



EUROPEAN UNION EUROPEAN SECURITY AND DEFENCE POLICY



European security and defence policy: the civilian aspects of crisis management

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Civilian crisis management is an important tool under the European security and defence policy (ESDP). Its role in the EU's support for international peace and security continues to grow. ESDP has expanded its action far and wide (from the Western Balkans to the South Caucasus, from Africa to the Middle East and Asia), and it has greatly diversified in the substance of operations (strengthening actions in police and the wider rule of law sector, monitoring borders and peace agreements). In particular, there has been a growing demand for Security Sector Reform (SSR).



The European Union launched in 2008 its biggest ever civilian mission under ESDP: EULEX Kosovo. It also launched in October 2008 the European Union Monitoring Mission in Georgia. It continues to provide support for building police capacity in Bosnia and Herzegovina. It is conducting a police mission in Afghanistan, which is reaching full capacity. It continues its police mission in the Palestinian Territories and its border assistance mission in Rafah, in the Gaza strip (the latter suspended due to conditions on the ground), as well as its support to the Iraqi rule of law sector. In Africa, the EU is supporting security sector reform in the Democratic Republic of Congo and in Guinea-Bissau.

The Common Foreign and Security Policy (CFSP) and the European Security and Defence Policy (ESDP)

The European security and defence policy (ESDP) is part of the common foreign and security policy (CFSP) established by the Treaty on European Union in 1992. The EU pursues five main objectives: to safeguard the common values and fundamental interests of the Union; to strengthen the security of the Union; to preserve peace and international security in accordance with the UN Charter; to promote international cooperation; and the development of democracy and the rule of law, including human rights.

In the context of the CFSP, the Union is developing a common security and defence policy, covering all questions relating to its security, including the progressive framing of a common defence policy. The European security and defence policy allows the European Union to develop civilian and military capacities for international crisis management, thus helping to maintain peace and international security.

The EU launched its first ESDP crisis management mission in January 2003 and - as of July 2009 - has launched a total of 23 operations and missions (military and civilian), 12 of which are ongoing.

CIVILIAN CAPABILITIES

As ESDP ventures further afield and diversifies in its tasks and missions, there is a continuous need to develop a body of crisis management capabilities, and to ensure that the EU uses all available means to respond coherently to the whole spectrum of crisis management tasks. Under successive Civilian "Headline Goals", important and groundbreaking work has been done in this respect and is continuing.

The EU has been developing the civilian aspects of crisis management in the **four priority areas** of civilian action defined by the Feira (Portugal) European Council in June 2000 : **police; strengthening the rule of law; strengthening civilian administration** and **civil protection**. The initial **targets** in the four priority areas have been reached and even exceeded. Member states' voluntary commitments as expressed at the December 2004 civilian capability commitment conference are reflected below.

<i>Police</i>	The EU aims to be capable of carrying out any police operation, from advisory, assistance and training tasks to substituting to local police forces. Member states have undertaken to provide more than 5000 police officers (5761), of whom up to 1400 can be deployed in less than 30 days.
<i>Strengthening the rule of law</i>	Efforts deployed on an international scale to reinforce and if necessary restore credible local police forces can only be successful if a properly functioning judicial and penitentiary system backs up the police forces. Member states have undertaken to provide 631 officers in charge of crisis management operations in that area (prosecutors, judges, prison officers).
<i>Civilian administration</i>	As regards civilian administration, a pool of experts has been created, capable of accepting civilian administration missions in the context of crisis-management operations, and if necessary, being deployed at very short notice. Member states have pledged a total of 565 staff.
<i>Civil protection</i>	In this area too, the objective has been achieved, and consists of: a) 2 or 3 assessment and/or coordination teams, capable of being mobilised around the clock; b) intervention teams of up to 2000 persons for deployment at short notice; and c) additional or more specialised means which could be dispatched within 2 to 7 days depending on the particular needs of each crisis. Member states have committed 579 civil protection experts and 4445 staff for intervention teams.
<i>Monitoring</i>	Monitoring is one of the civilian ESDP priority areas, identified by the December 2004 European Council. Monitoring capability is proving a generic tool for conflict prevention/resolution and/or crisis management and/or peace-building. An important function of monitoring missions is to contribute to "prevention/deterrence by presence" and they also enhance EU visibility on the ground, demonstrating EU engagement and commitment to a crisis or region. Member states have committed 505 personnel.
<i>Strengthening of EUSR offices</i>	Strengthening the offices of EU Special Representatives.

The capabilities in these different fields may be used in the context of EU-led autonomous missions, or in the context of operations conducted by lead organisations, such as the UN or the OSCE.

