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## DEFINITION AND TYPOLOGY OF EUROPEAN UNION MISSIONS

**Keywords:** security, missions, European Union

**ABSTRACT:** In view of the contemporary challenges and threats, European Union's efforts in the area of civil and military capacity building are extremely important. As an international organization having a high impact on third countries, the European Union plays a key role in conflict prevention and crisis response. In external governance EU has two sectoral policies at its disposal: the Common Foreign and Security Policy (CFSP) and the Common Security and Defense Policy (CSDP). The CFSP is responsible for resolving conflicts and fostering international understanding using diplomacy and giving respect for international rules. The CSDP is responsible for carrying out civilian and military missions as well as for diffusing rules, which affect, in various respects, the improvement of security management in third countries through their incorporation. By adopting today's global approach, both military and civilian, to crisis management and continuing to strengthen its capacity for action and analytical tools, the European Union is becoming a major security vector at international level, and its Common Security and Defense Policy expeditionary missions are the tangible proof.

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## INTRODUCTION

As an international organization having a high impact on third countries, the European Union (EU) plays a key role in conflict prevention and crisis response. Within the frame of external governance, it has two sectoral policies at its disposal: the Common Foreign and Security Policy (CFSP) and the Common Security and Defense Policy (CSDP). The CSDP is responsible for carrying out civilian and military missions as well as for diffusing rules, which affect, in various respects, the improvement of security management in third countries through their incorporation. The transfer of such rules in the expeditionary policy is called *ad extra* Europeanization.

## DEFINITION OF THE EUROPEAN UNION MISSION

There is no single official and uniform term in the *acquis* of the European Union for expeditionary activities in third countries. As the Common Security and Defense Policy is a relatively new mechanism in the EU policy, it is based on the formulas adopted by other organizations, in this case the United Nations (UN), the Organization for Security and Cooperation in Europe (OSCE), the North Atlantic Treaty Organization (NATO) and the Western European Union (WEU). This thesis is confirmed by visible similarities. EU missions, similarly to OSCE missions, are divided into civil and military missions (although the EU may still establish mixed missions), and their aim is, among others, to promote democratic values and the principles of the rule of law. Therefore, in both cases there is an educational and communication value. The division of UN missions looks a bit different (military, police, civil) but the Peace Support Operations' (PSO) doctrine, common to both UN and NATO, is also a part of the EU ideology. Similarly as in the PSO doctrine (although it is a part of multifunctional military operations), EU expeditionary missions are also aimed at conflict prevention, disarmament activities, humanitarian activities, police training and election observation, and what is interesting in the case of the European Union, these activities do not

necessarily have to be carried out within the framework of military means (Wojnicz, 2019, p. 97).

In 1997, the European Union took over from the Western European Union the so-called Petersberg tasks, which included: humanitarian and rescue tasks, peacekeeping tasks, tasks of combat force in crisis management, including peacemaking (*Petersberg Declaration, 19 June 1992*). It was an important moment in the process of building the expeditionary policy. Currently, the Lisbon Treaty (*Consolidated version of the Treaty on European Union, 9 May 2008*) is the document which broadened and integrated the above-mentioned Petersberg tasks into the EU civilian and military missions.

The Article 43 of the Treaty provides a catalogue of tasks that the EU can carry out in civil and military missions. These tasks include joint disarmament operations, humanitarian and rescue tasks, military advice and assistance tasks, conflict prevention and peacekeeping tasks, armed crisis management tasks, including peacemaking tasks and post-conflict stabilization operations. All these tasks may contribute to fighting terrorism, e.g by supporting third countries in the fight against terrorism on their territories. The catalogue of these tasks is flexible enough to cover both security sector reforms and modern terrorist threats, allowing the EU to take action in third countries at risk of terrorism. Importantly, these tasks can be carried out using both civilian and military means. This in turn, gives the EU an opportunity to carry out reforms within a broad range of security, including a transfer of components of Europeanization such as European norms, principles, values, which, particularly in civilian missions, have become an integral part of out-of-area activities.

