

Background notes – Inter-Parliamentary Conference for the CFSP and the CSDP – 5 & 6 September 2015

Workshop 2: Strengthening civilian CSDP missions

I. Background : missions and institutional framework

As part of the CSDP, the EU plans and conducts "**civil crisis management missions**" in unstable, conflict and post-conflict regions around the world. The Lisbon Treaty confirms the commitment of the EU to the progressive framing of a CSDP, aimed at providing the EU with an **operational capacity** drawing on **civilian and military assets**.

So far EU Member States have launched 18 civilian missions, eleven of which are ongoing. The most recent support the reform of police services in Ukraine (EUAM Ukraine, 2014) and Mali (EUCAP Sahel Mali, 2014) in order to strengthen the rule of law. Other civilian missions are taking place in Georgia, Afghanistan, the Palestinian Territories (2 missions), Kosovo, Libya, Niger, the Democratic Republic of Congo and, within a single mission, in Djibouti, Somalia, Seychelles, Tanzania and Yemen. Approximately 7,000 people are deployed on EU civilian and military missions.

As part of the CFSP, the EU has also other civilian instruments of mediation and strengthening of the rule of law in a crisis, including the **Instrument for Stability** and the **EU Conflict Early Warning System**.

The current **scope of civilian crisis management** mainly covers the following activities: assistance to police reform, strengthening the rule of law (assistance to justice and to the law enforcement system), strengthening civilian administration, assistance to civil protection, security sector reform, observation / cease-fire monitoring, monitoring and border control, observation and support for electoral processes, support to special representatives, multifunctional civilian responses team and support of disarmament, demobilization and reintegration.

The CSDP missions launched to this day are the result of the **collaboration** based on a joint statement of 2003 **between the EU and the UN**. Following this declaration, an EU-UN crisis coordination steering committee has been set up, bringing together high level representatives involved in crisis management for both organisations.

Even though CSDP structures report directly to the High Representative/Vice-President, civilian CSDP remains largely **intergovernmental** in nature. Indeed, relevant decisions are made by EU Member States. They decide if a mission is launched, define its mandate, decide taking part in it or not (financially or assigning personnel to it). Decisions in regard to CSDP are taken unanimously.

Civil missions are normally also funded from the EU budget (CFSP budget), which pays for part of the equipment and infrastructure.¹ Personnel are provided mostly by Member States or third countries.

The resources needed for such civilian missions are **shared via a call for contributions addressed to Member States**. This call for contributions has a list of positions to fill with detailed job descriptions.

II. Challenges of civilian missions

Despite a dynamic development, the EU still faces big challenges in the field of civil crisis management. A major challenge is the **lack of a strategic framework of CSDP operations**, leading into an insufficient integration of many missions in a political and global vision. Indeed, civilian CSDP operations continue to suffer from structural weaknesses and long, rigid decision-making processes.

In addition, missions and civilian operations face a **difficulty in recruiting experts**. This problem can partially be explained by the EU recruitment system that relies mainly on national secondments; just few Member States have a professional recruitment service like Germany with the *ZIF* or Sweden with the *Folke Bernadotte Academy*. Furthermore, there is no EU general framework regulating recruitment, deployment, training or administration of civilian personnel. Member States regularly experience difficulties in fulfilling the demands for personnel, in particular ensuring the required speed, and supplying personnel that can cope with complex mission tasks. Finally, the deployment to a mission is voluntary which means that reasons such as security concerns, family or career considerations might play a role in deciding joining a mission or not.

In recent years, the deficit of payment appropriations has also affected the CFSP and CSDP budget. In 2014, the civilian CSDP missions were facing **serious financial constraints**. The launch of the mission in Ukraine was only possible through a transfer of funds from other budgets. The question of funding for CSDP missions and operations is crucial to the future of this policy.

