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From:	European External Action Service (EEAS)
To:	Political and Security Committee (PSC)
Subject:	Military Advice on Crisis Management Concept for a possible EU CSDP non-executive mission in Mozambique

DOCUMENT PARTIALLY ACCESSIBLE TO THE PUBLIC (06.08.2021)

Delegations will find attached the Military advice on CMC for a possible EU CDSP non-executive mission in Mozambique, as agreed by the EUMC on 21 June 2021.

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EUROPEAN EXTERNAL ACTION SERVICE**European Union Military Staff**

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[Operations Directorate / Foresight and Planning]

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Military Advice on Crisis Management Concept for a possible EU CDSP non-executive mission in Mozambique

References:

- A. Political Framework for Crisis Approach in Cabo Delgado Province, Mozambique of 10 March 2021;
- B. Military Advice on Political framework for crisis approach on Mozambique of 20 April 2021;
- C. Joint PMG Recommendations and CIVCOM advice on the PFCA Mozambique of 04 May 2021;
- D. Crisis Management Concept (CMC) for a possible EU CSDP mission in Mozambique of 04 June 2021;
- E. PSC conclusions of 09 June 2021;
- F. EUMC tasking from 09 June 2021;
- G. Suggestions for Crisis Management Procedures for CSDP crisis management operations 7660/2/13 REV2.

A. INTRODUCTION AND AIM

- 1. On 09 June 2021, PSC held a debate on a possible EU Military CSDP military training mission in Mozambique, based on a CMC (Reference D), and requested a Military Advice (Reference E). The aim of this paper is to provide this Military Advice to the CMC.

B. CONSIDERATIONS

Operational Requirements

- 2. The EUMC welcomes the draft CMC and assesses that it provides **an appropriate basis for further military planning**.
- 3. The EUMC notes that due to the level of prescriptive detail of the document not many options for Military Strategic Options (MSO) remain possible. With regard to the little time available for the rest of the planning before the Mission is established, a fast

track procedure is appropriate. In this case no formal decision process for MSO would be foreseen. However, the EUMC determines that an Initiating Military Directive (IMD) is necessary to further address the military issues identified in this Military Advice and provide military guidance for the further planning and conduct of the mission to the MHQ. In addition, due to the time constraint, the EUMC considers it appropriate that the Mission Commander develops his Mission Plan for approval by the Council in close coordination with EUMS which is in charge of IMD development. The Mission Commander may develop a Concept of Operations (CONOPS) for his own requirements in developing his Mission Plan, but not to the detriment of achieving the timely submission of his Mission Plan to the PSC. Prerequisites that need to be met prior to the launch of the Mission should be identified and documented in the subsequent military planning.

4. The EUMC assesses that a **Military CSDP Mission**, as reflected in CMC (Reference D), is **militarily feasible and commensurate with the EU political and strategic objectives**. **DELETED**
5. **DELETED**
6. **DELETED**. The mission should be established in close coordination and consultation with Mozambican authorities and as one of the tools of the EU's integrated approach for the crisis in Mozambique.

Timing

7. The EUMC advocates a timely deployment to meet Mozambican authorities' requests and the urgency of the situation in Cabo Delgado. A quick deployment of an EU mission will be facilitated by building on the Portuguese bilateral commitment. EU mission will capitalize on its existing networks, relations and connections with FADM.
8. Pending the fulfilment of assumptions identified in the draft CMC, the EUMC assesses that the timeline identified in CMC (Ref D), although challenging, is achievable, if a Mission Force Commander (MFCdr) is identified early July 2021 and the required resources, particularly enablers and capacity to plan and to deploy first elements of the mission for beginning of September, are provided by Member States (MS) in a timely manner.

9. The EUMC assesses that any delay in the decision process, particularly with regard to the Force Generation Process will make it difficult for the MFCdr to form mission staff, produce the relevant planning documents, deploy and reach the desired Operating Capability in due time. In order to further inform subsequent planning, the EUMC judges necessary and urgent that an Operational Liaison and Reconnaissance Team (OLRT) led by MPCC be sent.

