

# UN-EU Partnership on Peace and Security

## *2025-2028 Joint Priorities*

### Preamble

1. With conflict on the rise across the globe, concerted efforts to enhance global peace and security in line with the UN Charter, including through networked multilateralism, are urgently required. In this context, the United Nations (UN) Secretariat and the European Union External Action Service (EEAS) have agreed to renew EU-UN partnership on peace and security and agree on a framework encompassing joint priorities for a three-year period from the date of their formal endorsement. This framework sets out areas where the UN-EU partnership can advance to support the overall UN objective of promoting and delivering peace and security as a global public good. The UN-EU partnership will also enhance effectiveness, efficiency and reduce transaction costs.
2. The Pact for the Future, adopted by UN Member States on 22 September 2024, which emphasises the importance of UN cooperation with regional organizations on peace and security matters, informs and guides the UN-EU partnership on peace and security, including these joint priorities.
3. This framework is also informed by the UN Secretary-General's call for a surge in diplomacy, his proposal for a paradigm shift in conflict prevention - which emphasises universality and national ownership and leadership - and strengthening of UN peace operations as set out in his policy brief 'A New Agenda for Peace' (2023), as well as by the UN Action for Peacekeeping Plus (A4P+), and by Security Council resolution 1325 (2000) on women, peace and security. The framework is also informed by Conclusions of the Council of the EU reaffirming the EU's commitment to uphold the multilateral rules-based global order with the UN Charter at its core, the annual Council Conclusions on EU priorities at the UN General Assembly, as well as by the 2022 EU Strategic Compass for Security and Defence and the EU 2021 Joint Communication on strengthening the EU's contribution to rules-based multilateralism.
4. Wars and armed conflicts are proliferating worldwide, including Ukraine, the Middle East, the Sahel, the Horn of Africa, among others, driving historical high levels of human suffering, humanitarian needs and forcible displacement. This reality is exacerbated by the misuse of innovations in digital technology, including artificial intelligence, and the compounding effects of climate change and environmental degradation, and their interaction with existing drivers of conflict as well as with insurgencies, terrorism, violent extremism and international organised crime. Both organisations acknowledge the role of conflict prevention and peacebuilding as essential components of sustaining peace and stability, and recognise the interlinkages between peace, security, development, and human rights.
5. The UN and the EU have identified overarching clusters of work where the partnership can be advanced, while ensuring it is attuned to the evolving and multi-faceted peace and security landscape. This new framework builds on the previous set of joint strategic priorities on peace operations and crisis management, covering the period 2022-2024. Given the complexity and changing nature of conflict, future priorities will broaden the lens beyond peace operations and crisis management to encompass other core peace and security issues that are directly linked to

the work of the EEAS and the UN Department of Political and Peacebuilding Affairs (DPPA) and the Department of Peace Operations (DPO).

6. Exchanges between UN Secretariat and EEAS officials will continue as set out in this document, including regular exchanges at headquarters-level. A UN-EU Strategic Committee on Peace and Security will be established, co-chaired by DPPA, DPO and EEAS principals and taking place in New York and Brussels on alternate years. The co-chairs will meet annually to engage in political and operational discussions and provide overall strategic guidance, with the possibility of participation by other UN and EU entities as deemed appropriate.
7. The Strategic Committee will provide strategic direction regarding the joint priorities. In addition, UN and EU focal points will track implementation of any agreed actions at the working-level through a dedicated staff-to-staff mechanism. Focal points will meet regularly and report to the Strategic Committee.

### **Joint Priorities**

8. The joint priorities are divided into two clusters: 1) Field-based cooperation and 2) thematic and global cooperation.

