

Recasting EU Civilian Crisis Management

by Ginevra Poli

ABSTRACT

The process leading to a Civilian Compact calls for a deeper understanding of the strengths and shortcomings of the civilian dimension of the Common Security and Defence Policy, as well as on how it could be improved. The conference addressed this theme in three sections: after a brief overview of the status quo of the Civilian Compact, the focus moved on the experiences of other international organizations, and on how the EU can cooperate with them. The final section provided inputs from the EU missions in Libya, in the Sahel region, and in the Mediterranean (Operation Sophia). Given the current security context, the Civilian Compact is critical to further develop the objectives of the EU Global Strategy for an effective joined-up Union. The collaboration with other organizations, the engagement of the local civil society, and the full support of member states and EU institutions should be the cornerstone for strengthening the functions and capabilities of the Civilian Compact.

European Union | CSDP | Crisis management | Civilian missions | Libya | Sahel | Mediterranean

keywords

Recasting EU Civilian Crisis Management

by Ginevra Poli*

Introduction

This report summarizes the proceedings of the conference “Recasting EU civilian crisis management: capabilities and partnerships” hosted in Rome on 6 July 2018. The event was organized by the Istituto Affari Internazionali (IAI) and the Italian Ministry of Foreign Affairs and International Cooperation (MAECI), in collaboration with the European Union Institute for Security Studies (EUISS). The symposium focused on the status and prospects of the ongoing revision of civilian crisis management at EU level, looking in particular at the forthcoming Civilian Capabilities Development Plan and the current reflection on a Civilian Compact. After a brief overview on the Civilian Capabilities Development Plan, the event focused on other international organizations’ experiences in order to identify and share best practices and lesson learned. The last section analysed on-the-ground experiences, paying special attention to the Mediterranean and Sahel regions.

Nathalie Tocci (IAI) opened the discussion by highlighting the drivers that pushed towards a revision of the Common Security and Defence Policy (CSDP) and its Civilian Compact. First, the security environment changed in negative, and after two years from the release of the EU Global Strategy (EUGS) it has become clear how the Civilian Compact should be developed in order to be in line with the EUGS. Second, civilian missions are one of the unique features of the EU, and it is important that the Union strengthen its role in this sphere. Third, it became clear that there is a blurry line between hard and soft security. As a result, when it comes to EU foreign policy it is necessary that the military and the civilian tools work together. Thus, the Civilian Compact will be an important aspect in the EU defence and foreign policy plans.

* Ginevra Poli is intern at the Istituto Affari Internazionali (IAI).

Report of the conference “Recasting EU civilian crisis management: capabilities and partnerships”, organized in Rome on 6 July 2018 by the Istituto Affari Internazionali (IAI) and the Italian Ministry of Foreign Affairs and International Cooperation, in cooperation with the European Union Institute for Security Studies (EUISS).

Session I – Civilian CSDP Compact: where do we stand?

Nicoletta Pirozzi (IAI) chaired the first session, introducing the conference as part of a series of events organized in EU countries to elaborate ideas and proposals to accompany the process leading to a Civilian Compact at EU level. Since security environment has changed, the coordination of actions at member states' level is as important as at European one. Therefore, it is necessary to develop a proper response to processes and challenges.



From left to right: Lucio Demichele, Nathalie Tocci, Nicoletta Pirozzi

Lucio Demichele's (MAECI) contribution focused on the missions the EU and the member states could undertake and their importance at political level. Capacity building, training, creation of a system based on the rule of law in third countries, and peace-keeping are only some of the goals of EU civilian missions. According to Demichele, in order to be successful these actions should be coordinated with other tools – for example military missions, development cooperation – and with other international actors. Although these missions are no new, they are acquiring new momentum on the political stage.

