



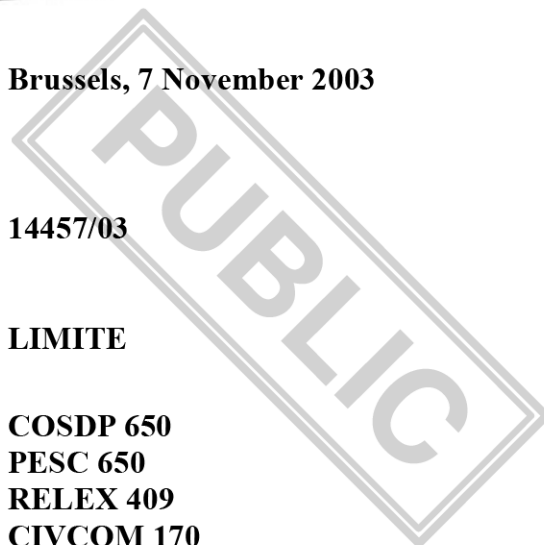
**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 7 November 2003

14457/03

LIMITE

**COSDP 650
PESC 650
RELEX 409
CIVCOM 170**



NOTE

From : Secretariat/Commission services
To : Delegations
Subject : Civil Military Co-ordination (CMCO)

Delegations will find attached a paper on EU Civil Military Co-ordination (CMCO) prepared together by the Council General Secretariat and Commission services. Building on the successful work accomplished under the former Danish Presidency as well as follow-up work under the Greek Presidency, this paper underlines the central importance of CMCO as a culture of co-ordination. The PMG agreed the contents of this paper at its meeting on 6 November 2003.

I. THE EU'S COMPREHENSIVE APPROACH TO CRISIS MANAGEMENT

1. The EU possesses a uniquely wide array of civilian and military instruments for use in response to a crisis. This comprehensive approach to crisis management leads to the need for ensuring within the EU an effective co-ordination of the whole range of such instruments. This approach will have to take into account the fact that these instruments may be subject to different institutional and thus decision-making processes. Civil-Military Co-ordination (CMCO) in the context of CFSP/ESDP addresses the need for effective co-ordination of the actions of all relevant EU actors involved in the planning and subsequent implementation of EU's response to the crisis.
2. Following the results achieved in the Convention, the Intergovernmental Conference is expected to yield a number of far-reaching institutional reforms, which will also impact on CMCO. In addition to possible institutional evolutions, it is recalled that the EU's first four ESDP crisis management operations are very different, each with its own specific challenges and requirements. The uniqueness of each individual crisis and the response thereto is likely to characterise also future EU crisis management operations. A practical framework for CMCO, based on the following fundamental principles, is in consequence suggested in this paper.

II. CMCO AS A CULTURE OF CO-ORDINATION

4. At the top of the list of fundamentals lies the need for a culture of co-ordination, rather than seeking to put too much emphasis on detailed structures or procedures.
5. Whilst each crisis will unavoidably have a series of specificities that will require flexibility in working arrangements, CMCO as a culture of co-ordination is an essential element in ensuring overall coherence in the EU's response to a crisis. The aim must be to encourage and to ensure the co-ordination in the actions of relevant EU actors in all phases of the operation. In this context, it is important to recognise that this CMCO culture needs to be "built into" the EU's response to a crisis at the earliest possible stage and for the whole duration of the

operation, rather than being "bolted on" at a later stage. This culture of co-ordination is based on continued co-operation and shared political objectives, and relies to a very large extent on detailed preparations at working level involving relevant Council General Secretariat/Commission services. Working closely together is an essential element also during the "routine" phase of EU crisis management (i.e. prior to the identification of a crisis) as evidenced for example in the global overview/watchlist exercise.

III. CMCO AS A PREREQUISITE FOR THE ELABORATION OF AN EFFECTIVE EU RESPONSE TO A CRISIS

6. A response to a crisis is likely to take place against a background of diplomatic actions and interventions already at work from the European Union and Member States, including in the field.
7. Clear and agreed objectives constitute the necessary basis for establishing a coherent EU response to a specific crisis situation, and for helping ensure unity of purpose and convergence of instruments in its crisis management activities.

