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# EU Civilian Crisis Management

The Record So Far

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Prepared for the Office of the Secretary of Defense

Approved for public release; distribution unlimited



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The research described in this report was prepared for the Office of the Secretary of Defense (OSD). The research was conducted in the RAND National Defense Research Institute, a federally funded research and development center sponsored by OSD, the Joint Staff, the Unified Combatant Commands, the Department of the Navy, the Marine Corps, the defense agencies, and the defense Intelligence Community under Contract W74V8H-06-C-0002.

**Library of Congress Cataloging-in-Publication Data** is available for this publication.

ISBN 978-0-8330-4919-3

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Published 2010 by the RAND Corporation

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## Summary

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Since the end of the Cold War, the value of civilians in postconflict stabilization has become increasingly clear. As a result, beginning in 2003, the European Union began deploying civilian missions under the auspices of the European Security and Defence Policy (ESDP). In contrast with the EU's military missions, however, these civilian missions have received little attention. This report provides an early assessment of the EU's civilian record, examines the challenges ahead, and outlines the main policy implications for the United States and Europe.

The EU has deployed civilians in several capacities and a variety of environments, ranging from benign to hostile. At the same time, the EU has continually reformed and worked to rationalize the relevant institutions in Brussels to improve its civilian record. In general, however, the EU's civilian missions have been relatively small scale and have not had a major impact on security challenges of significance to the United States. ESDP civilian work has in most cases been ancillary to larger, ongoing nation-building work.

Nevertheless, the EU is apt to do more in the future, and the record shows that the EU has managed to make valuable civilian contributions in conflict and postconflict environments, especially when they are close to Europe. Although the EU has often fallen short of its own goals, especially when it comes to staffing, and has encountered frequent logistical and planning problems, the general trend is positive. Provided that European states continue to invest in developing civilian capabilities, the EU can be expected to make a growing contribution in years ahead.

The EU's expertise in the rule of law is particularly welcome, and further development of EU capabilities in this area should be strongly encouraged. European police and legal advisers are developing the capabilities and experience necessary to bolster the rule of law in states emerging from conflict. To be more effective in building the rule of law in the future, Europe will need to expand its capabilities for executive policing and develop the ability to conduct higher-volume police training. Most of all, however, it will need to improve its record in meeting its own staffing targets.

The EU's two most important missions have both operated alongside NATO: the integrated rule of law mission in Kosovo and the EU police-training mission in Afghanistan. The Afghanistan mission has been plagued with problems and continues to underperform, despite some recent improvements. By contrast, the Kosovo mission has been successful and clearly had a positive impact on the ground, despite the several challenges it faces. There are reasons to hope that Kosovo, not Afghanistan, will be the future model.

In general, future EU contributions can be expected to be greater in regions closer to Europe—not only because European states tend to see a greater interest in these regions, but also because proximity facilitates the recruitment of civilian staff.

## **Main Policy Recommendations**

### **For the United States**

- Recognize that EU civilian capabilities remain limited, but are poised to become more significant in supporting allied security objectives in the future.
- Continue to support the EU's efforts to build civilian capabilities, including by taking a benevolent attitude toward the EU's Civilian Planning and Conduct Capability (CPCC) and by providing staff and logistical support when appropriate.
- Continue to work to fix the EU-NATO working relationship. While adept efforts on the ground have avoided much of the pos-

sible damage caused by the Turkey-Cyprus dispute, the problem still needs resolution if EU civilian work is to contribute to broader allied goals and operations in the future.

### **For the European Union**

- The EU needs to focus on overcoming its staffing shortfalls. The three most promising directions for doing so are (1) further increasing EU funding for civilian missions, (2) considering more widespread use of contractors, and (3) developing a civilian reserve corps, preferably with a standing pool of staff trained and ready for deployment within 48 hours' notice. The latter would be the most ambitious option, but should not be beyond Europe's reach.
- Establish a European facility to review lessons learned from civilian missions, in order to obtain the full benefit of conducting such missions under the EU.
- Most immediately, ensure that the missions in Afghanistan and Kosovo are successful. The mission in Afghanistan is particularly at risk for lack of resources. The EU must recognize what is on the line in Afghanistan for ESDP; significantly expand the Afghan mission, even beyond the current authorized levels; and give high priority to ensure full staffing. On Kosovo, the EU must stay its course and ensure that Serb machinations north of the Iber River do not derail this flagship effort.