Nathalie Tocci (IAI) identified three sets of issues that are relevant for the new civilian CSDP. First, Feira priorities still remain at the core of CSDP, thus the integrated approach should be revisited. The analysis should take into consideration which capabilities are required and how they can be mobilized more effectively. Second, since CSDP has addressed new types of issues – maritime security, border control, cyber security, migration, counterterrorism –, there is the need to think about on which capabilities the CSDP should work. Third, there is a need to identify generic functions that have to be improved. Tocci also highlighted the necessity of engaging with officers who work for the civilian CSDP and give them incentives to join civilian CSDP missions. In the same way, the CSDP should develop ways to demonstrate to the member states that EU missions are important for both external and internal security.

These issues can be addressed by a set of actions that complement each other. The establishment of a Coordinated Annual Review on civilian capabilities (CARC) shaped on the example of the Coordinated Annual Review on Defence (CARD) could reduce gaps and establish a political mechanism to commit to generalized standards. Second, the development of a framework that would allow future CSDP missions to be modular and scalable, through the implementation of pilot projects, especially those concerning new line of actions. Fourth, internal and external partnerships should be created and promoted.

Roderick Parkes (EUISS) stressed that, although the CSDP offers a lot of potential for cooperation, the Directorate-General for Migration and Home Affairs (DG Home) of the European Commission has not taken advantage of it. On the contrary, there has been an overlapping of Frontex and the civilian CSDP, with Frontex increasingly extending over civilian CSDP area of activities. In the past, CSDP missions were justified on the basis of political, short term, and external arguments. With the creation of Frontex, the CSDP has to reconsider its rationale and it is now focusing on regional and long-term missions, such as for example the Western Balkans mission.



Roderick Parkes

This new phase calls for clarity, differentiation, and coordination between CSDP and Frontex. Three options for a possible division of labour can be identified: subsequent, geographic, and plug-in. In the first approach, CSDP would act in the short term and Frontex would take over in the long term. In the geographic setting CSDP could operate in the South, and Frontex in the East. Alternatively, CSDP could be in charge of hotspots with Frontex focusing either on regional issues or on the relationship between interested countries and the EU. Finally, the plug-in approach, i.e. the integration of different agencies. A dialogue between DG Home and CSDP should be established in order to create the condition to acquire new confidence.

In the Q&A session, a number of issues were raised aimed at bringing a deeper understanding of civilian CSDP. First, civilian CSDP missions give member states room for manoeuvre on how to develop their missions. Different models integrate with each other, a method that could be developed further by sharing best practices and information. Second, it is important to have a clear and comprehensive mandate, and to have the support of all member states. Third, the CSDP is a EU policy, and the member states need to stop to use it only to promote their national interests. One of the priorities should be to make the CSDP more European, by structuring the chain of command in a way that will enhance this feature. Fourth, the role of CSDP for the protection of cultural heritage is key: in conflict and fragile areas the looting and smuggling of cultural heritage items is intertwined with organized crime and terrorism, and it also affects civil society and the social fabric of the area. Therefore, CSDP missions in relation with cultural heritage are important to both reduce the financial resources of criminal groups and protect communities. Legally speaking, it has been reminded that the CSDP is an intergovernmental sector. Therefore, its mandate is under limited control of the European Parliament. Although it is complicated to assess the impact of such enterprise and exercise effective democratic control, it is possible to use some

indicators as a proxy. Some of them could be the resources that will be allocated to the project, the visibility of the missions, the creation of an institutional framework to coordinate activities at EU level, and the involvement of member states.

Session II – Learning from others' experiences in civilian crisis management

The second session, chaired by **Bernardo Venturi** (IAI), focused on how other international organizations handle civilian crisis and avenues for cooperation with the EU.

Kristen Petillon (UN) used the example of Mali to sketch the UN's approach. With regard to Mali, one of the goals of the initiative was to tackle the country's post-conflict situation. In order to do so, the mission had a multidimensional mandate and increased economic resources and civilian tasks over time. Despite this, Mali's case is challenging because the political progress has been minimal during the years, hindering the process of peace building. In order to respond to this stalemate, the mandate has been reviewed to emphasize the civilian political tasks. As per cooperation with different agencies, the situation in Mali could be improved. There are several EU initiatives in Mali that support peace process reforms and the reconstruction of Malian forces. Even so, the EU lacks the capacities to implement it independently from the UN. Hence, a closer cooperation between the two could increase the effectiveness of the initiatives that have been developed in the region.