The way ahead

As civilian crisis management continues to grow, the further development and consolidation of underlying civilian capabilities becomes all the more important. Work is ongoing on the new **Civilian Headline Goal 2010** to be achieved by end 2010. It aims at improving the EU's civilian capability to respond effectively to crisis management tasks. Building on the results of the Civilian Headline Goal 2008 and on the growing body of ESDP crisis management experience, the CHG 2010 should help to ensure that the EU can conduct crisis management, in line with the European Security Strategy, by deploying civilian crisis management capabilities of high quality, with the support functions and equipment required in a short time-span and in sufficient quantity.

The implementation of the CHG 2010 started with work on a new common pilot illustrative scenario supportive of both civilian and military ESDP capability development processes, taking into account relevant capabilities available to the European Community.

Key areas of attention in current work include:

- Synergies - special attention will continue to be dedicated to synergies between civilian and military ESDP operations and between ESDP and European Community activities.
- Human resources - Work has begun on the development of a systematic approach regarding human resources with a view to putting in place a clear framework that would help to recruit and have in place the most qualified staff, so as to achieve optimal success in the area of civilian crisis management.



EU CIVILIAN MISSIONS UNDER THE ESDP

The EU has launched 23 operations and missions since January 2003 under the European Security and Defence Policy, of which 12 were ongoing in August 2009 (10 of them of a civilian nature). A total of 14 civilian missions have been launched. These missions were deployed in the following regions:

WESTERN BALKANS

Ongoing missions:

➤ **EUPM**

When it was launched on 1 January 2003, the EU Police Mission (EUPM) in **Bosnia and Herzegovina (BiH)** was the first ESDP's mission. In line with Dayton/Paris Agreement, EUPM seeks to establish sustainable policing arrangements under BiH ownership in accordance with best European and international practice. EUPM's current mandate focuses, through mentoring, monitoring and inspecting, on police reform, fight against organised crime and police accountability.

➤ **EULEX Kosovo**

On 16 February 2008 the EU Council decided to launch EULEX KOSOVO, a European Union Rule of Law Mission in Kosovo. The mission became fully operational throughout Kosovo on 6 April 2009 and its objective is to support the Kosovo authorities in their efforts to build a sustainable and functional Rule of Law system. EULEX is not replacing the previous UN mission in Kosovo (UNMIK) but rather supporting, mentoring, monitoring and advising the local authorities while exercising executive responsibilities in some specific areas of competence. The mission, which currently includes some 1700 international staff, is working in all areas related to the rule of law, in particular in the police, judiciary, customs and correctional services. The key priorities of the mission are to address immediate concerns regarding protection of minority communities, corruption and the fight against organised crime.



Missions successfully concluded:



➤ **EUPOL PROXIMA**

The EU Police Mission in the **former Yugoslav Republic of Macedonia**, code-named EUPOL PROXIMA, was conducted from 15 December 2003 to 14 December 2005. EU police experts were monitoring, mentoring and advising the country's police thus helping to fight organised crime as well as promoting European policing standards.

➤ **EUPAT**

The EU police advisory team, **EUPAT**, in the **former Yugoslav Republic of Macedonia** was conducted from 15 December 2005 to 15 June 2006 following on from PROXIMA. It supported the development of an efficient and professional police service based on European standards of policing.

MIDDLE EAST

Ongoing missions:

➤ **EUBAM Rafah**

Through the EU Border Assistance Mission at Rafah crossing point (Gaza strip, **Palestinian Territories**), code-named EU BAM Rafah, the EU fulfils the Third Party role proposed in the 15 November 2005 "Agreement on Movement and Access" between Israel and the Palestinian Authority. EUBAM monitors all operations at the border crossing point. The operational phase began on 30 November 2005. Under the present circumstances, and taking into account the importance of having the border open and ready to continue with the implementation of the Agreement on Movement and Access, EUBAM remains in the region with the operational capacity to deploy at short notice. The mission currently has 27 staff but is preparing a stand by force to respond in the event of the Rafah Crossing Point re-opening and the mission being fully re-deployed.



➤ **EUPOL COPPS**

On 14 November 2005, the Council established an EU Police Mission in the **Palestinian Territories**. The operational phase started on 1 January 2006. The mission, code-named EUPOL COPPS, provides support to the Palestinian Authority in establishing sustainable and effective policing arrangement under Palestinian ownership in accordance with the best international standards, in co-operation with the EU institution building programmes conducted by the European Commission as well as other international efforts in the wider context of security sector including criminal justice reform

➤ **EUJUST LEX**

In 2005, the EU launched an integrated rule-of-law mission for **Iraq** - EUJUST LEX. It consists of integrated training in the fields of management and criminal investigation, given to senior officials from the judiciary, the police and the penitentiary. Its operational phase started on 1 July 2005 and its mandate has been extended to run until 30 June 2010. Training has so far taken place in EU member states and is carried out on the basis of common curricula. By early July 2009, the mission has facilitated 108 courses with a total number of 2691 Iraqi participants. EUJUST LEX also organised 18 work secondments for senior Iraqis at the work place of European counterparts. In May and June 2009 the mission has for the first time ever conducted activities inside Iraq. This pilot phase for in-country intervention will last until 30 June 2010 and will be carried out in addition to the established core business of training in Europe. The mission will build on its impressive network of over 2500 former participants and will test training, mentoring and strategic advising activities.

