



Stabilisation Unit

Working in European Union Common Security and Defence Policy Missions

Deployee Guide

Stabilisation Unit

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Acronyms

| | |
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| AU | African Union |
| BSOS | Building Stability Overseas Strategy |
| CEUMC | Chairman of the EUMC |
| CfC | Call for Contributions |
| CFSP | Common Foreign and Security Policy |
| CHOD | Chief of Defence |
| CIVCOM | Committee for Civilian Aspects of Crisis Management |
| CivOpsCdr | Civilian Operations Commander |
| CMB | Crisis Management Board |
| CMC | Crisis Management Concept |
| CMP | Crisis Management Procedures |
| CMPD | Crisis Management and Planning Directorate |
| CoC | Committee of Contributors |
| CONOPS | Concept of Operations |
| COO | Chief Operating Officer |
| Coreper/COREPER | Committee of Permanent Representatives |
| CP | Crisis Platform |
| CPB | Conflict Prevention Board |
| CPCC | Civilian Planning and Conduct Capability |
| CPG | Conflict Prevention Group |
| CRT | Crisis Response Team |
| CSDP | Common Security and Defence Policy |
| CSO | Civilian Strategic Option |
| DFID | Department for International Development |
| DGEUMS | Director General of the EUMS |
| EC | European Commission |
| ESDP | European Security and Defence Policy |
| EU | European Union |
| EEAS | European External Action Service |
| ESG | Executive Secretary General |
| EU | European Union |
| EU Del/EUDEL | EU Delegation |
| EUMC | EU Military Committee |
| EUMS | EU Military Staff |
| EUMS/INT | EUMS/Intelligence Directorate |
| EUSR | EU Special Representative |
| FCAS | Fragile and Conflicted-Affected States |
| FCO | Foreign and Commonwealth Office |
| FOC | Full Operational Capability |
| FPI | Foreign Policy Instrument |
| HMG | Her Majesty's Government |
| HoM | Head of Mission |
| HR | High Representative |
| HR/VP | High Representative/Vice President |
| ICSP | Instrument Contributing to Stability and Peace and Foreign |

| | |
|----------|---|
| | Policy Regulatory Instruments (Crisis Response and Peace Building) |
| IMD | Initiating Military Directive |
| INTCEN | EU Intelligence Centre |
| IOC | Initial Operational Capability |
| ISA | Intelligence Structure Architecture |
| ISB | Intelligence Steering Board |
| IWG | Intelligence Working Group |
| MD CROC | Managing Directorate for Crisis Response and Operational Coordination |
| Milrep | Military Representative |
| MOD | Ministry of Defence |
| MS | Member State |
| MSO | Military Strategic Option |
| NAC | North Atlantic Council |
| NATO | North Atlantic Treaty Organisation |
| NGO | Non-Governmental Organisation |
| NSC | National Security Council |
| OHQ | Operation Headquarters |
| OpCdr | Operation Commander |
| OpCdr(s) | Civilian and/or military Operation Commanders |
| OPCON | Operational Control |
| OPLAN | Operation Plan |
| OSCE | Organisation for Security and Co-operation in Europe |
| PFCA | Political Framework for Crisis Approach |
| PMG | Politico-Military Group |
| PSC | Political and Security Committee |
| RELEX | Working Party for Foreign relations Councillors |
| ROE | Rules of Engagement |
| RUoF | Rules for the Use of Force |
| INTCEN | EU Intelligence Centre |
| SITROOM | EU Situation Room |
| SNE | Seconded National Expert |
| SOR | Statement of Forces Requirement |
| SU | Stabilisation Unit |
| TAM | Technical Assessment Mission |
| TEU | Treaty on European Union |
| TFEU | Treaty on the Functioning of the European Union |
| UN | United Nations |

Introduction

The Stabilisation Unit (SU) is an integrated civil-military operational unit which reports to the Foreign and Commonwealth Office (FCO), Department for International Development (DFID), and the Ministry of Defence (MOD). It is designed to be agile, responsive and well-equipped to operate in high threat environments. It combines in-house staff expertise with the ability to draw on a larger pool of civilian expertise for specialised, longer term or larger scale taskings. It ensures lessons from practical experience are captured as best practice and used to improve future delivery by Her Majesty's Government (HMG).

Deployee Guides are to be read in the policy and resource context of HMG's: Building Stability Overseas Strategy; Conflict Pool; Conflict, Stability and Security Fund;¹ UK Approach to Stabilisation, and UK Principles for Stabilisation Operations and Programmes;² and other relevant guidance from HMG Departments. They are aimed primarily at the SU's own practitioners and consultants, and those of other HMG Departments. They are not a formal statement of HMG policy.

