

## EU CIVILIAN CRISIS MANAGEMENT: A CHANCE FOR SERBIA?

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The civilian crisis management was first instituted through the efforts of the European Economic Community to provide humanitarian aid at the time of the Cold War and was later taken up by the European Union. With the end of the Cold War and the EU's endeavours to develop common foreign policy, civilian crisis management progressively gained importance and acceptance, as the Union was almost exclusively a civilian institution. Civilian crisis management became a crucial foreign policy instrument of the Union's common foreign and defence policy. Under the Saint-Malo Declaration (1998), the foreign and security policy of the European Union (EFSP), which was later to evolve into the Common foreign and security policy, dealt exclusively with the military dimension of crisis management, whereas "the non-military crisis management" remained practically disregarded. It is safe to assume that in the late 20<sup>th</sup> century, the European Union perceived itself as a future military actor in the global security. Civilian crisis management gained prominence in the European foreign and security policy with the launch of a mission to Bosnia-Herzegovina<sup>1</sup> (2003), rendering the military dimension a lesser but nonetheless important part of the EFSP/CFSP. Since 2003 the European Union has contributed to the global security through 22 civilian missions, of which ten are currently deployed worldwide.<sup>2</sup> With the adoption of the Treaty of Lisbon and creation of the European External Action Service (EEAS), a comprehensive approach was taken to improve the coherence of the EU's external action.

The security environment on the external borders of the European Union very much changed in the past period, but the migrant crisis and terrorist attacks put the Union's internal security on the agenda. Civilian crisis management thus transcended the European External Action Service (EEAS), ceasing to refer solely to external action, but rather having a profound effect on the Union's internal security. The responsibility for civilian crisis management beyond the European Union lies with the European Commission, i.e. EEAS. However, organised crime, migrations, terrorism and pandemic in the neighbourhood and within the Union heightened the significance of the civilian crisis management, leading to closer cooperation among political levels within the Union. As a consequence of the disruption in the Union's internal security, the civilian crisis management expanded from CSDP and the European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations<sup>3</sup> to other bodies such as Directorate-General for Migrations and Home Affairs,<sup>4</sup> Directorate-General for Neighbourhood and Enlargement

1) EUPM since January 1, 2003

2) [https://eeas.europa.eu/headquarters/headquarters-homepage/area/geo\\_en](https://eeas.europa.eu/headquarters/headquarters-homepage/area/geo_en)

3) [https://ec.europa.eu/echo/index\\_en](https://ec.europa.eu/echo/index_en)

4) [https://ec.europa.eu/home-affairs/index\\_en](https://ec.europa.eu/home-affairs/index_en)

Negotiations,<sup>5</sup> Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs,<sup>6</sup> Justice and Home Affairs Council,<sup>7</sup> as well as to specialised units that play a role in countering security threats referred to in the EU Global Strategy. In addition to the fight against security threats through civilian crisis management, the EU Global Strategy states that the following five strategic priorities need to be achieved: security of the Union, state and societal resilience in the neighbouring and surrounding regions, an integrated approach to external conflicts and crises, cooperative regional orders, and global governance fit for the 21<sup>st</sup> century.

The strategic priorities in the area of security and defence referred to in the 2016 EU Global Strategy (EUGS), namely to protect the Union and its citizens, to respond to external conflicts and crises, and to build the capacities of its partners, pose an opportunity for participation of civilians from candidate countries in the EU civilian crisis management.

The Conclusion of the Council and of the representatives of the Governments of the Member States of November 19, 2018 established a civilian CSDP Compact.<sup>8</sup> The reason for adoption of the Conclusion was the deteriorating strategic environment of the EU, including the eruption and escalation of conflicts in the immediate surroundings, and protracted instability and transnational threats and challenges.

Notwithstanding the European Union's experience of many years in civilian crisis management, a new approach that would be grounded on consensus and greater responsibility for the security of the Union and member states needed to be developed. The main tasks of the civilian crisis management entail the need:

- To respond with speed and determination to particular situations throughout the entire conflict cycle, with particular emphasis on stabilisation as well as prevention, based on EU priorities for external action and assessed needs and requirements of the host country;
- To contribute to the EU's wider response to tackle security challenges, including those linked to irregular migration, hybrid threats, cyber security, terrorism and radicalisation, organised crime, border management and maritime security, as well as preventing and countering violent extremism, also taking into account the need to preserve and protect cultural heritage;
- To contribute significantly to the resilience and security of partner countries while ensuring the ownership of the host country to achieve effective and sustainable results;
- To work effectively together with relevant international partner organisation and other EU instruments as part of a joined-up European approach, based on civil-military synergies within CSDP as well as close cooperation with the Commission services and other relevant EU actors as part of the EU's integrated approach to conflicts and crises with a view to achieving coherence and coordination with the wider EU engagement, including developmental, stabilisation, humanitarian and political dimensions;
- To cooperate where appropriate with the Commission services and JHA actors with a view to tackling threats and challenges across the internal-external nexus and enhance synergies and coherence also in the development of capabilities;
- To mainstream human rights and gender into all activities and ensure compliance with international law, in particular international human rights law, international criminal law, the UN Convention on the Law of the Sea, refugee law and humanitarian law, taking fully into account the UNSCR 1325 on Women, Peace and Security, and the protection of civilians, throughout the planning and operational phases of the missions.

