

CIVILIAN CSDP MISSIONS AS EUROPEAN UNION'S RESPONSE TO INTERNATIONAL CRISES: SELECTED ASPECTS OF CRISIS MANAGEMENT

MIROSLAW LIPKA*

ABSTRACT

This article provides an overview of EU Common Security and Defence Policy (CSDP) missions' crisis management achievements and challenges since 2003, in connection with the European External Action Service (EEAS), the Civilian Planning and Conduct Capability (CPCC) Directorate, and their respective roles. The analysis describes and evaluates the changes in the overall political and security context and the EU's approach, suggesting some of the consequences in the launch and implementation of civilian CSDP Missions. The article also discusses the evolution of the EU's integrated approach to external conflict and crises, and its cooperation with other security actors. The concluding remarks compare achievements and shortcomings of ongoing missions against their mandates and objectives, outlining some selected EU initiatives which aim at improving the EU's performance in crisis management situations.

* Capt. Mirosław Lipka, M.A., Higher Business School in Dabrowa Gornicza, Dąbrowa Górnicza, Poland; correspondence address: ul. Ciepłaka 1 c, 41-300 Dąbrowa Górnicza, Poland; email: Miroslaw.LIPKA@eeas.europa.eu

ARTICLE INFO

Article history

Received: 16.11.2020 Accepted: 18.06.2021

Keywords

CSDP, EEAS, CPCC, EU civilian CSDP missions, crisis management

INTRODUCTION¹

Fragile political and security institutions mark many of the countries or regions to which the EU deploys, and EU civilian and military personnel are susceptible to armed terrorist attacks and hostile operating environments that require stronger measures to guarantee the security of the mission staff environments. The EU's integrated approach to external conflict and crises activates EU, UN, NATO, and OSCE as prominent global providers of integrated conflict prevention and peacebuilding interventions. In a crisis, high-level coordination between external action and Justice and Home Affairs (JHA) policies is crucial in the fight against terrorism and organised crime. The EU needs larger capacity to merge all necessary civilian resources to deal with crisis and post-crisis phenomena. Further, the socio-economic impact of COVID-19 pandemic will be significant in many countries, especially those influenced by conflict or crisis, including much scantier resources available for reconstruction, stabilisation, and SSR activities. Insufficient resources for the costly reforms to meet the demands of the host state will likely trigger a new crisis. Moreover, the severe international economic crisis will drastically reduce the international community's funds. Adapting to the changing environment and addressing unpredictable challenges frequently requires the effective use of all available tools to anticipate the changes. In a fast changing political and security environment, comprehensive crisis response and ability to adopt become indispensable. The challenges coming from different parts of the globe, especially those which can effect Europe, and EU in particular, are mainly related to irregular migration, terrorism, hybrid threats and cyber security, organised crime, border management,

¹ The paper has been submitted to the conference LIV CICA – XV Security Forum Krakow 2020 that took place on 7–8 October 2020 at University of Public and Individual Security “Apeiron” in Krakow.

and radicalisation. To be fully prepared to deal with the demanding change successfully, one has to build the ability to react immediately and accordingly.

1. THE INSTITUTIONAL FRAMEWORK

The European Union's leading role in peacekeeping operations, in conflict prevention, and in the strengthening of the international security finds its roots in the Common Security and Defence Policy (CSDP), which is an integral part of the Common Foreign and Security Policy (CFSP).² The Lisbon Treaty also allowed for the creation of the European External Action Service (EEAS) under the authority of the High Representative of the Union for Foreign Affairs and Security Policy/Vice-President of the European Commission (HR/VP). The two distinct functions of the post give the HR/VP the possibility to bring all the necessary EU assets together and to apply a "comprehensive approach" to EU crisis management.³ The EEAS is an EU diplomatic service, whose aim is to ensure that the EU's foreign policy is more coherent and effective, and that the EU's role in the world increases. Thus, the EEAS is responsible for the EU's diplomatic relations with non-EU countries and conducts the EU's foreign and security policy. One of the main tasks of the EEAS is therefore to ensure security within the framework of the CSDP. In August 2007 under the authority of the HR/VP, and under the political guidance of the Political and Security Committee (PSC), the Civilian Planning and Conduct Capability (CPCC) was established, immediately after the approval by the Council of the EU of the document *Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management*. It sets out the functions, roles and responsibilities of the Civilian Operations Commander (CivOpsCdr), who exercises command and control at strategic level for the planning and conduct of all civilian CSDP Missions under the political control and strategic direction of the PSC. CivOpsCdr is the overall commander of all civilian Heads of mission and reports directly to the HR/VP, and through

² Article 42 (ex Article 17 TEU), *Official Journal of the European Union, Consolidated Versions of the Treaty on European Union and the Treaty on the Functioning of the European Union*, 2008/C 115/01, 9 May 2008.

³ *Shaping of a Common Security and Defence Policy*, #EEAS10 2011–2021 European Union – External Action Service, 8 July 2016, https://eeas.europa.eu/topics/crisis-response/5388/shaping-common-security-and-defence-policy_en (accessed: 13.11.2020).

him, to the Council.⁴ The CPCC is the EEAS Directorate, serving as the Operational Headquarters for the civilian CSDP Missions.

1.1 THE FEIRA COUNCIL PRIORITIES

The Portuguese city of Santa Maria da Feira is considered the birthplace of the EU's civilian crisis management capabilities.⁵ Back in 2000, at a time when the European Security and Defence Policy (ESDP) of the EU was being framed, based on the lessons learned from the Balkan wars, the Feira European Council identified four priority areas for civilian crisis management: the police (specific targets on police capabilities); strengthening the rule of law (re-establishment of a judicial and penal system); strengthening civilian administration (improving the selection, training and deployment of civil administration experts for duties in the re-establishment of collapsed administrative systems); and civil/social protection.⁶ In practice, this means that third states can benefit from the knowledge and expertise of legal and police experts as well as border and customs professionals from the EU, who can help them improve their law enforcement capacities, border management, anti-corruption, and training capabilities.

Civilian CSDP Missions are established by a decision of the Council of the EU (the Council), primarily following an invitation by host states/governments or a UN Security Council resolution. So far, all of them (with

⁴ Stabilisation Unit, *Working in European Union Common Security and Defence Policy Missions*, October 2014, https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/765510/employee-guide-series-eucsdp.pdf (accessed: 15.10.2020); also: Council of the European Union, *Draft Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management*, 9919/07, 1 February 2008, <https://register.consilium.europa.eu/doc/srv?l=EN&f=ST%209919%202007%20EXT%202> (accessed: 30.10.2020).

⁵ T. Laçi, *The Civilian CSDP Compact, A stronger EU footprint in a connected, complex, contested world* (briefing), European Parliament Think Tank, PE 630.295 – March 2019, [https://www.europarl.europa.eu/RegData/etudes/BRIE/2018/630295/EPRS_BRI\(2018\)630295_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/BRIE/2018/630295/EPRS_BRI(2018)630295_EN.pdf) (accessed: 1.11.2020).

⁶ Santa Maria Da Feira European Council, *Conclusions Of The Presidency*, 19–20 June 2000, https://www.europarl.europa.eu/summits/fei1_en.htm, http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/ec/00200-r1.en0.htm (accessed: 1.11.2020).

the exception of EULEX Kosovo) have been established on the legal basis of the host state's invitation/consent.⁷

The funds come from the CFSP budget, and Member States (MS) contribute only through secondment of staff.⁸

1.2 THE EU GLOBAL STRATEGY

The 2016 EU Global Strategy on Foreign and Security Policy adopted on 28 June 2016, in short called the European Union Global Strategy (EUGS), as well as subsequent Council Conclusions from November 2016,⁹ outlined core tasks and strategic priorities for the EU. Foreign ministers at the Foreign Affairs Council (FAC) in November 2016 had a joint session with defence ministers on the Implementation Plan on Security and Defence (IPSD) under the EU Global Strategy. The Council adopted conclusions setting out the Level of Ambition 2016 and the way forward on the future development of EU security and defence policy:

- Responding to external conflicts and crises (crisis management) – it covers the full range of CSDP tasks in civilian and military crisis management outside the Union with the aim to enhance the EU's awareness and responsiveness in all phases of the conflict cycle, including conflict prevention. The EU's ambition remains to be able to respond with rapid and decisive action through the whole spectrum of crisis management tasks covered by Article 43 of the TEU.
- Building capacities of partners (capacity building) – it is the objective of CSDP Missions or operations with tasks in training, advice, and/or mentoring within the security sector. The aim is to strengthen CSDP's ability to contribute more systematically to the resilience and stabilisation of partner countries recovering from or threatened by conflict or instability.
- Protecting the EU and its citizens (internal-external security nexus) – it covers the contribution that the EU and its MS can make from a security and defence perspective, notably through CSDP in line with the Treaty,

⁷ European Union Institute for Security Studies, *CSDP in action. What contribution to international security?*, "Chaillot Papers", May 2015, no. 134, https://www.iss.europa.eu/sites/default/files/EUISSFiles/Chaillot_134_CSDP_missions.pdf (accessed: 11.11.2020).