This Deployee Guide to working in European Union (EU) Common Security and Defence Policy (CSDP) missions has been written for first time staff and consultants being deployed by the SU to work in civilian CSDP missions.³

Annex A contains information on UK and international staffing in civilian CSDP missions, and Annex B gives key resources.

Deployees needing more detailed information on UK policy relating to their deployment should ask SU staff for relevant points of contacts in HMG Departments.

Feedback on this Deployee Guide can be sent to the SU Lessons Team at: SULessons@stabilisationunit.gov.uk.

Background on the EU and CSDP

HMG wants the EU to play a key role in preventing conflict, building stability and in tackling crises as they occur within the framework of its own National Security Council (NSC) and Building Stability Overseas Strategy (BSOS) priorities.

¹ Announced in June 2013, for FY 2015-16, the £1 billion Conflict, Stability and Security Fund (CSSF, the successor to the Conflict Pool) pools new and existing resources across Government to prevent conflict and tackle threats to UK interests that arise from instability overseas. The National Security Council (NSC) will set priorities for the Fund, drawing on the most effective combination of defence, diplomacy, development assistance, security and intelligence.

² The UK Approach to Stabilisation and the UK Principles for Stabilisation Operations and Programmes can be found on the Stabilisation and Conflict Learning Resource under Publications at: <http://sclr.stabilisationunit.gov.uk/publications>

³ This paper has been written by the International Security Information Service – Europe, on behalf of the Stabilisation Unit.

The EU's Common Security and Defence Policy (CSDP) was developed following the St Malo UK-France Summit of 1998 when, in response to the perceived failure of the EU to address the challenges of the Balkan wars in the mid-1990s, the UK and France agreed to set up a mechanism to allow EU Member States (MS) to concert their security and defence effort should the need arise. The European Council at Feira in 2000 established the four priority areas for the EU's civilian crisis management capability: policing; rule of law; civil administration; and civil protection (civilian authorities' response to crises).

As with foreign policy issues in general, decisions on CSDP are made by Council, by unanimity. A CSDP mission can be recommended by an individual Member State or the High Representative of the Union for Foreign Affairs and Security Policy (currently Federica Mogherini⁴ – also Vice-President of the Commission, so HR or HR/VP) who heads the European External Action Service (EEAS). Importantly, Member States also provide political control and strategic direction through the Political and Security Committee (PSC) to a mission's conduct of operations and decide on the extension of mandates and closure.

The launch of a CSDP mission or operation is a tangible sign of collective EU political will and support in a crisis or post-conflict area. In the Horn of Africa, tackling piracy through a naval mission (EUFOR ATALANTA) and a civilian capacity building mission (EUCAP NESTOR) is a current demonstration of united effort in a complex international context.

The EU's strength lies in the wide array of its soft power tools, but the Institutions responsible for external action are complex. Its responses to crisis and conflict areas, internally within Brussels and externally with partners, are often fractured. EU-NATO tensions continue to exist, and the EU has yet to develop an effective joint civilian-military approach to operations. Likewise, the lack of available and rapidly deployable military and civilian capabilities in practice is a hindrance to effective crisis response. Central to the future success of CSDP, therefore, will be embedding a more comprehensive approach⁵

⁴ Federica Mogherini (former Foreign Minister of Italy) replaced the UK's Catherine Ashton on 1 November 2014 as part of the new European Commission led by Jean-Claude Juncker. President Juncker's Political Guidelines include the "... need to be more effective in bringing together the tools of Europe's external action" and an objective: "Responding faster to military threats, using new EU networks for defence cooperation". See: http://ec.europa.eu/priorities/global-actor/index_en.htm.

⁵ "Comprehensive" as in "integrated". In UK terms, what is now termed the Integrated Approach (as promoted by the 2010 Strategic Defence and Security Review) refers to people from different institutions (with particular reference to civilian and military institutions) working together at several levels to achieve common aims. An integrated approach recognises that no one Government Department has a monopoly over responses to the challenges of conflict and stabilisation contexts and that by making best use of the broad range of knowledge, skills and assets of Government Departments, integrated efforts should be mutually reinforcing. The intent behind HMG's shift from "comprehensive" to "integrated" approach in 2010 therefore was to establish greater cross-Government collective analysis, leading to more coherent strategy development, followed by collective operational delivery of HMG, rather than Departmental priorities delivered in siloes. Other governments and international organisations (e.g. NATO and EU) sometimes use "whole of government" or "comprehensive" to describe similar collaboration.

both within the EU and in its relations with international partners (especially UN, NATO, AU), and ensuring that the EU has the capabilities and resources to support CSDP.

