

The European Security and Defence Policy (ESDP)

Decision-Making and Planning for ESDP Missions



Introduction: Overview of the European Union

The Pillars of the European Union (Treaty of Maastricht)

European Union

European Communities

Based on the [Treaties](#) which constitute the

- European Community
- Euratom
- European Coal and Steel Community (treaty expired in 2002)

Supranational Decision-Making
(European Commission)

1. Pillar

Common Foreign and Security Policy (CFSP)

([Treaty of Maastricht](#) 1992, amended by the following [treaties](#))

including the **European Security and Defence Policy (ESDP)** (initiated by the [Cologne European Council](#) 1999)

Intergovernmental Decision-Making
(Council)

2. Pillar

Justice & Home Affairs

([Treaty of Maastricht](#) 1992, amended by the [Treaty of Amsterdam](#) 1997)

Intergovernmental Decision-Making
(Council)

3. Pillar

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Start of the Mission Planning Process...

Secretary General/High Representative



Identification of a

close
relation between
HR and his
bodies
after

PSC concludes that EU action is appropriate and assigns SG/HR and the Secretariat to work out a **Crisis Management Concept (CMC)**

Policy Unit



STCEN



Secretariat



Fact Finding MISSION

Political and Security Committee (PSC)



PSC discusses the draft CMC and requests advice on civilian and military aspects

CIVCOM



EU Military Committee



PSC agrees on CMC and presents it to COREPER/Council, pointing out specifics and different options

COREPER



COREPER discusses the CMC. Decisions in COREPER are almost always confirmed by

Council of the European Union



Council approves Crisis Management Concept

Phase 1

Development of a Crisis Management Concept (CMC)

Legend

policy-making body

advisory body

overview of ESDP bodies

The Council assigns PSC to develop strategic options on the basis of the CMC.

Political and Security Committee (PSC)



PSC requests CIVCOM to develop **Police Strategic Options (PSO)** & other

PSC requests EUMC to develop **Military Strategic Options (MSO)**

Secretariat



EU Military Staff



CIVCOM



EU Military Committee



PSC evaluates all strategic options, taking into account the Commission's views. Then PSC forwards a **decision on MSO, PSO and CSO** to COREPER/ Council.

CIVCOM cooperates with the Council Secretariat to develop and prioritise PSO's & CSO's

COREPER



EUMC forwards

Council of the



Commission presents its accompanying measures

The Council formally decides on a **Joint Action** which codifies the mandate, its objectives, financial arrangements etc.

This decision also entails whether the military component of the mission will use NATO assets (**Berlin Plus**) or rely exclusively on EU-capabilities. The mission's **chain of command** as well as the modalities for the setup of a military **OHQ** depend on this decision.

Phase 2

Development of Strategic Options

Legend

policy-making body

advisory body

overview of ESDP bodies

The Council tasks PSC to initiate operational planning

Political and Security Committee (PSC)

PSC requests operational planning on a range of police and civilian

PSC provides the political/strategic guidance needed by PSC approves the

Note: Occasionally the formulation of a police/civilian CONOPS has been initiated or even completed before the Council has formally agreed on a Joint Action (Phase 2). The results of this operational planning then form the basis of the mandate integrated in the Joint Action.

Secretariat

civilian COMOPS and CPCPC develop police & civilian CONOPS

Committee

Commander military (OHQ)

CIVCOM

EPER

develop a draft military CONOPS

OpCdr

Council of the European Union

Civilian Planning Stage

Council approves the CONOPS

Military Planning Stage

Phase 3

Concrete Operational Planning

a) CONOPS – Concept of Operations

Legend

policy-making body

advisory body

overview of ESDP bodies

The Council tasks PSC to develop the final Operation Plan

Political and Security Committee (PSC)

Upon request of the PSC the police

Note:

As the legal basis for any operation, the EU and the host nation sign a "Status of Forces Agreement" (SOFA) for the military component and/or a "Status of Mission Agreement" (SOMA) for the civilian component, both usually preceded by a "Letter of Intent".