### **Field-based cooperation to advance implementation of peace and security mandates**

9. Operational partnership in the field will be prioritised where appropriate, notably between EU Common Security and Defence Policy (CSDP) missions and operations and UN peace operations, building on successes and lessons learnt from prior cooperation. In the case of parallel deployments, the UN and the EU will explore avenues for cooperation on the implementation of their respective mandates, including efforts to promote peace and security agendas, the protection of civilians, human rights and international humanitarian law, supporting their respective human rights due diligence policies, as well as protecting and promoting the rule of law and security sector support.
10. Where relevant, closer cooperation between EU and UN strategic and operational planners will be encouraged. Both organizations will share lessons on matters of mutual concern where it is relevant and possible to do so, including their respective deployment modalities, as appropriate. In close coordination with the UN Strategic Force Generation Cell, the EU will consider how it can support UN peacekeeping operations, in relation to parallel CSDP deployments.
11. The EU acknowledges the crucial role of UN peacekeeping in maintaining international peace and security and remains committed to supporting efforts to enhance its effectiveness. In this regard, engagement in initiatives such as the Peacekeeping Ministerial process can help garner political support for UN peacekeeping operations and help address operational and training gaps and as such further strengthen mission performance.
12. As relevant and as may be agreed with the African Union (AU), the UN and the EU will continue to cooperate in the roll-out of Security Council resolution 2719 (2023), which established a framework for financing of AU-led peace support operations authorized by the Security Council through UN-assessed contributions on a case-by-case basis. The EU and the UN will also coordinate efforts with the AU on arrangements in Somalia and elsewhere and will explore ways to continue to support sub-regional organizations, notably Regional Economic Communities (RECs) in their effort to support peace and security in their respective regions and implement human rights and international humanitarian law compliant operations. Complementary peacebuilding instruments could be leveraged to ensure peace is sustained in theatre. Further

areas of trilateral cooperation between the UN, the EU and the AU may be identified in the context of the annual AU-EU-UN high-level trilateral dialogues.

13. Regarding Children and Armed Conflict (CAAC), and in line with the EU Guidelines on CAAC (2024) and the Checklist for the Integration of the Protection of CAAC into CSDP Missions and Operations (2024), the EU and the UN will continue their dialogue and exchange of best practices to enhance their respective efforts in mainstreaming child protection concerns in CSDP missions and operations and UN peace operations. This includes exploring ways to incorporate child protection provisions in CONOPS, strengthening training efforts, and assessing possibilities for dedicated capacity in this area.
14. The EU and UN will cooperate on protection efforts, relating to field based support, training and capabilities.
  - The EU will endeavour to support UN efforts on the protection of civilians (PoC) including in UN peacekeeping operations with PoC mandates. This will be provided through support for specific UN Action for Peacekeeping Plus commitments, and/or indirectly by providing tailored support to non-EU troop contributing countries through training, capacity building and equipment.
  - Work will also be taken forward by the EU and the Office of the High Commissioner for Human Rights (OHCHR), respectively, to advance implementation of the respective human rights due diligence policies and the implementation of compliance and risk management frameworks, including, where appropriate, in support of regional peace enforcement actors.
  - UNODA and the EU will join efforts to develop and enhance operational policy tools to strengthen the knowledge and capacities of States to mitigate the impact of conventional weapons with a view to enhancing the protection of civilians in armed conflict.
  - Both organizations will deepen partnership on preventing and responding to conflict-related sexual violence (CRSV), including regarding accountability processes, access to services and CRSV protection and prevention provisions, including through best practices, training, and the deployment of dedicated capacity.
15. The EU and the UN will seek to enhance operational cooperation in the field on rule of law, policing, security sector reform (SSR), justice and corrections reform, disarmament, demobilisation and reintegration (DDR), as well as mine action and weapons and ammunitions management (WAM), with a gender-responsive approach. There will be a specific focus in the field on advancing and implementing the Strategic Guidance Framework for International Policing (SGF), and anti-corruption/building Integrity. The dialogue on Security Sector Reform, Disarmament, Demobilisation and Reintegration, and Justice and Corrections between the EEAS and the DPO Office of Rule of Law and Security Institutions (OROLSI) will remain a key platform for exchanging views and fostering cooperation in these areas. Close EU-UN coordination in these thematic fields will be sustained by regular exchanges and operational cooperation on the planning and the implementation of concrete actions on the ground. The EU and the UN will prioritise areas where concrete results are most likely to deliver peace dividends given the political and catalytic aim of such efforts.
16. The EU and the UN will seek to enhance their collaboration in transition- and post-conflict settings, notably planning for the transition of UN and EU missions and operations and maintaining engagement during mission drawdowns and beyond, as needed. These efforts will align with initiatives under the UN Secretary-General's Peacebuilding Fund and the UN Peacebuilding Commission as appropriate. To enhance coordination and effectiveness, the UN and the EU will encourage increased collaboration between the UN and the EU in respective operational contexts.

