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Report Paper

EU Crisis Management & Planning Process

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Abstract- Since 2003, EU had 14 operations (four military, nine civilian, and one civilian-military (civ-mil) including political, diplomatic, economic, humanitarian and military actions. EU is eager to provide security not only in Europe but also whole around the world. EU has a comprehensive mechanism to monitor the situation, analyze the mission, develop options and decide how to act. With this process starting from the political-strategic level down to the tactical level, EU is able to plan and manage necessary actions. These actions could have civil, police, military or civil-military characteristics. Unlike NATO, EU has capability to provide civil and police operations with its crisis management process. Each body has its responsibility to advise and provide necessary documents through this process. We illustrated this process in a flow chart to clarify who does what. We expressed the whole process in six phases.

Keywords- EU, EU Crisis Management; Operational Planning; Crisis Management Concept

1. Introduction

In 1999 EU has designed European Security and Defense Policy (ESDP) to enhance Common Foreign and Security Policy in accordance with United Nations (UN) Charter. In 2003, EU developed European Security Strategy (ESS) expressing EU's ambition to handle crisis situations envisioned in ESDP (Giegerich, 2008). Through the "EU Concept for Comprehensive Planning" process, EU aims to assume an effective planning framework for the EU Crisis Management Procedures (Hynek, 2011).

EU undertakes crisis management operations within UN peacekeeping efforts. Since 2003, EU has conducted 14 operations (four military, nine civilian, and one civilian-military (civ-mil)) including political, diplomatic, economic, humanitarian and military actions. As of February 2014, EU is conducting 15 operations (five military, ten civilian) (EEAS, 2014). These missions mainly support police, judiciary and customs reforms and capacity-building efforts. These forces ensure agreements ending hostilities and compliance of these agreements. EU provides security for civilians, refugees, humanitarian workers, and UN personnel. Having its own crisis management & planning process, it can be suggested that, EU intends to be capable of acting independently from NATO and aims to gain prominence as a credible global security actor (Giegerich, 2008). The revision of ESS in 2008 and 2009 Lisbon Treaty, that renamed ESDP to Common Security and Defense Policy (CSDP) show EU's foreign policy ambitions as a regional and global power to provide greater contributions to international security (Simón, 2011).

CSDP enables EU to take a leading role in peace-keeping operations, conflict prevention, and

strengthening of international security. EU is eager to contribute to the settling of regional and global security problems and to follow CSDP mission planning process for EU-led operations. EU has a procedural mechanism for, managing crisis, planning operations, comprehending actions and processes undertaken at political-strategic, civ-mil strategic and military operational/tactical levels. The operations could have civilian, military or both civilian and military (civ-mil) characteristics.

The main focus of this paper is to provide a comprehensible flowchart for EU's CSDP Crisis Management & Planning Procedures. Thereby, the paper aims to contribute to the literature by providing a brief, one-page tool for researchers.

2. Crisis Management

Crisis are unpredictable events that must be addressed urgently. They must be expected out of systematic approaches and evaluations. Crisis management is the process of defining a necessary response to the crisis so as to act in time and deescalate the situation to the level that an urgent reaction is not needed (Farazmand, 2014). NATO, EU, and UN have crisis management process to deal with them. We are discussing EU crisis management in the remaining part of this paper.

3. EU Crisis Management & Planning Process

EU has a comprehensive planning concept that establishes a framework for EU crisis management. This planning process is not a rigid, but a living document that can be improved through lessons learned and is useful for all types of possible EU-led operations and all phases of crisis management (Farazmand, 2014).

