



Student Paper Series

Leadership in EU civilian crisis management
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Executive Summary

With the establishment of the Common Security and Defence Policy (CSDP) in 1999, the EU aimed to tackle challenges in the field of security by deploying various military, police, justice and rule of law missions in troubled crisis areas. The Lisbon Treaty put the instrument of CSDP Missions on a new height, putting it under the umbrella of the European External Action Service with the *High Representative* of the Union for Foreign Affairs & Security Policy / Vice-President of the European Commission as their highest representative.

CSDP Missions - while dealing with civilian crisis management in conflict and post-conflict countries - are operating in a highly political environment with demands and direction coming from the EU Member States, the EU institutions, the Host Nations and other international actors. Common values and norms applying to CSDP Missions are underdeveloped and not well communicated. Mandates are often not clearly defined. The work force is mainly seconded by the Member States and highly diverse in respect to culture, professional background and experience and language. Women are strongly underrepresented. Even though leadership is crucial in such a challenging environment, it has never been addressed within the CSDP structures until very recently.

This thesis analyses the complexities of CSDP Missions and demands put on leadership in such an environment. Furthermore, it defines best practices and closes with recommendations on how the leadership culture in CSDP Missions can be improved. Results are generated by using literature analysis, interviews with key stakeholders, online questionnaires and the author's own work experience in a CSDP Mission.

For CSDP Missions to become even more successful a stronger emphasis on the development of leadership culture seems appropriate. Starting from creating a leadership development strategy, defining standard guidelines and principals for recruitment and promotion of personnel, addressing the problem of gender imbalance, importance should be also put on defining a favored leadership style and common values. Future leaders should be skilled and experienced in working in a highly politicised environment leading and empowering a multi-cultural, diverse work force. With an effective leadership culture CSDP Missions will succeed in being a strong EU actor in civilian crisis management and helping to foster security and maintain peace in the world.



Hertie School
of Governance



Leadership in EU civilian crisis management

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Executive Summary

With the establishment of the Common Security and Defence Policy (CSDP) in 1999, the EU aimed to tackle challenges in the field of security by deploying various military, police, justice and rule of law missions in troubled crisis areas. The Lisbon Treaty put the instrument of CSDP Missions on a new height, putting it under the umbrella of the European External Action Service with the High Representative of the Union for Foreign Affairs & Security Policy / Vice-President of the European Commission as their highest representative.

CSDP Missions - while dealing with civilian crisis management in conflict and post-conflict countries - are operating in a highly political environment with demands and direction coming from the EU Member States, the EU institutions, the Host Nations and other international actors. Common values and norms applying to CSDP Missions are underdeveloped and not well communicated. Mandates are often not clearly defined. The work force is mainly seconded by the Member States and highly diverse in respect to culture, professional background and experience and language. Women are strongly underrepresented. Even though leadership is crucial in such a challenging environment, it has never been addressed within the CSDP structures until very recently.

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For CSDP Missions to become even more successful a stronger emphasis on the development of leadership culture seems appropriate. Starting from creating a leadership development strategy, defining standard guidelines and principals for recruitment and promotion of personnel, addressing the problem of gender imbalance, importance should be also put on defining a favored leadership style and common values. Future leaders should be skilled and experienced in working in a highly politicised environment leading and empowering a multi-cultural, diverse work force. With an effective leadership culture CSDP Missions will succeed in being a strong EU actor in civilian crisis management and helping to foster security and maintain peace in the world.

1. Introduction

1.1. Background

The European Community engages in all stages of the crisis cycle; from preventive strategies, to post-crisis rehabilitation and reconstruction. European Commission Instruments as well as CSDP (formerly ESDP) Missions play a major role in this intervention approaches. CSDP missions have been carried out in Bosnia and Herzegovina, Kosovo, FYROM (Former Yugoslav Republic of Macedonia), Moldova, Georgia, Ukraine, Afghanistan, Iraq, Occupied Palestinian Territories, Sudan/Darfur, Chad, Guinea-Bissau, Democratic Republic of Congo, Somalia and the Central African Republic and Aceh/Indonesia. The Lisbon Treaty (2009) confirms the commitment of the EU to the progressive framing of a common security and defence policy. Compared to the previous EU Treaty, CSDP receives an extended presence in the new text. The aim of CSDP is defined as providing the EU with an operational capacity drawing on civilian and military assets. It is now part of the European External Action Service (EEAS).

Seventeen of the previous Missions have been civilian crisis missions mainly supporting police, judiciary and customs reforms. The remaining focused on military interventions which I will not further discuss here since the focus of the thesis is on civilian interventions.

Since these missions are mainly based in countries facing a crisis or a post-crisis situation, leadership in such an organisation plays a crucial role. This paper will discuss the roles and responsibilities of senior leadership in EU civilian crisis management, highlight complexities and challenges of the EU context, as well as address leadership issues that influence successful EU mandate implementation.

1.2. Purpose and research question

1.2.1. Purpose

Highly effective leadership in EU civilian crisis management missions is one of the most important factors for success. Under such leadership, CSDP Missions can motivate mission personnel, use limited resources more efficiently, be a leading example for the host nation and support the credibility and reputation of this EU instrument.

CSDP Missions are extremely complex. Dedicated Leadership which is highly competent and proves integrity is essential. The challenges are multiple. Leadership is a major part of a complex system which will be discussed in this paper. The context and the set up of CSDP Missions and what challenges leaders face will be described. Furthermore, I will try to identify which leadership qualities are needed in the specific context of CSDP Missions. Finally, conclusions will be drawn with recommendations for improvement.

Even though leadership is one of the most discussed topics of organizational development processes, the EU as well as the literature has been silent in terms of the question of leadership in CSDP Missions. The Crisis Management and Planning Directorate (CMPD), the EEAS' agency for the coordination of civilian and military planning, conduct and capability development, is planning to undertake a Strategic Management Review process for all missions. However, this Strategic Management Review does not cover the experiences or challenges of leadership within a CSDP Mission. In fact, this question has also in the past never been addressed by any internal or external assessment. An analysis of the leadership culture of a CSDP Mission could be a useful supplement. Furthermore, the Folke Bernadotte Academy of Sweden, in collaboration with the CMPD/CPCC, conducted a pilot EU Mission Senior Leaders course in April 2012. These are obvious signs that the topics of strategic management and leadership in civilian crisis missions play a crucial role and more and more focus is quite rightly being put on it.

The thesis is written in the context of my previous job at the European Union Police Mission in Afghanistan where I worked from 2008-2011 and gained practical experience as Deputy Head of Mission responsible for around 500 staff members (while deputising for the Head of Mission). This unique experience gave me a deep insight into the leadership culture of CSDP Missions and the complex environment in which these missions operate. The intention of this Master Thesis is to use my previous experiences as Deputy Head of Mission and my academic knowledge in leadership and management which I have gained at Hertie School of Governance, to provide in a scientific way an analysis of the current situation and guidelines for best practices. These could be applied by civilian CSDP Missions around the world.

There is no literature specifically on this topic of leadership in civilian crisis missions at this moment.

1.2.2. Research question

The research problem is to find out 1) the challenges, obstacles and problems in leading an EU civilian crisis mission in a transitional country and 2) how to deal with these challenges.

Consequently, the objectives of this study are 1) to spread experiences and best practices and 2) to give recommendations on how the organisational development in terms of leadership should be prepared and planned for a civilian crisis mission.

1.3. Research Methods

This study belongs into the field of international leadership in public institutions.

Theoretical background for this work has been collected from various sources to visualise previous studies and academic discussion in the field of international leadership challenges as well as EU Common Security and Defence Policy. Presented theory has been selected based on the issues that were seen as most important from the assignment perspective.

Primary data collection methods such as questionnaires and interviews served as the main tools to establish the necessary empirical background. Results are being processed against the theoretical background in Chapter 4.

The author of the study has worked as Deputy Head of Mission at EUPOL AFG from 2008-2011. Hence participating observation is used as well.

The first step was to gather information from current or former employees of CSDP Missions. This was achieved through the establishment and conduction of a comprehensive questionnaire. The nature of these questions was mainly of a quantitative kind, meaning that the participants were asked to give an evaluation on their level of agreement concerning a certain statement, which was later used for statistical purposes. However, there were also open questions featured in the questionnaire, where the participants were invited to put their opinions and thoughts into their own words concerning a certain aspect. This latter aspect was supposed to provide the questionnaire with a more qualitative dimension. In order to receive a reliable result the aim was to receive valid answers of at least 35-40 participants. There were two target groups: 1) employees with leadership experience, 2) employees with no leadership experience. However, even though the

questions were similar, the answers are analysed where appropriate separately to have clear distinction between these two groups. The questionnaire was made available in electronic form taking advantage of an online survey editor. The participants were informed through an email with a short explanation and a link to the questionnaire.

The second part of the research focused on acquiring data from experts, decision makers and leaders in prominent positions who work in the EU civilian crisis management structure. Interviews were chosen as the most appropriate tool for achieving this task, mainly due to two reasons. Firstly, the amount of the possible participants in this survey was quite limited. Secondly, due to their nature they easily allow the collection of quantitative as well as qualitative information. The interviews were semi-structured, using an interview guideline with open questions that focuses on a number of issues relevant to the overall research question. The interview partners were selected based on their functions as senior representatives and key personnel in the structure of CSDP. In addition to expert knowledge, their motivation and personal viewpoints played an important role in the interviews. The goal was to interview from five to ten seniors in order to be able to come to a satisfying conclusion.

In addition to qualitative interviews, this study also relies on a number of other primary sources, including legal regulations, official documents, speeches, surveys, reports and newspaper articles. The study thereby aims to combine multiple sources of evidence in order to address the research question.

With these methods it was assumed to be possible to collect enough material in order to answer the leading question of this study.

1.4. Structure and limitations

The main body of the thesis is divided into three parts. In Chapter 2 the theoretical background is built, starting from a general overview of the term leadership and its different theories, and then going straight to its deeper meanings and ramifications on international organisations, looking at special challenges such as ethics, culture and context.

Chapter 3 focuses on CSDP Missions and gives an overview of decision making processes, set up and special challenges of such missions. Furthermore it provides an overview of the current focus on leadership in CSDP Missions.

The final part of the thesis's main body, Chapter 4, is the empirical part, where the research methods, already described above, are applied. The thorough implementation of the two questionnaires targeted at the employees of CSDP missions and the key personnel in the Brussels crisis management structure, together with the theoretical findings, allows a cohesive final analysis in the concluding chapter 5.