According to **Gabriëlla Vogelaar** (Global Partnership for the Prevention of Armed Conflict), the EU capabilities in conflict prevention and peace building must be linked with civil society's efforts on the ground. For example, the partnership with local actors should be developed in a sustainable way and with a long-term outlook; the civil society should be involved in the development of the strategy to be implemented. This would make the local commitment stronger and the proposed actions tailored to local needs. In the past, the EU has showed its ability to engage in meaningful ways with local actors, such as in Mali with the civil society platform, and in Georgia, where it cooperated with local organizations and NGOs to make sure local ownership was exercised.

As always, there is room for improvement. The EU should increase the accountability of its missions to the local citizens, share the results with civil society, and find ways to measure the impact of the missions. The EU should also build on the knowledge acquired in the past, on its diplomatic expertise, and on its ability to establish trust



From left to right: Kristen Petillon, Bernardo Venturi, Gabriëlla Vogelaar, Sven Eric Söder

between the actors involved to ensure the sustainability of the mission in the long-run. Since the EU rules and *modus operandi* are complex, the non-governmental organizations that work with European actors are often the same because they developed the expertise to deal with the Union's complexity. This lack of diversity should be addressed, and other local actors should be able to join the programmes. Explaining in details what are the actions and phases required by could be a first step in the direction of a broader and more effective collaboration. Speaking of the relationship between the Union and other organizations, the creation of a bridge between the EU and the UN could provide benefits for both parts.



From left to right: Vincenzo Tagliaferri, Eva-Maria Velickovic, Paolo Foradori

According to **Sven Eric Söder** (Folke Bernadotte Academy) today minor conflicts and intrastate wars are much more common than wars. Consequently, the methods to reduce conflicts have to change, going from purely military operations to multifunctional operations in which the civilian part has a significant role. This whole-of-government approach would be effective only if the role of each actor is clearly defined. Specific training should be given to both military and civilian forces in order to improve the quality of interactions. Similarly, joint excises with other states should be promoted. Regarding the CSDP and the EU integrated approach, Söder highlighted that there is a lack of efficiency, and a lot can be done to improve the partnership on the ground. In a time of interdependence, fast technologies progress, and challenges to the established world order it is fundamental to adapt fast, share information and expertise, and to identify innovative ways of dealing with conflicts.

Session III – Enhancing civilian-military cooperation on the ground

Paolo Foradori (University of Trento) chaired the third session that focused on the civilian-military cooperation on the ground and on how it can be strengthened.

Vincenzo Tagliaferri's (EUBAM Libya) intervention pivoted on the CSDP's civilian mission in Libya. EUBAM Libya established a cross-ministerial body, the Border Management Working Group (BMWG), to coordinate the actions of the agencies involved in the border management – such as the police, the navy, border guards – with the Libyan authorities. Since the aim of the intervention is to improve and develop the security of the country's borders, the engagement of the Libyan authorities and the mutual trust among the two parts have a crucial role.

Moving on to the cooperation among missions, **Eva-Maria Velickovic** (European External Action Service) talked about the Mali's situation, where there are both civilian and military missions. The two initiatives are cooperating on the ground, aligning with each other and sharing technical and logistic support, as well as information and analysis. Although this cooperation has several benefits, it also presents challenges for the headquarters when



Natalina Cea and Achille Cazzaniga

it comes to the operative side: the personnel has different demands, for example in terms of accommodation, which require careful planning. The involvement of representatives of both military and civilian missions is thus crucial not only on the ground, but also during the organization of the operation.