However, in most cases the SOFA/SOMA is signed only after the operation has started, or even towards its end.

ary

Phase 3

Concrete Operational Planning

b) OPLAN – Operation Plan

to CIVCOM

CREPER

Secretariat

EU Military Staff

Council of the European Union

CIVCOM

EU Military Committee

Launch of Operation

Civilian Planning Stage

ment of CoC's – Committees of Contributors, for supervision and support of the mission's military and/or civilian component

Military Planning Stage

Legend

policy-making body

advisory body

overview of ESDP bodies

Questions ?

Secretary-General/High Representative (SG/HR)

Mr. Javier Solana Madariaga, since 18. October 1999

Key Facts:

- Appointed by the [Cologne European Council](#), June 1999
- June 2004: Appointed for a second 5-year-term by the European Council
- Mr. Solana is intended to become the first EU Foreign Minister when/if the Constitutional Treaty for Europe enters into force

Main Tasks and capabilities:

- Highest official and representative of the European Common Foreign and Security Policy (CFSP)
- Announces EU Special Representatives, heads EU's diplomatic delegations, influences policy development



[Homepage of Javier Solana](#)

The post of High Representative for CFSP was added to that of Secretary-General of the Council in the [Amsterdam Treaty](#) in 1997. Until then the Secretary General had been a senior official of the EU, whose task was to prepare the meetings of the European Council and to assist the Presidency ([Treaty on European Union](#), Article 18.3).

The importance of the SG/HR massively increased once former NATO-SG Javier Solana was appointed on 18 October 1999. The functions and tasks of the SG/HR were not precisely regulated in the revised EU-Treaty, so it was up to the first officeholder to define his role. Delegating the preparatory assignments of his post mostly to the deputy SG, Solana could focus completely on CFSP and became the most important politician within EU to deal with foreign affairs. The initiation and establishment of the *European Security and Defence Policy (ESDP)* – amongst others by integrating structures and resources of the [Western European Union \(WEU\)](#) – was crucially promoted by Solana, additionally taking the office of Secretary-General of the WEU in November 1999.

The CFSP is the intergovernmental “Second Pillar” of the European Union and the SG/HR is completely dependent on the consensus of the member states. Whenever the EU-members were able to agree on a common position in foreign policy – e.g. in terms of the Balkans or the Middle East – Solana could act as a powerful negotiator and could thereby boost the importance of his post. In June 2003 the [European Council of Thessaloniki](#) asked the SG/HR to develop a [European Security Strategy \(ESS\)](#), which was presented to and adopted by the [Brussels European Council](#) in December 2003. The ESS forms a comprehensive strategic framework for CFSP.

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Policy Planning and Early Warning Unit (Policy Unit)

Key Facts:

- “Solana’s eyes and ears”
- Set up on account of declaration No. 6 annexed to the 1997 [Amsterdam Treaty](#), naming the following tasks:
 - “Monitoring and analysing developments in areas relevant to the CFSP”
 - “Providing assessments of the Union's foreign and security policy interests and identifying areas where the CFSP could focus in future”
 - “Providing timely assessments and early warning of events or situations which may have significant repercussions for the Union's foreign and security policy, including potential political crises”
 - “Producing, at the request of either the Council or the Presidency or on its own initiative, argued policy options papers to be presented under the responsibility of the Presidency as a contribution to policy formulation in the Council, and which may contain analyses, recommendations and strategies for the CFSP”
- Divided into eight task forces: - European Security and Defence Policy, Western Balkans/Central Europe; - Early Warning/Conflict Prevention/Terrorism; - Horizontal Questions; - Latin America; - Russia/Ukraine/Transatlantic/Baltic States; - Asia; - Mediterranean/Middle East/Africa; - Administration/Security and Situation Centre/Crisis Cell
- Officially located at the [Council General Secretariat \(DG-E\)](#), with staff drawn from the member states, the Secretariat and the Commission, but reports directly to the [Secretary-General/High Representative](#)
- Access to the political reporting from Commission delegations and information provided by ECHO (Humanitarian Aid Department of the European Commission)

Joint Situation Centre (SITCEN)

Key Facts:

- Set up on 1 January 2003 by the [Policy Unit](#) to coincide with the start of the European Union Police Mission (EUPM) in Bosnia
- Located in the [Council General Secretariat](#)
- SITCEN was established to bring together the expertise of civilian and military staff from the Policy Unit and the military Situation Centre
- Its main task is to monitor developments in crisis regions and to provide risk assessments for the [Secretary-General/High Representative](#), the [PSC](#) and the [EUMC](#). The External Relations (RELEX) Commissioner receives some information as well.
- SITCEN is also intended to improve the cooperation on the field of intelligence cooperation between member states. For that purpose and for setting up a secure communications network, SITCEN also includes intelligence officers.