However, even though this paper tries to cover the most relevant aspects of leadership in a CSDP mission and enriches this field of research with an individual study, certain limitations have to be made as regards contents and depth. Notwithstanding the considerable amount of related literature collected and analysed before starting the actual writing process, only the work of some of the more important researchers was possible to review during the course of the thesis.

Of course, the restrictions described above confined the number of initial perspectives and also forced limitations upon the analysis of the empirical findings in chapter 4 and 5, which was mainly restrained by the limited amount of samples. However, even though this thesis should not be perceived giving representative results, it allows drawing indicative conclusions.

2. Leadership

2.1. Describing leadership

Leadership as a concept has been widely discussed among academics and researchers. Different definitions and interpretations emerged of which I will only present a few aspects relevant to this work.

2.1.1. Definitions

“Leadership is one of the most observed and least understood phenomena on earth.” (Burns 1978:1). Even though leadership has been discussed for centuries, no unified definition on leadership has emerged.

House and Shamir (1993) define leadership as the capability of an individual to motivate followers to give up self interest in the interest of a collective vision, and doing so by making considerable personal self-sacrifices which go beyond the call of duty. The GLOBE researchers developed collective understanding of a leadership concept which says that leadership is the ability of a person to motivate, influence and enable followers to contribute to the success of their organisation (Dorfman & House 2004). Northouse (2007) states that leadership is a process where an individual influences a group of individuals to achieve a common goal. Burns defines leadership “*as leaders inducing followers to act for certain goals that represent the values and the motivations – the wants and the needs, the aspirations and expectations of both – leaders and followers.*”

In all of these definitions are some re-occurring aspects: Leadership is a process, which involves influencing others, and hence happens within the context of a group. Furthermore leadership involves achievement of goals which are shared by leaders and followers. In defining leadership as a process, it becomes obvious that it is not an inborn characteristic of a person, but rather an interactive process that happens between leaders and their followers (Goffe/Jones 2007).

2.1.2. Leadership versus Management

The difference between leadership and management has been a subject that is often discussed in theory. In this work I have focused on leadership. Hence it is important to differentiate between the two concepts. One fairly well known description comes from Bennis and Nanus: “*There is a profound difference between management and leadership, and both are important. To manage means to bring about, to accomplish, to have charge of or responsibility for, to conduct. Leading is influencing, guiding in direction, course, action, opinion. The distinction is crucial. Managers are people who do things right and leaders are people who do the right things.*” (Bennis/Nanus 2005:20).

Kotter illustrates the difference between leadership and management with a simple military analogy: “*A peacetime army can usually survive with good administration and management up and down the hierarchy, coupled with good leadership concentrated at the very top. A wartime army, however, needs competent leadership at all levels. No one yet has figured out how to manage people effectively into battle; they must be led*” (Kotter 2001:4).

2.1.3. Importance of Context

The different demands placed on leadership and management capacities in an army in combat and one in peace time illustrate the importance of context. Context is important to determine the amount of space there is for leadership and the type of leadership that is required. Several authors emphasize that crisis situations or situations close to crises place particularly high demands on leadership (Antonakis 2004: 9 and Gardner 1990: 34-35). Interesting here is as well that competent leadership at all levels is required in a crisis situation (Kotter 2001:4). CSDP Missions referred to in this study are by its nature mandated for civilian crisis management and therefore deal with crisis. Hence high demands are placed on the leadership capacities of their staff at all levels of leadership.

Other contextual variables are among others the nature of the respective task or the number of people being led. Most writers agree that the use and success of leadership relies on a combination of favourable circumstances and the right individual for that context with the required leadership attributes for this specific context. Many authors are of the opinion that effective leadership depends on the competence to read a specific situation or context and adjust therefore.

However, Bennis as several other authors state that - after recognising the context - a leader can at least to some extent transcend the constraints of context (Bennis 2009: 20 and 41).

2.1.4. Power, influence and followers

Leadership is more about exercising influence than holding a position of power. While naturally leaders in an organization hold a position of power, not all power holders lead. This distinction deals with how leaders use their position. Successful leaders define and articulate the overarching mission of an organization and link strategies and tactics to fulfilling a vision. It means bringing people along and persuading them that the course is right, has a purpose and will have a positive outcome for the organization and for them. Influence is granted by those being led – the followers.

A leader cannot lead without followers. Trust is an important ingredient to a leader's effectiveness (Kritsonis 2004: 6). It cannot be mandated or purchased; it must be earned (Bennis and Nanus 2005). The five key dimensions that encompass trust are: integrity,

competence, consistency, loyalty, and openness. People will not follow someone who does not have their best interest in mind, who is dishonest or untrustworthy (Robbins 2003: 336-37). Galford and Drapeau identify three areas of trust, including strategic trust (trust in the mission's strategy and ability to succeed), organisational trust (trust that the organisation's policies will be fairly administered and implemented as stated, and personal trust (trust that subordinates place in their leaders to be fair and to look out for their interests) (Galford and Drapeau 2002: 1-3). Leaders need to be in a position to understand and respond to the hopes and fears of their followers. Employee performance and job satisfaction are closely linked to trust.

2.2. Leadership theories, styles and tasks

There are numerous theories of leadership and the opinions differ on what good leadership styles and characteristics are about. I will give a short overview on different theories and then focus as general theory on transitional leadership as the guiding model of the thesis. However, where appropriate, other theoretical discussions will be illustrated, for example on cultural aspects of leadership.

2.2.1. Leadership theories

A review of the leadership literature reveals an evolving series of 'schools of thought' from the "great man" notion of heroic leaders, through trait theories, behaviorist theories, situational leadership, contingency theory and on to transactional and transformational leadership. Whilst early theories tend to focus upon the characteristics and behaviors of successful leaders, later theories begin to consider the role of followers and the contextual nature of leadership (Bolden et al 2003:2).

While all of the theories hold some truth, I will focus in my thesis on the transformational theory since it is most appropriate today for a dynamic institution such as the CSDP Missions. This dynamic and innovative leadership style is considered by the author of being the most purpose fitting leadership approach for a CSDP Mission. Transformational leadership cares for and motivates people and wants them to succeed.

For Bass (1985) transformational leaders may expand a follower's portfolio of needs, transform a follower's self-interest, increase the confidence of followers, elevate followers' expectations, heighten the value of the leader's intended outcomes for the follower,

encourage behavioural change and motivate others to higher levels of personal achievement (Bolden et al 2003: 15). Transformational leadership can apply to different hierarchical levels in an organization (Edwards & Gill 2012).

2.2.2. Leadership styles and behaviours

The following table illustrates the different styles and behaviours associated with transformational leadership:

Transformational leadership styles and behaviours

| Style | Leader behaviour |
|---|--|
| Idealised influence <i>Living one's ideals</i> | <ul style="list-style-type: none"> • Talk about their most important values and beliefs • Specify the importance of having a strong sense of purpose • Consider the moral and ethical consequences of decisions • Champion exciting new possibilities • Talk about the importance of trusting each other |
| Inspirational motivation <i>Inspiring others</i> | <ul style="list-style-type: none"> • Talk optimistically about the future • Talk enthusiastically about what needs to be accomplished • Articulate a compelling vision of the future • Express confidence that goals will be achieved • Provide an exciting image of what is essential to consider • Take a stand on controversial issues |
| Intellectual stimulation <i>Stimulating others</i> | <ul style="list-style-type: none"> • Re-examine critical assumptions to question whether they are appropriate • Seek differing perspectives when solving problems • Get others to look at problems from many different angles • Suggest new ways of looking at how to complete assignments • Encourage non-traditional thinking to deal with traditional problems • Encourage rethinking those ideas which have never been questioned before |
| Individualised considerations <i>Coaching and development</i> | <ul style="list-style-type: none"> • Spend time teaching and coaching • Treat others as individuals rather than just as members of the group • Consider individuals as having different needs, abilities, and aspirations from others • Help others to develop their strengths |

| | |
|--|--|
| | <ul style="list-style-type: none"> • Listen attentively to other's concerns • Promote self development |
| Idealised attributes <i>Respect trust, and faith</i> | <ul style="list-style-type: none"> • Instill pride in others for being associated with them • Go beyond their self-interests for the good of the group • Act in ways that build others' respect • Display a sense of power and competence • Make personal sacrifices for others' benefit • Reassure others that obstacles will be overcome |

Source: Bass and Avolio (1994) & Bolden, et al (2003:16)

2.2.3. Leadership tasks – What do leaders do?

The question is now what do leaders do with the above described characteristics. John P. Kotter who is a Professor of Leadership at the Harvard Business School states that the two fundamental challenges are to (1) figure out what to do despite uncertainty and an enormous amount of potentially relevant information; and (2) to get things done through a large and diverse group of people despite having little direct control over most of them. Kotter (2001) summarises the multitude of activities through which leaders seek to meet these two basic challenges as follows:

Crafting a Vision / Setting a direction

Leading an organisation to constructive change starts with developing a vision of the future and by setting a direction. The vision should be supported by strategies for producing the changes needed to achieve that vision.

Aligning people / Coalition building

Aligning people means communicating the new direction to those who understand the vision and are committed to its achievement. Leaders promote collaboration within and beyond the organisation. Within a complex environment with diverse stakeholders, no clear cut power relationships, building up internal and external networks is of utmost importance for success. Lateral leadership, also called boundary-crossing leadership, involves groups over whom the leader of an organisation has no control (Gardner 1990: 98). The ability of forging coalitions and building bridges across organisational, cultural and conceptual boundaries is paramount.

Motivating and inspiring

For leadership, achieving a vision requires to motivate and inspire followers and keep people moving in the right direction by engaging with them as individuals and responding to their aspirations, hopes and fears.

Creating a culture of leadership

Good leaders encourage leadership development among followers. They create room for others to exercise leadership and coach them on the way up.

2.3. Further aspects of leadership

Additional aspects of leadership which are relevant in the context of CSDP Missions are ethics/values, gender and culture.

2.3.1. Leadership and Ethics / Values

Transformational leadership emphasises that values are important for leadership. Personal values impact leaders in at least two ways: as a perceptual filter that shapes decisions and behaviour, and as a driver of their methods of creating value.