SOUTH CAUCASUS

Ongoing missions:

➤ **EUMM**

The EU Monitoring Mission in **Georgia** was launched on 1 October 2008, in accordance with and to monitor the implementation of the EU mediated agreements between Moscow and Tbilisi of 12 August and 8 September 2008. The mission is tasked to contribute to the stabilisation and normalisation of the situation in the areas affected by the recent conflict, to oversee the deployment of the Georgian police and armed forces and to observe compliance of all parties with human rights and humanitarian law. Another important task of EUMM is to help build confidence between the parties of the August conflict. The European presence comprises approximately 340 staff, including over 200 monitors. EUMM's mandate covers the entire territory of Georgia. It is a unarmed monitoring mission with no executive powers.



Mission successfully concluded:

➤ ***EUJUST THEMIS***

The EU Rule of Law Mission to **Georgia** (EUJUST THEMIS), conducted from July 2004 to July 2005, aimed at supporting the Georgian authorities in addressing urgent challenges in the criminal justice system, notably by assisting the government in developing a co-ordinated overall approach to the reform process.

AFRICA



Ongoing missions:

➤ ***EU SSR Guinea-Bissau***

The Council of the EU decided, on 12 February 2008, to establish a mission in support of security sector reform in the Republic of Guinea Bissau (EU SSR Guinea-Bissau). The mission was officially launched in June 2008. It is conducted in partnership with the Republic of Guinea Bissau, which maintains ownership of the Security Sector Reform (SSR) process. The Mission provides local authorities with advice and assistance on security sector reform in order to contribute to creating the conditions for implementation of the National SSR

Strategy. In May 2009, the Council took a decision to extend the Mission until 30 November 2009. The aim is to complete its outstanding tasks by then and to further assess the commitment of the new government to carry forward the reform process. A decision will then be taken on whether the ESDP will also be engaged in the implementation phase of the reform.

➤ ***EUPOL RD Congo***

The EUPOL RD Congo mission follows-on from EUPOL-KINSHASA (see below). Since July 2007, it assists the Congolese national police in its reform efforts and supports its possible interfaces with the justice system. It aims in particular to support the work of the Comité de Suivi de Réforme de la Police (CSRP). The mission includes 53 international experts, including police officers and criminal justice experts.



➤ ***EUSEC DR Congo***

In the context of the EU's efforts to facilitate a successful transition in the **Democratic Republic of Congo**, EUSEC was launched on 8 June 2005 with the objective to assist the Congolese authorities with the reform of the country's security sector in close cooperation and coordination with other actors of the international community. Activities have included support for the payment of soldiers' wages (chain of payments project), helping to draw up a military statute and administrative and financial regulations, and technical and logistical support for the biometric census of all the Armed Forces of DRC (FARDC) troops. To date, 130 000 military personnel have been identified. Presently, EUSEC RD Congo assists the distribution of the military identity cards, which is the final step of the census of the Congolese army. In other domains, such as gender and human rights, EUSEC RD Congo identifies, develop, implements and/or supervises projects financed or initiated by member states and/or the European Community.

Successfully concluded:

➤ **Support to AMIS II in Sudan/Darfur**

In addition to these missions, the EU has also provided support to the African Union's AMIS II mission through a civilian-military supporting action from July 2005 to December 2007. AMIS II aimed to ensure that the humanitarian ceasefire agreement between rebel movements and the Sudanese government were observed. The EU's support included a civilian component, with EU police officers providing training in the field of the civilian police.

➤ **EUPOL Kinshasa**

The objective of the EUPOL Kinshasa mission launched in April 2005 has been to set up an integrated police unit (IPU) in the **Democratic Republic of Congo** as part of a country-wide policing force and to support the country's transition process and its sustainable development. The mission monitored, mentored, and advised the IPU and ensured that it acted according to international best practice. The mandate of EUPOL Kinshasa ended on 30 June 2007.

