

REVIEW OF EUROPEAN UNION FIELD OPERATIONS



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Since its 2001 decision to become involved in crisis management, the European Union has launched and conducted four operations: EU Police Mission in Bosnia-Herzegovina, Operation *Concordia* in the Former Yugoslav Republic of Macedonia, Operation *Artemis* in the Democratic Republic of Congo, and Operation *Proxima* in the Former Yugoslav Republic of Macedonia. This fact sheet provides data on mission background, tasks, personnel and structure.

BOSNIA-HERZEGOVINA: EU POLICE MISSION IN BOSNIA-HERZEGOVINA (EUPM)

The inaugural EU civilian crisis management operation was the EU police mission (EUPM) in Bosnia and Herzegovina (BiH), begun in January 2003 and set to run through 2005. It took over the functions of the previous UN mission there while expanding its rule of law tasks and responsibilities. EUPM works, under the security umbrella of the NATO-led military forces in BiH (SFOR), to build and mentor the national BiH police and rule of law institutions. Security Council Resolution 1396 of 5 March 2002 authorized the transfer of international policing from the UN to the EU.

EUPM Headquarters is in Sarajevo and oversees 24 monitoring units that are stationed with local and regional police throughout BiH. EUPM shares responsibilities and space with “various Entities, Public Security Centres (PSCs), Cantons, Brcko district, State Intelligence Protection Agency (SIPA) and State Border Service (SBS).”¹ EUPM personnel advise the government on police transparency and accountability, professional behavior, personnel recruiting, crime recording and analysis, and corruption investigations. They liaise with SFOR, quell public disorder and unrest and foster cooperation with the local community and ethnic populations along the neighboring borders.² The work plan of EUPM is divided into seven main program areas including: Police, Criminal Justice, Internal Affairs, Police Administration, Public Order and Security, State Border Service and State Information and Protection Agency.³

EUPM is tasked with building police institutions and capacity in BiH that are in line with European standards of policing. Over 500 personnel from 33 countries contribute to the mission. Over 80 percent of EUPM personnel are from the 15 EU Member States (Belgium, Denmark, France, Germany, Greece, Italy, Luxembourg, Netherlands, Portugal, Spain, United Kingdom, Austria, Ireland, Finland and Sweden); about 20 come from 18 non-EU countries (Canada, Iceland, Norway, Russia, Switzerland, Ukraine, Czech Republic, Hungary, Poland, Turkey, Bulgaria, Cyprus, Estonia, Latvia, Lithuania, Romania, Slovakia and Slovenia).⁴

FORMER YUGOSLAV REPUBLIC OF MACEDONIA: OPERATION CONCORDIA

Operation *Concordia*, in the Former Yugoslav Republic of Macedonia (FYROM), was the first EU military mission deployed (31 March 2003–15 December 2003). Initiated at the request of Macedonian President Trajkovski and the UN Security Council, *Concordia* was a follow-on mission to the NATO-led Operation *Allied Harmony*.⁵ *Concordia*'s responsibilities in FYROM

¹ EU Council Joint Action (2002/210/CFSP), 11 March 2002.

² Ibid.

³ EUPM Main Programmes, online at www.eupm.org.

⁴ EUPM List of Contributing Countries, online at www.eupm.org.

⁵ UN Security Council Resolution 1371 (2001), 26 September 2001 and EU Council Joint Action (2003/92/CFSP), 27 January 2003. Macedonian authorities invited the EU to replace NATO Operation *Allied Harmony* on 17 January 2003.

echoed NATO's previous tasks in supporting the implementation of the 2001 Ohrid Framework.⁶

The mission of *Concordia* was to “provide a visible military presence, particularly in areas of potential instability and ethnic tension, in order to support stability and confidence building, maintaining situation awareness for own forces and supporting of international community monitors [and] liaising with Macedonian authorities, local leaders, inhabitants and international organizations.”⁷

The EU mission relied on NATO military assets and capabilities in order to operate in FYROM. *Concordia* was thus the first instance of “Berlin Plus” cooperation between NATO and the EU.⁸ The Operation Commander, Admiral Rainer Feist, was also the NATO Deputy Supreme Allied Commander (DSACEUR) and there were several joint NATO-EU positions within the mission headquarters staff.⁹ Additionally, NATO's Supreme military headquarters (SHAPE) in Belgium was home to the EU Operations Headquarters for *Concordia*. NATO also continued to have a Senior Civilian Representative and a Senior Military Representative in Skopje to coordinate transition and continuity.¹⁰