Natalina Cea (Regional Coordination Cell to the missions in the Sahel region) gave an overview of the current initiatives in the G5 Sahel countries (Burkina Faso, Chad, Mali, Mauritania and Niger). This is an example of successful cooperation between military and civilian forces. In the G5 countries, CSDP activities aim to enhance cross border cooperation, and to support regional structures, and national capacities in their response to the current regional threats. In order to achieve these goals, the mission is using a "regionalization" strategy that follows a series of steps. The first was an analysis of the "gaps and needs" of the countries involved that led to the creation of a regional plan. This plan listed the measures required to strengthen the cooperation between the G5, among them sharing information and expertise, the selection of shared objectives, an integrated plan of activities. The result was the creation of a positive environment that converted differences in added value, promoting a common vision of the region. The EU integrated approach was also the basis for the implementation of a Regional Integrated Plan. Further improvement can be achieved by better integrating the civilian and military structures and by working more systematically to overcome historical differences. Overall, regionalization allowed for a more efficient regional integration, which has good chances to be sustainable in the long run.

Achille Cazzaniga (EUNAVFOR MED Operation Sophia) talked about Operation Sophia and its role in the EU's comprehensive approach to migration and to stabilize Libya. Operation Sophia reduced the irregular migration to Europe, proving that an integrated approach could work, yet the question on its sustainability is still open. The reduction in the number of arrivals to Europe was possible also thanks to the information sharing, the involvement of the Libyan Coast Guard and Navy, and the training Operation Sophia provided in different areas. The EU mission launched also a pilot project called Crime Information Cell (CIC) and the first European observatory on smuggling and human trafficking. Both entities aim to collect and share information on criminal activities (human traffic, migrant smuggling) to fight

crime while at the same time protect the security of personnel involved in these operations. CIC sees the participation of other agencies such as Frontex and Europol, as well as representatives of member states' law enforcement agencies. The European observatory on smuggling human trafficking is open to third parties, for example other agencies, and was launched in cooperation with the Italian prosecutor office against mafia and terrorism.



Lucio Demichele and Nicoletta Pirozzi

Conclusion

Nicoletta Pirozzi (IAI) wrapped up the conference by summarizing the main contributions and by presenting the prospects for the Civilian Compact. Indeed, there are the preconditions to develop a Civilian Compact that would be a breakthrough in comparison with the past. This would be possible only by expanding the civilian capabilities and by addressing the gaps of the previous plans. European institutions and member states should promote clear objectives as well as effective coordination between military and civilian forces. After the push on EU defence cooperation in 2017, it is time to give new momentum to the civilian sphere by highlighting the connections between internal and external security. The development of the Civilian Compact should aim to provide an efficient method to deal with crisis, to balance stability and democracy, and to increase resilience of the areas involved. As highlighted in the presentations of this conference, partnering both as a national and international level is crucial and desirable.

Looking at obstacles, the most difficult one is to win the support of the member states and of European institutions. The goal should be to make the whole process more efficient by streamlining the decisions and by integrating the expertise of single member states. The role and mandate of each agency as well as the line of command should be clarified in order to create positive spill over effects. An endeavour of such complexity requires a specific budget, which could become another hindrance in the current European context. The efficiency of the project should be improved by designing an evaluation system that takes into consideration both internal and external actions and effects. The Civilian Compact is at the same time a great opportunity and a challenge for the EU, especially with regards to the Mediterranean and the Sahel regions. On the one hand, the Union has been a sponsor of human rights since its establishment and the missions developed under the Civilian Compact could enhanced this role, with the EU being the leader for operations in the region. On the other hand, the Union has to work to guarantee its internal security, a goal that is crucial to let the European citizens consider the EU to be regarded as a credible actor and understand its added value.

Conference Programme

Rome, 6 July 2018

Opening remarks

Lucio Demichele, Head of CFSP/CSDP Unit, Italian Ministry of Foreign Affairs and International Cooperation, Rome

Nathalie Tocci, Director, Istituto Affari Internazionali (IAI), Rome

Session I

Civilian CSDP Compact: where do we stand?

