



Council of the  
European Union

**Brussels, 16 October 2017  
(OR. en)**

**13258/17**

**LIMITE**

**COPS 315  
CIVCOM 193  
CFSP/PESC 874  
CSDP/PSDC 554**

**COVER NOTE**

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**From:** European External Action Service (EEAS)  
**To:** Political and Security Committee (PSC)  
**Subject:** Priorities for civilian crisis management

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Delegations will find attached document EEAS(2017) 1281.

Encl.: EEAS(2017) 1281

**EEAS(2017) 1281**  
*Limited*

EUROPEAN EXTERNAL ACTION SERVICE



Crisis Management and Planning Directorate

**Working document of the European External Action Service**

**of 13/10/2017**

<b>EEAS Reference</b>	<b>EEAS(2017) 1281</b>
<b>Distribution marking</b>	<i>Limited</i>
<b>To [and/or GSC distribution acronyms]</b>	<b>CIVCOM, COPS, CFSP/PESC, CSDP/PSDC</b>
<b>Title / Subject</b>	<b>Priorities for civilian crisis management</b>
<b>[Ref. prev. doc.]</b>	

Delegations will find attached the document "Priorities for civilian crisis management".

**Priorities for civilian crisis management**

## **Introduction**

1. In the context of the implementation of the EU Global Strategy on Foreign and Security Policy in the area of security and defence, in its Conclusions of November 2016 and March and May 2017, the Council asked for a review of the priority areas for civilian crisis management, which were initially defined in Feira in 2000<sup>1</sup>. The Council also asked to delineate, in line with the new EU Level of Ambition, the possible contribution of civilian crisis management in tackling the security challenges that the EU faces. This should serve as a basis to develop concrete proposals in order to meet the key requirements for civilian capabilities.

## **Strategic framework**

2. The Council has highlighted that civilian missions can provide an essential contribution to all three strategic priorities identified in the civilian/military **Level of Ambition of November 2016**<sup>2</sup>, namely to respond to external conflicts and crises, to build the capacities of partners, and to protect the EU and its citizens. It should be noted that these priorities can be mutually reinforcing: when we enhance the capacity of our partners, there will be fewer crises that local authorities cannot handle themselves and, consequently, we will also be protecting the Union.
3. In May 2017, the Council underlined the need to enhance the contribution of civilian crisis management to the wider EU response to **current and future security challenges**, including ‘irregular migration, hybrid threats, cyber security, terrorism, radicalisation, organised crime, border management and maritime security.’<sup>3</sup> These key challenges for the EU are tackled by a mix of EU instruments, which could include CSDP.
4. Responding to external conflicts and crises, civilian CSDP missions are deployed as an essential part of **a wider and integrated effort of the EU** and the international community at

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<sup>1</sup> The following four priorities were identified by the European Council in Feira in 2000: police, strengthening the rule of law, strengthening civilian administration and civil protection.

<sup>2</sup> Doc. 14149/16 ANNEX, paragraph 3.

<sup>3</sup> Doc 09178/17 ANNEX, paragraph 8, first indent.

large. As part of these efforts, CSDP missions provide an operational and visible contribution based, in essence, on expertise provided by the Member States. Increasingly, the local expertise and knowledge gained by the missions is put at the disposal of other EU actors who are engaging in the countries or regions concerned.

5. The objective of addressing current and future threats is clearly underpinned by the dedicated funding of the EU CFSP budget, which ensures the necessary means and assets for civilian CSDP missions to implement their mandates.

### **Current areas of civilian CSDP Missions**

6. Over the years, three out of four original Feira priorities – **strengthening the police, rule of law and civil administration** – have been effectively translated into a range of civilian missions. Since 2003, 21 civilian missions have been launched of which 9 remain operational today, and a new mission in Iraq that will be launched shortly. In May 2017, the Council confirmed that these tasks will remain ‘at the core of civilian CSDP’ – thus confirming that these three main areas established in Feira remain valid. The fourth – civil protection – is no longer pursued primarily through CSDP, as it is covered by other EU instruments. It should be noted that over the years also monitoring capacities, support to the EUSRs, Security Sector Reform (SSR) and disarmament, demobilisation and reintegration (DDR) were added to the priority areas.
7. The Council adopted in November 2016 **a list of types of missions and operations** which includes the kind of civilian missions the EU would need to be able to undertake:
  - "civilian rapid response;
  - substitution/executive civilian missions;
  - and civilian capacity building and security sector reform missions (monitoring, mentoring and advising, training) inter alia on police, rule of law, border management, counter-terrorism, resilience, response to hybrid threats, and civil administration, as well as civilian monitoring missions".<sup>4</sup>

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<sup>4</sup> Council Note ref 14392/16 of 14 November 2016.