⁸ T. Lađić, *The Civilian...*, *op. cit.*

⁹ Council of the European Union, *Council conclusions on implementing the EU Global Strategy in the area of Security and Defence*, 14149/16, 14 November 2016, https://eeas.europa.eu/sites/default/files/eugs_review_web_0.pdf (accessed: 1.11.2020).

to tackle challenges and threats that have an impact on the security of the Union and its citizens.¹⁰

1.3 THE DEVELOPMENT OF FEIRA COUNCIL PRIORITIES

The review of the priority areas defined at the 2000 Feira European Council was reaffirmed by the Council in its Conclusions of November 2016, March 2017, and May 2017, in order to “better respond to current and future security challenges related inter alia to irregular migration, hybrid threats, cyber terrorism, radicalisation, organised crime and border management”.¹¹ In May 2017, 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, namely to respond to external conflicts and crises; to build the capacities of partners; and to protect the EU and its citizens. It also underlined the need to enhance the contribution of civilian crisis management to the wider EU response to current and future security challenges.

The mix of EU instruments, which could include CSDP, tackle key challenges for the EU such as irregular migration, hybrid threats, cyber security, terrorism, radicalisation, organised crime, border management, and maritime security.¹² While previously civilian CSDP Missions were focused mainly on capacity building, the mentioned changes made them more intertwined with internal security activities, thus enhancing the central role of the Commission's Directorate-General for Migration and Home Affairs (DG Home) and other agencies.

1.4 THE CIVILIAN CSDP COMPACT

After the Council adoption of the EUGS in June 2016, the Implementation Plan on Security and Defence in November 2016, the resumption of EU defence cooperation through Permanent Structured Cooperation

¹⁰ *Ibidem.*

¹¹ European Union Institute for Security Studies, *Recasting EU civilian crisis management*, “Reports”, January 2017, no. 31, https://www.iss.europa.eu/sites/default/files/EUISSFiles/Report_31.pdf (accessed: 30.10.2020); see also Council of the European Union, *Priorities for civilian crisis management*, 13258/17, 16 October 2017, <https://www.statewatch.org/media/documents/news/2017/oct/eu-eeas-civilian-crisis-priorities-13258-17.pdf> (accessed: 28.10.2020).

¹² *Ibidem.*

(PESCO)¹³ and the creation of an European Defence Fund (EDF)¹⁴ on 19 November 2018 the Council conclusions formally established a Civilian CSDP Compact with a double aim: on the one side to reform civilian CSDP, on the other to establish strategic crisis management as part of the integrated approach. The goal of the Civilian Compact is to revitalise civilian CSDP by making it more agile in terms of deployment, flexible in terms of adaptability to unpredictable circumstances, and better equipped in terms of resources.¹⁵ More specifically, the aspiration of the Civilian CSDP Compact is to make civilian CSDP more effective, flexible and responsive. It contains 22 political commitments to reinforce the EU capacity to deploy civilian expertise in a joint effort between EEAS, the Commission and especially the member states. Key commitments include: to develop the ability to launch a new mission of up to 200 personnel in any area of operation within 30 days after a Council decision, with all the necessary equipment provided by the Strategic Warehouse; to promote and encourage swifter operational decision-making for civilian missions; to develop continuous capabilities; and to intensify cooperation with: JHA actors, international organisations such as the UN, NATO, OSCE, and with partner countries.¹⁶ The MS

¹³ The PESCO is a Treaty-based framework and process to deepen defence cooperation amongst EU MS with the aim to jointly develop defence capabilities and make them available for EU military operations. *Permanent Structured Cooperation – PESCO. Deepening defence cooperation among EU Member States*, #EUDefence, November 2020, https://eeas.europa.eu/sites/eeas/files/pesco_factsheet_november_2020-v1.pdf (accessed: 15.11.2020).

¹⁴ On 30 November 2016, the European Commission presented the European Defence Action Plan (EDAP) with proposition of a European Defence Fund (EDF) and other actions to support MS in more efficient spending in joint defence capabilities, to strengthen European citizens' security, and to foster a competitive and innovative industrial base. The EDF finally launched on 7 June 2017 including research window financed with EUR 90 million until the end of 2019, with EUR 25 million allocated for 2017 and EUR 500 million per year after 2020, as well as capability window with EUR 5 billion per year. *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Launching the European Defence Fund*, COM(2017) 295 final, Brussels 7 June 2017, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52017DC0295> (accessed: 10.11.2020).

¹⁵ T. Lațici, *The Civilian...*, *op. cit.*

¹⁶ Council of the European Union, *Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the establishment of a Civilian CSDP Compact*, 14305/18, 19 November 2018, <https://data.consilium.europa.eu/doc/document/ST-14305-2018-INIT/en/pdf> (accessed: 21.10.2020).

agreed that a strengthened EU capacity to deploy civilian crisis management missions will contribute not only to the security of the EU and the resilience of states and societies in neighbouring and surrounding regions but also to create an integrated approach to external conflicts and crisis, and cooperative regional orders. Finally, the Civilian Compact highlighted the civilian missions' contribution to the EU wider response in tackling security challenges including hybrid threats, cyber security, terrorism, radicalisation, organised crime, border management and irregular migration.

1.5 EU SECURITY UNION STRATEGY

On 24 July 2020, the European Commission has published a new Security Union Strategy for the 2021–2025 period, replacing the previous European Agenda on Security 2015–2020 and further extending the scope of EU activity on security issues, with an aim to provide an integrated approach, ensuring security both in the physical and digital environment, and taking into account the increasing interconnection between internal and external security concerns and threats. The COVID-19 pandemic has opened new avenues for cyber criminals which has emphasised the need to protect people, both in the physical and digital environments. From counter terrorism and organised crime to preventing hybrid threats, promoting cybersecurity and fostering research and innovation, the strategy lays out the tools and measures to be developed over the next five years to ensure security. The same day the Commission presented three immediate initiatives to implement the Security Union Strategy: an EU strategy for a more effective fight against child abuse; a new EU Agenda and Action Plan on Drugs, and an EU Action Plan on firearms trafficking; while a new agenda on tackling organised crime, including trafficking in human beings, was announced on 16 September 2020. Organised crime is a threat to European citizens, as criminals easily operate across borders. Fighting drug and firearms trafficking as a key to action against organised crime is a top internal security priority across Europe. Trafficking in human beings and child sexual abuse, including child pornography, are villainous crimes affecting the most vulnerable citizens. Broad forms of cybercrimes, such as online identity theft/fraud, cyberespionage, cyberextortion, cryptojacking, or on-line child abuse, are subject to rapidly evolving technological developments. These threats all require resolute EU-level action, as they are cross-border in nature and active both online and offline.