The EU is one actor among many in the field of international crisis management. It shares resources and tasks with international partners such as NATO, the OSCE or the UN. The growing number of missions and the expansion of their mandates have led to an increasing competition for competences and resources.

III. Recent actions and official statements

In April 2015, the European Commission adopted a **new European Agenda on Security 2015-2020** to support better cooperation between Member States in the fight against terrorism, organised crime and cybercrime. This program sets out concrete measures and tools that will resort all stakeholders to ensure security and confront more effectively these three particularly concerning threats.

Moreover, in April 2015, the High Representative/Vice-President Federica Mogherini and Neven Mimica, European Commissioner for International Cooperation and Development, submitted a **joint communication to provide EU partners the means to prevent and manage crises**. Recalling that

¹ EU Military operations are funded by each Member State. However, in order to reach certain solidarity, a “mechanism to administer the financing of the common costs of European Union operations having military or defence implications”, called “Athena”, has been introduced in March 2004.

security is a necessary condition for development, the communication states that the EU should provide effective support to its partners in order to enable them to strengthen their capacity to guarantee their own security. The communication considers that the EU could, for example, provide ambulances, protective equipments or means of communication to military forces of countries where missions within the CSDP already provide advices and trainings, but see their effectiveness hampered by a lack of basic resources.

The communication builds on the lessons learned from ongoing operations and missions in third countries under the CSDP, such as training missions in Mali and Somalia.

On 8 May 2015, the High Representative/Vice-President and Head of the European Defence Agency signed a report which outlines the activities that the EU has undertaken since December 2013 in the areas of security and defence and which drafts proposals aiming to increase the effectiveness, impact and visibility of the CSDP, ahead of the June European Council.

IV. Council : developments since the new Commission

The Foreign Affairs Council announced in its conclusions of 18 November 2014 the establishment of a **Shared Services Centre** to pool resources for CSDP civilian missions and to provide for more efficient deployment of the missions and to implement effectively the **Civilian Capability Development Plan**. At that same meeting the Council launched the civilian mission in Ukraine (EUAM Ukraine) with the aim of advising the reform of civil security services in the country. In its conclusions of 15 December 2014, the Council expressed its support to the implementation of the UN mandate for South Sudan (UNMISS) to help 100.000 people. On 19 January 2015, the Council launched the mission EUCAP Sahel Mali to support the training of Malian security forces.

Regarding new CSDP missions, the High Representative/Vice-President has been requested on March 2015 by the Foreign Affairs Council to present proposals for CSDP activities in **Libya**.

It agreed on 20 April 2015 on a “micro-mission” which extended the EUSEC in the **Democratic Republic of the Congo** on 20 June 2015 and which continues giving strategic advice and support for training in military academies.

The **Foreign Affairs Council Conclusions on CSDP of 18 May 2015** highlighted the Council’s commitment to strengthening CSDP and enhancing the EU’s ability to act as a security provider. The Council also gave further recommendations in order to improve the financial aspects of EU missions and operations, their planning, deployment and conduct.

The **European Council** announced in the 25-26 June conclusions that work will continue on a more effective, visible and result-oriented CSDP, the further development of **both civilian and military capabilities**. Furthermore the Council stresses that EU missions and operations need to be funded more adequately and that Member States should make best use of their resources. The next European Council meeting which will assess progress on security and defence issues is set to take place in December 2016.

Some points for discussion:

- How to strengthen civilian crisis management structures in EU institutions?
- What solutions shall be brought to structural deficits, in particular in decision-making and financing, of CSDP civilian missions? What kind of cooperation, and with which kind of players, could be supported in order to fill the gaps?
- How to promote cooperation and complementarities regarding civilian missions particularly between the EU, NATO, the UN and the OSCE?
- How could EU institutions and Members States address challenges faced by CSDP civilian missions in order to hire personnel?
- Are there regions where the deployment of new civilian missions would be relevant? Does the situation at the Tunisian-Libyan border justify a civilian mission of support to Tunisian border police?