Council General Secretariat

Key Facts:

- With the launch of ESDP, the CFSP-unit inside Council General Secretariat was enlarged to **Directorate-General E (DG E)**, dealing with External Relations (one of nine DG's altogether)
- It is further divided into nine Directorates:
 - I Enlargement
 - II Development
 - III Multilateral Economic Affairs
 - IV Transatlantic Relations, UN and Human Rights
 - V Mediterranean Basin, Middle East, Africa, Asia
 - VI Western Balkans Region, Eastern Europe and Central Asia
 - VII European Security and Defence Policy (ESDP)
 - VIII Defence Aspects
 - IX Civilian Crisis Management
- DG E deals with planning and concrete execution of CFSP/ESDP-missions
- Certain shortfalls in the civilian crisis management capacity were identified when conducting the first civilian mission, EUPM. Thus the Council decided to build up a "Planning and Mission Support Capability" in November 2003, in order to improve the recruitment of mission staff, planning and provide support to ongoing missions.
- Furthermore a **Civilian and Military Planning Cell** was created within the Council Secretariat to enhance coherence of civilian and military instruments and conduct strategic planning. The CivMilCell is operational since summer 2005.

Political and Security Committee (PSC)

The central policy-making body of the CFSP/ESDP

Key Facts:

- Set up as a permanent board of high officials/ambassadors by the [Helsinki European Council](#) in December 1999 and approved by the [Nice European Council](#) a year later
- Legal basis: Article 25, [Consolidated Treaty on European Union](#), defining the following tasks:
 - “monitor the international situation in the areas covered by the CFSP and contribute to the definition of policies by delivering opinions to the Council”
 - “exercise, under the responsibility of the Council, political control and strategic direction of crisis management operations.”
 - “for the duration of a crisis management operation, as determined by the Council, to take the relevant decisions concerning the political control and strategic direction of the operation”
- PSC meets at least twice weekly in ambassadorial formation in Brussels and less frequently as a board of the political directors
- Supplemented by one delegate of the Commission
- The PSC develops resolutions regarding the CFSP/ESDP, but does not finally decide
- PSC-members are in close contact with their foreign ministries and represent their governments’ position in the PSC
- In case of a crisis the [Secretary-General/High Representative](#) can take the chair in the PSC



[see Council decisions to establish PSC, EUMC and EUMS](#)

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Committee for Civilian Aspects of Crisis Management (CIVCOM)

Key Facts:

- CIVCOM was set up as a standing advisory body by [Council decision of 22 May 2000](#) and convened for the first time on 16 June 2000
- CIVCOM formally reports to [COREPER](#), but provides advice and expertise on civilian crisis management mainly to the [PSC](#)
- Its staff consists of one representative of each member-state plus one delegate of the Commission
- As codified in the [guidelines for the work of CIVCOM](#) (annex of the document of adoption), its tasks are
 - to assist the PSC and other council bodies by “acquiring a comprehensive view of the means available to the EU and to Member States to respond to a crisis”
 - to improve EU’s crisis management capability, e.g. by developing and implementing lessons learned/ common standards and best-practice, helping to ensure a higher degree of coherence in EU-strategies, helping to improve co-ordination of resources and exchange of information in the EU etc.
- Furthermore, CIVCOM helps to achieve the civilian headline goals (CHG 2008/CHG 2010), decided in the [Council](#)
- CIVCOM closely co-operates with [DG E of the Council General Secretariat](#), especially Directorate IX

European Union Military Committee (EUMC)

Key Facts EUMC:

- EUMC is the central military forum within the EU
- Set up 2001 by Council decision
- Consists of permanent military representatives from the member states, who meet at least weekly
- Meetings of the member states' defence chiefs at least twice a year
- EUMC's main task is to advise the [PSC](#) on military crisis management and to exercise military direction of all military activities within the EU framework
- The EUMC-chairman participates in meetings of the [Council](#), when defence matters are discussed