Ethics/Values and leadership are interconnected. Hambrick and Mason's (1984) Upper Echelon Theory and Finkelstein & Hambrick's (1996: 54) extension to it states that personal values act as a perceptual filter for how leaders perceive the external environment and shape strategic choice, behaviour, and ultimately organisational performance. Lichtenstein (2005) found that executive values had a direct and significant impact on organisational performance. Furthermore, there is a close relation between ethics and trust. Leadership is about influence which requires trust. Behaviour based on values and ethics nurtures trust. Finally, certain leadership positions in the public sector rely to a great extent on moral authority for influence based on a certain value system.

However, values and ethics can be relative to culture, time and context. What in one culture is morally commendable can be seen as reprehensible in another. Also, what is right and what is wrong can depend on the circumstances or be linked to a professional group. In an organisational context it is important to have core moral standards that can be referred to and shared between leaders and subordinates. As Gardner (1990: xii) points out:

“Shared values are the bedrock on which leaders build the edifice of group achievement.”

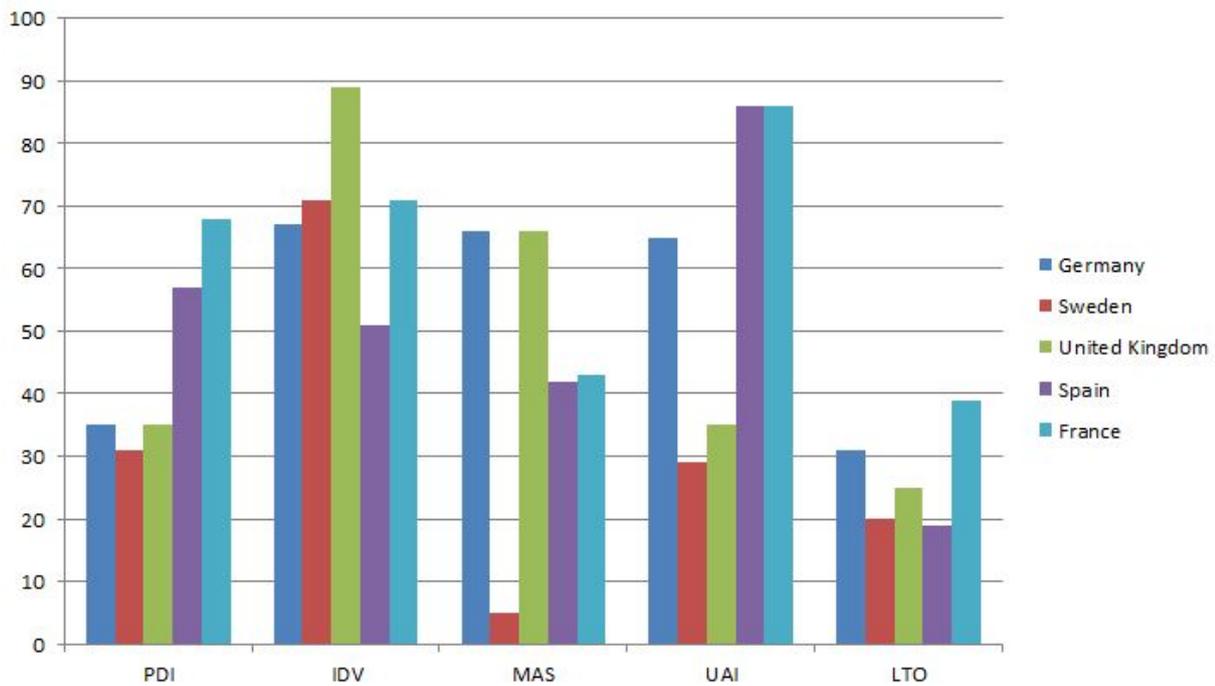
This means that an organisation should have core values which are lived and promoted by the leadership to inspire followers and allow authenticity and credibility for the organisation. This is particularly important in a context with diverse staff members coming from multiple national, professional and organisational cultures.

2.3.2. Leadership and Culture

Today’s international organisations require leaders who can adjust to different environments quickly and work with partners and employees of other cultures (House et al 1999; House, Javidan & Dorfman 2001). CSDP missions operate in foreign environments; partners as well as staff members are from different cultures. We want to look a bit closer at the research results of Geert Hofstede since culturally different compartments also reflect the leadership styles in CSDP Missions. Hofstede developed five dimensions of national culture (Hofstede 2012):

- 1) Power Distance (PDI) a degree to which people expect and accept that power is distributed unequally within a group or society.
- 2) Individualism (IDV) the degree to which taking up responsibly for oneself is more cherished than belonging to a group who will look after their people in exchange of loyalty.
- 3) Masculinity (MAS) the degree represents a preference in society for achievement, heroism, assertiveness and material reward for success compared to cooperation, modesty, caring for the weak and quality of life, consensus-oriented society.
- 4) Uncertainty avoidance (UAI) the degree to which the members of a society feel uncomfortable with uncertainty and ambiguity.
- 5) Long-term orientation (LTO) dimension can be interpreted as dealing with society’s search for virtue. Long-term oriented societies exhibit great respect for traditions. Short-term oriented societies are more normative in their thinking and have a strong concern in establishing the absolute truth.

For illustration purposes I have chosen Germany, UK, Spain, France and Sweden as examples to show the cultural differences according to Hofstede’s five dimension theory.



Source: www.geert-hofstede.com

One can see that in European countries IDV and LTO is in quite equal level in all countries but biggest variation can be seen in Power Distance Index, Masculinity and Uncertainty Avoidance Index (Hofstede 2012). This means that typically people from different countries within Europe have a different approach to different situations.

The book *"Culture and Leadership across the World: The GLOBE Book of In-Depth Studies of 25 Societies"* (Chhokar 2007) provides in-depth descriptions of leadership theory and leader behaviour in 25 cultures. GLOBE's major finding is that leader effectiveness is contextual. It is embedded in the societal and organizational norms, values, and beliefs of the people being led.

A major challenge in developing intercultural management competence is the fact that there is no "one way" to lead. There is no global solution. Different tools are effective in different cultures. Leaders and managers should try to look at the situation with "fresh eyes". What are the values of the culture they are operating in? Where do the people in the team come from? Doing research and preparing accordingly is of essence. What is the manager's own cultural background? Does the manager/leader understand that he/she has been taught a "right" way to manage and lead which is completely biased by his/her own culture? Leaders/managers will do well by understanding their own culture, their own

culture bias. That will make it easier to understand other cultures and other biases and bridge the gaps (Wursten et al 2012: 7).

As we see there is not one right way to define and refer to a cross-cultural leader. However, all these different terms and definitions have one underlying theme which is that cross-cultural leadership involves the ability to influence and motivate people's attitudes and behaviors in the global community to reach a common organisational goal. Spreitzer et al. (1997) found that general intelligence, business knowledge, interpersonal skills, commitment, courage and ease in dealing with cross-cultural issues are traits that seem to resonate throughout the literature in illustrating international executive. They state that open personality, flexibility, drive and language skills all contribute to a successful international executive.

2.3.3. Leadership and Gender

There is and there has been much debate about Leadership and Gender. However, even though it seems that there is a common agreement that women are capable of doing the job, there are still multiple reasons why women face more challenges when striving for leadership positions.

Claes (1999) states that new values, also called feminine values, have appeared in business. These values contrast with the competitive and authoritative approach usually associated with traditional masculine management. Research collected from numerous sources recognizes differences in a male versus female approach to leadership (Appelbaum 2002:48). Helgesen (1990) suggests that certain feminine characteristics give the woman leader an advantage. Such characteristics could be heightened communication skills or advanced intermediary skills (Stanford 1995). Different authors suggest that so called feminine characteristics are more appropriate for transformational leadership and masculine characteristics are more appropriate for transactional leadership (Hare 1997). Kolb (1999) notes that there is no difference between males and females on scores on the masculinity scale. Apparently, traits and behaviors identified as masculine in past studies for example by Bem in 1974 have been taken on by both sexes. This is in line with today's philosophy that it is not appropriate to judge a quality such as sensitivity as exclusively female or assertiveness as exclusively male (Appelbaum 2002:46). Several writers argue

that as far as experienced leaders are concerned, no gender based differences are evident (Ibarra and Obodaru 2009).

However, gender-based stereotyping and the closed circle of the “old boy network” are strong social forces that are slow to change (Oakley 2000; Rigg and Sparrow 1994). Women are less likely to be preselected as leaders and the same leadership behaviour is often evaluated more positively when attributed to a male than a female (Kolb 1997). According to psychologists, women are at uppermost risk of stereotypic appraisal when they form less than 15 to 25 percent of a management level. When women are promoted in higher numbers into upper management, the evaluative norms change. In theory at least, women will then be seen not as women managers, but purely as managers (Jamieson 1995).

3. Common Security and Defence Policy (CSDP) Missions

European Union (EU) Member States (MS) launched the Common Security and Defence Policy (CSDP) in 1999 during the Kosovo war with the goal to enable the Union to conduct autonomous crisis management. Only four years later in 2003 the first CSDP Mission was launched in Bosnia and Herzegovina. The civilian CSDP deploys missions composed of civilian experts to crisis regions to implement various activities. This ranges usually from police training and security sector reform to justice, rule of law or customs missions. So far EU MS have launched 17 civilian missions, ten of which are ongoing. A new mission will be launched in summer 2012 and three more are currently in the process of preparation. The development of the CSDP over the past ten years has been recognised on national and international level and proves that the EU contributes profoundly to the stabilisation of the security situation worldwide as a global security actor.

3.1. CSDP Governance, Structures and Bureaucracies

3.1.1. Governance and Structures

The Lisbon Treaty modified the frame of the civilian CSDP and transferred the structures of civilian CSDP into the European External Action Service (EEAS). The EEAS was meant to make the EU foreign and security policy more coherent and more efficient in order to strengthen the EU’s capacity to act.

The reform merges Common Foreign Security Policy (CFSP) domains that were formerly split between the Commission (supranationally organised) and the Council (intergovernmentally organised). This bridging function is supported by the High Representative of the Union for Foreign Affairs and Security Policy's (HR) role as Vice President of the Commission: the HR leads CFSP/CSDP, but at the same time is in charge of the EU's external action in the Commission (Major and Bail 2011: 27).

Even though CSDP structures report directly to the HR, civilian CSDP remains intergovernmental in nature. Relevant decisions are still made by the EU MS (Major and Bail 2011: 19-20). They decide if a mission is launched, define its mandate, decide taking part in it or not and assigning personnel to it. Decisions in regard to CSDP are taken unanimously and hence necessitate accord among all EU MS. Such agreements actually occur quite frequently. But as Major and Bail state (2011: 18 & 20) this might be due rather to the limited interest in CSDP than in a convergence of the strategic cultures of MS.

