



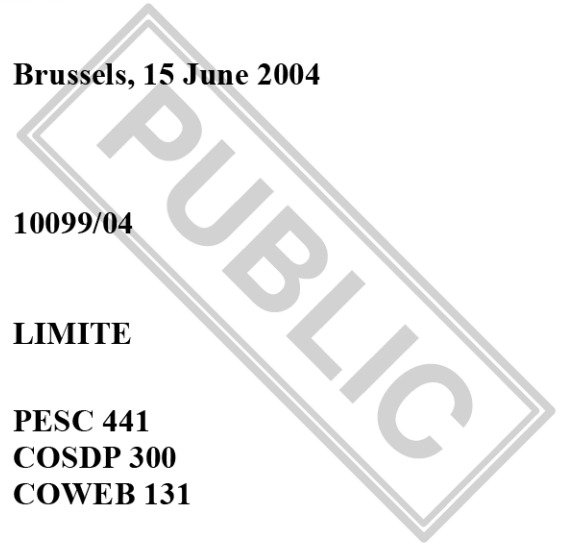
**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 15 June 2004

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NOTE

from: Council
on: 14 June 2004
to: European Council

Subject : European Council, 17-18 June 2004
- European Security Strategy: Bosnia and Herzegovina/Comprehensive Policy

1. At its meeting on 14 June 2004, the Council (General Affairs and External Relations) approved the text annexed hereto with a view to its endorsement by the European Council at its meeting on 17-18 June 2004.

*European Security Strategy**Bosnia and Herzegovina/Comprehensive Policy*

Bosnia and Herzegovina represents a *key challenge for the European Union*: first, because it is a country with considerable EU engagement and a clear European perspective through the Stabilisation and Association Process (SAP); second, because the EU is planning an ESDP mission, including a military component (EUFOR), to follow on from the NATO-led SFOR mission; and third, because the EU will assume greater political responsibilities as the transition from the Dayton/Paris agenda to the European integration agenda progresses, including as part of the exit strategy of the Office of the High Representative (OHR). *In order to succeed, the Union will have to be active, capable and coherent*. It also has to work effectively with partners that have been present in Bosnia and Herzegovina for more than a decade.

It was in this context that the European Council decided that one of the *initial priorities for implementation of the EU Security Strategy* should be the elaboration of a comprehensive policy for Bosnia and Herzegovina.

Since the adoption of the European Security Strategy, contributions to a comprehensive EU approach in Bosnia and Herzegovina have been presented by Policy Unit/DGE, the European Commission, and several Member State delegations. Extensive discussions on the issue have taken place in Coreper, in PSC and in various Council working parties. The General Concept for EUFOR, adopted by the Council on 26 April, contains an important chapter devoted to practical arrangements for EU coherence in Bosnia and Herzegovina.

The objective of these efforts has been to ensure that the EU has a *comprehensive approach to Bosnia and Herzegovina, based on a clear EU policy and modalities to pursue that policy in a coherent manner*.

EU Policy

The European Council stated the fundamental EU policy in June 2003 (Thessaloniki), when it concluded, "the future of the Western Balkans (including Bosnia and Herzegovina) is within the European Union". In Thessaloniki, and elsewhere, *the Union has also made clear that the SAP will constitute the overall framework for the European course of the Western Balkan countries, all the way to their future accession. In the case of Bosnia and Herzegovina, this can only take place on the basis of full implementation of the Dayton/Paris Accords.* The Dayton/Paris and SAP agendas should be pursued with a view to synergies, but also with appreciation for the unique character and implementation timelines of each.

The EU short term objectives are continued progress in the implementation of the Dayton/Paris Accords, as highlighted in the OHR's Mission Implementation Plan (MIP), and the opening of negotiations on a Stabilisation and Association Agreement (SAA) following the fulfilment of the required conditions. The medium term objective is the completion of the MIP and the signing of an SAA. The long term objective is a stable, viable, peaceful and multiethnic Bosnia and Herzegovina, co-operating peacefully with its neighbours and irreversibly on track towards EU membership.

The *European Partnership*, adopted by the Council on (...), lists concrete short and medium term priorities to be addressed by the Bosnia and Herzegovina authorities as the country moves closer to the European Union.

While the ultimate objective of this policy is to make Bosnia and Herzegovina an integral part of the European Union, the process contributes to *building security in our neighbourhood*: one of three strategic objectives for the Union identified in the EU Security Strategy.

EU Coherence

All EU actors/instruments, whether political, military, police-related or economic, will contribute to implementing this overall EU policy towards Bosnia and Herzegovina.

