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What happens after the mandate completion: evaluating outcome sustainability of ESDP police mission in the Balkans

Abstract

Ever since its launch in 1999, to use the words of the EU High Representative for Common Foreign and Security Policy (CFSP), Javier Solana, the European Security and Defence Policy (ESDP) has been developing 'at the speed of light'. Moreover, the ESDP has probably been the most integral part of the CFSP. Consequently, military and especially civilian missions, which are the main instruments of the ESDP, have become an essential characteristic of the European foreign policy.

Being a form of a rather long-term statebuilding effort, it is intriguing that the civilian missions have not attracted much scholarly attention. Additionally, nearly four years after the first one among them ended, it is crucial to assess the outcomes of the missions. While the EU has developed an internal evaluation system for the implementation process, it is equally important to evaluate the sustainability of the results that the missions have achieved.

To that end, this policy paper focuses on the differences between the sustainability of police mission outcomes, not only across missions, but also across programmes as an element of a successful mission. Hence, the question addressed by this paper is what influences the differences in sustainability of police reforms after the completion of the ESDP mandate. That is to say, the aim of this paper is to provide policy recommendations in regard to improving the effectiveness of the ESDP civilian, and especially police missions.

This paper evaluates two police missions: the EUPOL Proxima in Macedonia (2003- 2005) and EUPM I in Bosnia and Herzegovina (2003-2005). It analyses each case individually, looking at the programmes as outlined in the initial mandate of the missions and implemented during the mandate. In doing so, the situation before, during, and after the completion of the mission, or the completion of a given mandate in the case of EUPM, is examined. In the end, the findings across programmes and missions are compared, providing for more general conclusions to be drawn and abstracted, as well as used as policy recommendations for the advancement of the overall EU security strategy not only towards the Balkans, but its near abroad as well.

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