3.1.2. Provision of Resources

For a mission to function it needs the following resources: budget, equipment and personnel. The CSDP budget covers the general mission budget, which pays for part of the equipment and infrastructure. Personnel are provided mostly by MS.

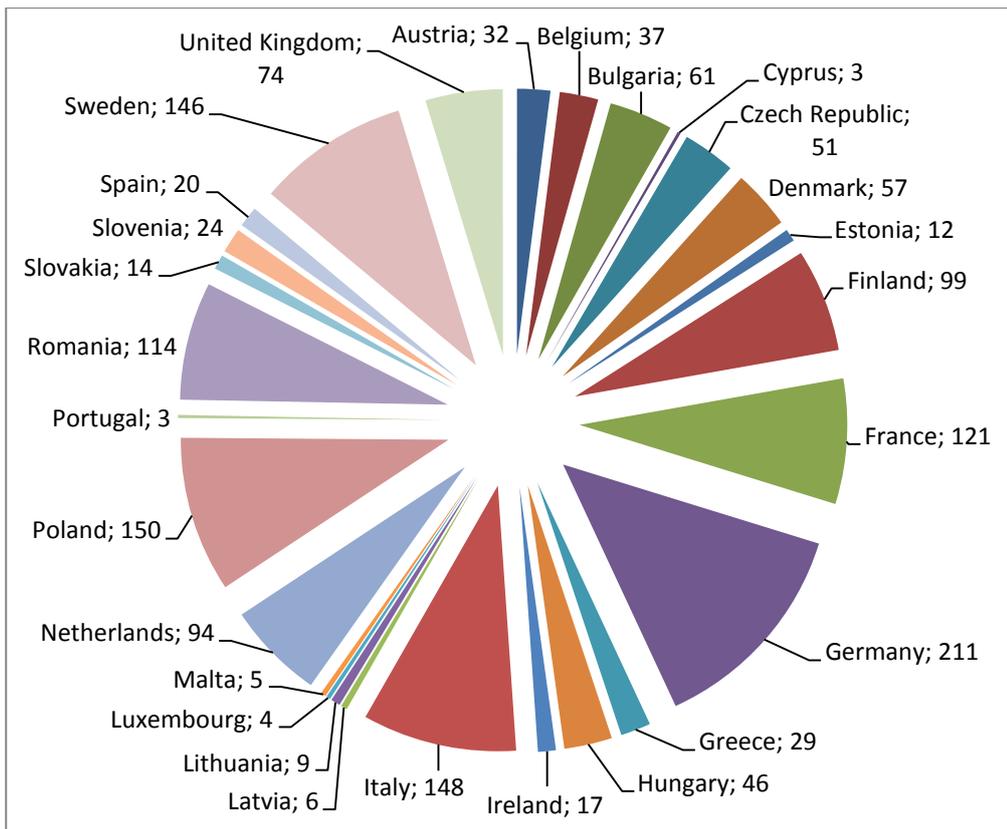
Regarding personnel the EU almost exclusively draws on seconded experts and recruits only few experts on a direct contractual basis. Secondment means that MS hire national experts – they can be civil servants or freelancers - make them available for deployment and pay them. No EU general framework regulating recruitment, deployment, training or administration of civilian personnel exists. Despite many efforts of improving the personnel deployment situation, EU MS regularly experience difficulties in fulfilling the demands for personnel, in particular ensuring the required speed, and supplying personnel that can cope with complex mission tasks. More specialised profiles such as legal experts as well as sensitive posts, such as in the management and leadership, are particularly difficult to fill (Major and Bail 2011: 24). The reasons for this are manifold and shall only be summarised here: Only few states have a professional recruitment service, like Germany with the ZIF or Sweden with the Folke Bernadotte Academy. Many other countries have administratively already difficulties to find and select qualified candidates. For different reasons some members states limit secondments to the civil service only. The

deployment to a mission is voluntary which means that private reasons such as security concerns, family or career considerations might play a role why people are not interested in joining a mission. Also the individual incentives are low. For most people the deployment abroad is not a career move and returning to work after a mission often proves difficult and people often find a situation where no recognition is given to the experience gained whilst on mission.

Procurement remains a challenge. The Commission, who provides the budget and is in charge of administering the finances and oversees the procurement processes, applies Brussels standards to the field level, even if the conditions differ considerably. Lengthy delivery times of a few months for only minor things can render a mission ineffective.

3.1.3. Diverse group of followers

The skills needed in the mission vary from book keeping, to security, logistical, medical, policing and legal skills and beyond. Hence the missions consist of a very diverse workforce where people having different professional backgrounds. Many of them have served in their home country for many years, for example police officers or judges. Not all new recruits come with international experience, even though it is often seen as a minimum requirement. This means that they have been socialised very much by their national system. The candidates are pre-selected and proposed by the MS. A smaller number of staff members – mostly working in the administration of the mission – is recruited on a contractual basis directly by the mission. By the end of 2011 the missions reflected a workforce of 3710 staff members of which 2115 were international and the rest national employees. In the following chart we see the distribution of seconded international staff.



Source: Internal CSDP Document 31/12/2011 (seconded international staff only)

3.2. Competing interests

The EU MS are sovereign entities. The question is to what extent they have a joint understanding of the aims of civilian crisis management. Longhurst (2004: 17) argues that the strategic culture of a country is a idiosyncratic construct of beliefs, attitudes and practices regarding their politics, partners and action of a country in foreign, security and defence policies, which has developed over time through a distinctive historical process. Major differences between the strategic cultures of EU MS complicate the emergence of a European strategic culture (Meyer 2006; Margaras 2010). To reach the required unanimously decision, the MS usually adjust the mission mandate in case of disagreement. Major and Bail (2011: 21) claim that this results into the effect that missions are rather guided by MS' political and material willingness to contribute than by the particular needs of the crisis region. As a result, missions are often too small in size, not well prepared, and poorly equipped and enjoy not sufficient political support. That leads to the fact that their impact on conflict resolution and stabilisation on the ground is limited (Major and Bail 2011: 21).

The expertise of the field level of CSDP is not always fully taken into account in the work of Brussels-based CSDP structures. Situations can be assessed very differently in the field and in Brussels. So there might be differing opinions among field staff and Head Quarters.

The Commission and the Council often had competence-based quarrels concerning the fields of security and development. Even the creation of the EEAS and the HR's double role could not completely resolve this. Subjects like development cooperation, trade and enlargement, which are critical for civilian crisis management, stay under the authority of the Commission. This means that they also remain subject to its funding lines. The Commission also oversees and manages the CFSP budget through its Foreign Policy Instruments Service. Even though the MS decide on the size of the budget per mission in the framework of the CSDP budget, the Commission manages the budget and controls the finances. That way the Commission exercises power over CSDP Missions.

The EU is one actor among many in the field of international crisis management. It shares resources and tasks with international partners such as the OSCE or the UN. The growing number of missions and the expansion of their mandates have led to an increasing competition for competences and resources. Under the paradigm of the comprehensive approach, all actors are supposed to strive for cooperation (Major and Bail 2011: 34). Nonetheless, often there is a wide gap between expectations and reality. Due to different institutional cultures, objectives and deficient framework conditions cooperation is poor and the competition for expertise is high.

3.2.1. Legal regulations, decision power, values and interests

A Mission is born

The process of planning is key to understand how civilian CSDP Missions work because it provides the conceptual bridge between the political aims and objectives on the one hand and the operational means and resources on the other (Mattelaer 2010: 3). The following description of the process is based on Mattelaer (2010: 3-6). In case a crisis develops, the Commission and/or the Council Secretariat may propose policy options to the Political and Security Committee (PSC), a body at ambassadorial level. If the PSC decides that EU action is appropriate, the process of crisis response planning starts.

The first step of the crisis response planning cycle is the development of a Crisis Management Concept (CMC). It is a strategic document – drafted by the Crisis

Management Planning Directorate (CMPD), advised by the Committee on Civilian Aspects of Crisis Management (CIVCOM) and supported by different units in the European Commission - which makes a full assessment of the crisis situation and outlines possible options to react. After authorization by the PSC, the CMC is sent to the Permanent Representatives Committee (COREPER) and the Council of Ministers for formal approval.

As the second step the Civilian Planning and Conduct Capability (CPCC) develops general Police, Rule of Law or other Civilian Strategic Options to satisfy the political objectives outlined in the CMC. CIVCOM comments upon the strategic option paper. Following the PSC prepares a decision on the possible options and sends it to COREPER and the Council. Now the Council formulates as a legal act a Council Decision (CD) which functions as the mandate defining the limit and scope of the mission.

In the third step the operational planning documents are developed: The Concept of Operations (CONOPS) which is a brief and summarising statement of how the Operations Commander intends to fulfill his mission and the Operations Plan (OPLAN) which gives a detailed screenplay of the operation as a whole. Once the mission is established the planning authority moves over to the Head of Mission who then develops the OPLAN based on the CONOPS. The PSC, CIVCOM and the Council always have to approve the two civilian planning documents, also later changes.

Parallel the process of getting all necessary resources together starts. In a so called force generation conferences the MS pledge assets and personnel for the mission. Finally, the Council formally launches the mission. The entire process can be visualised in a simplified way as follows:



Source: Derived from Mattelaer, 2010, p. 6.

Values

The Union's aim is to promote peace, its values and the well-being of its peoples. (Art. 3 (1)).

The EU tries to promote a stable and peaceful society. It focuses on trade, interregional cooperation, political development aid, enlargement and political dialogue as elements of a more holistic approach to conflict prevention and building stability (Manners 2008: 68).

Manners (2008) argues that there are nine generally acknowledged substantive normative principles which constitute, and are promoted by the EU. Those are sustainable peace, freedom, good governance, democracy, human rights, rule of law, equality, social solidarity and sustainable development.

“In its relations with the wider world, the Union shall uphold and promote its values and interests and contribute to the protection of its citizens. It shall contribute to peace, security, the sustainable development of the Earth, solidarity and mutual respect among peoples, free and fair trade, eradication of poverty and the protection of human rights, in particular the rights of the child, as well as to the strict observance and the development of international law, including respect for the principles of the United Nations Charter.”
(Art. 3 (5) Lisbon Treaty)

“The Union’s action on the international scene shall be guided by the principles which have inspired its own creation, development and enlargement, and which it seeks to advance in the wider world: democracy, the rule of law, the universality and indivisibility of human rights and fundamental freedoms, respect for human dignity, the principles of equality and solidarity, and respect for the principles of the United Nations Charter and international law.”(Art. 21 (1) Lisbon Treaty)

Furthermore, the preamble and Article 2 state some European Union values. Article 3 (5) and 21 (1) states the values and principles the EU supports globally. In Article 6 (1) we find the Charter of Fundamental Rights which shows that different values and guiding principles can be identified for the EU. However, specific values do not exist for CSDP Missions. The EU values are not sufficiently shaped for CSDP Missions context and are not communicated as common values.

