

EUROPEAN EXTERNAL ACTION SERVICE



**Crisis Management and Planning
Directorate - CMPD**

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NOTE

From: Crisis Management and Planning Directorate (CMPD)
To: Political and Security Committee

Subject: Draft CivCom Advice on the Strategic Review of EUBAM Libya

Delegations will find enclosed the EEAS document 01570/14.

A. Introduction

1. PSC invited CIVCOM on 28 May to provide an advice on the Strategic Review of EUBAM Libya (doc. 9552/14, dated 6 May 2014).
2. In its meeting on 2 June 2014, CIVCOM had an orientation discussion with a view to providing an advice on the Strategic Review.
3. On 10, 18 June, 18 and 23 July 2014, CIVCOM discussed and agreed the following advice:

B. Considerations

4. CIVCOM welcomed the Strategic Review of EUBAM Libya and endorsed its analysis and its main focus.

C. Situation

5. CIVCOM noted the turbulent and dynamic political and security situation in Libya which has occurred during the reporting period. CIVCOM highlighted the importance of monitoring the situation and its impact on the mission's mandate, and, in close coordination with the EU Delegation, to provide reporting in order to achieve adequate early warning and enable better mission effectiveness.
6. CIVCOM stressed the importance of providing security for mission personnel which strikes the right balance between mitigating risk and allowing mission personnel to carry out their duties effectively. CIVCOM agreed the need to consider alternate solutions to security provision also following a horizontal debate on the provision of security in civilian CSDP missions. CIVCOM underlined the requirement for operational planning to update existing evacuation and contingency plans to reflect the deteriorating security situation and current HQ relocation to the Peacock Compound, and to inform CIVCOM subsequently.

7. CIVCOM agreed that the many serious challenges facing the mission in the remainder of its current mandate require a focus on identifiable and achievable deliverables, over the next 6 and 12 months, as a basis for future effort in any subsequent mandate, to be conducted at both the operational and strategic levels, as appropriate, and that long-term mission success is especially dependent on a sustainable political transition.
8. CIVCOM stressed that the number of personnel in the mission might need to be adjusted in response to the situation and Libyan capacities. A final decision on the authorized ceiling will be taken during the operational planning stage and should contain an element of flexibility in order to expand or contract as required.
9. CIVCOM noted the reassessment of the main planning assumptions and agreed the need for the EU Special Envoy and EU Delegation in Tripoli to engage with the relevant Libyan authorities to reinforce Libyan commitment and preparedness to cooperate with the CSDP mission. In this regard, CIVCOM further notes the lack of progress in concluding a SOMA and the negative repercussions this has had on operational activities. CIVCOM agreed the need for the EU Delegation in Tripoli to apply pressure on the Libyan authorities to secure a Unilateral Declaration with the possibility to use the signing of a SOMA as a further indication of Libyan ownership.
10. CIVCOM noted the importance of, and need for, a comprehensive approach particularly with regard to other international partners. In this regard, CIVCOM highlighted the requirement for continued close coordination by EUBAM Libya with the new EU Special Envoy to Libya, EU Delegation, JHAs, UNSMIL and other key partners, including the USA. CIVCOM further noted that this coordination effort should also focus on related bilateral activities of EU Member States.

D. Mission assessment & way ahead

11. CIVCOM acknowledged that the situation in Libya has made it difficult for the mission to make discernible impact and that the tempo of operations has not matched MS initial expectations.

Nonetheless, CIVCOM welcomed the initial progress being achieved in some areas, notably with Libyan customs, maritime coastguard and at Tripoli and Sebha airports. CIVCOM stressed that, whilst capacity must be delivered in all 3 environmental domains as highlighted in the Strategic Review, the mission should continue to focus on those activities which are most likely to produce tangible results and progress against the mandate in the short and medium term.

12. CIVCOM underlined the need for operational planning to develop further training and mentoring capacity on the basis of training needs assessments; an emphasis on train the trainer activities; and in line with Libyan absorption capacities and Libyan identified needs. CIVCOM noted that consideration should also be given to further develop training opportunities outside of Libya.
13. CIVCOM noted that visibility is an issue requiring increased engagement by EUBAM Libya in full complementarity with the EU Special Envoy, EU Delegation and EU HoMs in Tripoli, and welcomed current endeavours in this regard.
14. CIVCOM endorsed the concept of pilot projects¹ and training opportunities as articulated in the Strategic Review and agrees that operational planning should focus, in detail, on developing prioritized options for their implementation as quickly as possible, including on land borders, civilian ports, maritime Search and Rescue and blue border capacities.
15. CIVCOM considers that the mission's initial progress in the domains of maritime and air borders should be exploited, and work on developing land border capabilities should also be more vigorously pursued as one of the key priorities. The synergistic potential of working with partners on pilot projects supporting Libyan land border security and operations should also be examined. Such opportunities could provide the much-needed link into the land border authorities and offer relatively low risk progress.

¹ Pilot projects include capacity delivery at a Land BCP, civilian port, central or regional airport and support to Concept BISON (See Strategic Review paragraph 94).

16. CIVCOM stressed the fundamental importance of the OPLAN in moving forward the concrete deliverables such as pilot projects identified in the Strategic Review.
17. CIVCOM noted the potential benefits of employing military expertise to allow the mission to have greater engagement with Libyan military land border guard counterparts, including through increased use of the security adviser and SSR adviser currently attached to the EU Delegation in Tripoli.
18. CIVCOM considered that the focus of activity in the remaining mandate should be at the operational level, but agreed that efforts must also continue at the strategic level to lay the necessary foundations for developing a Libyan IBM strategy in the longer term, as political conditions allow. CIVCOM also underlined the need for the OPLAN to develop options to further identify specialist embedded advisers to help steer the Libyan authorities in developing IBM capacity and conceptual thinking.
19. CIVCOM noted the importance of engagement with senior Libyan IBM authorities both directly and through the BMWG and in developing regional engagement through the Tripoli Action Plan and coordination with other CSDP missions in the region². CIVCOM noted the importance of engagement with local authorities and communities, taking into account political considerations as necessary.
20. CIVCOM welcomed the cooperation established between EUBAM Libya and EUCAP SAHEL Niger and underlined the importance of coordination and cooperation among CSDP actions in the Sahel Region and in the neighbouring countries in order to enhance the regional impact of overall CSDP action. CIVCOM also stressed the importance of continued cooperation and coordination between the Mission and other EU instruments working in the security domain.
21. CIVCOM welcomed the potential opportunity to develop regional engagement between the Libyan and Tunisian authorities recognising that this initiative requires political endorsement by the Libyan and Tunisian authorities. The development of the potential engagement will be discussed based on an options paper to be distributed by the EEAS and its outcome will feed into the OPLAN.

² i.e. EUCAP Sahel Niger, EUCAP Sahel Mali and EUTM Mali.

E. Recommendations

22. Considering the above, CIVCOM recommended that:

- EUBAM Libya should continue with its core tasks and activities as proposed in the Strategic Review and that these must be reflected in sufficient detail in the OPLAN and reinforced by an appropriate roadmap to be corroborated through timely operational reports;
- Consideration in principle to extend the mandate of EUBAM Libya for a further 2 years from May 2015, with an Interim Strategic Review to be presented in early 2015.

That PSC take note of this advice and endorse its recommendations.