With respect to EUFOR, this objective is reflected in the definition of the rationale behind the military mission ("to conduct the EU-led operation in Bosnia and Herzegovina (...) in order to provide deterrence, continued compliance with the military aspects of the General Framework Agreement for Peace and *to contribute to the safe and secure environment required to achieve the core tasks in the OHR's MIP and the SAP*") as well as in the inclusion of *support to civilian aspects of Dayton/Paris implementation among the military tasks*.

Given the magnitude of the EU involvement, a key challenge will be to ensure close co-ordination and coherence of the EU actors/instruments in Bosnia and Herzegovina. With the adoption of the General Concept for EUFOR, it was therefore decided that *a number of arrangements would be made in Brussels and Sarajevo* in order to promote coherence of the EU effort in Bosnia and Herzegovina. The adequacy and reinforcement of these arrangements, which are set out below, should be kept under review. Should the EU assume greater political responsibilities as part of an exit strategy for OHR, further arrangements concerning coherence and co-ordination would be considered, in particular with regard to the role of the EUSR and other EU actors on the ground.

Arrangements in Brussels

- The Council, whose work is prepared by the Coreper, will promote maximum coherence of the EU effort in Bosnia and Herzegovina.
- The SG/HR will ensure overall coherence of all CFSP/ESDP actors/instruments. He will, together with the European Commission, promote unity of effort among all EU instruments/actors.
- In exercising its political control and strategic direction of the ESDP missions in Bosnia and Herzegovina, the PSC will promote maximum coherence of the EU effort in Bosnia and Herzegovina. To this end, the PSC will invite EU representatives, including those on the ground, for direct briefings.

- Modalities for close liaison with the Operational HQ at SHAPE, the EU Command Element at JFC (S) at the Force HQ in Sarajevo, will be put in place.
- In order to promote consistency between EU political priorities and assistance priorities efforts should be made to ensure that discussions in the CARDS Committee take into account the discussions in the relevant Council working parties and vice versa.

Arrangements in Sarajevo

- Without prejudice to Community competence, the *EUSR will promote overall EU political co-ordination in Bosnia and Herzegovina*. Dedicated *EU staff* will be assigned to assist the EUSR in advance of the start of EUFOR. The Joint Action relating to the EUSR in Bosnia and Herzegovina should be amended accordingly.
- *As far as CFSP/ESDP instruments are concerned, there will be explicit links to the EUSR in order to allow him/her to assist the SG/HR and the PSC in ensuring maximum coherence of the EU effort*. The EU Force Commander will without prejudice to the chain of command take EUSR local political advice into account. This is of particular importance with respect to the IPU style capability, on which the EUSR will be able to draw in agreement with the Force Commander. In case of disagreement, the EUSR and the EU Force commander will refer to their respective chains of command. For the EUPM, the EUSR is in the chain of command. With respect to EUMM, monitoring activities in Bosnia and Herzegovina will be reassessed in the context of the SG/HR's annual report on the EUMM. Provided that adequate and regular reporting can be ensured by the EUSR, with a dedicated support team, and ESDP missions, monitoring activities in Bosnia and Herzegovina could be reconsidered.
- *As far as first and third pillar activities are concerned, close co-ordination on all issues with the EUSR should be ensured*. With a view to coherence and possible synergies, the HR/EUSR will continue to be consulted on priorities for Cards assistance. The modalities for co-ordination between EU instruments deployed in Bosnia and Herzegovina and the JHA instruments, including Europol, needs to be properly and quickly examined within the competent Council bodies, to be in place by the effective take-over.

- In case *CIMIC activities* (smaller assistance projects) will be carried out by EUFOR, the European Commission could examine possibilities, in line with agreed assistance strategy, to make available funds for limited CIMIC activities on the context of, and in principle carried out by, EUFOR.

- *Internal EU co-ordination will be reinforced.* In addition to the regular meetings of the EU Heads of Missions (where the EUSR and the EU Force Commander, as well as the EUPM Head of Mission, will participate or be represented), the EUSR will chair regular informal meetings of EU operational actors in Bosnia and Herzegovina (EU Force Commander, EUPM, Commission Delegation, EUMM, and EU Presidency).

- *Functions carried out by more than one actor in Bosnia and Herzegovina will to the extent possible be pooled under the EUSR.* Possibilities for the EUSR to co-ordinate EU political reporting on Bosnia and Herzegovina will be explored. The EUSR Spokesperson will be the main EU point of contact for Bosnia and Herzegovina media on CFSP/ESDP issues. While other EU actors/instruments might have dedicated press officers to deal with issues related to their respective competencies, those will without prejudice to community competence function as part of an EUSR-led, single and unified, press operation.

- *All EU actors/instruments will strive for maximum co-location* taking financial implications into account. Partial co-location (dual offices) may prove a pragmatic solution in the short term. Whenever possible, and when considered beneficial, operational areas for different EU actors/instruments should have the same boundaries.