European Union missions are understood as any external (out of area) operational activity (civil or military) undertaken with the consent of the states concerned, except when the state is in chaos and does not have effective executive power (Przybylska-Maszner, 2009, p. 164). The objective of the EU expeditionary missions is to maintain peace, prevent conflicts, strengthen security and transfer norms and values (Wojnicz, 2019, p. 98).

Civilian missions are understood as non-military activities, including economic, diplomatic or cultural instruments. Civilian missions are also

those involving police forces (police missions). They are recognized by the EU as an instrument of civil policy, although gendarmerie forces may be used in this category. Military missions, on the other hand, are more advanced in terms of logistics and require the use of armed forces (Smith, 2013, p. 64; Wojnicz, 2019, p. 100).

Both civilian and military missions are characterized by four basic elements: means, objectives, coercion and control. The difference between the use of civil or military force therefore lies in the adoption of different measures, depending on the nature of the mission. These may be soft or hard measures. In the European Union's missions (both civilian and military), soft power prevails, with the rule of law and democratic values at the forefront. It should also be noted that when the EU carries out soft power tasks, i.e. advising, training, promoting values, supporting the state in sorting out legal norms or in institutionalization, and the composition of the team consists only of civilian personnel, it is referred to as a 'civilian mission'. However, when both soft and hard power tasks are performed and military personnel is included in the mission, the term military operation or military mission is used. In the case in which in the decision of the Council establishing the mission there is a purpose limitation factor and thus, a soft power element, e.g. training of armed forces, and the mission personnel is mixed (civil-military), then it is referred to as a civil-military mission (Wojnicz, 2019, pp. 98–100, also European Union Military Mission in Bosnia and Herzegovina, December 5, 2012).

## **TYPOLGY OF THE EUROPEAN UNION MISSION**

Therefore, as it results from the analysis, the European Union does not clearly define and specify the concepts related to its expeditionary policy. Legal acts in this respect most often refer to the typology of operational tasks, which are classified according to the participation of personnel, e.g. military, civil or mixed, and within the framework of civil and/or military means, which to some extent,

distinguishes them from UN, NATO or OSCE peacekeeping operations.

In practice, EU missions are divided into civil, military or mixed (civil-military) missions.

As a reminder, the Lisbon Treaty lists the following types of tasks within the framework of EU missions, thus creating a certain catalogue of task-based missions, which should include:

- missions involving joint disarmament operations,
- humanitarian and rescue missions,
- military advice and support missions,
- conflict prevention and peacekeeping missions,
- crisis management military missions,
- peace-building missions and post-conflict stabilization operations.

All the mentioned task missions can contribute to the fight against terrorism as well as to the support of third countries in the fight against terrorism on their territories (Article 43).

The mission typology used by the European Union had not always been the same. In the initial phase of the European Security and Defence Policy (ESDP), i.e. between 2003 and 2006, it was divided into four different types:

- Military missions,
- Capacity-building mission,
- Rule of law missions,
- Monitoring missions.

Apart from a clear distinction of military missions, the rest of them were not described as civilian, although both the composition of the mission itself and the tasks clearly indicated the civil character of the mission.

Since 2007, the division into civilian missions and military missions has been applied, although this division seems to be artificial. In fact, many civilian missions require military support. Many times, shortly after the completion of a military mission, a civilian mission implementing development programmes of the European Commission addressed to third countries is carried out (*EU Missions and*

*Operations*, “IMPETUS”, Bulletin of the EU Military Staff, 2006, p. 8, also *Annual Report on the implementation of the European Union’s instruments for financing external actions in 2017*, 2019). Therefore, civil-military support missions can be found in the category of military missions. Civilian missions include: police missions, including police missions under the Security Sector Reform (SSR), also police capacity building missions, support missions, also in the area of SSR, and border control support missions (monitoring missions) and rule of law missions (*EU Missions and Operations*, “IMPETUS”, Bulletin of the EU Military Staff, 2007, pp. 10–12). Military missions include Maritime Operations and Training Security Forces Operations.