The EU has undertaken a number of overseas missions and operations, drawing on civilian and military capabilities, in several countries across three continents (Europe, Africa and Asia). In this article, the focus is on civilian CSDP Missions as important instruments of the European Foreign Policy and their contribution to common security. Civilian CSDP Missions are visible and direct EU actor on the ground and are force-enablers for other EU interventions. Their visibility and impact is facilitated by efficient strategic communication, and CPCC, as its operational headquarters, is working on enhancing such visibility through appropriate strategies. With an integrated approach to JHA it can really make a difference on the local rule of law. Civilian CSDP Missions play an important role in promoting human rights and gender equality by taking constant steps towards a more structured, unified and recognizable approach to human rights and gender mainstreaming, as well as towards the implementation of EU policy commitments regarding the Women, Peace and Security agenda. The CPCC is responsible for eleven CSDP civilian missions in the areas of the police, border management as well as rule of law and security sector reform. These are the following:

- in the Middle East:
 - the European Union Police and Rule of Law Mission for the Palestinian Territory (EUPOL COPPS) assists the Palestinian Authority in building its institutions, focusing on security and justice sector reforms;
 - the European Union Border Assistance Mission at the Rafah Crossing Point (EUBAM Rafah) provides a third party presence at the Rafah Crossing Point and is responsible for contributing to building up the Palestinian capacity, improving cross-border cooperation between the different border agencies and monitoring the operations at the Rafah Crossing Point;
 - the European Union Advisory Mission in Iraq (EUAM Iraq) advises the Iraqi authorities on their implementation of civilian Security Sector Reform;
- in Europe:
 - the European Union Rule of Law Mission in Kosovo (EULEX Kosovo) was launched in 2008 and is the largest civilian mission under the CSDP. EULEX's overall mission is to support relevant rule of law institutions in Kosovo on their path towards increased effectiveness, sustainability, multi-ethnicity and accountability, free from political

- interference and in full compliance with international human rights standards and best European practices;
- the European Union Monitoring Mission in Georgia (EUMM Georgia) provides civilian monitoring of Parties' actions, to ensure compliance with the EU-mediated Six-Point Agreement, and its implementing measures throughout Georgia;
 - the European Union Advisory Mission Ukraine (EUAM Ukraine) aims to assist Ukrainian authorities in reforming the civilian security sector by providing strategic advice and practical support.
- in Africa:
 - the European Union Integrated Border Assistance Mission in Libya (EUBAM Libya) supports the Libyan authorities in improving and developing the security of the country's borders;
 - the European Union Capacity Building Mission in Somalia (EUCAP Somalia) contributes to the establishment and capacity building of maritime civilian law enforcement capability in Somalia, including Somaliland;
 - the European Union Capacity Building Mission in Niger (EUCAP Sahel Niger) by providing advice and training aims to help establish an integrated, coherent, sustainable and human rights-based approach among the various Nigerien security actors in the fight against terrorism and organised crime;
 - the European Union Capacity Building Mission in Mali (EUCAP Sahel Mali) supports the restructuring of the Malian Internal Security Forces to help Malian authorities implement Security Sector Reform;
 - the European Union Advisory Mission in the Central African Republic (EUAM RCA) is the youngest EU CSDP civilian mission, established on 9 December 2019, which provides advice at strategic level to the Ministry for Interior and Public Security and to the Internal Security Forces of the CAR in order to support their sustainable transformation into a more coherent security provider.¹⁸

In addition, the EU's Regional Advisory and Coordination Cell (RACC) which is not a CSDP mission, but a CSDP action intended to provide strategic advice and coordinate EU CSDP support from existing

¹⁸ *Military and civilian missions and operations*, #EEAS10 2011–2021 European Union – External Action Service, 5 March 2019, https://eeas.europa.eu/headquarters/headquarters-homepage/430/military-and-civilian-missions-and-operations_en (accessed: 10.11.2020).

CSDP Missions to G5 Sahel regional structures, defence and security cross-border cooperation amongst the five members of the G5 Sahel (Burkina Faso, Chad, Mali, and Mauritania). The EU has deployed the RACC in Nouakchott, where the G5 Sahel Permanent Secretariat is based and it is administratively attached to EUCAP Sahel Mali.

There are more than 2,000 staff working in the field of civilian CSDP Missions, and around 100 in Brussels CPCC Headquarters.¹⁹ With around 120 different job types, civilian CSDP Missions promote stability and build resilience through strengthening the rule of law at the strategic and operational levels in fragile environments. The total common cost of all civilian CSDP Missions is currently €281 million a year. In addition, the United States, Norway, Switzerland, Australia and Canada contribute staff to a number of Missions.²⁰ The largest personnel contributors are currently Poland, Sweden, Germany, France, Denmark, Finland, Italy and the Netherlands, with Poland being the largest contributor to civilian CSDP since 2016. After the establishment of the compact, only five MS increased their national contribution, while seven MS neither increased nor decreased their contribution (as of June 2019).²¹

One can define to the two generic types of civilian CSDP Missions in the area of rule of law: strengthening missions, whose role is to support host countries by different means of monitoring, mentoring, advising (MMA) and training activities; and executive missions, delivering public services to replace dysfunctional local structures. The only current civilian CSDP

¹⁹ *The Civilian Planning and Conduct Capability (CPCC)*, #EEAS10 2011–2021 European Union – External Action Service, n.d., https://eeas.europa.eu/topics/military-and-civilian-missions-and-operations_en/5438/The%20Civilian%20Planning%20and%20Conduct%20Capability%20 (accessed: 10.11.2020).

²⁰ European Union Institute for Security Studies, *The CSDP in 2020. The EU's legacy and ambition in security and defence*, 2020, DOI 10.2815/22734, https://www.iss.europa.eu/sites/default/files/EUISSfiles/CSDP%20in%202020_0.pdf (accessed: 13.11.2020); see also: *Canada joins EUAM Iraq by seconding a senior expert on counter-terrorism*, Delegation of the European Union to Colombia, 20 June 2019, https://eeas.europa.eu/delegations/colombia/64391/canada-joins-euam-iraq-seconding-senior-expert-counter-terrorism_zh-hant (accessed: 10.11.2020); and T. Tardy, *CSDP: getting third states on board*, European Union Institute for Security Studies, March 2014, pp. 1–4, https://www.files.ethz.ch/isn/182298/Brief_6_CSDP_and_third_states.pdf (accessed: 10.11.2020).

²¹ T. Smit, *Towards a More Capable European Union Civilian CSDP*, “SIPRI Policy Brief”, November 2019, pp. 1–20, https://www.sipri.org/sites/default/files/2019-11/pb_1911_towards_a_more_capable_eu_civilian_csdp.pdf (accessed: 12.11.2020).

mission whose mandate includes a component of limited executive functions is EULEX Kosovo.²² Depending on the mandate, a mission's thematic areas may include mainly: policing (community, intelligence-led policing, criminal investigation, human resource management, case management, cooperation with prosecutors, customs, border management, good governance), judiciary (support to prosecutorial and judicial governing bodies, personnel evaluations, case management systems, cooperation with the police, good governance), legislative drafting, human rights, gender awareness/mainstreaming, anti-corruption, organised crime, terrorism.

3. EU'S REVITALISED INTEGRATED APPROACH TO CONFLICT PREVENTION

3.1 CIVIL-MILITARY SYNERGIES IN THE FIELD "THE TRADITIONAL EUROPEAN"?

The traditional concept of self-defence, up to and including the Cold War, was based on the threat of invasion. However, terrorists and criminals are able to operate worldwide, and their activities e.g. in Central or Southeast Asia may be a threat to European countries and their citizens. Therefore, new dynamic threats demand the revision of the traditional concept of self-defence as the first line of defence is now often moved abroad. This implies that one should be ready to act before a crisis occurs.²³ The EEAS, civilian CSDP Missions and all entities further developed tools to better contribute to the EU's wider response in tackling these security challenges. A response to a crisis requires cooperation, the buy-in of local authorities and population, very often neglected by failed governance, as well as coordination with other international partners. Traditionally, security risks were divided into external risks, initiated outside the territory of the state, which were the domain of military; and internal or domestic risks assigned to civil (non-military) security forces. Responding to the new security threats,

²² Directorate for Security Policy of the Federal Ministry of Defence and Sports of the Republic of Austria, *Handbook on CSDP Missions and Operations of the European Union*, Vienna 2015; see also *About EULEX*, European Union External Action, n.d., <https://www.eulex-kosovo.eu/?page=2,60> (accessed: 5.11.2020); *Council Decision (CFSP) 2018/856 of 8 June 2018 amending Joint Action 2008/124/CFSP on the European Union Rule of Law Mission in Kosovo*.