ASIA

Ongoing mission:

➤ **EUPOL Afghanistan**

EUPOL AFGHANISTAN is set in the wider context of the international community's effort to support the Afghans in taking responsibility for law and order. Launched in mid-2007, it builds on the efforts of the former German Police Project Office (GPPO) and other international actions in the field of police and rule of law. EUPOL AFGHANISTAN currently consists of some 248 international (authorized strength 400) and 165 local personnel, mainly police, law enforcement and justice experts deployed at central (Kabul), regional and provincial levels. EUPOL is present in 16 provinces of Afghanistan, plus Kabul. The aim of the mission is to contribute to the establishment of sustainable and effective policing arrangements that will ensure appropriate interaction with the wider criminal justice system under Afghan ownership. The mission supports the reform process towards a trusted fit to purpose police service working within the framework of the rule of law and respecting human rights. The mission is mainly focusing its activities on six areas of activities: intelligence-led policing, criminal investigations, police chain of command control and communication, anti-corruption, linkages between police and prosecutors and gender and human rights.



Mission successfully concluded:

➤ **Aceh Monitoring Mission**

Deployed by the EU, together with contributing countries from ASEAN, as well as with Norway and Switzerland, this monitoring mission in Aceh (Indonesia) was designed to monitor the implementation of various aspects of the peace agreement set out in the Memorandum of Understanding signed by the Government of Indonesia and the Free Aceh Movement (GAM) on 15 August 2005. The AMM became operational on 15 September 2005, date on which the decommissioning of GAM armaments and the relocation of non-organic military and police forces began. The AMM was successfully concluded on 15 December 2006 following local elections in Aceh held on 11 December.



ESDP STRUCTURES

➤ High Representative

The High Representative, since 1999 Javier Solana, assists the Council of the EU in CFSP issues by contributing in particular to the formulation, drawing up and implementation of policy decisions and, where necessary, by acting on behalf of the Council at the request of the Presidency and conducting political dialogue with third parties. He is supported by the General Secretariat of the Council.

➤ Political and Security Committee (PSC)

The PSC meets at ambassadorial level as a preparatory body for the Council of the EU. Its main functions are to monitor the international situation, and to contribute to the definition of policies within the ESDP. In the event of a crisis, the PSC plays a central role in defining a coherent EU response to the crisis and is responsible for the political control and strategic direction of EU-led military and police operations. With the Council's authorisation, it takes the relevant decisions in this respect.

On civilian issues, the PSC is provided with recommendations and advice by the Committee on civilian aspects of crisis management (CIVCOM), a working group at expert level.

➤ Council Secretariat civilian crisis management structures

The General Secretariat of the Council's Directorate General for External and Politico-Military Issues (DG-E) includes a Directorate for civilian crisis management (DG-E IX) in charge notably of contributing to the planning, fact-finding and support of civilian ESDP missions.

The Civilian Planning and Conduct Capability (CPCC) established in 2007 is a permanent structure responsible for an autonomous operational conduct of civilian ESDP missions. Under the political control and strategic direction of the PSC and the overall authority of the High Representative, the CPCC ensures the effective planning and conduct of civilian ESDP crisis management missions, as well as the proper implementation of all mission-related tasks.

A doctrine for Europe: the European Security Strategy

In December 2003, the European Council adopted the European Security Strategy (ESS) prepared by HR Solana. The document, entitled "A secure Europe in a better world":

- *assesses the security environment in which the EU operates in terms of global challenges and key threats, including terrorism, the proliferation of weapons of mass destruction, regional conflicts and state failure;*
- *sets out the EU's strategic objectives, namely confronting threats through a policy of conflict prevention and responding to complex problems with multifaceted solutions; building security in Europe's neighbourhood; and promoting an international order based on effective multilateralism;*
- *draws the policy implications for a Europe that has to become more active, more capable and more coherent.*

The ESS starts from the premise that as a union of (then) 25 States with over 450 million people producing a quarter of the world's GNP, and a wide range of instruments at its disposal, the EU is inevitably a global player, and that it should be ready to share in the responsibility for global security and building a better world.

In December 2008, the ESS has been updated to take into account new threats like piracy and energy security. Five years on from adoption of the European Security Strategy, the European Union carries greater responsibilities than at any time in its history. Conflicts in the Middle East and elsewhere in the world remain unsolved, others have flared up even in our neighbourhood. State failure affects our security through crime illegal immigration and, most recently, piracy.

The EU has made substantial progress over the last five years. We are recognised as an important contributor to a better world. But, despite all that has been achieved, implementation of the ESS remains work in progress. For our full potential to be realised we need to be still more capable, more coherent and more active.

Useful information:

- ESDP homepage: www.consilium.europa.eu/esdp
- ESDP newsletter: www.consilium.europa.eu/esdp-newsletter
- ESDP on YouTube: www.youtube.com/EUSecurityandDefence