Risks

10. The EUMC underlines the necessity for the Mozambican units and their leadership to comply with International Humanitarian Law and protection of Human Rights, the Rule of Law, and Gender Equality and integrate this in education and training. This process has to be conducted and assessed throughout the training process delivered by the possible EU mission in Mozambique, in order to improve FADM forces behaviour and to avoid any reputational risk for the EU.
11. The EUMC agreed on the fact that absence of EU support could potentially create an opportunity for “competitors” to develop a strategic influence in the region. In order to mitigate this risk, it is necessary to take this possibility into account during the planning process and to assess permanently potential challenges for EU mission in this field by the implementation of Situational Awareness (SA) at the strategic level.
12. The EUMC agrees on the list of assumptions described in CMC and insists on the importance for MS to provide the required resources for EUTM Mozambique without detriment to other CSDP missions.
13. For the sake of credibility of the Mission, the EUMC draws the attention to the necessary prior vetting measures to be applied by FADM, ahead of the commencement of EU training in order to select appropriate trainees.

Mission Concept

14. The EUMC underlines that the **DELETED** specific operational environment has to be taken into account as such and the training teams need to have the relevant skills and expertise.
15. The EUMC agrees on the need for coordination with other possible partners

DELETED as well as on the principle to implement a knowledge management cycle to track and follow the conduct of trained units in Cabo Delgado, especially focused on their operational outputs/effects measurement metrics, the respect of International Human Rights and the International Humanitarian Law, as well as the appropriate use of non-lethal equipment if provided via European Peace Facility (EPF) assistance measures.

16. The EUMC underlines the relevance to provide counter-terrorism skills and coordination aspects in relation with the Mozambican Police for specific training, provided by EU trainers from Gendarmerie type individual experts.
17. The EUMC considers the military Area of Operations (AOO) proposed in the CMC is adequate for the mission accomplishment but might be expanded with an Area of Interest (AOI) spanning the whole of Mozambique, including its territorial waters, as well as, among others, the border area with/in Tanzania (to be defined).
18. The EUMC takes note of the two locations proposed by Mozambique for the training regarding the logistic constraints to gather units to be trained, as well as the specificities of each of the training facilities adapted to the specific operational preparation of the units **DELETED**. Nevertheless, sustainability of a possible EU deployment has to be assessed in detail, particularly regarding strategic and tactical deployment including in-theatre movement, logistics support, medical support, threat assessment, Force Protection, C2/CIS and logistical and command liaison **DELETED**.
19. **DELETED**

Mission Sequencing

20. The EUMC agrees to the general sequence proposed in the CMC, but prefers to consider an initial MFHQ footprint (instead of a fully established one) for September 2021, in order to be more realistic.
21. More precise sequencing is to be defined at operational level, in particular regarding cooperation with Mozambican and Portuguese authorities during the take-over phase, in autumn 2021.

22. The EUMC considers that the End State as well as the Exit Strategy, as described, are clear and in compliance with EU political-strategic and strategic objectives, as mentioned in the CMC. A transition plan for the exit of EUTM will have to be presented in a subsequent strategic review.

EPF

23. The EUMC welcomes adequate and timely EPF assistance measures, if so decided, to equip Mozambican units to be trained and underlines the need for coordination concerning this equipment. EUTM should have to be closely associated (type of equipment/operational requirement/sustainability) as EU Trainers will provide the training.
24. The EUMC notes that the equipment of the Mozambicans should remain under the responsibility of FADM with appropriate measures and controls by the EU. However, and pending decision on the possible implementation of EPF assistance measures to equip units to be trained and in order not to jeopardize the operational training, which is the essence of the mission, the EUMC acknowledges that the training should begin as soon as the appropriate training audience has been identified and is physically present on identified training facilities, even if all the standard equipment requirements are not met.
25. The EUMC notes that the Common Cost of the military mission will be funded under the EPF (operations pillar), in full compliance with the EPF decision. Determination of the structure and size of the mission will have a crucial impact on the potential common costs to be borne by the EPF for the implementation of the mission.

Command and Control

26. EUMC agrees with the proposed designation of Director MPCC as Mission Commander. The Mission Force Commander will coordinate local political issues with EU HoD.
27. The EUMC underlines the fact that MPCC is not yet fully manned and reiterates its call to Member States to fully fill the manning positions as planned, for the MPCC to be fully able to lead this additional Mission.