17. EU and UN missions and operations will continue coordinating on operational support matters, including information-sharing, assessments, evaluations and capacity building initiatives where relevant and possible, on a case by case basis. Based on logistic and support arrangements in line with the 2020 Framework Agreement on the provision of mutual support, the EU and UN missions and operations will also continue to explore further opportunities to deepen their engagement on transport, logistics and field security, efforts that are distinct from humanitarian action. They will exchange practical lessons learned on enhancing the operational resilience of their respective missions and operations in highly climate-vulnerable and climate-impacted operating environments.

### **Thematic and global cooperation**

18. In the areas of conflict prevention and mediation, the UN and the EU will continue the yearly strategic dialogue led by DPPA and the EEAS on conflict prevention and mediation. Key areas of exchange include information and tools for early warning and early action to preserve peace and prevent conflicts, strategic use of data and conflict analysis, alongside strong political and financial commitment to conflict prevention, and exchange of knowledge and lessons learned based on peace mediation and dialogue efforts. The EU and the UN will explore enhanced cooperation on tools and methodologies to assess the risks of electoral violence and determine the most suitable and impactful preventive actions. Where appropriate, the UN and the EU will consider collaboration on support to national prevention efforts. The UN and EU will strive to enhance support to conflict prevention also from a regional perspective and will strengthen their efforts on women's participation in peace processes as well as the engagement of women mediators.
19. The EU will work to support and bolster UN good offices efforts. To this end, communication and cooperation will be sought, including as appropriate between Special Representatives and Envoys of the UN Secretary-General and EU Special Representatives, Special Envoys and EU Heads of Mission, as well as through the annual informal exchange between the EU Political and Security Committee (PSC) and the UN Security Council.
20. Further cooperation will include participation in relevant UN and EU fora as appropriate, with the UN liaison office for peace and security in Brussels (UNLOPS) facilitating presentations to the EU Political and Security Committee (PSC) by Special Representatives, Envoys and other UN senior officials with peace and security mandates. Similarly, the EU Delegation to the UN will facilitate exchanges between EU officials and the UN Secretariat, as well as briefings by EU officials at UN bodies.
21. The UN and the EU will continue to leverage their comparative advantage in supporting peacebuilding actions by exchanging information on planned Service for Foreign Policy Instruments (FPI) and Peacebuilding Fund (PBF) programmatic activities during annual dialogue mechanisms, and on an *ad hoc* basis for example during the development of the EU Political Frameworks for Crisis Approach. The UN will look to the EU for continued support for the UN Peacebuilding Fund and increased engagement by the EU and its member states at the UN Peacebuilding Commission, including support for peacebuilding strategies. The UN and the EU will maximise efforts to coordinate the actions on the ground to promote synergies and avoid unnecessary duplication.
22. A renewed focus will be placed on encouraging and supporting Women, Peace and Security (WPS) partnership. The UN and the EU will share good practices in their respective efforts to promote and protect women's rights, including women's full, equal, and meaningful participation as well as gender mainstreaming in peace and security processes, elections and national institutions and

dialogues, justice, security and defence sectors. They will collaborate on gender-responsive leadership, staff training, increasing women's representation and leadership in peace operations and achieving gender parity within missions and operations; and the prevention and response to conflict-related sexual violence (CRSV).