²³ Council of the European Union, *European Security Strategy*, 15895/03, 8 December 2003, <https://data.consilium.europa.eu/doc/document/ST-15895-2003-INIT/en/pdf> (accessed: 05.11.2020).

not always falling neatly into one of these categories, often requires close cooperation between defence and security forces, which indicates some blurring between their missions as well.²⁴ Different funding mechanisms with different mandates as well as civilian and military missions and operations determine synergies as a part of integrated approach. In that matter both types of missions developed a spectrum of activities including joint specialised trainings on overlapping subjects matters, e.g. provosts duties, human rights (overlapping, for example, with United Nations Multidimensional Integrated Stabilization Mission in Mali – MINUSMA), or administrative support (medical evacuation – MEDEVAC, shared use of infrastructure).

Another example of integrated approach is the regionalisation of CSDP Missions in the Sahel region, namely EUCAP Sahel Mali, EUCAP Sahel Niger, and EUTM Mali. The Council, recalling Mali's and the Sahel's strong integrated approach towards achieving stabilisation of the region, decided to allow for the establishment of a regional coordination cell. The regional coordination cell based within one of the EU civilian missions, EUCAP Sahel Mali, includes internal security and defence experts in G5 Sahel countries, deployed in Mali, but also in EU delegations in other G5 Sahel countries, namely Mauritania, Burkina Faso, Niger, and Chad.²⁵ This so called regionalisation includes full range of relevant instruments in the field of diplomacy, long-term development cooperation, support to human rights, stabilisation efforts, resilience building, humanitarian assistance, migration management and security, including CSDP Missions bringing to reinforce the structures of the G5 Sahel mechanism, foster cross border cooperation among the G5 countries, and identifying and building local capacity. In that matter materialised inter alia through support to Police Component of the G5 Sahel Joint Force, support to the Sahel Security College, specialised staff embedded in Delegations of the European Union (EUDEL), early warning on key developments

²⁴ ECORYS Nederland BV, *Study on Civil Military Synergies in the field of Security Client: European Commission DG Enterprise & Industry. Study commissioned by the European Commission*, May 2012, https://ec.europa.eu/home-affairs/sites/homeaffairs/files/e-library/documents/policies/security/pdf/study_ecorys_cimisos_final_report_en.pdf (accessed: 5.11.2020).

²⁵ Council of the European Union, *Mali and the Sahel-Council conclusions*, 10137/17, 19 June 2017, <https://www.consilium.europa.eu/media/23993/st10137en17-conclusions-mali-sahel.pdf> (accessed: 5.11.2020).

in the region and beyond, including on radicalism, terrorism, migration routes and human and drugs trafficking.²⁶

3.2 EU–NATO COOPERATION

“NATO–EU cooperation is indispensable to facilitate an effective and multidimensional response to contemporary security threats. Neither NATO nor the EU can address the whole gamut of security challenges alone and some form of complementarity is therefore needed”.²⁷ The EU and NATO established their cooperation more than fifteen years ago, nonetheless in last few years the two organisations have developed closer cooperation, focused on concrete results and improved security for European citizens. Nowadays the EU and NATO are essential partners who share common values and strategic interests. On 8 July 2016 the President of the European Council and the President of the European Commission, together with the Secretary General of the NATO, signed a Joint Declaration in Warsaw with a view to giving new impetus and new substance to the EU–NATO strategic partnership. The Joint Declaration constitutes a key step towards consolidating this cooperation and showing awareness of the commonality of the challenges. It outlined seven areas where cooperation between the two organisations should be enhanced: 1. countering hybrid threats; 2. operational cooperation including at sea and on migration; 3. cyber security and defence; 4. defence capabilities; 5. defence industry and research; 6. exercises; 7. supporting Eastern and Southern partners’ capacity-building efforts.²⁸ The NATO Secretary General and the HR/VP regularly report to NATO Allies and EU MS on this cooperation, which has seen substantial progress. In December 2016, based on the mandate of the Joint Declaration, the EU and NATO Councils endorsed in parallel processes a common set of 42 proposals for the implementation of the Joint Declaration. The set includes 42 actions for the implementation of the Joint Declaration in all seven areas

²⁶ *EUCAP Sahel Mali*, https://eeas.europa.eu/csdp-missions-operations/eucap-sahel-mali_fr (accessed: 28.10.2020).

²⁷ European Union Institute for Security Studies, *The EU and NATO. The essential partners*, 2019, DOI 10.2815/493939, <https://www.iss.europa.eu/sites/default/files/EUISSFiles/EU%20and%20NATO.pdf> (accessed: 2.11.2020).

²⁸ European Council, *Joint Declaration by The President Of The European Council, the President Of The European Commission, and the Secretary General of the North Atlantic Treaty Organization*, 8 July 2016, <https://www.consilium.europa.eu/media/21481/nato-eu-declaration-8-july-en-final.pdf> (accessed: 25.10.2020).

of cooperation with a clear focus on deliverables. On 5 December 2017, both Councils endorsed in parallel processes common additional proposals, added to the initial list, consisting of 32 further actions for the implementation of the Joint Declaration including new topics such as counter-terrorism, women, peace and security, and military mobility. A process of continuous engagement with systematic informal staff-to-staff interaction ensures steady progress. On 10 July 2018, the EU and NATO signed a new joint declaration to confirm their commitment to implement the ambitions of the first declaration and to recognise the efforts of the EU to bolster European security and defence, not least through permanent structured cooperation (PESCO) and the EDF.²⁹ When it comes to cooperation in civil and military operations, as well as in military exercises, synergies between the EU and NATO can also be found. The examples of operational cooperation include: Western European Union (WEU) Operation Sharp Vigilance and NATO's Maritime Monitor to enforce the UN embargo against the Federal Republic of Yugoslavia (both launched in 1992); joint WEU–NATO operation referred to as Sharp Guard, launched in 1993 to enforce the economic sanctions and arms embargo more effectively and under a single commander; in 1995, NATO's first major crisis response operation in Bosnia and Herzegovina; Operation Althea (2004). The EU and NATO have also cooperated in the area of maritime security and in combating illegal trafficking and piracy in the Mediterranean. The EU and NATO also work together in the Middle East. For instance, NATO has been supporting the Global Coalition Against ISIS³⁰ since 2016, while the EU is engaged as a non-military partner, and all twenty-seven MS are involved as partners.³¹ As one increases capabilities in the different areas, one should think in terms of a wider spectrum of missions and cooperation. The EU–NATO permanent

²⁹ T. Lađići, *Understanding EU-NATO cooperation. Theory and practice*, European Parliamentary Research Service, PE 659.269 – October 2020, [https://www.europarl.europa.eu/RegData/etudes/BRIE/2020/659269/EPRS_BRI\(2020\)659269_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/BRIE/2020/659269/EPRS_BRI(2020)659269_EN.pdf) (accessed: 27.10.2020).

³⁰ The Islamic State of Iraq and the Levant (ISIL), also known as the Islamic State of Iraq and Syria (ISIS), officially known as the Islamic State (IS) and also known by its Arabic acronym Daesh. *Islamic State of Iraq and the Levant*, "Wikipedia – The Free Encyclopedia", n.d., https://en.wikipedia.org/wiki/Islamic_State_of_Iraq_and_the_Levant (accessed: 14.11.2020).