In conceptual terms, if not always in practice, the EU's "Comprehensive Approach" to crisis management is now well established. EU Council Conclusions in May 2014 stressed:

*"... the comprehensive approach is both a general working method and a set of concrete measures and processes to improve how the EU, based on a common strategic vision and drawing on its wide array of existing tools and instruments, collectively can develop, embed and deliver more coherent and more effective policies, working practices, actions and results. Its fundamental principles are relevant for the broad spectrum of EU external action. The need for such a comprehensive approach is most acute in crisis and conflict situations and in fragile states, enabling a rapid and effective EU response, including through conflict prevention."*⁶

In terms of EU conflict analysis, methodology is still being developed but key elements include:

- An analysis of the context – leading to a profile of contentious issues and conflict-prone areas;
- An analysis of the (possible) causes of conflict – distinguishing between structural (root) causes, proximate causes and the more immediate triggers of violent conflict;
- An analysis of the actors – exploring their interests, goals, positions, capacities and relationships;
- An analysis of the conflict dynamics – understanding the interactions between context, causes and actors, the distribution of violence, its nature and triggers;
- An outline of potential scenarios – possible future directions of conflict;
- The identification of existing and planned responses to the conflict, internal and external – taking into account all actors, including development, military and security, diplomatic, trade, migration;
- The identification of key gaps, options and realistic strategies to respond to the conflict, being mindful of the risk that any of these interventions might actually further increase the likelihood of violent conflict.⁷

EU Institutional Architecture Relating to CSDP

There are three main EU Institutions relating to CSDP:

1. The European Parliament, which represents the EU's citizens and is directly elected by them;

⁶ Full Conclusions at:

http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/EN/foraff/142552.pdf.

⁷ More at: http://ec.europa.eu/europeaid/node/1417_en?language=es.

2. The Council of the European Union, which represents the governments of the individual Member States. The Foreign Affairs Council meets at Ministerial level. The Presidency of the Council is shared by the Member States on a rotating basis;
3. The European Commission, which represents the interests of the Union as a whole.

The European Parliament allocates a CFSP budget (EUR 396 million in 2013) out of which civilian CSDP missions and operations are financed.⁸

The budget is administered by the Foreign Policy Instrument (FPI) of the European Commission,⁹ which falls under the responsibility of the High Representative for Foreign Policy, in her capacity as the Vice President of the Commission (HR/VP). FPI is also responsible for the “Instrument Contributing to Stability and Peace and Foreign Policy Regulatory Instruments (Crisis Response and Peace Building)” (ICSP) and Election Observation Missions.¹⁰ The ICSP has a budget of EUR 2.062 billion 2007-13 and provides short term CFSP programmes where Commission Programmes are not mandated or able to respond.

The CFSP budget also covers the EU Special Representatives (EUSRs) that are appointed by the Member States on the recommendation of the HR/VP. The EUSRs are often found in crisis and post-conflict areas where CSDP missions are engaged and conduct political dialogue on behalf of the EU. EUSRs also provide local political guidance to the Heads of CSDP missions in their area.

Military operations are excluded from the CFSP budget. These are financed by a different mechanism, called ATHENA. This is funded by Member States contributions, calculated on the basis of size of national economies.¹¹

European External Action Service (EEAS)

The Lisbon Treaty of 2009 rationalised EU external action by creating the European External Action Service (EEAS), with overseas delegations (EUDELs). The EEAS is a stand-alone EU Institution that assists the HR/VP – who chairs the Foreign Affairs Council and conducts CFSP, ensuring the consistency and coordination of the EU's external action.

⁸ The budget adopted by the budgetary authority for 2013 amounted to EUR 395,832,000. In addition there was an appropriation from 2012 in unspent funds and carrying over of EUR 10,580,109.64 making a total available budget at the beginning of 2013 of EUR 406,412,109.64. In comparison, the approved budget for UN Peacekeeping operations in 2011-2012 was US\$ 7.84 billion.

⁹ FPI was previously known as the Foreign Policy Instrument Service (FPIS) until someone pointed out that the acronym attracted some amusement.

¹⁰ The Instrument for Stability had a budget of EUR 2.062 billion for 2007-13, allocated as follows: short-term component EUR 1.487 million (72% of the total) and long-term component EUR 484 million (23% of the total). The remaining funds are allocated for administrative expenses.