Concordia operational headquarters was located in Skopje with three regional headquarters in Skopje, Kumanovo and Tetovo. The regional elements included 22 light field liaison teams, 8 heavy field liaison teams, and support elements (air component, medical evacuation team, and explosive ordnance disposal team).¹¹

Approximately 400 soldiers from 26 different countries participated in Operation *Concordia*, with France serving as the “framework” (lead) nation.¹² The mission included personnel from 13 EU nations including: Austria, Belgium, Finland, France, Germany, Greece, Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden and United Kingdom. Operation *Concordia* also included personnel from six NATO countries not in the EU (Czech Republic, Hungary, Iceland, Norway,

⁶ The Ohrid Framework Agreement of 2001 established a multinational and national unity plan to help smooth the Macedonian transition into the European and international community.

⁷ Ibid.

⁸ Stimson Center, “European Capacities for Peace Operations: Taking Stock,” March 2004. Under the “Berlin Plus” Agreement, NATO can support EU-led crisis management operations without being directly involved militarily.

⁹ NATO Supreme Headquarters Allied Powers of Europe, 18 December 2003, online at www.nato.int/shape/news.

¹⁰ “Speech of NATO Secretary General Lord Robertson,” European Union Welcoming Ceremony on 31 March 2003.

¹¹ “The 22 light field liaison teams, which consist of several soldiers, travel in non-armoured vehicles. Their tasks include patrolling, reconnaissance, surveillance, reporting in order to develop and maintain situation awareness, and conducting liaison activities as appropriate. The 8 heavy field liaison teams use wheeled armoured vehicles or helicopters if necessary. The support of the Force is provided by National Support Elements, a Helicopter Detachment with light reconnaissance and MEDEVAC helicopters, an Explosive Ordnance Disposal (EOD) capability, and a medical evacuation team.” EUFOR, *Concordia* in FYR Macedonia, online at www.delmkd.cec.eu.int/en/concordia.

¹² “Framework nation” is used interchangeably with “lead nation” in this factsheet. Germany Foreign Office, “EU Military Mission Helped Security in Macedonia,” 11 December 2003, online at http://www.germany-info.org/relaunch/politics/new/pol_eu_macedonia-2003.htm.

Poland and Turkey) and from seven countries that were neither NATO nor EU members as of 2003 (Bulgaria, Estonia, Latvia, Lithuania, Romania, Slovakia and Slovenia).¹³

DEMOCRATIC REPUBLIC OF CONGO: OPERATION ARTEMIS

The EU's first deployment outside of Europe and its second military mission took place in the Democratic Republic of Congo (DRC) in response to rapidly increasing violence in the northeastern province of Ituri. The EU deployment supplemented the UN mission forces (MONUC) already operating in the region that were unable – due to a limited mandate and small troop contingent – to respond to increasing violence in the region.

As reported violence spread throughout the Ituri province and specifically in and around the town of Bunia in May 2003, the United Nations authorized the temporary deployment of an “Interim Emergency Multinational Force” (IEMF) with Security Resolution 1484 on 30 May 2003. The force, authorized under Chapter VII of the UN Charter, was created to fill the security vacuum left by the withdrawal of approximately 6,000 Ugandan troops and to quell the subsequent violence and massacres occurring between the rival Hema and Lendu ethnic groups.¹⁴ The IEMF was a temporary stopgap, authorized through 1 September 2003, to buy time for the United Nations to ramp up its own troop presence and mandate in the region.

The Security Council tasked the IEMF to “coordinate with MONUC...to contribute to the stabilization of the security conditions and the improvement of the humanitarian situation in Bunia, ensure the protection of the airport, the internally displaced persons in the camps in Bunia, and if the situation requires it, to contribution to the safety of the civilian population, United Nations personnel and the humanitarian presence in the town.”¹⁵

The EU formally approved the deployment of the IEMF on 12 June 2003 by establishing the “European Union military operation in the Democratic Republic of Congo.”¹⁶ Deployment began with an advance team of approximately 50 French soldiers who arrived in the region on 6 June. Operation *Artemis* reached its full strength of 1,800 troops in mid-July. The EU peace enforcement role in DRC was purposefully limited in its duration and Operation *Artemis* handed over security responsibilities to the reinforced MONUC contingent (Ituri Brigade) as scheduled on 1 September 2003.