³¹ T. Lađići, *Understanding...*, *op. cit.*

arrangements, in particular Berlin Plus,³² enhance the operational capability of the EU and provide the framework for the strategic partnership between the two organisations in crisis management. This reflects their common approach and determination to tackle the challenges of the new century.³³

3.3 MILITARY PLANNING AND CONDUCT CAPABILITY (MPCC)

The establishment of the Military Planning and Conduct Capability (MPCC) is another step to strengthen the EU's security and defence in line with the implementation of the EUGS of 2016. The MPCC was established on 8 June 2017 with the aim to enhance the capacity of the EU to react in a faster, more efficient and effective manner to conflicts and crises. Like CPCC, the MPCC is a permanent operational headquarters at the military strategic level for military operations, established as part of the CSDP of the EU. The MPCC is a permanent command and control structure within the EU Military Staff (EUMS) in the EEAS. The MPCC is responsible for the operational planning and conduct of non-executive missions, including the building up, launching, sustaining and recovery of EU forces. Since its inception in 2017, the MPCC has commanded three non-executive training missions: EU Training Mission (EUTM Somalia), EUTM République Centrale Africaine (RCA) and EU Training Mission in Mali (EUTM Mali).³⁴ The MPCC works closely with its existing civilian counterpart, the CPCC, through a Joint Support Coordination Cell (JSCC). This cell, working in parallel and in a coordinated way with CPCC, is able to share expertise, knowledge and best practices on issues relevant

³² The Berlin Plus agreement enables EU operations to be planned and conducted at the military strategic and operational level with recourse to assets and capabilities in the NATO Command Structure. Its agreement has seven major parts among which the most important one refers to Assured Access to NATO planning capabilities for EU-led Crisis Management Operations. To date, the EU has conducted two operations with the support of NATO: in 2003 EUFOR Concordia in the Former Yugoslav Republic of Macedonia, and in 2004 EUFOR Althea in Bosnia and Herzegovina. *Berlin Plus agreement*, "Wikipedia – The Free Encyclopedia", n.d., https://en.wikipedia.org/wiki/Berlin_Plus_agreement (accessed: 5.11.2020).

³³ Council of the European Union, *European Security Strategy...*, *op. cit.*

³⁴ Council of the European Union, *Council conclusions on Security and Defence in the context of the EU Global Strategy*, 9178/17, 18 May 2017, <https://data.consilium.europa.eu/doc/document/ST-9178-2017-INIT/en/pdf> (accessed: 31.10.2020).

to both military and civilian missions, as well as capabilities when civilian and military missions are simultaneously deployed in the same area.³⁵

3.4 SINGLE INTELLIGENCE ANALYSIS CAPACITY (SIAC)

In the wake of the terrorist attacks on New York and Washington of 11 September 2001, Joint Situation Centre was established to start producing intelligence-based classified assessments.³⁶ The development of the ESDP crisis management capabilities, as well as deployment of civilian and military missions, made it clear that a broader intelligence analysis structure was needed. The Single Intelligence Analysis Capacity (SIAC) is formed by the EU Intelligence Analysis Centre (EU INTCEN) and the EUMS Intelligence Directorate (EUMS INT) to bring together the EEAS intelligence analysis capacity into a single functional arrangement and to develop together joint, all-source intelligence products. The EUMS INT and EU INTCEN are the only EEAS bodies capable of delivering all-source intelligence by monitoring and assessing international events, focusing particularly on sensitive geographical areas, terrorism, proliferation of weapons of mass destruction, and other global threats. EUMS INT provides the intelligence input to crisis response planning and assessment for EU military operations, civilian missions and exercises worldwide.³⁷

3.5 EU SATELLITE CENTRE

The EU Satellite Centre (SatCen) was founded in 1992 as a Western European Union body and incorporated as an agency into the EU on 1 January 2002.³⁸ The EU SatCen supports the decision making and actions of the EU in the field of CSDP, by strengthening early warning and crisis monitoring functions, including EU crisis management missions and operations, by providing products and services resulting from the exploitation of relevant space assets and collateral data, including satellite imagery and aerial

³⁵ *Ibidem.*

³⁶ Council of the European Union, *Intelligence cooperation*, SN4546/1/01, 15 November 2001, <https://s3.eu-central-1.amazonaws.com/euobs-media/1c71c037f423bb9c74e243d62e394196.pdf> (accessed: 31.10.2020).

³⁷ Directorate for Security Policy of the Federal Ministry of Defence and Sports of the Republic of Austria, *Handbook...*, *op. cit.*

³⁸ European Union Satellite Centre, *Our mission*, n.d., <https://www.satcen.europa.eu/who-we-are/our-mission> (accessed 12.11.2020).

imagery, and related services.³⁹ By the end of 2019, SatCen achieved a major increase in its support to the CFSP and the implementation of the EUGS, as demonstrated by a 30% production growth compared to 2018. SatCen supported EUMM Georgia, EUCAP Sahel Niger, and EUCAP Somalia with both ad hoc requests and monitoring tasks. The resulting products provided imagery analysis of important infrastructure and activities in the region, as well as constant situation awareness over the areas of interest explicitly in the fields of stabilisation, normalisation and confidence building, counter terrorism and organised crime, maritime civilian law enforcement capacity, and police development.⁴⁰

4. ACCOMPANYING INITIATIVES AND NEW DEVELOPMENTS FOR CRISIS MANAGEMENT

In some areas, the Civilian Compact revitalised fields of engagement while in other it paved a way for new activities. In line with its Core Responsiveness Capacity, it introduced the concept of Specialised Teams “to make available on a voluntary and inclusive basis, specialised teams that are limited in scope, time and size and that correspond to the needs of civilian CSDP and are able to respond, where agreed, at short notice to developments on the ground”.⁴¹ Specialised teams and multinational formations such as the European Gendarmerie Force can be used to contribute to the faster deployment of a new mission in any area of operation within thirty days after a Council decision.⁴² The Council of the European Union 11992/19,⁴³ on 6 September 2019, introduced the *Concept of the use of “Specialised Teams” in Civilian CSDP Missions*, defining them as organised groups of experts specialized in specific thematic area, that can be temporarily deployed to a civilian CSDP Mission to support the delivery of a specific mandated

³⁹ Council of the European Union, *Council Joint Action of 20 July 2001 on the establishment of a European Union Satellite Centre*, 2001/555/CFSP, 20 July 2001, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32001E0555> (accessed: 12.11.2020).

⁴⁰ European Union Satellite Centre, *EU SatCen Annual Report 2019*, Luxembourg 2020, DOI: 10.2820/521085, <https://www.satcen.europa.eu/keydocuments/EU%20SatCen%20Annual%20Report%2020195ea979f2f9d71b083826a79a.pdf> (accessed: 12.11.2020).

⁴¹ Council of the European Union, *Conclusions of the Council...*, *op. cit.*

⁴² European Parliament, *The Civilian CSDP Compact, A stronger EU footprint...*, *op. cit.*

⁴³ Council of the European Union, 11992/19, 6 September 2020, *Concept of the use of “Specialised Teams” in Civilian CSDP Missions*.

task. Specialised teams are an additional tool to complement the concepts of Visiting Experts, Core Responsiveness Capacity (CRC) and the Civilian Response Team (CRT). Besides, the Civilian Compact aims at: enhancing cooperation and synergies in training at EU level; promoting a regional approach in order to achieve effective and sustainable results; adopting operational benchmarking as a tool to monitor and measure results and progress; and implementing modular/scalable mandates.⁴⁴

In responding to the new level of ambition, some accompanying initiatives play an extremely important role. One of them, the newly opened European Centre of Excellence (CoE) in Berlin, aims at strengthening civilian CSDP by gathering, analysing and sharing national good practices in the field of civilian crisis management. The CoE is an international non-profit association comprising eighteen EU MS. The work of the CoE is initially to focus on: improving cooperation between civilian CSDP and JHS; advising members on how to increase the number of seconded personnel (particularly women) in EU missions; assisting members in ensuring the preparation of staff for their important work in CSDP Missions.⁴⁵ Another objective of the civilian Compact efforts is to increase the number of women at all levels in civilian CSDP Missions, in a joint effort by MS, CPCC, and the Missions. The CPCC is constantly assessing policies in place and current practices to explore ways to recruit more female candidates and to ensure a more conducive work environment for women and men in civilian CSDP Missions. Other examples of mission's accompanying initiatives are: mobile garages⁴⁶ and CMCF in Niger⁴⁷ supported by European Union Capacity

⁴⁴ T. Laçi, *The Civilian CSDP Compact...*, *op. cit.*

⁴⁵ "European Centre of Excellence for Civilian Crisis Management", <https://www.coe-civ.eu/> (accessed: 11.11.2020).