Force Sensing and Composition

28. The EUMC underlines that MS must commit rapidly to support the MCdr with sufficient means and personnel, to match the tasks specified in the forthcoming planning documents. In this framework, the EUMC recommends that force sensing should be formalized as soon as possible. Force generation process will have to be implemented as quickly as possible, in order to reach requested/envisaged IOC in September and FOC afterwards.
29. The EUMC encourages Portugal to consider transferring staff already deployed with bilateral arrangement, in order to maintain continuity, without impairing the planning and conduct capability of either HQ.
30. The EUMC proposes that the Force Composition (structure and size) will be subject to further operational planning and possible support arrangements with partners, especially regarding the logistical and medical support and the provision of Force Protection, as well as the need to factor in translation support for the EU trainers (English-Portuguese-English).
31. In view of difficult logistic support due to environmental circumstances, the EUMC proposes to assess the possibility of closely cooperating with Portugal to minimize shortfalls and raise availability. Additionally, the EUMC notes that mutual logistic support with other EU entities beyond the CSDP framework should be envisaged.
32. The EUMC welcomes the principle of a permanent training team and the possibility to engage supplementary modular training teams for specific topics. This principle, when validated in subsequent planning, provides flexibility and limits the footprint of the mission at the right level to the training audience.
33. The EUMC welcomes the participation of third states that respect international law and share EU values and principles in EUTM-MOZ, within a Framework Participation Agreement (FPA) and a Security of Information Agreement (SOIA).

Force Protection and Health

34. The EUMC assesses that Force Protection will be required where the mission is accommodated, where operational training activities are conducted, and for movement within the Mission's Area of Operations (AOO).

35. **DELETED**

36. Nevertheless, the EUMC stresses the importance of an updated Threat Assessment to adjust the appropriate protection measures if necessary. The EUMC insists on allowing personnel to carry their individual weapons for self-defence, in accordance with a preliminary agreement by Mozambican authorities.
37. Medical support requirements will have to be studied in detail during subsequent planning phases to address the local situation and risks and to provide adequate support for EUTM personnel.
38. The EUMC highlights the importance of timely Situation Awareness (SA), for which the MCdr will be partly reliant on Mozambican authorities and coordination with EU delegation and Member States.
39. The EUMC underlines that in order to ensure situational awareness, the mission will need a minimum intelligence analysis and assessment capability (encompassing human resources and means) in close coordination with partners, EU and EU-MS delegations in the Area of Interest (AOI), and directly supported by EU MS' Intelligence Organizations and the EEAS Single Intelligence Analysis Capacity (SIAC).

Legal Framework

40. The EUMC emphasises the appropriate legal framework has to be in place before Mission Launch and agrees on the general legal framework described by the CMC. The EUMC considers this general framework will have to be further elaborated as necessary, allowing for more detailed agreements such as Technical Agreements.

Information Strategy

41. The EUMC identifies a risk to reputation linked to any potential misconduct of trained units, potential partners or of the Mozambican Armed Forces, and recommends an integrated media/strategic messaging from the outset. This messaging should emphasis the purpose of the EU mission, as well as the inclusion of training and education in the areas of International Humanitarian Law, Human Rights Law and the mainstreaming of Gender and Preventing Sexual Violence in conflict at all levels.

Lessons Identified

42. The EUMC emphasises the need to draw experience from the lessons from previous missions, notably training aspects.

C. RECOMMENDATIONS

43. The EUMC recommends that:

- a. Above mentioned considerations be applied in subsequent planning of the EUTM and in decisions regarding its establishment and launch.
- b. The force sensing process and Member states commitment and provision of adequate personnel and capabilities, as precondition for mission success be formalised and expedited.
- c. Due regard for timing constraints and urgency be respected in subsequent planning. In this respect, that the Fast Track Procedure be followed.
- d. The EUMS develop an Initiating Military Directive and continue parallel planning with MPCC, leading to a coordinated campaign plan within a wider EU Integrated Approach and in close coordination and consultation with Mozambican authorities.
- e. International Humanitarian Law, protection of Human Rights, Gender Equality and the Rule of Law be proactively mainstreamed in all the activities of EUTM Mozambique.

44. The PSC is invited to consider this military advice and to agree its recommendations.
