and strategic direction.'*

→ Next is the **EUMC,**being the **highest military body set up within** the **Council**. It is composed of the **Chiefs of Defence** of the **Member States**, who are regularly represented by their permanent military representatives. It main responsibility is to:

✓ *'Provide the PSC with advice and recommendations on all military matters within the EU.'*

Last but not least is the **EUMS** which is **working under the direction** of the **EUMC** and **under the authority** of the **High Representative/Vice President (HR/VP)** as also, is the source of **collective (multi-disciplinary) military expertise within** the **European External Action Service (EEAS)**:

→ *'Coordinates the military instrument, with particular focus on operations/missions (both military and those requiring military support) and the creation of military capability;*
→ *Enabling activity in support of this output includes: early warning (via the Single Intelligence Analysis Capacity - SIAC), situation assessment, strategic planning, Communications and Information Systems, concept development, training and education, and support of partnerships through military-military relationships;*
→ *Sustaining the EU OPSCEN and providing its core staff when activated.'*

European Security Strategy (2003)

<u>Key security challenges and subsequent political implications for the EU</u>

✓ The **European Security Strategy (ESS)**, provides the conceptual framework for the **CFSP**, as also what now is the **CSDP**.
✓ A good example of the need for a common strategic vision to enhance internal cohesion at EU level, is the split between EU Member States over the US-led invasion of Iraq in 2003.**Javier Solana**, the then **High Representative for the Common Foreign and Security Policy**, was charged with the task to **draft** such a **strategy**.
✓ This document titled *'A Secure Europe in a Better World'* was the first to analyse and define the EU's security environment. Also it identified key security challenges and subsequent political implications for the EU, such as:
→ *'Terrorism;*
→ *Proliferation of weapons of mass destruction (WMD);*
→ *Regional conflicts;*
→ *State failure;*
→ *Organised crime.'*

→ **ESS** also promotes building **security in the EU's neighborhood** (Balkans, Southern Caucasus, and the Mediterranean) as is the goal through effective multilateralism to **strengthen the international rules-based order**. Also it acknowledges the interdependence of various global security challenges.
→ Finally **ESS faces** the **political implications of the new security environment** through **cooperation and EU partnerships** as none of the threats can be tackled by the Union alone. The ongoing **necessity** of the **2003 ESS** is evident in the document titled 'Report of the Implementation of the European Security Strategy: Providing Security in a Changing World', as it depicts the struggles EU has to handle in order to reach its true potential.

Military headline goal of 2004-2010

<u>European Council of 2004 and the strategic scenarios it shaped</u>

→ The **HLG 2010** aimed to promote **rapid and decisive action** through applying a fully **coherent approach** to the **whole spectrum** of **Petersberg Tasks**. Furthermore the EU stated must be able to act before a crisis occurs and preventive engagement can avoid that a situation deteriorates, as also it must retain the ability to sustain several operations simultaneously at different levels of engagement.

→ In April of **2004** during the **informal meeting for defence ministers in Brussels** proposed and endorsed the **Battle Group Concept**, which afterwards became the **main focus** of the **HLG 2010**. To be more specific: *'Battle Groups are high readiness forces consisting of 1,500 personnel that can be deployed within 10 days after an EU decision to launch an operation and that can be sustained for up to 30 days (extendible to 120 days with rotation).'* Until today Battle Groups have not been deployed yet.

→ Simultaneously concepts such as interoperability, sustainability and deployability were being heavily emphasized under **HLG 2010.**

Civilian headline goal of 2008

Civilian Capabilities Commitment Conference, 2004

→ On top of the priorities established in **Feira** two new were added. In addition to that conduction of simultaneous missions under EU was identified as a necessity, surfacing two more focusing areas.

→ In conclusion at the end of the Conference the areas to be focused were:

✓ *'monitoring missions;*
✓ *support for EU Special Representatives;*
✓ *security sector reform (SSR);*
✓ *disarmament;*
✓ *demobilisation;*
✓ *reintegration (DDR).'*

Lisbon Treaty (2009)

Provisions related to CSDP

→ The new provisions include **mutual assistance and solidarity clause**, the creation of a framework for the **Permanent Structured Cooperation (PESCO)**, the expansion of the **Petersberg Tasks**.

→ In brief these provisions shaped the following frameworks, starting with the **mutual assistance and solidarity clause**, being inspired by **Article V** of the **WEU Treaty**, which states:

■ *'The Union and its Member States shall act jointly in a spirit of solidarity if an EU Member State is the object of a terrorist attack or the victim of a natural or man-made disaster' (TFEU Art. 222).*

■ *If a Member State is the victim of armed aggression on its territory, the other Member States shall have towards it an obligation of aid and assistance by*

all the means in their power, in accordance with Article 51 [the right to self-defence] of the United Nations Charter. This shall not prejudice the specific character of the security and defence policy of certain Member States' (TEU Art. 42.7).