8. The EU's integrated approach to a conflict or crisis aims at coherently and effectively using different instruments, including CSDP. As CSDP missions require the political backing of all Member States, they reflect the political intent and commitment of the EU and have a clear EU identity, thus enhancing their ability to exercise influence and leverage on a given situation. The **added value** of civilian CSDP missions also lies in their ability to do what other instruments in the EU toolbox cannot. Civilian missions can be deployed quickly to provide a presence on the ground and they can therefore serve as a host for other EU actors to access the crisis area within a short timeframe. CSDP also has a clear chain of command and is therefore appropriate for use in environments with a higher security risk. Additionally, by using CSDP the EU employs well-trained, experienced and vetted professionals provided by their Member States, thus increasing legitimacy. Finally, civilian missions are a flexible instrument which can be adapted to different situations. In this context, also the possibility to accommodate military, police and civilian expertise within civilian CSDP missions, as is the case in EUMM Georgia, should be highlighted.
  
9. CSDP missions can provide an effective contribution along the various phases of the conflict cycle. In particular in **conflict prevention and post-conflict scenarios**, civilian CSDP missions can be suitable instruments. For instance, EUMM Georgia was deployed very quickly as part of addressing the immediate post-conflict phase there in 2008. It has in the meantime effectively developed into a conflict prevention mission. It will be important to consider the deployment of civilian missions also more strategically, often as part of a longer term approach to a country or region. This should also help inform a more effective overarching strategic communication policy for all CSDP missions and operations.

**Potential future areas of civilian CSDP missions**

10. The Level of Ambition, and the Global Strategy itself, highlight the importance of further **enhancing the capacity and resilience of partners** as a key priority, also for civilian CSDP missions. The majority of civilian CSDP missions deployed today have mandates that are focused on capacity building through advising and training. The most recent example being EUAM Iraq which will assist the Iraqi authorities in implementing the Iraqi security strategy.
11. Though EULEX Kosovo is currently the only civilian CSDP mission which mandate includes executive tasks, the option of **executive missions** remains open upon request of the host nation or with the relevant UN Security Council mandate. Executive functions could include provision of operational support within specific law enforcement areas, such as public order or criminal intelligence and investigations, and should be designed in close coordination with relevant actors. Executive missions would, as all CSDP Missions, be set-up with a clearly defined mandate, timeline, and desired-end state.
12. Bearing in mind all of the above, and as part of a wider EU response, civilian CSDP missions should follow a functional approach and could potentially support local actors to address:
  - a) **irregular migration and its security-related challenges**, for example by supporting local authorities to enhance the functioning (efficiency, accountability, etc.) of their existing structures, through advice and providing training. The presence of a civilian mission can also help to increase the EU's overall situational awareness in this regard. Best practices from existing arrangements between Freedom Security and Justice (FSJ) actors and their CSDP counterparts (for example in EUBAM Libya<sup>5</sup>) might be rolled out to existing and future CSDP missions and operations. Civilian CSDP missions have

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<sup>5</sup> EUBAM Libya and the EBCGA have jointly designed the law enforcement training curriculum for ENFM Sophia's training of the Libyan coastguard and navy. In addition, the EBCGA has provided a tailored application for situation monitoring purposes to EUBAM Libya which enhances the mission's capacity to collect information, map events and analyse border activities. Cooperation with the EBCGA has been further enhanced through associating an EBCGA Expert with EUBAM Libya since mid-May 2017. From July 2017 Europol has provided an associated officer to EUBAM Libya to enhance cooperation, advising on international police cooperation and information exchange mechanisms.

already started working on tackling these challenges. For example, in July 2015, a fifth line of operation was added to EUCAP Sahel Niger's mandate to support the security forces' capability to better control migration flows and to combat irregular migration and associated criminal activity more effectively. This line was added in parallel to the creation of a Field Office in Agadez against the background of unprecedented migratory flows into the EU. Other examples include the cooperation with Europol and the European Border and Coast Guard Agency (EBCGA) in various mission areas (Mali, Niger, Libya), or the more longstanding cooperation of EULEX Kosovo with EU agencies.