European Union Military Staff (EUMS)

Key Facts EUMS:

- EUMS is the planning and supporting body for the [EUMC](#) and has over 130 military personnel
- Assigned to conduct early warning, assessment of a crisis and certain response capabilities and to develop *Military Strategic Options*
- Although EUMS assists the EUMC, it is a department of the [Council General Secretariat](#) and is directly attached to the [High Representative](#). Its staff participates in the [Joint Situation Centre \(SITCEN\)](#)
- EUMS has five divisions:
 - Policy and Plans
 - Intelligence
 - Operations and Exercises
 - Logistics and Resources
 - Communications and Information Systems

Committee of the Permanent Representatives (COREPER)

Comité des Représentants Permanents

Key Facts:

- COREPER is the preparatory body for the ministerial [Council](#) meetings and consists of the member states' highest ranked ambassadors (heads of mission). COREPER covers the full scope of EU business.
- COREPER was set up in 1958, its obligations are described in the [Council's rules of procedure](#). Its current legal basis is Article 207 of the [EC Treaty](#).
- As codified in Article 207 of the EC Treaty, COREPER's main task is to "...be responsible for preparing the work of the Council and for carrying out the tasks assigned to it by the Council".
- COREPER meets in two formations:
 - COREPER I: Deputy Permanent Representatives, e.g. dealing with economic, social, health or agricultural issues, mostly meeting twice a week (on Wednesday, additionally on Friday)
 - COREPER II: Permanent Representatives, largely dealing with CFSP and ESDP as well as financial and judicial issues, meeting at least once a week (on Thursday)
- COREPER coordinates and oversees the work of some 250 committees and working groups which prepare the political issues of the Council's agenda
- Less important topics are mostly decided on by COREPER without being issued again in the Council. Due to the fact that members of COREPER are in constant and close contact with their home governments, COREPER's decisions in terms of CFSP and ESDP are usually simply confirmed by the General Affairs and External Relations Council.

Council of the European Union – General Affairs and External Relations Council

Final decision-making body for CFSP/ESDP

Key Facts:

- The Council of the European Union ('Council of Ministers') is the leading legislative and decision-making body within the EU
- The **GAERC** is the foreign ministers' formation of the Council
- Legal basis: Title V [Treaty on European Union](#), Article 7 ff. [EC Treaty](#)
- GAERC is chaired by the Presidency's foreign minister and meets on a monthly basis
- Since 2002 the GAERC has convened in separate sessions for general affairs and external relations. In the latter case the [Secretary-General/High Representative for CFSP](#) also takes part at Council meetings. On certain occasions member states' defence ministers also attend, as well as Commission delegates.
- Regarding the Common Foreign Security Policy, GAERC's main tasks are to
 - define and to implement the CFSP, based on guidelines set by the Heads of State and Government at the EU Summits
 - agree on joint actions, regulations, directives, decisions, common positions, recommendations or opinions
- The Council's agenda is prepared by [COREPER](#). Issues that COREPER has already agreed on are usually formally approved by the GAERC, which only dwells on select topics at the highest intergovernmental level.
- Unanimity: Decisions in the field of CFSP and ESDP have to be taken by consensus (as codified in [Article 23 TEU](#)). Member states have the option of a constructive abstention, obligating them to give a formal explanation on their reasons. A decision is blocked, if more than one third of the member states abstains from voting or any state vetoes the decision.



[Website of the Council](#)

Overview of Second-Pillar-Bodies (ESDP)

European Council
(Summit of the Heads of State and Government)

Council of the European Union ⓘ

Committee of the Permanent Representatives (COREPER) ⓘ

policy-making body
advisory body

Secretary General/High Representative ⓘ

Political and Security Committee (PSC) ⓘ

Council General Secretariat ⓘ

Policy Planning & Early Warning Unit ⓘ

Joint Situation Centre (SITCEN) ⓘ

EU Military Staff (EUMS) ⓘ

Committee for Civilian Aspects of Crisis Management (CIVCOM) ⓘ

EU Military Committee (EUMC) ⓘ

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