European Union missions, both civilian and military, can be implemented on the basis of executive or non-executive mandates (Kohl, 2010, p. 5). In the case of a non-executive mandate, mission activities are limited to administrative functions, monitoring, progress and advice on specific issues and for specific military, police, border and other services.

The scope of civilian missions is much more diverse (broad) than of military operations, although, as it can be seen, military missions are also undergoing evolution as the threats themselves are changing, such as the European Union Naval Force (EU NAVFOR – the anti-piracy naval operation off the coast of Somalia since December 2008). It was the first EU military mission to be deployed at sea.

The structure of civilian missions most often includes: head of the mission, central advisory staff, training section, advisory and mentoring section, administrative section. The headquarters of the mission is located in the country of intervention. In exceptional cases, the mission may have a support unit in Brussels. The PSC provides political control and strategic management. The deployment of a police mission must be accepted by the local authority in the area concerned. The troops sent to the civilian mission shall take part or all of the responsibility for security in the entrusted areas (Przybylska-Maszner, p. 165).

Civilian missions are divided into categories according to the objective pursued. These subcategories include police missions.

Police missions are the largest group of civilian missions. The origin of police missions dates back to 2000, when they were listed at the Feira

meeting as one of the four priorities for civilian crisis management. The Committee for Civilian Aspects of Crisis Management, CIVCOM (*European Council – Presidency Conclusions (Santa Maria da Feira, 19 and 20 June 2000, pp. 13–16)*). As a result of this meeting, i.e. in 2001, a Police Unit was set up at the General Secretariat of the Council, responsible for the preparation of planning documents for police intervention, in close cooperation with CIVCOM (Meringen, Ostrauskaite, p. 222). The main attribute of police missions is that they can carry out tasks within individual civilian areas (these are the aforementioned subcategories of civilian missions), e.g. police missions in rule of law, police strengthened missions, police substitution missions, police missions in security sector reform), or act independently. Police missions were conceived as crisis prevention and management missions, typically lasting thirty days. Police missions are missions of advice, training, monitoring and police services with the aim of avoiding or minimising internal crises and conflicts, but also of improving the detection of crime, prosecuting criminals, interrogating witnesses and building trust between local police and the public.

By its very nature, the police missions focus on public activities such as crime prevention and detection, as well as security management. Police forces are apolitical by nature and may consist of various contingents and ethnic groups whose main tasks are to protect citizens, uphold the rule of law and support police reforms. All such activities are to contribute to peace-building (Wojnicz, 2019, p. 106 also Meringen, Ostrauskaite, p. 219). Police missions within the CSDP are authorized by the *Council Joint Actions*, whose legal basis is the Article 23 of the Treaty on European Union. Police missions have quickly become an important attribute of external security management. They are at the forefront of the operational civilian component of the CSDP, both in terms of staff numbers and the number of missions completed and in progress (Meringen, Ostrauskaite, p. 216).

The European Union carries out police missions in post-conflict regions or areas at risk of conflict. The main objective of these operations is to restore peace and stability. Police missions are intended to support local authorities with the expertise available in the established expert group. In addition, the tasks of police missions may include: monitoring

the areas under the responsibility of the mission; supporting the local police; monitoring the implementation of projects to rebuild state institutions; training local administrations and, in particular, the police; border protection; sharing experience on procedures to deal with threats to national security. The activities of police missions do not really extend beyond the scope of monitoring the progress of repair, mentoring, counselling and training processes (Przybylska-Maszner, pp. 164–165).