- b) **hybrid threats and cyber security**, by helping local authorities to build capacities, analyse regional hybrid threats and enhance the resilience of the host state as part of a wider effort to reduce vulnerabilities. Civilian CSDP missions can contribute to a broader EU response to help local authorities in their fight against transnational organised crime including possibly cybercrime (see also d) below). CSDP efforts in this area may also require expertise in the protection of infrastructure and on strategic communications – both within the missions themselves and to provide advice to the host country (though this may require different job profiles). Following a new cyber security framework contract that was recently established for the European Institutions, EUAM Ukraine has an allocated budget on cyber security and is currently working on setting up a cyber security management system to build local resilience as well as increasing the mission's.
- c) **countering terrorism and radicalisation**. Civilian CSDP missions can be utilised in the gathering of information and by supporting the host nation, both for preventive measures and following an incident, for example by providing advice and training to local authorities to enhance their competences and to improve coordination between the actors involved. This could also cover anti-money laundering/countering terrorist financing. Additionally, CSDP missions could increase the efforts in assessing local impact of social media channels and where relevant share information with dedicated EU agencies. Though efforts of civilian CSDP missions are currently limited, the

civilian mission in Mali strengthened its support to the Malian authorities in the areas of counter-terrorism, organised crime, as well as control of border areas and irregular migration.

- d) **organised crime**, by providing advice and training to local authorities to enhance the effectiveness of security forces, law enforcement and rule of law, and advising on international judicial cooperation in criminal matters with a view to facilitate judicial cooperation with EU practitioners. Civilian missions could help to collect and share information, for example through the so-called Crime Information Cells to be set-up in the future, within the scope of their mandate and subject to appropriate arrangements. The Mission in Mali, when monitoring the deteriorating security situation in the central parts of the country, advised and assisted the local authorities in creating a security strategy for the Mopti and Segou region (PSIRC). Once the strategy was drafted, the mission created a task force that is now advising local authorities regarding its implementation, on location in the region. This is another example where a mission can be instrumental by introducing preventive measures.
- e) **border management**, by advising and training local authorities on the development of national strategies and enhancing the effectiveness of the involved services. Contributing to the improvement of border management in third countries can potentially help to tackle interlinked challenges. It follows that in terms of capability priorities, besides police experienced in public order, crime investigation, etc., there is an identified requirement for experts in customs and border management, as is the case in the Missions in the Sahel, where border management is a specific challenge because of the geographical area, Palestine and Libya.
- f) **maritime security**, by providing support to the development of maritime law enforcement capacity, which can also have a positive impact on a range of security challenges by denying opportunities and impunity to smuggling networks and piracy networks. One Mission focusing specifically on maritime security is EUCAP Somalia. EUCAP Somalia is a capacity building Mission, supporting the development of



maritime civilian law enforcement related policy and legislative and institutional frameworks. It also delivers capacity building activities to maritime civilian law enforcement agencies

For all the points mentioned above, closer cooperation with relevant FSJ actors, such as Europol, the EBCGA and Eurojust, is of key importance and being actively pursued<sup>6</sup>.