⁴⁶ The EUCAP Sahel Niger developed trailer concepts to serve as a mobile garage in cooperation with the South African manufacturer METALIAN Authentic Metal Works. This trailer is custom built to meet specific needs and includes all essential tools, a water reserve, and a portable generator to operate electrical equipment. Mobile garages are designed to remove any kind of breakdown, anywhere and anytime, and will enable the Defense and Security Force of Niger to maintain the vehicles. See more: Delegation of the European Union to Cuba, *Toutes sortes de dépannages, en tout lieu et à tout moment*, 11 August 2016, https://eeas.europa.eu/delegations/cuba/10515/toutes-sortes-de-depannages-en-tout-lieu-et-tout-moment_hy (accessed: 12.11.2020).

⁴⁷ Mobile Border Control Company, known by the French acronym CMCF Niger, is an innovative operational tool developed by Nigerian governmental authorities with support from civilian CSDP mission EUCAP Sahel Niger. See more: IOM UN Mi-

Building Mission in Niger (EUCAP Sahel Niger), or missions as partner of the Delegations of the European Union (EUDEL) to synchronise efforts on a given geographic area, e.g. PSDG Konna, supported by European Union Capacity Building Mission in Mali (EUCAP Sahel Mali).⁴⁸

4.1 WORK WITH FPI

In the context of Civilian Compact developments, the synchronisation of efforts between the European Commission's Service for Foreign Policy Instruments (FPI)⁴⁹ and CPCC is ongoing in all aspects related to Civilian CSDP. The FPI is, among others, in charge of identifying, formulating and implementing interventions for crisis response, conflict prevention, peacebuilding, and crisis readiness. Working closely with the EEAS and EU delegations and other Commission services, the FPI is tasked with implementing the CFSP budget. Good coordination and flexible approach require: association of FPI at all stages of conduct of existing missions and to the planning of the incoming missions; joint reflection on the financial and human resources to encourage faster deployment of skilful personnel; and common approach to issues related to the development of the warehouse and its capabilities. A clear example is represented by deployed rapidly the EUAM Iraq, cited in the Strengthening Civilian CSDP Concept Paper, endorsed in Council Conclusions of 28 May 2018, as a standard that "could become a model for future decisions on CSDP Missions using a Decide, Deploy, Assess, Adapt sequence".⁵⁰ EUAM Iraq,

gration – Dakar Regional Office for West and Central Africa, *EUCAP Sahel Niger and IOM Reinforce Security Along the Niger-Nigeria Border*, 10 November 2019, <https://rodakar.iom.int/news/eucap-sahel-niger-and-iom-reinforce-security-along-niger-nigeria-border> (accessed: 12.11.2020).

⁴⁸ The PSDG (Pole Sécurisé de Développement et de Gouvernance) camp is a part of an EU-funded capacity building programme, which represents the solid and secure base for 120 National Guard members who will henceforth be able to better service the security needs of the local population. See more: Delegation of the European Union to Montenegro, *Civilian Operations Commander and EU Special Representative visit Mali for security evaluation*, 19 October 2019, https://eeas.europa.eu/delegations/montenegro/68593/civilian-operations-commander-and-eu-special-representative-visit-mali-security-evaluation_sv (accessed: 12.11.2020).

⁴⁹ The Service for Foreign Policy Instruments (FPI) is a department (Directorate-General) of the European Commission set up in response to the establishment of the European External Action Service (EEAS).

⁵⁰ Council of the European Union, *Strengthening Civilian CSDP – Concept Paper*, 8084/18, 18 April 2018, <https://data.consilium.europa.eu/doc/document/ST-8084-2018-INIT/en/pdf> (accessed: 10.11.2020).

in fact, was deployed in a couple of months from the approval of a Crisis Management Concept in July 2017, with the approval of the Mission Operation Plan (OPLAN) and budget in September 2017, a Council Decision establishing the mission of 16 October 2017, and the arrival of a core team in Baghdad on 17 November 2017. All of that would not have been possible without well-implemented tools and means of coordination between all EEAS bodies.

One of FPI's specific tasks include the Instrument contributing to Stability and Peace (IcSP), which supports security initiatives and peace-building activities in partner countries.⁵¹ At Brussels-based headquarters level, the IcSP is run by a team of specialised policy planners, while at field level, the implementation of IcSP actions is managed by staff in five FPI Regional Teams in the countries of operations, in close cooperation with EU Delegations.

Examples of IcSP and CPCC joint work are the Police component in the framework of the G5 Sahel Regionalisation with a strategic support on the 18 million project⁵², and in the IcSP-funded Support to Police Reform in Ukraine (SPRU) project in 2017–2018.⁵³

4.2 MISSIONS CHALLENGES AND CRISES RESPONSES

The overall aim of EU comprehensive response to the crisis is to increase the ability to prevent and respond to crises in an effective and efficient manner, through strengthening external problem-solving capacities and capabilities in a targeted and focused way to improve internal security. The conflict prevention and response to the crisis requires advising of decision-making processes in a timely way and ensuring the possibility of better coherence

⁵¹ European Parliament and the Council of the European Union, *Regulation (EU) 2017/2306 of the European Parliament and of the Council of 12 December 2017 amending regulation (EU) no 230/2014 establishing an instrument contributing to stability and peace*, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32017R2306&from=EN> (accessed: 10.11.2020).

⁵² European Commission, *2019 Annual Activity Report, Service for Foreign Policy Instruments*, Brussels 2020, https://ec.europa.eu/info/sites/info/files/fpi_aar_2019_en.pdf (accessed: 3.11.2020).

⁵³ European Commission, *Annex 1 of the Commission Implementing Decision on the Special Measure III 2016 in Support to Rule of Law Reforms in Ukraine: Action Document for Support to Rule of Law Reforms in Ukraine*, C(2016) 8266 final, 12 December 2016, https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/eni_2016_039835_action_document_rolodcx.pdf (accessed: 7 November 2020).

of different EU tools and improving alignment of EU. The MS and EU institutions are aware of the high importance of effective cooperation and have developed the systematic use of lessons and good practices to drive efficient policy development and implementation.

In an effort to adapt to constantly changing political and security environment, and to implement the joint commitments from Civilian CSDP Compact, in the last two years the CPCC has taken all possible steps to ensure transparency and flexibility in its actions. The new instrument of the Specialised Teams was already launched for EUCAP Mali, which allows deploying to the mission experts who are difficult to find,⁵⁴ to achieve better results in selection of candidates for civilian CSDP Missions and to bring the best expertise to the field. The EUMS and CPCC are working closely on a daily basis in the JSCC to bring together civilian and military expertise at the strategic level, to further strengthen civilian-military coordination and cooperation in the operational planning and conduct of CSDP Missions as well as non-executive military missions.⁵⁵ Integrated efforts of all actors are desired at all stages of the response to conflict and crisis, including systematic lessons processes. Therefore, the new evaluation procedures together with impact evaluation (in coordination with other services) will ensure the deployment of the appropriate resources and the accountability of the missions, and the planning, monitoring and evaluation system will be reconsidered.⁵⁶

In addition, missions are facing other complex challenges: support constraints (procurement as a double chain of command); lack of local buy-in (lack of clear government policy on the transition from stabilisation to reconstruction, and the inability to meet people's needs) and the meaning of local ownership (capacities and resources to support peace and development

⁵⁴ 05-2020 *Extraordinary Call for Contributions for the EUCAP Sahel Mali*, #EEAS10 2011-2021 European Union – External Action Service, 28 August 2020, https://eeas.europa.eu/headquarters/headquarters-homepage/84518/05-2020-extraordinary-call-contributions-eucap-sahel-mali_en (accessed: 5.11.2020).