3.2.2. Mandates

The principal task of the Mission leadership is to implement the mandate given to the mission. Mandates are decided by the Council and often amended or added to over time. Mandates often rather reflect the political concerns of the MS than realistic assessments of the practicality of implementing them. The CSDP Mission leadership has to operationalise these complex and sometime unclear mandates with little guidance on how to define success. Depending on the mission’s leadership, mandates can be seen either as a limitation or an opportunity for engagement and pro-active thinking.

3.2.3. Reality of CSDP in the field

The reality of field operations is different from what the promotional material would suggest. A gap between political aspirations and practical restraints are typical. The effectiveness of CSDP action is hindered by insufficient resources, failing logistics, a hostile security environment, authorities unable or unwilling to assist, organisational mismanagement, inadequately designed programs, the unwillingness or inability of stake holders to coordinate the work on the ground and sometimes staff members who are not “fit for purpose”. This demands leadership being engaged and critical, also self-critical.

3.3. The importance placed on leadership in CSDP Missions

As indicated earlier, there has been a deep and long debate about leadership in academia, in private and in public organisations. How has this interest in the concept of leadership influenced CSDP Missions? To what extent does the EU reflect and give importance to the concept of leadership?

3.3.1. Command and Control

There is no document which provides guidelines of leadership for a CSDP mission. The *Guidelines for Command and Control Structure for EU Operations in Crisis Management* (Doc.10381/07 RESTREINT UE) which the PSC approved on 23 May 2007 clarifies the command and control structures in CSDP crisis management operations. However, it gives some indication of what is expected from the Head of Mission.

The Head of Mission exercises command and control at theatre level. The guidelines define command and control as *“the exercise of authority and direction by a properly designated official over assigned human resources.”* The main responsibilities of the Head of Mission are summarised as follows: developing an OPLAN, issuing instruction and orders to his staff members, being responsible for the security, implementing the budget for the European Commission, reporting to the PSC and other Council bodies and representing the Mission in the operation area.

3.3.2. Leadership Training

When taking up their positions, senior leaders get some briefings in Brussels, lasting between two and five days. The information covers their administrative and financial responsibilities, getting to know the staff from CPCC and learning about decision-making processes at strategic level.

The EU MS are responsible for EU crisis management training in general. Individual MS and Commission funded European training networks (2005-2009 European Group on Training and 2011-2013 ENTRi) provide for operational/tactical level training courses. However, until April 2012 no leadership training for civilian crisis management took place. The Folke Bernadette Academy (FBA), in close cooperation with the European External Action Service (EEAS) and the European Security and Defence College (ESDC), has

developed an EU Senior Missions Leaders Course targeting future Heads of Mission, Deputy Heads of Mission, Force Commanders and other senior personnel such as Heads of Component in EU missions. The participants were nominated by the MS. The two-week pilot course, which is meant to take place once a year, took place for the first time in April 2012 and covered basically the five following topics:

- Understand the global political environment in which the EU operates;
- Create a common understanding of the EU systems and the various institutions and agencies in the field of EU external action, including aspects of strategic coordination and how to operate within this environment;
- Enhance the understanding of the legal frameworks for CSDP missions and operations, planning processes and the various EU crisis management instruments;
- Enhance key leadership skills including self-awareness, management, communication, negotiation, influencing and mediation;
- Develop an understanding of the Heads of Mission and Force Commanders' responsibilities in relation to mission and operations security, human resources, finance and administration matters.

3.3.3. Performance Appraisal

A single type of evaluation process is carried out for all staff members within the CSDP Missions, including the senior positions, except the Head of Mission for whom no formal appraisal is done. The principles for performance evaluations have one standard which is provided by a template. A small part in the template is provided for people in leadership/management position where they are evaluated in their capacity to supervise and regarding their managerial skills. The evaluation system used in CSDP Missions is similar to the general EU system (self assessment, dialogue with the Line Manager, the Line Manager evaluates the Staff Member's competencies and skills). However, in CSDP Missions, Line Managers hold their positions usually for 1-2 years and prefer to evaluate the staff members in such a way to maintain the good spirit within the team. MS are extremely sensitive when it comes to the evaluation of their staff. Deep comprehensive dialogues with the Line Manager takes seldom place in practice. Furthermore, self-evaluation is rarely done. The performance appraisal is not linked to the Mission goals. Management by objectives does not exist, neither does a reward system. Assessments of

Line Managers by staff are not done at all and feedback to leadership is not encouraged. The Head of Mission is not evaluated at all.

3.3.4. Competencies

The EU has no defined standard key leadership competencies which apply across the system. The majority of senior leaders in CSDP Missions have little knowledge or experience of the EU CSDP context. They are nominated by their MS to senior positions on the basis of their national professional capacities and skills. The seconded officers usually are well qualified in their profession, but lack an understanding of the highly complex EU civilian crisis management context and the wider policy framework.

3.3.5. Leadership Development

There is no broader EU CSDP leadership development strategy. No one single vision of EU CSDP leadership exists. A comprehensive approach could include inter alia: A more thorough assessment process for the selection of the most senior staff, which looks at their leadership abilities; greater staff mobility in-between missions and to and from Brussels; career planning and staff development systems, training and coaching for more senior staff and a sanction and reward system linked to performance. Such a leadership development plan should aim at middle and senior leadership and also look for potential future leaders.

3.3.6. Senior staff selection procedure

The CPCC forwards vacant positions directly to the MS. For information purposes the vacant positions are also published on the Consilium website. Most of the posts are for secondment, only few for contract. Candidates interested in a seconded position, need to apply through their respective national authorities. These vary from country to country but can be, for example, Ministry of Interior for police officers or Ministry of Foreign Affairs for other civilians. Secondment means that individuals are nominated by the respective MS. The MS therefore has the chance to do a pre-selection of candidates. It is solely up to the MS how they do the pre-selection process. The seconding MS carries all personnel-related costs. Seconded personnel have to comply with any additional requirements of their national authorities. Contracted international personnel and local staff is contracted by the Head of Mission. The selection for international contracted posts is done by the Mission and CPCC.

The candidates are selected and interviewed by two to three people including the Line Manager. For managerial or leadership positions, CPCC is also on the board. Usually an evaluation of the CV is done and a telephone interview. The selection is done on the basis of the experience and qualification of the applicant for the position. If the person is accepted by the board, the Head of Mission needs to approve the selection. However a problem is that for many positions not enough suitable candidates are proposed by the MS. Therefore compromises are made often when it comes to selecting suitable candidates. The more senior the position, the more political influence by the MS can be expected.

“Many international organizations suffer from the fact that they are run by uninspiring bureaucrats. In most cases, this is the fault of the heads of state and government.... Is that the best approach in these times of crisis?”(Spiegel online, 23/07/2009, www.spiegel.de/international/)

4. Research results

The questionnaire was randomly sent to CSDP staff members. 38 people replied (24 staff with leadership experience and 14 members with no leadership experience). The respondents have served in different missions, the male/female ratio is roughly 80/20% and the age varies from 25-65 years of age. It was left to the respondents to give their name. Hence around 40% of the participants preferred to respond anonymously.

The in-depth interviews were conducted during April and July 2012 in various locations and via telephone. Seven people were interviewed. All interviews were recorded and during the interviews notes were made. Interviewees got the questions beforehand. However, the questions were only used as the guiding principles during the interviews.

Following questions were used as a baseline for the in-depth interview and the questionnaire:

- Background of the person being interviewed/questioned
- Leadership challenges in CSDP Missions
- Actors influencing leadership
- Expected leadership requirements/skills
- Leadership Training
- Recruitment, selection and appraisal process for leaders

- Suggestions for improving leadership

These questions were selected in order to have the answers and views to the research questions and to cover the area as detailed as possible. A list of the people interviewed can be found in Annex A. Employees will remain anonymous. The participants were selected to be interviewed/questioned due to their long experience in working with CSDP Missions, their role in a specific organisation and their capabilities to provide different perspectives to this work based on their positions or location in the CSDP structure.

Finally it should be noted that all interviews for this chapter were held as background talks, and thus quotes are brought without any direct references to the interviewee (using italic letters between quotation marks).

4.1. The “perfect leader”

The interviews and the questionnaire participants were asked to describe the perfect leader for a CSDP Mission. As one can imagine the answers were manifold. However, the answers of the interviewees can be summarised as leadership and management skills and awareness and understanding of the context. Furthermore, we will see how followers describe their perfect leader for a CSDP Mission.

4.1.1. Leadership and management skills

As one of the interviewees put it: *“A leader in a CSDP Mission should have the normal leadership skills – plus a few more!”*

As leadership style a more democratic style was favored among the interviewees. *“Decisions need to be based on discussions.”* The leader should have the ability to devolve responsibility but hold others to account. To complement this, it was stated that the leader should be a *“decision maker”* and have *“strong leadership skills”*.

Vision was seen as vital. Furthermore, it was considered important for the leader to be able to set priorities and operational strategies, and that he/she leads mission staff by example in terms of professionalism, commitment and dedication. The skill to influence people, its own staff and external actors was also mentioned several times.

Communication was emphasised by all participants as crucial. Communication should be concise and clear with internal and external actors.

A point which was stressed was as well that the leadership should “*have significant, and proven, experience in leading multi-cultural, multi-functional and multi-national personnel and teams*”. This was re-confirmed through the statements by participants that team-work was essential and that the leader should be able to manage and coordinate the staff in a professional manner. Finally, the leader should have good interpersonal skills; have self-awareness, trust in others and possess both general and emotional intelligence.

4.1.2. Awareness and understanding of the context

An awareness and understanding of the highly political environment and hence the need for diplomatic skills were mentioned by almost all participants. Diplomatic skills are needed to interact competently with the host country officials and the wider international community. But interestingly enough the request for diplomatic competence was most often raised in the context of EU decision making, politics in Brussels and Member State participation. Also a comprehensive knowledge of decision making processes and EU institutions were seen as highly important.