13. In various theatres, civilian missions interact closely with the military. Such actors can be military CSDP missions (Mali, Somalia), other international players (the UN, NATO, the African Union – e.g. in Mali, Afghanistan, Kosovo and Somalia), or national forces with a military status but implementing tasks of a civilian nature. Police forces with a military status – such as the Eurogendfor – are by their very nature a prime example of **civ-mil interaction**. Such interaction is now also reinforced at HQ level through the creation of the MPCC (Military Planning and Conduct Capability) and the JSCC (Joint Support Coordination Cell). Civilian/military cooperation can be an important way of further developing capacities available to civilian missions, as armed forces may have capabilities (beyond national guard and gendarmerie, these can include maritime security/coast guard, defence reform, cyber) which can also be of use for civilian CSDP missions. In this regard, regular cooperation between civilian CSDP missions and Eurogendfor is taking place, for example EUAM Ukraine and Eurogendfor jointly delivered a train-the-trainers course in 2016. Additionally, the increasingly hybrid nature of the threat landscape in which our missions operate requires a flexible and targeted set-up of CSDP Missions. The option of civilian and military CSDP missions being deployed with interlinking mandates is already being developed for some regions – from the strategic planning, operational planning, and conduct to the strategic reviews.
  
14. The mandate of a civilian CSDP mission will always be designed on the basis of EU objectives and the local situation and circumstances. As local ownership and buy-in are key principles, missions need to be designed taking into consideration local needs. In this regard,

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<sup>6</sup> Ongoing discussion on Council non-paper WK 9396/2017 REV1.

other EU instruments could be of use as well. To make the work of civilian missions sustainable, capacity building is often a key task for missions. In this context, civilian CSDP missions have **project cells** available that can, within the existing CFSP budget, assist in providing equipment to the relevant security services of the partner country, including training on its use. This does not only add to the sustainability of the efforts of the civilian missions, it also contributes to identifying needs and assists in local project coordination. Additionally, in light of the integrated approach, civilian missions have increasingly played a role in the implementation of EU funded projects. For example, EUAM Ukraine is supporting the implementation and planning of a project under the Instrument contributing to Stability and Peace. Finally, the **cross-cutting importance of integrating expertise in human rights and gender**, also in the wider context of SSR, should be fully taken into account from the planning phase onwards.

**Key requirements for civilian capabilities**

15. Finally, two further aspects should be factored into the planning phase of missions: the **cross-cutting importance of integrating expertise in human rights and gender, in the wider context of SSR, and the protection of cultural heritage.**
  
16. Addressing the **generic requirements and staffing needs** for civilian missions, i.e. those capacities needed in each mission, notably in the mission support area, will continue in the separate work strand of force generation. It must be underlined that shortages in staffing persist in the mission support areas whereas they are of key importance to get missions up and running.
  
17. The persisting capability gaps in the civilian missions were also noted by the Council in May as a priority issue to be addressed. Rather than a lack of capabilities within Europe, there is often **a lack of availability** of these capabilities, for reasons which may have to do with domestic prioritisation, or lack of familiarity with civilian CSDP. A renewed effort is therefore needed at EU-level and at national level to mobilise the necessary resources.
  
18. The availability is also affected **by language requirements.** Language training is particularly relevant to ensure that experts deployed have adequate knowledge of the common mission language, such as the need for a sufficient knowledge of French in the Sahel region. In addition, further knowledge of the host country's language, where possible, is priceless in building confidence with the local authorities.

**Recommendations and actions**

19. To maximise the effectiveness of civilian missions, work should continue on **enhancing synergies** and links to the work on building resilience, the nexus between internal and external security, and the integrated approach to conflicts and crises. In particular, the cooperation between CSDP and FSJ actors is important, not only increasingly in the design of CSDP mandates but also in the generation and flexible use of scarce national capacities.
20. To enable civilian CSDP missions to contribute across the three strategic priorities of the EU Level of Ambition and to help tackle new and longstanding security challenges, work should continue to identify in more detail the civilian capability requirements and their synchronisation to other CSDP activities:
- on the basis of the current and future security challenges, a matrix of current and potential future activities and tasks for civilian CSDP should be developed;
  - the specialised expertise and skills required to implement such tasks should be listed and corresponding generic job descriptions developed;
  - subsequently, taking into consideration available resources of Member States and FSJ actors, the potential gaps in the required capabilities to deliver on these tasks should be determined and eventually filled by different appropriate means;
  - and translating these requirements into training activities including as regards language requirements.
21. The updated capability requirements which should result from this review should enable follow-on work together with Member States on how to improve the (rapid) availability of such capabilities. It is complementary to the ongoing work to reinforce the **responsiveness** of civilian CSDP missions.

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