⁵⁵ Council of the European Union, *Council conclusions on Security...*, *op. cit.*

⁵⁶ European External Action Service – European Commission, *Evaluation Matters, The Evaluation Policy for European Union Development Co-Operation*, 22 July 2015, DOI 10.2841/85201, https://ec.europa.eu/international-partnerships/system/files/evaluation-matters_en.pdf (accessed: 7 November 2020); see also: EPLO – European Peacebuilding Liaison Office, *Reforming Civilian Common Security and Defence Policy (CSDP)*, http://eplo.org/wp-content/uploads/2017/03/EPLO_Statement_CivCSDP.pdf (accessed: 11.11.2020).

and to transform conflict); local absorption capacity; prevailing corruption across public institutions (leading to a loss of the civilian population's trust in the government's ability and willingness to act decisively); increased sectarianism (e.g. dominantly Sunni Daesh and dominantly Shia militias in Iraq); lack of implementation of reform commitment; availability of EU MS capabilities and differences of interest among them.

CONCLUSIONS

To this day, the EU has made sacramental progress towards a coherent foreign policy and effective crisis management. The EU has the potential to make a major contribution in dealing with the threats and to make an impact on a global scale. With the different instruments that the EU has created over the years, now it must face a challenge to bring together the different tools and capabilities such as the EDF, PESCO, MPCC and JSCC as well as military and civilian capabilities from MS and other instruments. The EU, which takes greater responsibility by acting and taking preventive engagement before countries around it deteriorate, can avoid problems that may grow serious in the future. The CSDP civilian crisis management structures have improved their functionality. The comprehensive crisis response in civilian CSDP Missions is a constant process and work in progress. To respond to the requests and to the level of ambition of the Civilian CSDP, there is a bill to pay. The EEAS and CPCC as well as all actors involved in those actions must evolve over the next future to reach a higher, more inclusive and stronger decision-making capability. The evolution imposes a revision of existing capabilities, which leads to assessment that more resources and very qualified experts must join the civilian CSDP. Better decision-making support, for example the newly established Berlin CoE for CSDP, together with other already existing CoE, will also support decision-making processes. There is a need for more integrated approach, which demonstrates in investment in solid relations with the Commission and EUMS. The close cooperation and collaboration between the MPCC and CPCC as the two headquarters is essential for a successful CSDP contributing to the implementation of the EU's Integrated Approach. The ramifications of the COVID-19 pandemic further underscore the strategic imperatives of SSR in all fragile environments. This health crisis has prompted the EU to find creative solutions and opportunities. As identified during this extraordinary period, lessons learned will be important in guiding CPCC in planning possible similar measures in the future. It is

worth to recall the Civilian CSDP Compact, in which all MS committed to a “more capable, more effective, and more joined up” civilian CSDP contributing to the security of the EU and resilience of states and societies in neighbouring and surrounding regions.⁵⁷ The improvements in planning procedures, performance and policy development are currently happening. In addition, effective and deep SSR remains an absolute priority for the countries facing post conflict challenges and instability. Furthermore, CPCC as a key player in civilian CSDP domain will contribute to enhancing the cooperation and development of synergies between civilian CSDP Missions, European Commission services and JHA actors, building on their respective unique roles, within their mandates, to address crisis.

REFERENCES

1. *05-2020 Extraordinary Call for Contributions for the EUCAP Sahel Mali*, #EEAS10 2011–2021 European Union – External Action Service, 28 August 2020, https://eeas.europa.eu/headquarters/headquarters-homepage/84518/05-2020-extraordinary-call-contributions-eucap-sahel-mali_en (accessed: 5.11.2020).
2. *About EULEX*, European Union External Action, n.d., <https://www.eulex-kosovo.eu/?page=2,60> (accessed: 10.11.2020).
3. *Berlin Plus agreement*, “Wikipedia – The Free Encyclopedia”, n.d., https://en.wikipedia.org/wiki/Berlin_Plus_agreement (accessed: 5.11.2020).
4. *Canada joins EUAM Iraq by seconding a senior expert on counter-terrorism*, Delegation of the European Union to Colombia, 20 June 2019, https://eeas.europa.eu/delegations/colombia/64391/canada-joins-euam-iraq-seconding-senior-expert-counter-terrorism_zh-hant (accessed: 10.11.2020).
5. *The Civilian Planning and Conduct Capability (CPCC)*, #EEAS10 2011–2021 European Union – External Action Service, n.d., https://eeas.europa.eu/topics/military-and-civilian-missions-and-operations_en/5438/The%20Civilian%20Planning%20and%20Conduct%20Capability%20 (accessed: 10.11.2020).
6. *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Launching the European Defence Fund*, COM(2017) 295

⁵⁷ Council of the European Union, *Conclusions of the Council and of the Representatives...*, *op. cit.*

- final, Brussels 7 June 2017, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52017DC0295> (accessed: 10.11.2020).
7. Council Decision (CFSP) 2018/856 of 8 June 2018 amending Joint Action 2008/124/CFSP on the European Union Rule of Law Mission in Kosovo.
 8. Council of the European Union, *Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on the establishment of a Civilian CSDP Compact*, 14305/18, 19 November 2018, <https://data.consilium.europa.eu/doc/document/ST-14305-2018-INIT/en/pdf> (accessed: 21.10.2020).
 9. Council of the European Union, *Council conclusions on implementing the EU Global Strategy in the area of Security and Defence*, 14149/16, 14 November 2016, https://eeas.europa.eu/sites/default/files/eugs_review_web_0.pdf (accessed: 1.11.2020).
 10. Council of the European Union, *Council conclusions on Security and Defence in the context of the EU Global Strategy*, 9178/17, 18 May 2017, <https://data.consilium.europa.eu/doc/document/ST-9178-2017-INIT/en/pdf> (accessed: 31.10.2020).
 11. Council of the European Union, *Council Joint Action of 20 July 2001 on the establishment of a European Union Satellite Centre*, 2001/555/CFSP, 20 July 2001, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32001E0555> (accessed: 12.11.2020).
 12. Council of the European Union, *Draft Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management*, 9919/07, 1 February 2008, <https://register.consilium.europa.eu/doc/srv?l=EN&f=ST%209919%202007%20EXT%202> (accessed: 30.10.2020).
 13. Council of the European Union, *European Security Strategy*, 15895/03, 8 December 2003, <https://data.consilium.europa.eu/doc/document/ST-15895-2003-INIT/en/pdf> (accessed: 05.11.2020).
 14. Council of the European Union, *Report by the Secretary General/High Representative to the Council on Intelligence Cooperation*, SN4546/1/01, 15 November 2001, <https://s3.eu-central-1.amazonaws.com/euobs-media/1c71c037f423bb9c74e243d62e394196.pdf> (accessed: 31.10.2020).
 15. Council of the European Union, *Mali and the Sahel-Council conclusions*, 10137/17, 19 June 2017, <https://www.consilium.europa.eu/media/23993/st10137en17-conclusions-mali-sahel.pdf> (accessed: 5.11.2020).
 16. Council of the European Union, *Priorities for civilian crisis management*, 13258/17, 16 October 2017, <https://www.statewatch.org/media/>