The leader should have professional technical skills. Some of the interviewees even emphasised that the he/she should not be a generalist but have a specific profile, for example a “*Rule of Law Mission should be led by a Rule of Law Expert*”.

Previous experience in working in CSDP Missions was also considered by many participants as indispensable to develop an awareness of the complex set-up of such missions.

4.1.3. What the followers say

Employees without leadership experience were asked what they expect from a “perfect leader” in a CSDP Mission. The responses can be summarised as follows:

“Motivating and leading staff, understanding management and ability to delegate, soft skills - such as coaching, leading, disciplining, giving feedback and resolving conflicts; listens and takes informed decisions; implementing plans and projects, result driven, avoid micro management; ability to lead both uniformed and civilian staff; striving for fair

gender-balance on higher positions; openness and transparency, sharing information with all staff, open door policy; understanding of the political and cultural situation in host country; believes in local ownership; understanding of "Brussels" i.e. role of EU institutions including CPCC; knowledge of other international organisations in host countries; diplomatically sensitive; multicultural work experience; respects diversity; ability to communicate clearly on the missions goals, objectives, visions both internally and externally; social skills; leading by example."

It shows that the followers have a very clear picture what leader they need in a CSDP mission.

4.2. The current leadership style in CSDP Missions

The participants were asked in the questionnaire how they define their own leadership style. Given the fact that there is no leadership doctrine or guideline and people coming from different backgrounds, it is understandable that answers varied widely. However, the following can be seen as a summary of the answers:

"Give a vision; result oriented; setting clear objectives, guidelines and working structures, demanding and rewarding excellence; encouraging new ways and ideas; respect, understand and inspire followers and empower them; keep an open door policy; encouraging own staff to take responsibility; shaping a team working in positive atmosphere good will/enthusiastic; show initiative; be just and fair; managing communication inside and outside; networking in- and outside, building bridges, reach out; consensual but decisive; adapting to context; coaching followers."

Interestingly we have several transformational leadership traits here.

4.3. Major leadership challenges

In the questionnaire participants were asked what they see as the biggest leadership challenges in CSDP Missions. Only four answers were permitted. From the fairly even spread distribution of answers in the graph below, it can be read that all factors can be considered as leadership challenges. Depending in which environment the one or the other will prevail. Nevertheless, all of them play a role in overcoming challenges to conducting successful leadership. This has been also confirmed in the personal interviews. However, it

should be noted that more than 55% of the participants consider cooperation with Senior Mission leadership as challenging.

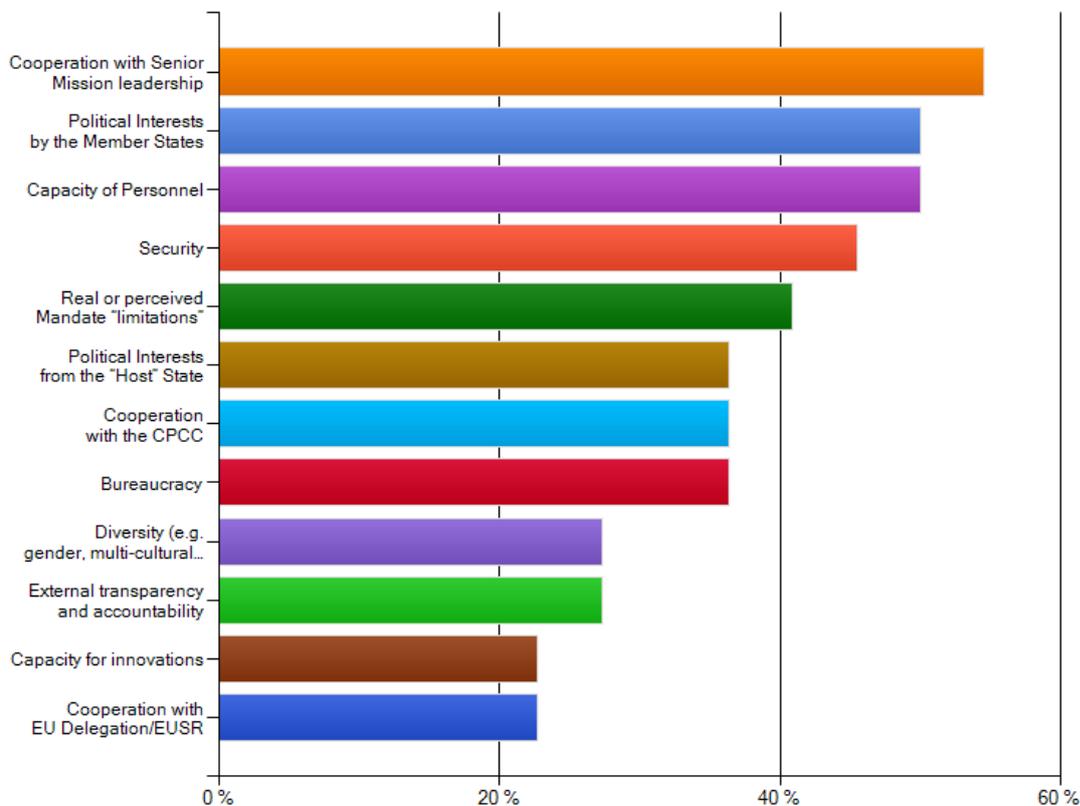


Fig. 1: Leadership challenges in a CSDP Mission

One of the interviewees highlighted that one of the biggest challenges is dealing with the complexities of Brussels and strategic/political direction and co-ordination. *“This is not just about cooperation with CPCC – but the wider complexities in which CPCC is just one of the masters.”* Interesting is as well that the ambitions and individual agendas by MS were mentioned specifically.

Furthermore, the perceived Mandate challenge is very relevant – but there is an additional issue in respect of in-theatre coordination with the very many actors in theatre and how the mandate fits/overlaps with those other donors/actors. A challenge not to be underestimated is the willingness of the host government to work with “your mandate” and to gain their political commitment so that they are fully engaged. This depends to a large degree on the communication and networking of the leadership.

4.4. Influence on leadership

The participants were asked how they classified the influence on leadership by different actors in the missions they working in or worked for. As expected, the Head of Mission was seen as the person with the highest influence on leadership in the mission; followed by the CPCC, the Deputy Head of Mission and the Members States. What is interesting to see is that “staff” was considered by only few people having high influence, however, it was considered by all participants as having somehow an influence. None of the participants said they have no influence at all.

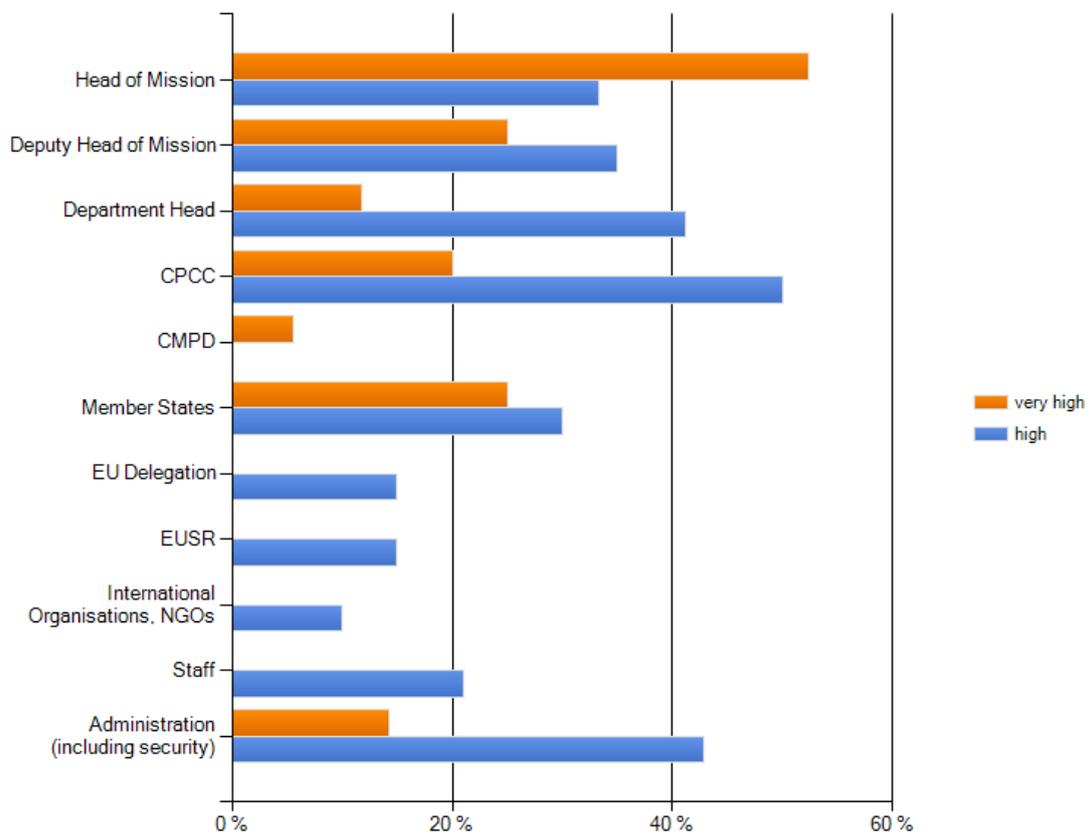


Fig. 2: Actors influencing leadership in a CSDP Mission

Some of the interviewees mentioned as well the host nation of having strong influence on the leadership in a CSDP Mission. *“Without host nation commitment and willingness to deliver/reform/implement changes then little will be sustainable.”*

4.5. Leadership requirements

The participants were asked which leadership requirements they consider as relevant in their specific mission context. Good work climate was considered as most important (among employees with leadership experience 65%, and among participants without leadership experience even 84%), followed by result orientation, conveying values and norms and proactive strategic action. But also political balancing of interests was seen as highly important.