Chair **Nicoletta Pirozzi**, Head of "EU, politics and institutions" Programme, Istituto Affari Internazionali (IAI), Rome; Associate Analyst, European Union Institute for Security Studies (EUISS), Paris

Speakers **Lucio Demichele**, Head of CFSP/CSDP Unit, Italian Ministry of Foreign Affairs and International Cooperation, Rome
Nathalie Tocci, Director, Istituto Affari Internazionali (IAI), Rome
Roderick Parkes, Senior Analyst, European Union Institute for Security Studies (EUISS), Paris

Session II

Learning from others' experiences in civilian crisis management

Chair **Bernardo Venturi**, Research Fellow, Istituto Affari Internazionali (IAI), Rome

Speakers **Kristen Petillon**, Political Affairs Officer, United Nations Department of Peacekeeping Operations (DPKO), New York
Gabriëlla Vogelaar, Training and Capacity Building Coordinator, Global Partnership for the Prevention of Armed Conflict (GPPAC), The Hague
Sven Eric Söder, Director General, Folke Bernadotte Academy (FBA), Stockholm

Session III

Enhancing civilian-military cooperation on the ground

Chair **Paolo Foradori**, Professor, School of International Studies, University of Trento

Speakers **Vincenzo Tagliaferri**, Head of the EU Border Assistance Mission in Libya (EUBAM Libya)

Eva-Maria Velickovic, Policy Officer, Civilian Planning and Conduct Capability (CPCC), European External Action Service (EEAS), Brussels

Natalina Cea, Head of Regional Coordination Cell (RCC) to the missions in the Sahel region, European External Action Service (EEAS), Brussels

Achille Cazzaniga, Chief of Staff, EUNAVFOR MED Operation Sophia

Wrap up and Concluding Remarks

Nicoletta Pirozzi, Head of "EU, politics and institutions" Programme, Istituto Affari Internazionali (IAI), Rome; Associate Analyst, European Union Institute for Security Studies (EUISS), Paris

Istituto Affari Internazionali (IAI)

The Istituto Affari Internazionali (IAI) is a private, independent non-profit think tank, founded in 1965 on the initiative of Altiero Spinelli. IAI seeks to promote awareness of international politics and to contribute to the advancement of European integration and multilateral cooperation. Its focus embraces topics of strategic relevance such as European integration, security and defence, international economics and global governance, energy, climate and Italian foreign policy; as well as the dynamics of cooperation and conflict in key geographical regions such as the Mediterranean and Middle East, Asia, Eurasia, Africa and the Americas. IAI publishes an English-language quarterly (*The International Spectator*), an online webzine (*Affarinternazionali*), two book series (*Quaderni IAI* and *IAI Research Studies*) and some papers' series related to IAI research projects (*Documenti IAI*, *IAI Papers*, etc.).

Via Angelo Brunetti, 9 - I-00186 Rome, Italy

T +39 06 3224360

F + 39 06 3224363

iai@iai.it

www.iai.it

Latest DOCUMENTI IAI

- 18 | 21 Ginevra Poli, *Recasting EU Civilian Crisis Management*
- 18 | 20 Ginevra Poli, *From Thessaloniki to Sofia: Turning the Enlargement Process into a Win-Win Deal for All*
- 18 | 19 Simone Romano, Lorenzo Vai e Nicoletta Pirozzi, *Le finalità del bilancio Ue e le prospettive di riforma: proposte per l'Italia*
- 18 | 18 Andrea Aversano Stabile, Guillaume Lasconjarias and Paola Sartori, *NATO-EU Cooperation to Project Stability*
- 18 | 17 Jean-Pierre Darnis e Michele Nones (a cura di), *L'accesso allo spazio, settore strategico per l'Italia e l'Europa*
- 18 | 16 Paola Sartori, Alessandro Marrone and Michele Nones, *Looking Through the Fog of Brexit: Scenarios and Implications for the European Defence Industry*
- 18 | 15 Francesco Paron, *Realizing Youth Potential in the Mediterranean: Unlocking Opportunities, Overcoming Challenges*
- 18 | 14 Mihaela Luchian, *The EU and Latin America: Political and Economic Trends in Times of Global Uncertainty*
- 18 | 13 Sinan Ekim, *Europe in an Uncertain World: Values vs. Security Interests*
- 18 | 12 Mihaela Luchian, *Il futuro dell'integrazione europea tra forze centrifughe e nuove forme di cooperazione*