Another category of EU civilian missions is border assistance missions (EUBAM). In this category of civilian missions, their subcategories should also be distinguished, e.g. support for missions, border missions, border assistance missions, or in the field of monitoring – border monitoring. These missions are aimed at ensuring controls at the most sensitive border points. The main tasks to be mentioned for such missions are in particular: training of local border services for effective border management; technical assistance; advice; strengthening capacity to combat customs fraud and illegal cross-border activities; training in risk analysis and anti-smuggling techniques; transfer of experience on border control standards and procedures; development of integrated border management (*Integrated Border Management – IBM*); exchange of know-how (Przybylska-Maszner, p. 165; Wojnicz, 2019, pp. 108–109).

Among civilian CSDP missions, the European Union also carries out missions to provide advice on and assistance with security sector reforms, SSR (Gogowski, 2012, pp. 1–2). The aim of reforms in the security sector is to create a safe environment conducive to development and poverty reduction. Cooperation with local and regional entities in the field of security and information exchange is promoted here. Particular emphasis is placed on building and developing dialogue and political will. The task of this type of mission is to help countries in political crisis. The European Union then deploys crisis management and internal situation monitoring advisors in the security sector. These missions, similarly to border control support, do not involve too much resources of EU forces (*GFN-SSR, A Beginner's Guide to Security Sector Reform, SSR, 2007, pp. 4–7*). Activities within this category of civilian missions indicate the evolution of EU activity in the field of security management in the external dimension, because it means carrying out slightly different tasks than monitoring,

advising or training for such activities as: *disarmament*, *demobilisation* and *reintegration*, DDR, which enter not only police and judicial, but also military areas (Pyrozzi, Sandawi, 2009, p. 9). This category of missions includes the following tasks: support for defence sector reform, i.e. assistance in defining defense policy, training of armed forces with respect to human rights, reorganization of security structures, including the promotion of civil surveillance structures, assistance in the implementation of new human resources policies based on pluri-ethnism. Support for civilian institutions involved in providing security and surveillance services for the security sector, i.e. the police, justice and customs services, is extremely important for missions based on the SSR concept. For example, support for police sector reform provides training and police reorganisation. Support to the judiciary includes activities related to the review of existing legislation in third countries, identification of penal and penitentiary needs, support for the judiciary institutions and staff training. Support for customs reform includes training and the definition of customs policies. The SSR concept also includes support for supervision over institutions such as: parliamentary control, supervision of budgeting processes and others (Wojnicz, 2019, pp. 110–111; Bagayoko-Penone, Multi-level governance and security: the European Union support to security sector reform (SSR) processes, 2010). The SSR is quite a new concept, therefore the European Union, in order to be able to fully implement it, had to carry out the so-called radicalization of development, as the SSR combines security, development and civil-military relations (Weiler, 2009, pp. 10–24).

Another category of civilian missions carried out by the European Union is the rule of law mission. Also in this category of missions, sub-categories may be indicated, e.g. substitution for local judiciary/legal system, strengthening the rule of law (Wojnicz, 2019, pp. 107–108). The missions of the rule of law are advisory missions in legal matters, therefore they refer to the functioning of the state in the legal area. As the EU promotes security, stability and peace in the world, democratic values and respect for human rights, one way of disseminating these elements is to undertake rule of law missions. This category of missions includes tasks of advising and supporting authorities in third countries in their justice-

related activities. EU advisory missions support authorities in establishing a functioning rule of law. There are trainings included in missions (Wesołowska-Maciejewska, 2012, p. 1).

The last category of EU civilian missions is monitoring missions (EUMM) and election observer missions.