Lisbon Treaty (2009)

→ It is important to note the existence in this clause of a **warning** regarding the **consistency** with the **commitments** of the **Member States of the North Atlantic Treaty Organization**, which remains the foundation of their collective defence and the forum for its implementation.

→ In regards to the **PESCO**, it is an agreement shaped to **enhance and boost the development** of the **CDSP** but also to promote a **more assertive role for the EU in the realm of security and defence**. Member States are being encouraged to *'cooperate to reach objectives concerning expenditure on equipment, harmonise defence apparatuses, when appropriate pool and specialise resources, and coordinate logistics and training'*. This agreement states that:

   ✓ *'Member States whose military capabilities fulfil higher criteria and which have made more binding commitments to one another in this area with a view to the most demanding missions (TEU Art. 42.6)*

   ✓ *There is no minimum number of states required for cooperation to take place at this level, as opposed to the Treaty provisions on 'enhanced cooperation. (Art. 20)'*

   ✓ The **decision** to set it up is taken by the **European Council**, where decisions are made by **qualified majority voting (QMV).** Furthermore the Treaty stipulates that the **European Defence Agency (EDA)** shall contribute to a **regular assessment** of the **contributions** of **Member States**.

   ✓ Finally the **Petersberg Tasks** scope and range has been expanded including:

      → *'Joint disarmament operations;*

      → *humanitarian and rescue tasks;*

      → *military advice and assistance tasks;*

      → *conflict prevention and peace-keeping tasks;*

      → *tasks of combat forces in crisis management (including peace-making and post-conflict stabilisation)'*

   ✓ Contribution to the fight against terrorism is the main goal of this tasks, including combating terrorism by supporting third countries in their territories. (TEU Art. 43.1)

Civilian headline goal of 2010
Effort for Civilian and Military headline goals synchronization

   ✓ The already held experience on **civilian crisis management** was the basis to bolster further the **2010 CHG** on subjects such as **deployability** and improving

readiness but the main focus was the greater emphasis on **civil-military cooperation**. Last but not least it aimed on the creation of **Civilian Response Teams (CRT)**, a 100-person strong pool of experts prepared for rapid deployment and to further develop the **Civilian Capability Management Tool**.

✓ Other areas it focused were:
→ To bolster the intelligence capability within civilian CSDP;
→ Development of management mechanisms, with a form of civilian lesson-learned process.

Creation of European External Action Service [EEAS] (2011)
Role of Lisbon Treaty in the creation of EEAS

✓ **Under the authority** of the **High Representative for Foreign Affairs and Security Policy**, the **European External Action Service (EEAS)** was formally launched on **2011**. The **Council** is responsible for the **functioning and organization** of the **EEAS** but to take action first "*a proposal must be received from the High Representative after consulting the European Parliament and after obtaining the consent of the Commission.*"

✓ The reports submitted by the **EEAS** are of various forms such as:
→ *'annual activity reports;*
→ *reports on the EU's Common Foreign and Security Policy;*
→ *reports on Common Security and Defence Policy;*
→ *reports on human rights.'*

EEAS goals and missions
European Council 2016

→ Foreign affairs and defence ministers shaped the **EU Global Strategy** after deciding to implement a **plan on security and defence**. This resulted in the following priorities:
✓ *'security and defence;*
✓ *building state and societal resilience;*
✓ *taking an integrated approach to conflicts and crises;*
✓ *strengthening cooperative regional orders;*
✓ *rules-based global governance.'*

→ According to the last report on the **EU Global Strategy in 2019**, the last 3 years of running this project, regarding security and defence it, has resulted in **sixteen military and civilian operations,** enabling the Union to maintain it **status of as a global security provider**. Examples of such operations are:
✓ *'ALTHEA/BiH;*
✓ *EUNAVFOR MED Operation Sophia;*
✓ *EUAM Ukraine;*
✓ *EUBAM Libya;*
✓ *EULEX Kosovo'*

- ✓ The **European strategic autonomy**, **European security and defence Union** the last three years have undergone an **unprecedented development**. The areas mentioned below are being consolidated and expanded as a result of this effort:
  - → *'Common strategic culture: Promoting convergence in threat assessment, commitment to common responses, and, as a prerequisite of this, acting on the principle of solidarity enshrined in our Treaty;*
  - → *Interoperability: Reinforcing common research and development, and standardization but also acknowledging the need for interoperability with NATO;*
  - → *Civilian CSDP: Implementation of the Compact across the three interconnected areas of capabilities, effectiveness and the joined-up approach can be achieved by summer 2023.'*
- ✓ Although steps have been taken towards to strategic autonomy, analyzing further the **EU- NATO cooperation** evidence shows it has **deepen** even further, as it seen from the two **Joint Declarations** of **2016** and **2018** and the **74 common actions**.

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