Member states and partners are required to eliminate all shortcomings identified after 2003 when the first mission was deployed and to enhance their contributions to civilian crisis management. Evidently, the national procedures, even in the states with largest CSDP contributions, including decision-making, funding, legislation and career paths, are underdeveloped. Civilian experts interested in taking part in missions need to be trained in line with guidelines provided by the EU, while the training needs to be integrated on the EU level. Altered security circumstances should also be taken into account, as well as new security threats, and the training should be adapted accordingly.

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5) [https://ec.europa.eu/neighbourhood-enlargement/about/directorate-general\\_en](https://ec.europa.eu/neighbourhood-enlargement/about/directorate-general_en)

6) [https://ec.europa.eu/knowledge4policy/organisation/dg-grow-dg-internal-market-industry-entrepreneurship-smes\\_en](https://ec.europa.eu/knowledge4policy/organisation/dg-grow-dg-internal-market-industry-entrepreneurship-smes_en)

7) <https://www.consilium.europa.eu/en/council-eu/configurations/jha/>

8) 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, Brussels, November 19, 2018

Decision was taken that the new Compact should ensure availability of 200 civilians to be deployed in any area of operation within 30 days after a decision. Funding and human resource management are the key to any mission, and additional engagement in these areas is needed at the EU level.

Furthermore, an integrated approach to programming and conduct on the ground of crisis response missions, stabilisation activities and development cooperation missions should be taken. In addition to joint civilian action, complementarity between the civilian and military dimensions of CSDP, including in areas of capability development and the operational planning and conduct of missions deployed in the same theatre should be fostered.

The European Union should intensify cooperation with countries hosting CSDP missions and enhance partnerships with partner countries and organisations in particular the UN, NATO and OSCE, as well as AU and ASEAN on common issues of policy and standards. The Conclusion of the Council of the European Union establishing the civilian CSDP Compact<sup>9</sup> particularly stressed the need to promote third countries' contributions to civilian CSDP missions on a case by case basis and to support their further cooperation with the EU according to agreed procedures.

Serbia's participation in missions could significantly improve its foreign policy reputation. Serbia advocates for a comprehensive approach to conflict prevention, primarily through diplomatic means and political dialogue, as well as focused and timely development cooperation with partners on the regional, and broader international, level (through closer cooperation within multilateral organisations such as the UN, Council of Europe, OSCE, EU and other). Therefore, EU programmes and measures seeking to prevent violent conflicts and resolve open issues in a constructive manner through dialogue and in compliance with the EU Charter and the international law are a form of cooperation where Serbia would want to increase its visibility and help strengthen security and defence capabilities of the European Union. Currently, this would first of all include the participation of the Serbian Armed Forces and other defence forces in multinational operations conducted under the auspices of the European Union. The Republic of Serbia, being a candidate country for EU membership, needs to develop coherent and consistent ties and to precisely define strategic goals in order to ensure successful conduct of missions and tasks arising from the international obligations it has assumed. As the EU has successfully and precisely defined such ties and regulated them in terms of norms and doctrine using a comprehensive approach, this could provide orientation in aligning Serbia's national security and defence systems in the EU accession process. Within the EU integration process, the Republic of Serbia has voiced its preparedness to build capacities and capabilities of its national security system, in keeping with the standards and obligations arising from the Common foreign, security and defence policy and to intensify dialogue with the Union on the issues of common interest, including security, defence and military issues. The legal basis for participation in the EU operations is given in the Law on the Use of the Serbian Armed Forces and Other Defence Forces in Multinational Operations Beyond the Borders of the Republic of Serbia<sup>10</sup>; Agreement between the Republic of Serbia and the European Union Establishing a Framework for the Participation of the Republic of Serbia in European Union Crisis Management Operations;<sup>11</sup> and Agreement between the Republic of Serbia and the European Union on Security Procedures for Exchanging and Protecting Confidential Information.<sup>12</sup>

Given its past engagement in the EU crisis management missions and operations, the Republic of Serbia has unequivocally expressed its willingness to support the EU's engagement in the area of Common security and defence policy. While Serbia's military capacities participate in the EU crisis management missions and operations, Serbia still has not set up capacities for participation in civilian crises management.

Notwithstanding the efforts made by the Ministry for EU Integration, the Foreign Affairs Ministry and the Defence Ministry in an attempt to set up a system for the deployment of civilian experts to civilian missions, no representatives of the Republic of Serbia are taking part in the EU civilian crises management. So far a respectable number of civil servants have been trained and certified, in collaboration with the ISAC Fund and with the support of the EU representatives, notably ZIF, a leading centre for this type of training in the Federal Republic of Germany. In the next period Serbia should adopt internal procedures that are consistent with the CSDP Compact and, following the EU recommendations, reiterate its interest in getting engaged in civilian crisis management missions. The representatives of public institutions, civil society organisations and other organisations from Serbia must have equal opportunity to apply for positions under the CSDP Compact, particularly in the areas of security sector reform, rule of law, fight against illegal migrations and terrorism. The European Union wants to see the Republic of Serbia continue its participation in CFSP/CSDP and encourages participation in civilian crisis management through Annual Progress Reports.

9) <https://www.consilium.europa.eu/media/37027/st14305-en18.pdf>, 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, Brussels, November 19, 2018

10) Official Gazette of the RS, number 88/2009

11) Official Gazette of the RS – International Treaties, number 1/2012

12) Official Gazette of the RS – International Treaties, number 1/2012