- documents/news/2017/oct/eu-eeas-civilian-crisis-priorities-13258-17.pdf (accessed: 28.10.2020).
17. Council of the European Union, *Strengthening Civilian CSDP – Concept Paper*, 8084/18, 18 April 2018, <https://data.consilium.europa.eu/doc/document/ST-8084-2018-INIT/en/pdf> (accessed 10.11.2020).
 18. Council of the European Union, *Concept of the use of “Specialised Teams” in Civilian CSDP Missions*, 11992/19, 6 September 2020.
 19. Delegation of the European Union to Cuba, *Toutes sortes de dépannages, en tout lieu et à tout moment*, 11 August 2016, https://eeas.europa.eu/delegations/cuba/10515/toutes-sortes-de-depannages-en-tout-lieu-et-tout-moment_hy (accessed: 12.11.2020).
 20. Delegation of the European Union to Montenegro, *Civilian Operations Commander and EU Special Representative visit Mali for security evaluation*, 19 October 2019, https://eeas.europa.eu/delegations/montenegro/68593/civilian-operations-commander-and-eu-special-representative-visit-mali-security-evaluation_sv (accessed: 12.11.2020).
 21. Directorate for Security Policy of the Federal Ministry of Defence and Sports of the Republic of Austria, *Handbook on CSDP Missions and Operations of the European Union*, Vienna 2015.
 22. ECORYS Nederland BV, *Study on Civil Military Synergies in the field of Security Client: European Commission DG Enterprise & Industry. Study commissioned by the European Commission*, May 2012, https://ec.europa.eu/home-affairs/sites/homeaffairs/files/e-library/documents/policies/security/pdf/study_ecorys_cimisos_final_report_en.pdf (accessed: 5.11.2020).
 23. EPLO – European Peacebuilding Liaison Office, *Reforming Civilian Common Security and Defence Policy (CSDP)*, http://eplo.org/wp-content/uploads/2017/03/EPLO_Statement_CivCSDP.pdf (accessed: 11.11.2020).
 24. *EUCAP Sahel Mali*, https://eeas.europa.eu/csdp-missions-operations/eucap-sahel-mali_fr (accessed: 28.10.2020).
 25. “European Centre of Excellence for Civilian Crisis Management”, <https://www.coe-civ.eu/> (accessed: 11.11.2020).
 26. European Commission, *2019 Annual Activity Report, Service for Foreign Policy Instruments*, Brussels 2020, https://ec.europa.eu/info/sites/info/files/fpi_aar_2019_en.pdf (accessed: 3.11.2020).
 27. European Commission, *Annex 1 of the Commission Implementing Decision on the Special Measure III 2016 in Support to Rule of Law Reforms in Ukraine: Action Document for Support to Rule of Law Reforms in Ukraine*, C(2016)

- 8266 final, 12 December 2016, https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/eni_2016_039835_action_document_rolldocx.pdf (accessed: 7 November 2020).
28. European Council, *Joint Declaration by The President Of The European Council, the President Of The European Commission, and the Secretary General of the North Atlantic Treaty Organization*, 8 July 2016, <https://www.consilium.europa.eu/media/21481/nato-eu-declaration-8-july-en-final.pdf> (accessed: 25.10.2020).
29. European External Action Service – European Commission, *Evaluation Matters, The Evaluation Policy for European Union Development Co-Operation*, 22 July 2015, DOI 10.2841/85201, https://ec.europa.eu/international-partnerships/system/files/evaluation-matters_en.pdf (accessed: 7.11.2020).
30. European Parliament and the Council of the European Union, *Regulation (EU) 2017/2306 of the European Parliament and of the Council of 12 December 2017 amending regulation (EU) no 230/2014 establishing an instrument contributing to stability and peace*, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32017R2306&from=EN> (accessed: 10.11.2020).
31. European Union Institute for Security Studies, *The CSDP in 2020. The EU's legacy and ambition in security and defence*, 2020, DOI 10.2815/22734, https://www.iss.europa.eu/sites/default/files/EUISSFiles/CSDP%20in%202020_0.pdf (accessed: 13.11.2020).
32. European Union Institute for Security Studies, *CSDP in action. What contribution to international security?*, “Chaillot Papers”, Condé-sur-Noireau May 2015, no. 134, https://www.iss.europa.eu/sites/default/files/EUISSFiles/Chaillot_134_CSDP_missions.pdf (accessed: 11.11.2020).
33. European Union Institute for Security Studies, *The EU and NATO. The essential partners*, 2019, DOI 10.2815/493939, <https://www.iss.europa.eu/sites/default/files/EUISSFiles/EU%20and%20NATO.pdf> (accessed: 2.11.2020).
34. European Union Institute for Security Studies, *Recasting EU civilian crisis management*, “Reports”, January 2017, no. 31, Published by the EU Institute for Security Studies and printed in France, https://www.iss.europa.eu/sites/default/files/EUISSFiles/Report_31.pdf (accessed: 30.10.2020).
35. European Union Satellite Centre, *EU SatCen Annual Report 2020*, Luxembourg 2020, DOI 10.2820/521085, <https://www.satcen.europa.eu/>

- keydocuments/EU%20SatCen%20Annual%20Report%2020195ea979f2f9d71b083826a79a.pdf (accessed: 12.11.2020).
36. European Union Satellite Centre, *Our mission*, n.d., <https://www.satcen.europa.eu/who-we-are/our-mission> (accessed 12.11.2020).
37. *Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management*, doc. 9919/07, dated 23 May 2007.
38. IOM UN Migration – Dakar Regional Office for West and Central Africa, *EUCAP Sahel Niger and IOM Reinforce Security Along the Niger-Nigeria Border*, 10 November 2019, <https://rodakar.iom.int/news/eucap-sahel-niger-and-iom-reinforce-security-along-niger-nigeria-border> (accessed: 12.11.2020).
39. *Islamic State of Iraq and the Levant*, “Wikipedia – The Free Encyclopedia”, n.d., https://en.wikipedia.org/wiki/Islamic_State_of_Iraq_and_the_Levant (accessed: 14.11.2020).
40. Laçiçi T., *The Civilian CSDP Compact: A stronger EU footprint in a connected, complex, contested world* (briefing), European Parliament Think Tank, PE 630.295 – March 2019, [https://www.europarl.europa.eu/RegData/etudes/BRIE/2018/630295/EPRS_BRI\(2018\)630295_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/BRIE/2018/630295/EPRS_BRI(2018)630295_EN.pdf) (accessed: 1.11.2020).
41. Laçiçi T., *Understanding EU-NATO cooperation. Theory and practice*, European Parliamentary Research Service, PE 659.269 – October 2020, [https://www.europarl.europa.eu/RegData/etudes/BRIE/2020/659269/EPRS_BRI\(2020\)659269_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/BRIE/2020/659269/EPRS_BRI(2020)659269_EN.pdf) (accessed: 27.10.2020).
42. *Military and civilian missions and operations*, #EEAS10 2011–2021 European Union – External Action Service, 5 March 2019, https://eeas.europa.eu/headquarters/headquarters-homepage/430/military-and-civilian-missions-and-operations_en (accessed: 10.11.2020).
43. Official Journal of the European Union, *Consolidated Versions of the Treaty on European Union and the Treaty on the Functioning of the European Union*, 2008/C 115/01, 9 May 2008.
44. *Permanent Structured Cooperation – PESCO. Deepening defence cooperation among EU Member States*, #EUDefence, November 2020, https://eeas.europa.eu/sites/eeas/files/pesco_factsheet_november_2020-v1.pdf (accessed: 15.11.2020).
45. Santa Maria Da Feira European Council, *Conclusions Of The Presidency*, 19–20 June 2000, https://www.europarl.europa.eu/summits/fei1_en.htm, http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/ec/00200-r1.en0.htm (accessed: 1.11.2020).

46. *Shaping of a Common Security and Defence Policy*, #EEAS10 2011–2021 European Union – External Action Service, 8 July 2016, https://eeas.europa.eu/topics/crisis-response/5388/shaping-common-security-and-defence-policy_en (accessed: 13.11.2020).
47. Smit T., *Towards a More Capable European Union Civilian CSDP*, “SIPRI Policy Brief”, November 2019, pp. 1–20, https://www.sipri.org/sites/default/files/2019-11/pb_1911_towards_a_more_capable_eu_civilian_csdp.pdf (accessed: 12.11.2020).
48. Stabilisation Unit, *Working in European Union Common Security and Defence Policy Missions*, October 2014, https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/765510/depoyee-guide-series-eucsdp.pdf (accessed: 15.10.2020).
49. Tardy T., *CSDP: getting third states on board*, European Union Institute for Security Studies, March 2014, pp. 1–4, https://www.files.ethz.ch/isn/182298/Brief_6_CSDP_and_third_states.pdf (accessed 10.11.2020).

CITE THIS ARTICLE AS:

M. Lipka, *European Union response to international crises: civilian CSDP missions selected aspects of crisis management*, “Security Dimensions”, 2021, no. 36, pp. 64–93, DOI 10.5604/01.3001.0015.0487.

Licence: This article is available in Open Access, under the terms of the Creative Commons License Attribution 4.0 International (CC BY 4.0; for details please see <https://creativecommons.org/licenses/by/4.0/>), which permits unrestricted use, distribution, and reproduction in any medium, provided that the author and source are properly credited. Copyright © 2021 University of Public and Individual Security “Apeiron” in Cracow