¹¹ For more on military CSDP missions see: [http://www.consilium.europa.eu/policies/fac/financing-security-and-defence-military-operations-\(athena\)](http://www.consilium.europa.eu/policies/fac/financing-security-and-defence-military-operations-(athena)).

It should be noted that some external EU policies and significant funding for EU external action still lie outside the EEAS and the remit of the HR/VP. These include development, humanitarian assistance, trade, neighbourhood policy and enlargement policies which remain with the European Commission.

The EEAS in Brussels contains geographic, global and multilateral, financial and administrative Managing Directorates. The EEAS is staffed by EU officials, Member States officials who become “Temporary Agents” for up to eight years, and Seconded National Experts (SNEs) from Member States who can also serve up to eight years.¹²

The CSDP Structures in the EEAS

The separate CSDP structures within the EEAS are divided between military (the European Union Military Staff, EUMS), and civilian (the Crisis Management and Planning Directorate, CMPD, and the Civilian Planning and Conduct Capability, CPCC). These structures report directly to the HR/VP.

Additionally, but outside the CSDP structures, there is a Crisis Response and Operational Coordination Directorate (MD CROC), under a Managing Director, which covers crisis response planning and operations, the EU situation room and consular crisis management. There is also a Directorate for Conflict Prevention and Security Policy which includes the Conflict Prevention, Peacebuilding and Mediation Division and the Security Policy Division.

In terms of CSDP mission planning and conduct, CMPD, CPCC and EUMS are the three key entities.

CMPD is an integrated civilian-military strategic planning structure for CSDP operations and missions and it is the primary EEAS service for political-strategic planning on CSDP. It is in charge of conducting strategic and advance planning of new CSDP missions or operations, ensuring coherence between CSDP and other EU instruments as required and developing options and the Crisis Management Concept (CMC). In addition, it is in charge of conducting Strategic Reviews of existing CSDP missions and operations. It also leads on EU-NATO and EU-UN dialogue on CSDP, produces supporting concepts and policy papers, and conducts training and lessons learned. It is continually involved in the development of planning products at all levels, and in the day to day support of missions and operations at the political-strategic level.¹³ It should be noted, however, that although CMPD provides integrated strategic planning, the operational planning and conduct structures remain separate between the military and the civilian.

¹² The essential difference is that Temporary Agents are employed by the EU, whilst the salaries of SNEs are found by the seconding Member State.

¹³ CMPD is divided into four units: Coordination; Capabilities, concepts, training and exercises; integrated strategic planning; and CSDP policy, partnerships and agreements (e.g. UN, OSCE etc.).

CPCC supports the Civilian Operations Commander (who is also the CPCC Director) in exercising his/her responsibilities related to the operational planning and conduct of civilian CSDP missions. The CPCC supports CSDP advance planning, contributes to the development of the CMC for new missions and supports CMPD in the strategic reviews of ongoing missions. It supports CMPD in the development of Civilian Strategic Options (CSO) if so required and in coordination with EUMS as appropriate. It leads the operational planning including the development of a civilian mission's Concept of Operations (CONOPS) and Operation Plan (OPLAN). It prepares the draft mission budget with FPI. Once a mission is established, the Civilian Operations Commander, as the senior adviser to the HR/VP, issues instructions as required to the Head of Mission and provides him/her with advice and support, including on financial, personnel and logistical issues. CPCC processes and presents the mission reports to the Member States. It constantly inter-relates with the Commission seeking civilian-civilian synergies and within the perspective of a comprehensive approach. It supports the standardisation of civilian CSDP operational procedures by issuing instructions, producing guidelines and participating to the Lessons Learned cycle through the identification of lessons and best practices. It constantly coordinates with EUMS for the identification and implementation of CSDP civil-military coordination requirements.¹⁴

EUMS provides military expertise to the HR/VP and support to the European Union Military Committee (EUMC). It develops military strategic and advance planning by contributing to possible military aspects of the political framework for crisis approach and to the CMC and by delivering Military Strategic Options (MSO) and the Initiating Military Directive (IMD) to the Operation Commander to guide further planning. EUMS ensure coherence in military planning between the EEAS and the Operation Commander and may support him/her in planning the CONOPS and OPLAN. It conducts military-related lessons learned. In addition, it provides Intelligence to the EU's early warning system, and contributes by providing key enablers such as logistics, medical, and intelligence expertise to the CSDP structures.¹⁵

The Institutional Role of Member States in CSDP

The Political and Security Committee (**PSC**) is a permanent body composed of representatives of the 28 Member States at Ambassadorial level (usually the Deputy Permanent Representatives). It is the lynchpin of CSDP and CFSP. Article 38 of the Lisbon Treaty provides that the PSC:

“... shall exercise, under the responsibility of the Council and High Representative, the political control and strategic direction of the crisis management operations.”