IV. FUNDAMENTALS OF EU CMCO IN CRISIS MANAGEMENT OPERATIONS

8. The SG/HR provides impetus in the definition and follow-up to the EU's response to the crisis.
9. Under the authority of the Council, the PSC exercises political control and strategic direction of EU-led crisis management operations. The PSC has a central role to play in ensuring co-ordinated actions on the basis of decisions taken by the Council, and for ensuring coherence in the Union's response to the crisis.
10. The PSC is responsible for examining all the options that might be considered as the Union's response within the single institutional framework and without prejudice to Treaty decision-making and implementation procedures. It submits to the Council an opinion identifying the political objectives to be pursued by the Union and suggesting a comprehensive course of

action comprising the different possible elements aimed at contributing to the settlement of the crisis.

11. To that end, the crisis management concept or an equivalent document should set down the EU political interest and political objectives as well as broad options to meet these political objectives with a view to an overall EU response to a crisis, and should also highlight a recommended comprehensive course of action. Once agreed by the Council, this will set the general basis for the coherent implementation of the EU's response to a crisis.
12. The planning processes for civilian and military crisis management with a view to an envisaged EU operation also need to be co-ordinated within the EU. CMCO working arrangements put in place between the Council General Secretariat and the Commission during the early phases of the crisis have a particular role to play in this context.
13. The Council General Secretariat and the Commission work together as a "Crisis Response Co-ordinating Team" (CRCT) in a given crisis situation in order to help ensure the necessary degree of coherence and comprehensiveness of draft planning products, including ongoing activities, for consideration by delegations. The CRCT will also assist in ensuring full coherence between the civilian and military aspects of the EU action in the implementation phase.
14. Should an EU Special Representative (EUSR) be appointed, he or she will maintain an overview of the whole range of activities within an area of operations. The EUSR acts under the authority and operational direction of the SG/HR and receives strategic guidance and political input from the PSC. The Police Head of Mission and, as appropriate the HOMs for other civilian operations, are responsible to the PSC and the SG/HR via the EUSR.
15. In order to ensure the coherence of EU crisis management, the activities of the EUSR in the field are closely liaised/co-ordinated with the Presidency, Commission and diplomatic Heads of Mission who will make best efforts to assist the EUSR in the implementation of his mandate. The activities of the EUSR are closely co-ordinated with those of the Force Commander (without prejudice to the military chain of command), the Police Head of Mission and HoMs for other civilian operations, who will support/assist the EUSR in the implementation of his mandate. The EUSR will also liaise with other international actors in

the field, including third states and organisations. The EUSR would, as a representative of the SG/HR, see to that decisions regarding the operation are implemented.

16. All EU actors in the field should form a "Co-ordination Group" meeting regularly to co-ordinate on implementation aspects of the EU's response to a crisis. The EUSR or his/her representative should chair this Group. The EUSR reports to the SG/HR and the PSC and provides advice to the SG/HR, the Presidency and the Commission as necessary. He/she may report to the Council on the recommendation of the HR and the PSC. In addition, EU actors within their respective areas of competence and in accordance with applicable procedures regularly report to the PSC.

V. CMCO AS A PREREQUISITE FOR COOPERATION WITH EXTERNAL ACTORS

17. While CMCO is primarily concerned with how the EU ensures internal co-ordination in crisis management, there is also a need to ensure co-operation and to establish co-ordination modalities as appropriate with other actors external to the EU involved in theatre. Effective CMCO¹ within the EU is a pre-requisite to reach this goal.
18. In addition to the EU internal meetings, there should be consultative meetings with other international organisations in the field that are engaged in resolving the crisis.

¹ CMCO should not be confused with CIMIC (Civil-Military Co-operation), which is referring to a support function to the military mission.