Civil monitoring missions are unarmed missions. As their name suggests, the purpose of such missions is to observe the situation in a third country. Monitoring missions may be a consequence of the previously signed agreement between the two parties to start observing the situation and, for example, to comply with the provisions of the signed document. Therefore, the fundamental goal of monitoring missions is to ensure the implementation of the obligations arising from the agreement. Monitoring missions' aim is to observe the process of legislative changes and to provide support in the area of human rights, if these rights are not respected and if the area does not function in accordance with the applicable norms of international law. Monitoring missions can also oversee demobilization, relocation of police and military units and reintegration. It is interesting that the monitoring of missions can take on more proactive monitoring and instead of passively watching, the staff taking part in them can conduct training in e.g. infrastructure security (control of passengers, luggage, etc.). The presence of monitoring missions contributes to building trust among the local community, to stabilization and normalization of relations in the country between the parties (Wojnicz, 2019, pp. 11–112).

Election observation is an important attribute of the European Union's external action as it aims to promote democracy, human rights and the rule of law worldwide. This in turn contributes to strengthening democratic institutions, building public confidence in electoral processes. In 2001, the Council's conclusions on election assistance and observation defined the tasks to be carried out for such missions: institutional capacity building, including framework agreements on election financing and on political parties, training of local staff, raising public awareness of their right to vote, organizing of polling stations, support of local civil society, support of the media (Council meeting, Development, May 31, 2001).

In line with the European Parliament resolution of 2008, the aim of international election observation is to improve the legitimacy of the

electoral process, increase citizens' confidence in the elections, combat electoral fraud and stigmatization, and analyze, report and make recommendations with a view to improving all aspects of the electoral process in full cooperation with the host country, resolving potential conflicts and protecting human rights (*European Parliament resolution on EU Election Observation Missions, May 8, 2008*). The European Union's efforts to carry out such missions can make an important contribution to peace, security and conflict prevention in the world, particularly in post-conflict situations or developing regions. EU support for democratic elections can take the form of so-called election assistance projects and *election observer missions* (EOMs). It should be noted that election observation missions are preceded by another type of mission, namely the *explanatory mission*. The objective of a fact-finding mission is to assess the deployment of a possible observation mission. The fact-finding mission is made up of a maximum of three experts: electoral/legal, logistics and security. Observation missions also include risk analysis, monitoring of the situation or the conduct of elections, protection of human rights, respect for international law, security and conflict prevention, and post-crisis stabilization (*Handbook for the European Union Monitoring Mission in Georgia 2009*).

Civilian missions of the European Union are a specific instrument of the CSDP, as they usually consist of a small number of experts (although all this depends on the length of the mission, the problems that occur in third countries), and usually a small financial outlay on the implementation of such a civil mission is also limited. However, it is this category of EU missions that is able to ensure, as much as it is possible, sustainable security within the EU itself and maintain good relations with third countries where missions have been or are being carried out. The number of these missions, whether military or mixed, shows that it is through support, advice, training, promotion of democratic and European values that the EU can gain more, namely: security, cooperation, loyalty, which is particularly important at a time when global threats, including terrorism, are developing.

The second type of the mission of the European Union is military missions. Military missions, due to their specific nature, consist of military

and political personnel. They are among the most logistically advanced and one of the most expensive activities carried out under the CSDP. Through military operations, the EU can, firstly, enhance its image on the international scene, although these military missions are not military intervention operations, and, secondly, contribute to the management of security in third countries. The activities of military missions cannot go beyond the scope of the Petersberg tasks (Przybylska-Maszner, 2009, p. 17).

The European Union's military missions are divided into maritime missions and land-based training security forces missions. Maritime missions are characterized by the fact that their scope of activity is limited to air and maritime space – to seas, oceans and bays. The task of this type of mission is to monitor sea basins, escort humanitarian aid, fight pirates, including the elimination of the causes of this phenomenon, as well as the fight against human smugglers and illegal immigration. Maritime missions are therefore also rescue and humanitarian missions. However, training security forces missions are missions whose aim is to provide knowledge and experience in the field of military command (operational and logistic). In contrast, they are training missions, which also support activities in the field of operational and intelligence tasks. Training in such missions includes modules on fundamental issues such as the protection of human rights and fundamental freedoms, as well as international humanitarian law. The aim of these training courses is to improve the functioning of the armed forces in third countries, increasing their capacity to contribute more effectively to improving security and the humanitarian situation (Wojnicz, 2019, p. 103).