¹⁴ CPCC has three units: Conduct of Operations; Horizontal coordination; and Mission Support. There is also a section called Planning/Methodology that sits in the Chief of Staff's office.

¹⁵ For further reading see ISIS European Security Reviews on the ISIS website www.isis-europe.eu including ESR no 56 – ‘The role of EU Battlegroups in European defence’, by Myrto Hatzigeorgopolous, June 2012. Also ESR no 44 – ‘Towards Integration? Unifying Military and Civilian ESDP operations’, by Stephanie Blair, May 2009.

The Council can empower the PSC to take relevant decisions concerning the political control and strategic guidance of a specific crisis management mission. When Council Decisions are required (the launch of a mission, for example) the PSC approaches the Council through the Committee of Permanent Representatives (COREPER) which is composed of the Permanent Representatives (Ambassadors) of the Member States in Brussels.

The European Union Military Committee (**EUMC**) is a Council preparatory body composed of the Member States' Chiefs of Defence (CHODs) represented by the military representatives (Milreps). It directs all EU military activities and provides the PSC with advice and recommendations on military matters. Director General EUMS attends the EUMC.

The Committee for the Civilian Aspects of Crisis Management (**CIVCOM**) is a Council Working Group composed of Member States' delegates at First Secretary/Counsellor level. It provides information, formulates recommendations and gives advice on the civilian aspects of crisis management to the PSC. It helps to ensure a high degree of inter-pillar coherence and promotes improvements in the crisis response capabilities of the EU. In particular, CIVCOM plays a key role with regards to civilian CSDP mission's planning and review of their periodic reports as well as in the development of concepts for civilian crisis management. CMPD and CPCC staff attend and brief CIVCOM as required.

Coherence

Corralling all these different EEAS elements together is a significant challenge. The most important instrument for doing so is the EEAS Crisis Management Board (CMB) which is chaired by the HR/VP or the EEAS Executive Secretary General (ESG). It has been established within the EEAS as a permanent entity addressing horizontal aspects of EEAS crisis response. The CMB meets on a regular basis to ensure coordination of EU measures related to crisis prevention, preparedness and response capabilities in crises varying from health emergencies and humanitarian disasters to conflict and other security risks. It comprises the Chair of the EUMC, the Chief Operating Officer of the EEAS, the Deputy Secretary Generals of the EEAS, the Chair of the PSC, relevant EEAS services such as MD CROC, geographic and thematic Managing Directorates, the Conflict Prevention and Security Directorate, the EU Intelligence Analysis Centre (INTCEN), CMPD, CPCC, EUMS, the Security Directorate and FPI.

There is also a Crisis Platform that can be activated in response to a crisis. Chaired by the HR/VP, ESG or MD CROC it aims to share information and provide guidance or further action within the EEAS and the relevant Commission services.

Lastly, there is a Conflict Prevention Group that aims at gathering and reviewing early warning information on countries and regions at potential risk of conflicts and crisis. It brings together experts from across the EEAS and the Commission, including on political, military/civilian crisis management, human rights, and development matters.

Decision Making Procedures in CSDP

CSDP operations are prepared by the EEAS and FPI and decided by EU Foreign Ministers at the Foreign Affairs Council. All ESDP/CSDP missions have been launched at the invitation of the host country government. The Council Decision on launching or extending a mission is published in the Official Journal of the European Union.¹⁶

Political Phase

Step 1: The PSC, with the support of the respective working groups (CIVCOM and EUMC), considers whether a CSDP operation is appropriate. It will often request a Political Framework for Crisis Approach (PFCA) document considering all possible EU responses in order to make this decision. Once the PSC has decided that action is appropriate the EEAS is tasked to produce a Crisis Management Concept (CMC). This starts the planning process.

Step 2: CMPD draws up a CMC describing the EU's political interests, viable options (civilian and/or military) and objectives of a possible mission or operation. CMPD is supported by FPI and the relevant EEAS services such as geographic desks, CPCC and the EU Member States. Normally, a fact finding mission is sent to the country concerned to assess the situation on the ground, make initial contacts with the host government and the EU Delegation, and provide recommendations on options for EU engagement.