23. In advancing the Youth, Peace and Security agenda, the EU and the UN will work together to strengthen the capacity of youth-led organizations and networks to meaningfully participate in addressing global challenges and actively engaging in solutions, and to help strengthen trust and confidence between young people and State institutions, including armed forces, police and the judiciary.
24. Both UN and EU missions and operations operate in countries and territories highly vulnerable to the growing impacts of climate change and environmental degradation with implications for conflict dynamics, national authorities, and the operating environment of missions and operations. The EU and UN will work to integrate these issues into relevant dialogues and exchanges; document and learn from concrete examples, promote coaching and peer-to-peer learning; and continue exchanges between the UN Climate Security Mechanism and the EU's efforts to mainstream climate and environmental aspects in the planning, implementation and review of their CSDP mandates. These efforts will take place at both field and headquarters levels, with a particular emphasis on strengthening connections between UN Climate, Peace and Security advisors and the EU CSDP environmental advisors and focal points. This aligns with the Joint Communication to the European Parliament and the Council of 28 June 2023, which states that the EU will deepen its exchange with the UN Climate Security Mechanism to enhance sharing of lessons learnt, coordination and cooperation on policy and programming approaches, and training.
25. The UN and the EU will intensify cooperation and exchanges on digital innovation, the use of data, strategic foresight, and behavioural science to bolster peace and security efforts. In line with the UN 2.0 agenda, both organizations will share best practices, foster joint development of new analytical methodologies, and strengthen capacities to effectively apply these approaches across their missions and operations as appropriate. These efforts will also include the challenges posed by misinformation, disinformation, and hate speech in digital spaces, recognizing their potential to exacerbate conflicts and undermine inclusive mediation initiatives and peacebuilding.
26. In line with the UN strategy for the digital transformation of UN peacekeeping, the EU and UN share an interest in adapting their missions and operations to fully harness the potential of technology for good, while also addressing the challenges it presents. In the context of knowledge management and organizational learning in the area of international peace and security, both organizations will exchange best practices on new tools, including research, awareness and capacity-building programmes, including training, as appropriate.
27. The EU and the UN will explore the implications of the use of digital and frontier technologies, such as Artificial Intelligence (AI), on peace and security issues to better understand their role in the contexts in which they work, including the use of such technologies by conflict parties, the effects of such uses on civilians and other stakeholders, and their implications for efforts to prevent and inclusively manage and resolve conflict. The EU and the UN will also explore potential collaboration in AI governance and the development of new tools for AI data management with a focus on UN and EU missions and operations in the context of international peace and security. In addition, the organizations will work to explore how the design and use of emerging weapon technologies can better be guided by considerations for human well-being. This includes assisting States in actively anticipating and addressing new and emerging challenges raised by technological

advancements, including autonomy, to ensure that responsible innovation and the commitment to protect civilians remain at the forefront of the design and use of emerging weapon technologies.

28. The UN and EU share an interest in adapting their missions and operations to challenges linked to technologies, including cyber and hybrid threats. For the processes of knowledge management and organizational learning, both organizations will exchange best practices on new tools, including research, awareness and capacity-building programmes including training, as well as ways and means to utilise these technologies for more effective communication.
29. Both organizations will strengthen cooperation, as appropriate, on addressing mis/disinformation and hate speech and protecting information integrity in UN and EU missions and operations and in the context of international peace and security. The EU and the UN will explore the scope for collaboration aimed to strengthen resilience against mis/disinformation and hate speech, promote media literacy, promote human rights-based approach, the rule of law and democratic principles in the digital space, as well as ensure that technological advances ultimately support rather than destabilise international peace and security.
30. In addressing counter-terrorism, the EU and the UN will seek to advance cooperation on civil-military coordination and efforts to combat terrorism through military and civilian means as well as addressing trafficking in small arms and light weapons, financing of terrorism and the misuse of new technologies for terrorist purposes through dedicated dialogues, including the annual EU-UN Counter-Terrorism Dialogue. The UN and the EU will support the implementation of a rule of law and human rights-based, whole-of-society, gender-responsive approach to preventing and countering terrorism and violent extremism.
31. The EU and the UN will continue strengthening cooperation on non-proliferation, disarmament and arms control to reduce the human cost of weapons and ammunition. The EU and the UN will continue to support multilateral efforts to address the threats posed by weapons of mass destruction and proliferation of conventional weapons. The EU will continue to support UN efforts through relevant actions, including to reinforce and implement existing treaties, instruments and other international arrangements.
32. Both organizations will aim to strengthen their cooperation in training and with respect to the identification and deployment of experts, building on the partnership between the European Security and Defence College (ESDC) the UN DPO Integrated Training Service and other relevant bodies of both organizations.