The main objective of military missions is to maintain peace or to force peace through their presence. EU military missions are constantly evolving as a result of the need to adapt to new and changing threats. Variations in the threat sphere force states and international organizations to change their security on their own territory and in cooperation with other actors. An example of such a change in the nature of maritime-air operations in CSDP military missions is e.g. the Naval Operations carried out since December 2008 off the coast of Somalia against pirates (EUNAVFOR Atalanta). Operation Atalanta includes warships and reconnaissance air-

craft patrolling the Somali coast, repelling pirate attacks and escorting merchant ships and cargo ships (Przybylska-Maszner, 2009, p. 169). Military missions also protect food transport vessels under the *World Food Programme* (WFP). The main objective of the operation is to improve security off the coast of Somalia and in the Indian Ocean, but also to support Somalia through humanitarian and development aid (*EU Maritime Operation Against Piracy*, p. 1). The Atalanta mission, as the first such military operation, is an example of the evolution of EU activities within the framework of international activities.

The last type of EU mission is mixed. As mentioned, mixed missions are a combination of two dimensions, namely the civilian and the military dimensions. Therefore, such missions are composed of civilian and military personnel. Such missions are often referred to as civilian-military interventions (Pyrozzi, Sandawi, 2008, pp. 14–17). An example of such a combination of two dimensions was the mission supporting the African Union mission AMIS in Darfur (*European Union Civilian-Military Supporting Action to the African Union Mission in the Darfur Region of Sudan*) in 2005–2007. The atypical combination also indicates that it was a hybrid mission (*The African Union – United Nations Hybrid Operation in Darfur*), combining the forces of two organisations in one mandate (*Council Joint Action (2005/557/CFSP) of 18 July 2005 on the European Union civilian-military supporting action to the African Union mission in the Darfur region of Sudan*, OJ L 188, 20.7.2005).

The purpose of the AMIS Support Mission was to provide assistance to the African Union and to support its political, military and police efforts to resolve the crisis in the Darfur region of Sudan. Because of the combination of the two dimensions (civilian and military), EU supporting action included the following tasks within these dimensions: within the civilian dimension the following tasks were carried out:

- support for the police chain of command,
- support for the training of CIVPOL personnel, by providing opportunities for such training throughout the duration of the mission as provided by a group of EU Instructors,
- support for the development of a police unit within the Commission of the African Union.

In the military dimension, the tasks were as follows:

- providing planning assistance and technical assistance at all levels of command, including logistical support for the coordination structure,
- providing military observers,
- training of African soldiers and observers,
- providing, as required, strategic and tactical transport, aerial surveillance (Council Joint Action 2005/557/CFSP of July 18, 2005 on the European Union civilian-military supporting action to the African Union mission in the Darfur region of Sudan, OJ L 188, 20.7.2005).

## CONCLUSIONS

In view of the contemporary challenges and threats, the European Union's efforts in the area of civil and military capacity building are extremely important. In fact, it is difficult to say which of the types of mission discussed is the most appropriate to the changing challenges of the modern world. Certainly, however, civil-military efforts are more pragmatic and should be used more frequently, especially as the EU is not a military organisation and its military missions are not military interventions. In addition, recent history clearly shows that military power alone is inadequate to solve modern crises. An armed intervention without a concerted stabilisation effort, and with the reconstruction of the real political structure, on the contrary, threatens to degenerate into uncontrolled chaos. The return of the internal political order to a territory where there were no compromises before is a fundamental challenge of the present day. By adopting today's global approach, both military and civilian, to crisis management and continuing to strengthen its capacity for action and analytical tools, the European Union is becoming a major security vector at the international level, and its Common Security and Defense Policy expeditionary missions are the tangible proof.

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