Step 3: The CMC is presented by the EEAS to the PSC. The PSC asks CIVCOM and the EUMC for advice on the CMC dependent on the nature of the proposed operation. The CMC is finalised and sent to the Council, through COREPER, for approval.

Strategic Phase

Step 4: The PSC tasks the Civilian Operations Commander to initiate operational planning and recruitment of the Head of Mission and his/her core team and to consider possible augmentees to CPCC for the conduct of the new mission. If the mission is military, the PSC identifies the future military Operational Headquarters and future Operation Commander, on the recommendation of EUMC.

Step 5: If, in particular circumstances, the CMC is not considered detailed enough to allow subsequent operational planning, the EUMS develops Military Strategic Options (MSO) for PSC on which EUMC and CIVCOM provide advice.

Step 6: With the assistance of relevant services in the EEAS and FPI, CPCC drafts the Council Decision for the PSC.

Adoption of the Council Decision/Operational Phase

¹⁶ Council Decisions replaced Council Joint Actions after the Lisbon Treaty. An example a recent Council Decision, on EUCAP NESTOR, can be found at Annex B.

Step 7: Based on the CMC and PSC tasking, the Civilian or Military Operations Commander prepares a draft Concept of Operations (CONOPS). The designated Head of Mission and his/her core team, as well as the relevant EEAS services, are associated with the CPCC planning team. A CPCC-led technical assessment mission (TAM) is established to develop the CONOPS. The CONOPS is presented to PSC who receive advice from EUMC and CIVCOM. When it is finalised, the PSC forwards the CONOPS to the Council, unless it has been previously authorised, to approve it directly.

Step 8: The civilian and military Operation Commanders prepare the draft Operation Plan (OPLAN) respectively, and the draft rules for the use of force and the rules of engagement, where applicable. For civilian planning, the Head of Mission and his/her core team is fully associated with this planning.

Step 9: The Council:

- a. approves the civilian and/or military OPLANS;
- b. adopts a Decision whereby it launches the CSDP mission and/or operation, based on the recommendation by military and/or civilian Operation Commanders, once all key preconditions are met, such as logistical requirements, adequate resources and an invitation from the host country government.

This Council Decision stipulates the date on which the mission/operation will start.

These procedures can be shortened or lengthened according to need. For example, the establishment of the Iraq ESDP/CSDP mission in 2004-2005 was preceded by a three-month Expert Team for Iraq. Conversely, the requirement to deploy the Aceh Monitoring Mission in time for the signing of the Helsinki peace agreement that ended the 30-year civil war in 2005 was so acute that the Technical Assessment Mission produced the OPLAN directly on the ground without a CONOPS and sent it to PSC.

The crisis management procedures have recently been reviewed by the EEAS. They allow for a fast track procedure whereby the CONOPS and OPLAN are merged into a single operational planning document.

An Overview of CSDP Operations

Since 1 January 2003, when ESDP went operational with EUPM in Bosnia and Herzegovina, the EU has launched 30 ESDP/CSDP operations - 22 civilian and 8 military. These have ranged from rule of law strengthening missions to peace implementation to counter-piracy and aviation security missions.

The mandates and remits of the ESDP/CSDP missions have far exceeded the four priority areas for civilian missions identified at the Feira European Council in 2000, namely: police; strengthening the rule of law; civil administration; and civil protection. A fifth priority (monitoring) was added subsequently.

The Council has agreed Civilian Headline Goals which are pursued with the aim of providing enough and rapidly deployable civilian expertise. However, the rapidly expanding remits of CSDP missions (aviation security, maritime capacity building and border assistance missions) present a challenge to the Member States in terms of sourcing appropriate civilian expertise.

The Missions

There are currently twelve civilian CSDP missions: on the EU's eastern flank (Georgia, Ukraine); southern flank (Libya, Sahel); elsewhere in Africa (Horn, DR Congo); in the Occupied Palestinian Territories; and one "out-of-area" mission (in Afghanistan). Functionally, the missions provide support in: security sector reform, especially policing and rule of law reform; border management; counter-piracy; counter-terrorism; and the fight against organised crime. There is one monitoring mission (in Georgia). Notable missions include:

- EUAM Ukraine: The newest civilian CSDP mission, launched in June 2014 in response to calls by the UK, Sweden and Poland, in a joint non-paper. The aim of this mission (of around 80 international staff) is to help stabilise Ukraine by supporting civilian security sector reform in Ukraine's police force and related parts of the legal system e.g. to ensure proper, democratic control; efficient management; and to give the police greater legitimacy in the community.
- EULEX Kosovo: A large-scale rule-of-law mission (with around 1,000 international staff) supporting effective policing and rule of law, and the EU's only mission with an executive mandate.
- EUPOL Afghanistan (around 280 international staff) which supports reform of the police and Interior Ministry and wider rule of law reforms. This mission is winding down towards a 2016 withdrawal.
- EUBAM Libya (about 100 international staff) which supports improvement in Libyan border security authorities - important for post-conflict reconstruction. A difficult security environment has meant a slow start and limited delivery for this mission.