EU Crisis Management & Planning Process can be expressed in six phases, starting from the political-strategic level down to the tactical level. These phases are; Monitoring, Crisis Management Concept, Strategic Options, Operational Planning, Conduct of Operation, and Evaluation (Hagman, 2013; Hynek, 2011). Figure 1 shows the detailed crisis management & planning process. The middle course of the flow chart explains the main activities carried out within the EU Crisis Management & Planning Process (EUCMPP). The responsible or executive bodies of the related

activities are shown on the right side. Necessary explanations are added on the left side. A brief explanation of the flow chart is as follows:

Monitoring, including early warning and advance planning, is considered as the first phase of crisis management planning (Mattelaer, 2010). EU has several agencies responsible for monitoring. EU Satellite Center, EU Situation Room, and EU Intelligence and Analysis Centre are the big eyes of the Union. EU Situation Room continuously scans the world events by focusing on the topics related with EEAS (Schuh, 2012). In case of an emerging crisis, the first step is reviewing or revising – if needed – an existing plan where available. When this is not viable, process for a new plan is initiated. EEAS geographical desk prepares the Political Framework for Crisis Approach (PFCA), which is supported by all services and the respective EU delegations. The outcome of PFCA includes a broad range of options – in other terms, courses of actions - available for EU decision-makers. (Bickerton et al, 2011; Johansen et al, 2012).

The second phase is the development of the Crisis Management Concept (CMC). By means of the Crisis Management and Planning Directorate (CMPD), within the European Union External Action Service (EEAS), a joint assessment is made for CMC in EU's area of interest regarding the crisis. EUMC, CIVCOM, and an appropriate geographical working group within the EEAS provide necessary advice. After that, CMC establishes a basis for a joint effort that involves general end-state, key and interim objectives, delivery of key objectives, and principles for measuring success (Council 13983/05, 2005; Giegerich, 2008).

The third phase is the development of strategic options. EU Military Staff (EUMS) develops Military Strategic Options (MSOs) whereas Civilian Planning and Conduct Capability (CPCC) leads police and civilian response options. PSC and Council evaluate all options and approve one of them' (Mattelaer, 2010).
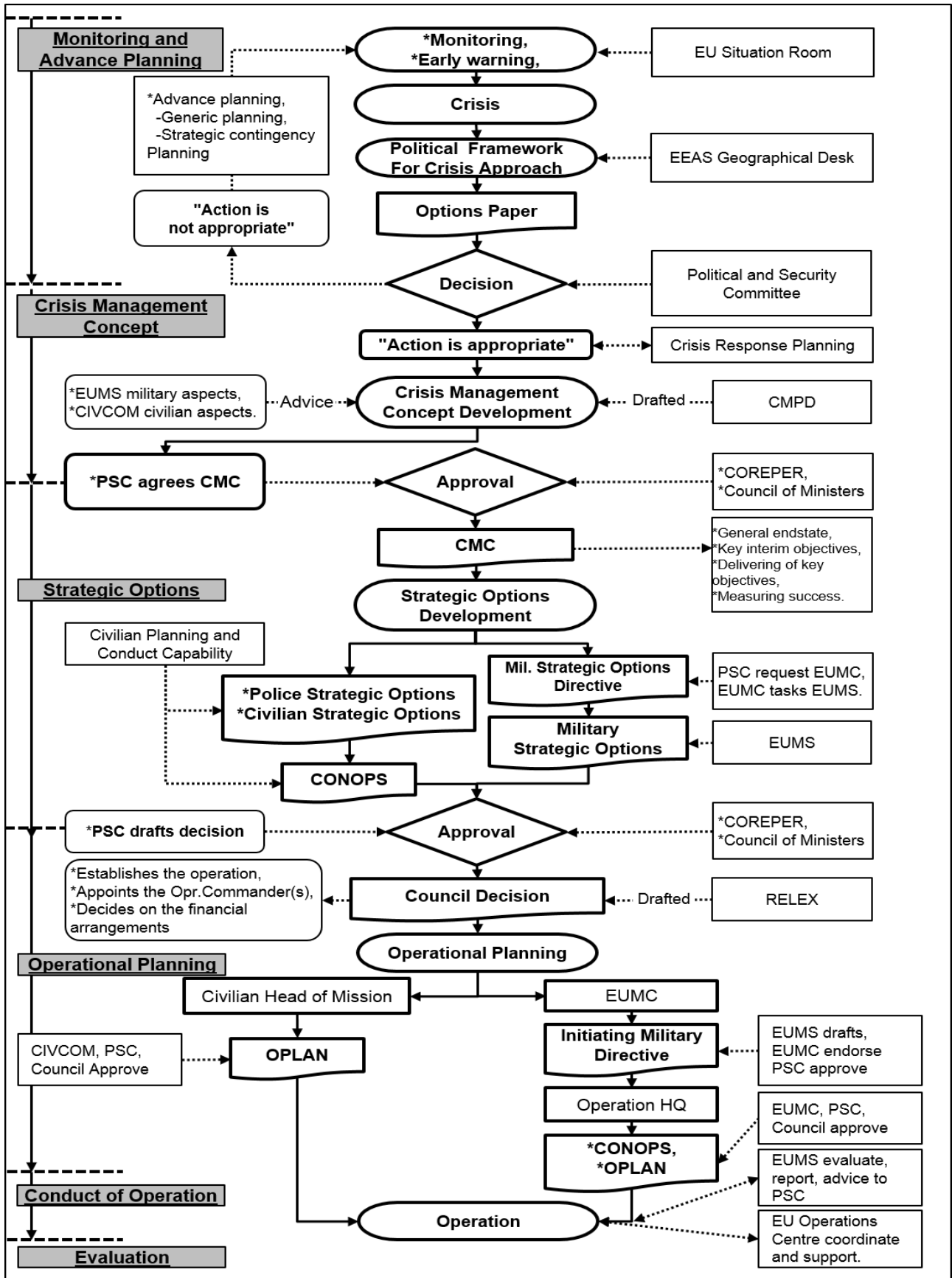
Fig 1. EU Crisis Management & Planning Process