Operation *Artemis*, led by France, included 1,800 troops, of which approximately 1,200 were deployed specifically to the town Bunia.¹⁷ Operational Headquarters (OHQ) was established in Paris with the Force Headquarters (FHQ) located in neighboring Entebbe, Uganda, with an outpost in Bunia. Nine countries contributed military forces to *Artemis* (France, Germany, Belgium, Greece, Sweden, United Kingdom, South Africa, Brazil and Canada). An additional

¹³ EUFOR, Concordia in fYR Macedonia, online at www.delmkd.cec.eu.int/en/concordia

¹⁴ CNN, “UN Confirms Congo Massacre,” 7 April 2003.

¹⁵ UN Security Council Resolution 1484 (2003), 30 May 2003.

¹⁶ EU Council Joint Action (2003/432/CFSP), 5 June 2003.

¹⁷ European Union. “EU-led Military Operation in the Democratic Republic of Congo” July 2003, online at <http://ue.eu.int/pesd/congo/index.asp?lang=EN>.

seven countries contributed headquarters staff (Austria, Spain, Ireland, Italy, Netherlands, Portugal and Hungary).

FORMER YUGOSLAV REPUBLIC OF MACEDONIA: OPERATION PROXIMA

The EU police mission in FYROM, EUPOL *Proxima*, began in December 2003 at the request of the Macedonian Prime Minister and followed the previous EU peacekeeping mission, *Concordia*. *Proxima* focuses on the police and rule of law reforms outlined in the 2001 Ohrid Framework Agreement, addressing criminal activity rather than military conflict. It involves co-located police trainers and advisors within the FYROM national government and in local communities, fostering European standards of policing and combating organized crime within the region.¹⁸

Established by EU Council Joint Action on 29 September 2003, *Proxima* “monitors, mentors and advises the consolidation of law and order, including the fight against organized crime; the practical implementation of the comprehensive reform of the Ministry of Interior, including the police; the operational transition towards, and the creation of a border police, as a part of the wider EU effort to promote integrated border management; the local police in building confidence within the population; and enhanced cooperation with neighboring States in the field of policing.”¹⁹

Launched on 15 December 2003 and authorized for a one-year term, *Proxima* includes 200 EU personnel, counting both uniformed police and civilian advisors. It comprises a headquarters in Skopje, an advisory unit within the Ministry of Interior and, at the regional and local level, personnel positioned at police centers in Skopje, Tetova, Kumanovo, Gostivar and Ohrid regions.²⁰ The EU police advisors fulfill tasks such as aiding in crime investigations, overall police training and evaluation, border management and policing, and police reform.²¹

Proxima police officers are seconded to the mission by EU Member States for the full one-year deployment. The Head of Mission is Bart d’Hooge from Belgium. The 200 personnel are drawn from the 15 EU Member States, the ten acceding states (Latvia, Lithuania, Estonia, Poland, Hungary, Czech Republic, Slovenia, Slovakia, Malta, Cyprus), and three candidate states (Bulgaria, Romania and Turkey), plus Norway, Ireland, Canada, Russian, Ukraine, Switzerland and the United States.²² In March 2004, *Proxima* announced its plans to advise and monitor, in cooperation with the local police, the security for the upcoming Macedonian presidential elections. Currently at an operational strength of 170 personnel, *Proxima* continues to aid in local police and rule of law institution building.²³

¹⁸ EUPOL *Proxima* Fact Sheet, 12 December 2003, online at europa-e-un.org

¹⁹ EU Council Joint Action (2003/681/CFSP), 29 September 2003. EUPOL *Proxima* Mission Statement, online at www.eupol-proxima.org.

²⁰ EUPOL *Proxima* Fact Sheet.

²¹ Ibid.

²² Ibid.

²³ BBC Monitoring International Reports, “EU Police Mission to have monitoring, advisory role in Macedonian election,” 25 March 2004.