As of September 2014, military CSDP missions were in Bosnia and Herzegovina, Central African Republic, Horn of Africa, Mali, and Somalia.

For the full list of missions and more detailed information, see Key Resources at [Annex B](#).

Conduct of Operations

The mandate (mission, objectives and tasks), chain of command and reporting lines for a mission are outlined in the Council Decision on a mission's establishment or extension.

The Head of Mission reports to the HR/VP.

A mission issues written reports on monthly and six monthly bases with special reports when required, to the Civilian Operations Commander who then distributes those reports to

the Member States and other Institutions as decided by the HR/VP. At the six-month point it is normal for a Head of Mission to brief the PSC with the Civilian Operations Commander and receive guidance.

On a daily basis, a mission interacts with CPCC. There is a “desk” for each mission containing EEAS staff, permanent and seconded. Additionally, a mission provides a Brussels Support Element that assists the mission and CPCC on technical issues, notably personnel.

CIVCOM undertake a watching brief over the missions on behalf of the PSC and Member States and are briefed by CPCC and CMPD. Mission staff are also invited to brief CIVCOM alongside CPCC on specific issues of interest or concern to the Member States.

Staffing of Civilian CSDP Missions

Prior to the launch of a civilian mission, the HR/VP or Civilian Operations Commander sends a letter to Member States asking for nominations for the Head of Mission position. A selection and interview process is then conducted by the EEAS. The Head of a civilian mission signs a one year extendable contract directly with FPI and is paid from the mission budget.

The remainder of the mission’s international personnel are divided into two categories: seconded and contracted. The majority are staff seconded from the Member States, EU Institutions or the EEAS. In practice these almost always come from the Member States. The seconding country pays their salaries and they draw a *per diem* allowance from the mission budget.¹⁷

Seconded staffs in the missions remain under the full command of the national authorities of the seconding Member State in accordance with national rules, or the EU institution concerned or the EEAS. Those authorities transfer Operational Control (OPCON) of their personnel, teams and units to the Head of Mission. All seconded staff in the field receive diplomatic immunities and privileges. All CSDP missions and operations are officially unaccompanied tours.

The contracted staff members are employed directly by the mission. Contracted staff normally work in the financial, logistical and administrative areas of a mission.

Staff are sought from Member States through “Calls for Contributions” issued by the Mission Support Unit of CPCC on behalf of the mission. They are also published on the CPCC portal of the EEAS website. Contracted staff positions are published on the mission’s own website as well. Missions also employ national staff from the host country. Crisis Response

¹⁷ In addition certain non-Member States, known as Third States have signed agreements with the EU on providing seconded staff to missions and are currently doing so or have done in the past. These are Angola, Canada, Iceland, New Zealand, Norway, Russia, Serbia, Switzerland, Turkey, Ukraine and the United States. The EU and the Third States form a ‘Committee of Contributors’ that keeps the Third States informed of mission progress and allows them to present feedback.

Teams (CRTs) also help to deploy staff to missions in the early stages, or when certain staff are required at short notice.

The EU has found it difficult to adequately staff its missions, especially in highly specialised positions. Although a Security Sector Reform pool has been formed and Crisis Response Teams exist on paper, provision of rapidly deployable expertise is an enduring challenge. The Civilian Headline Goal 2010 became outdated when the EU launched three CSDP missions in 2012, especially those for maritime capacity building and aviation security.

The UK Contribution to Civilian CSDP Missions

The UK has provided five Heads of Mission (one at AMIS EU Supporting Action Sudan 2004-2005, one at EUJUST LEX Iraq 2005-2009, and three at EUPOL COPPS 2006-2009). It provides the current Civilian Operations Commander.

The UK is placed seventh out of 28 Member States in terms of numbers of seconded staff to civilian CSDP missions, behind Germany, Netherlands, Poland, Sweden, France, and Finland. In July 2014 there were 83 UK staff deployed in civilian CSDP missions, making the EU the SU's largest multilateral client.