Through these assessments, the Council can choose to act through a Council Decision (CD) with which the Council establishes the operation, appoints the Operation Commander(s) and decides on the financial costs of the operation (Mattelaer, 2010). External Relations (RELEX) group, which is comprised of the related staff, drafts the CD (Gourlay, 2004).

The fourth phase is the operational planning, which starts with the initial military directive (IMD) and includes the development of concept of operations (CONOPS) and operation plan (OPLAN). Civilian and military planning processes separate at this phase. Regarding the civilian operations, CPCC develops CONOPS before CD, while military planners issue IMD and CONOPS after CD (Mattelaer, 2010; Simón and Mattelaer, 2011).

The fifth phase is the conduct of operation. PSC, under the responsibility of the Council and of the High Representative (HR), controls and directs the CSDP operations at political and strategic levels. Civil Operation Commander and Military Operation Commander command and control the mission in the theater (Pearson et al,1998; Gourlay, 2004).

The sixth phase is the evaluation. A strategic review is conducted during the operations. EUMS evaluate, report and advice to PSC. Additionally, the HR proposes a set of measures aimed at refocusing or finishing the EU action to the PSC. The PSC agrees and forwards the measures to the Council. The Council decides, whether to refocus the EU action, including possible termination, or to launch any further action needed at this stage (Simón, 2012).

4. Conclusion

The EU is an organization that can utilize a wide range of instruments (political, diplomatic, economic, financial, military, consular, judicial and development aid) while responding to emerging or on-going crises. In order to deal with crises, planners must need a mechanism to turn decisions into actions. EU has a crisis management and planning process to be able to effectively utilize the entire range of its tools and instruments.

EU institutions utilize these instruments throughout the crisis cycle in order to preserve peace and strengthen international security. This cycle includes conflict prevention and crisis response, crisis management, stabilization and longer-term recovery, reconciliation, reconstruction and development. This mechanism is simply illustrated in the flow chart.

This paper contributes to the literature by providing an easily comprehendible and brief flow chart for EUCMPP. The flow chart does not reflect a sequential and top-down, but a partially a parallel and multi-layer planning process.

EU aims to be a global peace keeping actor with its diplomatic and military powers. To be more precise, EU wants to play a greater role in security realm by using EUCMPP as a foreign policy instrument.

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