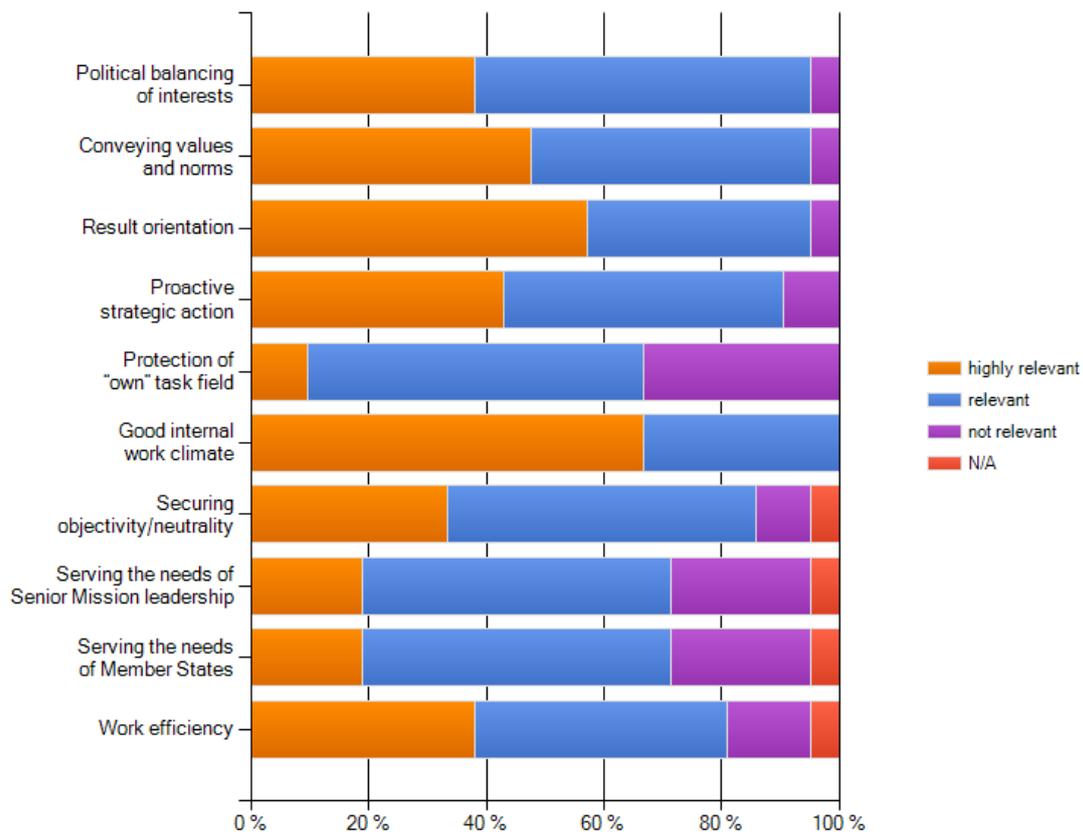


Fig. 3: Favored leadership requirements in a CSDP Mission

4.6. How to improve leadership

Institutional Improvements

Participants replied to the question which measures would be useful to improve leadership that it would be very helpful if structures/tasks/competencies would be clearer and if communication/coordination would be improved. Leadership competence was also rated as highly relevant.

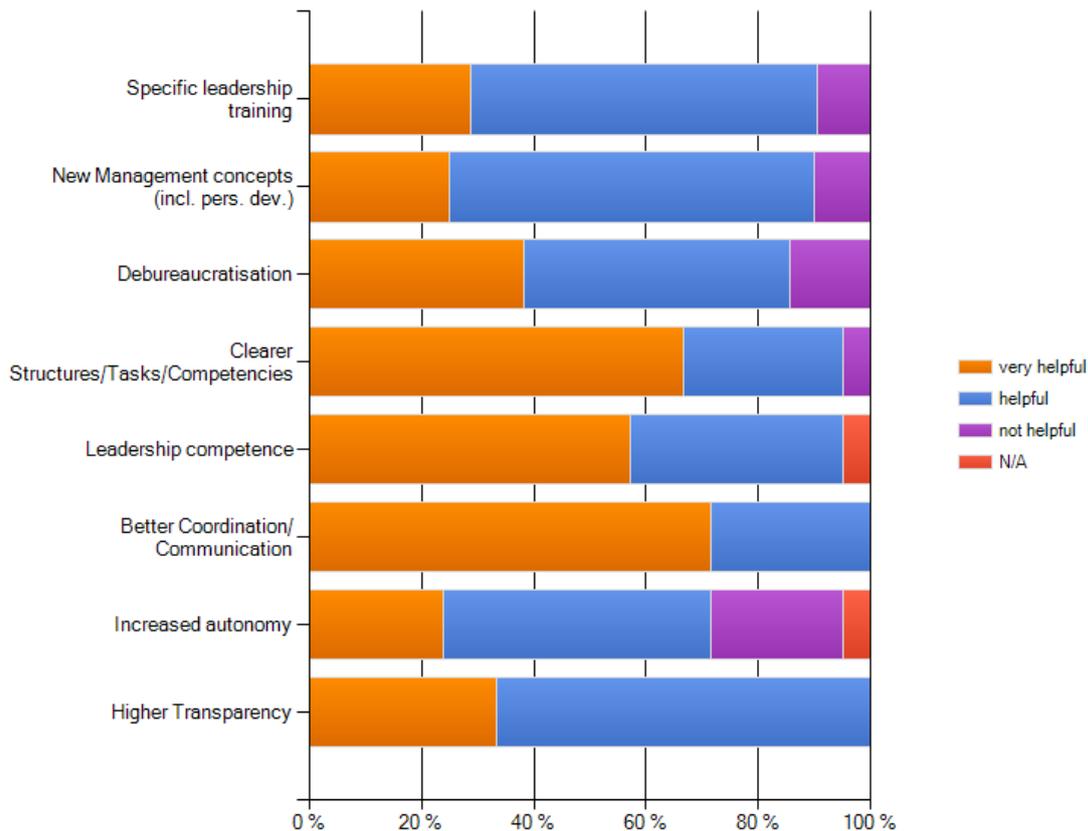


Fig. 4: Methods of possible institutional improvement

Most of the interviewees suggested specific preparation courses and leadership training. One mentioned that MS “need to put forward suitably qualified staff for leadership positions - currently a reluctance to do so” which is due to “financial constraints but also lack of political ambition.” In the same context it was also mentioned that the secondment to a mission should be for a minimum of two years. And more females should be encouraged to apply and proposed by MS. One of the interviewees suggested that MS should consider developing “cadres” of potential future leaders which would put them in a better position to identify and nominate candidates in a more efficient and successful manner.

Leadership training

When asked what topics the participant’s rate as most useful in a leadership training course, the participants gave most importance to communication, employee motivation and values and norms. One of the respondents highlighted also the necessity for training on managing an interdisciplinary team: “management of interdisciplinary teams - in my experience rule of law professionals, police and military have limited awareness of the

different, and equally relevant structures, functions and methodologies of the other groups that they work with or must lead.” Participants also mentioned that it is important to learn “*how Brussels works*”, including politics, legal regulation and decision making.

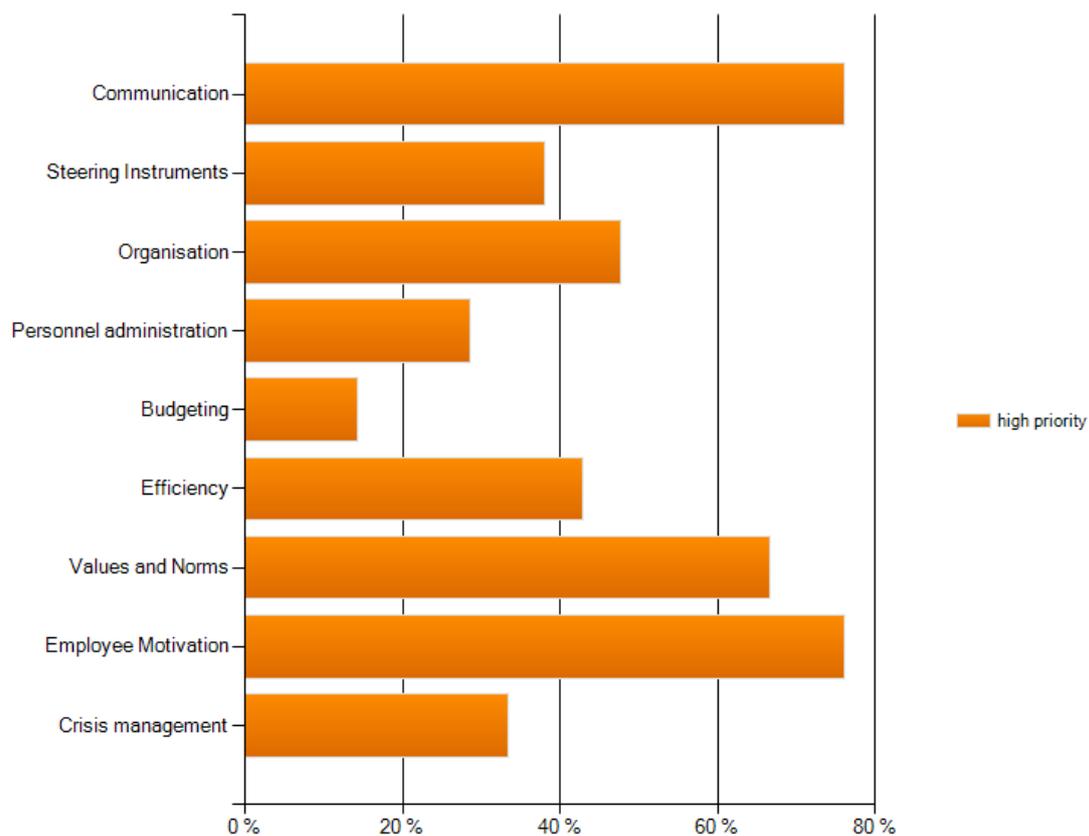


Fig .5: Important subjects for leadership training

It is important that in the training participants should gain an understanding of their role, task and responsibilities. As one interviewee put it “*sound understanding of responsibilities that fall on them.*”

Recommendations for Improvement

When participants were asked to choose recommendations on how the selection of leadership staff could be improved, the majority was of the opinion that the political influence on leadership appointments of MS should be limited and that standardised criteria for CSDP leadership positions should be developed. Furthermore, the provision of specific leadership training and previous work experience in a CSDP Missions were considered as factors that could improve the selection of good leaders. Interestingly, none

of the respondents confirmed that the current system of ensuring quality of leadership is appropriate.