A final word on practicalities. As civilian CSDP missions can vary greatly, there is no standard UK guidance covering important issues such as mission structure, points of contact, line management, responsibilities, equipment provision, security assurances, and accommodation. UK staff preparing to deploy to a civilian CSDP mission should ensure that they have the relevant background information, including the main UK stakeholders in London and in-country, from the SU.

Annex 1: Numbers of UK Staff in Civilian CSDP Missions

| Mission | Area of work | International staff deployed (April 14) | UK staff* (83 in July 14) |
|--|------------------------|---|---------------------------|
| EULEX Kosovo | Policing / rule of law | 734 | 40 |
| EUMM Georgia | Monitoring mission | 250 | 19 |
| EUPOL Afghanistan | Policing / rule of law | 203 | 9 |
| EUAM Ukraine | Policing / rule of law | 80 (proj.) | ~10 (est.) |
| EUCAP NESTOR (Horn of Africa) | Counter-piracy | 61 | 4 |
| EUCAP Sahel Mali (yet to deploy) | CT / organised crime | 56 (proj.) | 1 |
| EUPOL COPPS (Occupied Palestinian Territories) | Policing / rule of law | 43 | 4 |
| EUBAM Libya | Border management | 42 | 2 |
| EUSEC DR Congo | Security sector reform | 41 | 3 |
| EUCAP Sahel Niger | CT / organised crime | 31 | 1 |
| EUPOL DR Congo | Policing / rule of law | 22 | 0 |
| EUBAM Rafah (Occupied Palestinian Territories) | Border management | 2 | 0 |

*As well as their contributions to common costs via the CFSP budget, Member States pay the salaries of the personnel that they second to civilian CSDP missions. The UK funds its secondees through the tri-departmental (FCO, DFID, MoD) Conflict Prevention Pool. The cost (borne by the sending Member State) of a secondee is in the order £100k a year.

Source: FCO (approximate figures as of August 2014)

Annex B: Key Resources

Compendium of Relevant EU CSDP Documents

- A. Treaty on the European Union (TEU) and Treaty on the Functioning of the European Union (TFEU) entered into force on 1 December 2009 (Lisbon Treaty)
- B. Council Decision 2010/427/EU of 26 July 2010 establishing the organization and functioning of the European External Action Service (EEAS)
- C. SG/HR Report on accelerated decision making and planning process for EU Rapid Response Operations (doc.7317/05, RESTREINT UE, dated 15 March 2005)
- D. EU Concept for Military Command and Control (doc. 10688/2/08, RESTREINT UE, dated 19 April 2010)
- E. EU Concept for Military Planning at the Political and Strategic level (doc. 10687/08, dated 16 June 2008)
- F. Berlin Plus arrangements, dated 17 March 2003
- G. Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management (doc.9919/07, RESTREINT UE, dated 18 June 2007) Council Decision 2008/298/CFSP of 7 April 2008 amending Decision 2001/80/CFSP on the establishment of the Military Staff of the European Union (EUMS)
- H. General Secretariat of the Council Staff Note 38/10 of 15 April 2010 establishing the Crisis Management and Planning Directorate (CMPD), based on Council Conclusions on ESDP of 17 November 2009
- I. Policy of the European Union on the security of personnel deployed outside the EU in an operational capacity under Title V of the Treaty of the European Union (Doc. 9490/06, dated 29 May 2006) ("Field Security Policy")
- J. EU Strategic Framework and Action Plan on Human Rights and Democracy of June 2012 (11855/12)
- K. Mainstreaming Human Rights into ESDP (11936/4/06), Lessons and best practices document 17138/1/10
- L. Package of three draft concepts containing standard training elements on Human Rights, Gender and Child Protection in the context of CSDP (doc. 17209/10)
- M. Suggestions for crisis management procedures for CSDP crisis management operations (doc. 7660/13)
- N. Council Conclusions on the EU's Comprehensive Approach, 12 May 2014:
http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/EN/foraff/142552.pdf

List of EUSRs: http://eeas.europa.eu/policies/eu-special-representatives/index_en.htm

EEAS Organisational Chart: http://eeas.europa.eu/background/docs/organisation_en.pdf

Council Decision on EUCAP NESTOR:

http://www.eeas.europa.eu/csdp/missions-and-operations/eucap-nestor/index_en.htm

Ongoing CSDP Missions and Operations:

<http://www.eeas.europa.eu/csdp/missions-and-operations/>