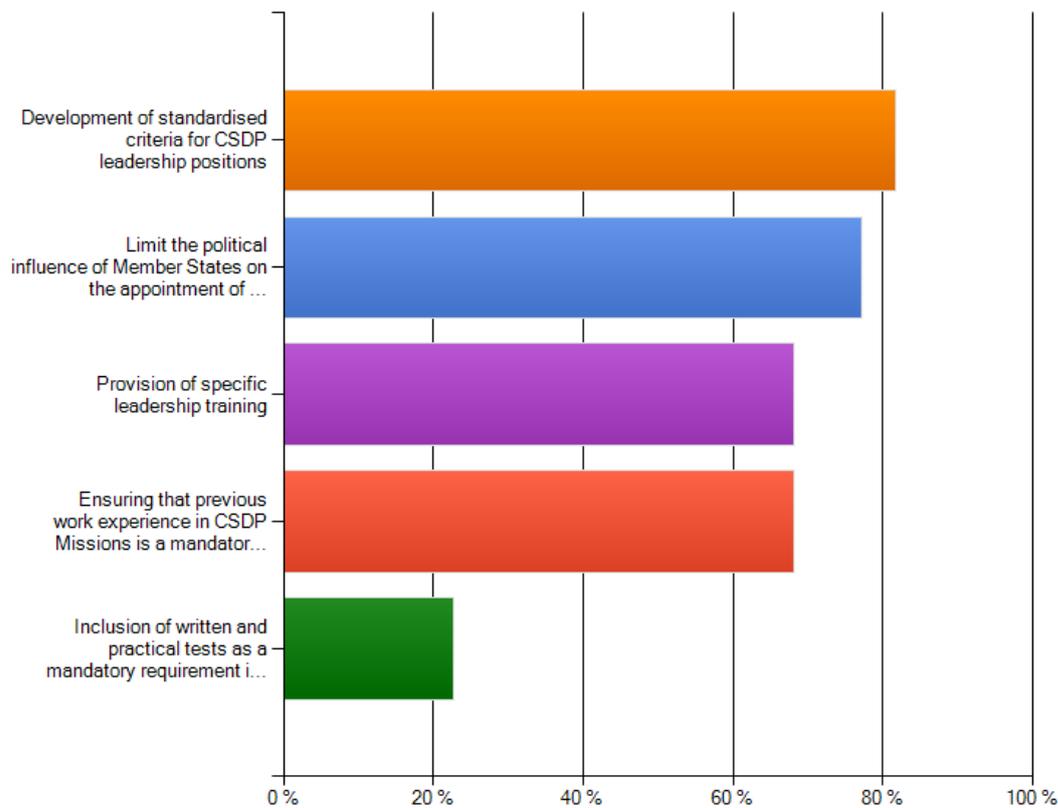


Fig 6: Recommendations for leadership improvement in the selection process

The interviewees' opinions differed when it came to the question of political influence. Some of the interviewees describe the recruitment and selection process for leadership positions as poor, as one put it *"it is still reliant on political agendas as opposed to 'best person'."* However as one of the other interviewees said, *"in terms of Head of Mission the recruitment will always be politically influenced but must remain merit based."*

5. Discussion

The chapter describes what makes for good leadership in a CSDP context. Building on the analysis of the theoretical background of leadership in chapter two, it looks specifically at how leadership manifests itself within the contextual challenges described in chapter three and based on the research results in chapter four. The analysis is based on leadership and CSDP literature, a set of seven interviews conducted with decision makers within the CSDP structure, a questionnaire conducted with people working in CSDP Missions, mostly but not solely, in leadership positions, and my own experience as a leader in a CSDP

Mission. I believe this method ensures that all possible challenges in leading a CSDP Mission and solutions are considered.

5.1. Major challenges / Context

As we have seen above there are several challenges a person in a CSDP leadership positions faces: Politically challenging in terms of cooperation with the EU institutions, the MS, the Host State and other international actors in theatre; situated in a crisis environment; diverse work force of followers seconded by MS and more.

5.2. Leadership attributes and styles

The generic leadership attributes and styles described in the second chapter also apply to CSDP Missions. In the following Kotter's four transformational leadership attitudes are taken as basis for the analysis of the leadership style.

5.2.1. Crafting a Vision / Setting a direction

Leading an organisation to constructive change begins by setting a direction, developing a vision along with strategies for producing the changes needed to achieve that vision. To develop a vision and strategies to achieve this vision is also important for CSDP Missions. As we have seen in the answers from the participants of the questionnaire, vision and developing strategies was mentioned as one of the key issues they consider as important in leadership. In a highly complex environment staff members need to see a clear direction and a leadership with a vision which is communicated well.

5.2.2. Aligning people / Coalition building

Aligning people means communicating the direction to those who can create coalitions that understand the vision and are committed to its achievement. Leaders promote collaboration within and beyond the organisation. Within a complex environment with diverse stakeholders, no clear cut power relationships, building up internal and external networks is of utmost importance for success. Lateral leadership, also called boundary-crossing leadership, involves groups over whom the leader of an organisation has no control (Gardner 1990: 98). The ability of forging coalitions and building bridges across organisational, cultural and conceptual boundaries is paramount in a CSDP Mission. This trait is probably one of the most important leadership skills. It was mentioned several times

by the interviewees and the participants of the questionnaire. Highest priority was given to aligning people, building coalitions, building bridges. Also aligning a diverse group of people within the organisation despite cultural and professional differences was considered essential. Crucial is here communication. Communication was rated as the topic number one in a leadership training which means that there is an understanding of the importance of effective communication and it also shows that there is currently a lack of it or at least room for improvement. Given the highly complex environment CSDP leaders are working in, coalition building and networking skills are essential. They have to manage aligning interests between different actors such as the Host Nation, the Members States and other EU bodies and still follow their values and vision. As we have seen the influence on leadership is strong from “outside” actors. Hence strong and tested coalition building and diplomatic skills are necessary for successful leadership.

5.2.3. Motivating and inspiring

Achieving a vision requires motivating and inspiring and keeping people moving in the right direction. Motivation is key in a CSDP Mission. As we saw above employee motivation was rated as one of the most important training topics. Looking at the answers of the participants we see that they consider motivation and inspiration as important leadership traits. The aspect of employee motivation becomes even more paramount when taking into account what one of the participants expressed: *“often people’s motivation lies in only trying to advance their own personal interests.”* As described earlier the work is extremely demanding and results are often not immediately visible. People come from different parts of the world and some leave after a short time. Living conditions are often basic and payments depend on the sending nation. Therefore it is highly important that the leader knows how to motivate and inspire his/her staff to keep them moving in the right direction. He/she should provide followers with challenges and meaning for engaging in shared goals and undertakings. In this context it is important that the leadership builds up personal trustful relationships with the followers. The followers need to have the feeling that they are understood and respected. Shared values are surely supportive to foster this exchange.

5.2.4. Creating a culture of leadership

The fourth major requirement of CSDP leaders is to transform the staff under their supervision into a team where there is creativity and mutual support and where leadership

is exercised at all levels. Good leaders encourage leadership development among followers. They create room for others to exercise leadership and coach them on the way up. Most participants emphasised that they like to empower their followers to exercise leadership and, where appropriate, to coach their staff. In particular, in the demanding environment of civilian crisis management, mentoring, coaching of followers and creating opportunities for personal growth is important to build up leadership. This approach not only educates the next generation of leaders, but also fulfills the individual's need for self-actualisation, self-fulfillment, and self-worth. It also naturally pushes followers to further achievement and learning. As one of the interviewees mentioned: *“We often focus on the leader on the top – but what really matters is the leadership team.”* However, there is no leadership development system within the structure of CSDP Missions. Such a system could surely support the leaders to create a culture of leadership.

5.3. Ethics & Values

Ethics and values are highly important for leadership. In CSDP Missions specific ethics or values are not sufficiently defined. There are several references in the Lisbon Treaty. They provide a good basis but they remain abstract in particular when taking into account that to many CSDP staff members EU treaties and regulations are not well known. This is supported also by the answers of the participants that one of the most wanted leadership training topics is *“values and norms”*. Having such a diverse work force it is difficult for the leadership to agree with their staff on common values. CSDP Missions should develop a doctrine which stipulates a set of values. Furthermore, it is indispensable that such values would be communicated by the leadership in a constant and inspiring way. It needs to become clear to all staff members that this is the common and stable denominator for the mission. Leadership should respect and live up according to these ethics and values and lead by example.

5.4. Culture and Diversity

CSDP Missions do not always see the diversity of its staff as value adding characteristics. As some researchers state, diversity has the potential to be a source of friction and misunderstanding. Diversity has to be fostered and appropriately managed to become a source of strength and creativity (Kofman 2000: 5-6). Diversity in nationality and cultural background can pose a major challenge for senior staff with little experience of managing people outside their own culture. CSDP Mission personnel is not only diverse in

nationality but in other areas such as professional backgrounds, levels and types of university education, in values and languages. This places particular demands on communication for leaders, especially those who have spent the majority of their careers in one context, where staff can often be more homogenous. The leader needs to know her/himself and has an ability to adapt to new surroundings and a willingness and competence to learn about other cultures and backgrounds. Promoting and managing diversity places particular demands on vision, on communication and on fostering a sense of common values on the leadership. Therefore when selecting leaders, they should bring experience from working with and leading multi-cultural and multi-professional teams, preferably in a CSDP Mission or in other civilian crisis missions such as the UN or OSCE as also some of the interviewees have stated. Training on such issues would also help to improve awareness.

5.5. Gender

Progress was made in the appointment of women in key positions within the EU, for instance of the 25 new Heads of EU Delegations eight are women. The EU has also developed standardised gender training modules and revised its operational document on its implementation of 1325 and 1820 in the context of CSDP published in 2008. Gender Advisers are deployed in all CSDP Missions and the number of women employed in CSDP missions has increased. However, the percentage of women deployed in CSDP missions is still low (19.2%) with the lowest rate in those missions such as Afghanistan where only 13.2% of international workforce are female (figures dated 30/04/2012).

CSDP Mission's senior level positions are still male-dominated. All Head of Missions in the past 10 years have been male, with one exception - the Rule of Law Mission in Georgia, EUJUST / THEMIS, which was launched from 2004-2005 and comparatively small with only around 10 expert staff members, was run by a woman. Among the Deputy Heads of Mission there have been only two females so far – one in Afghanistan (EUPOL) and one in the Occupied Territory of Palestine (EUPOL COPPS).

Some of the interviewees expressed their concern regarding the underrepresentation of females in CSDP Missions and in particular in leadership positions. *“Females need to be encouraged and supported by Members States.”*

There is a clear underrepresentation of females in CSDP leadership positions. As argued in chapter 2, females are at least as good as male in leadership positions. Women are a source not sufficiently exploited when it comes to leadership potential in CSDP Missions. MS need to encourage more of their female nationals to apply for such positions. At the same time CPCC and the missions need to support applications of qualified females. It would also help if the mission environment provided more for female needs and if that was already considered at the mission planning stage.

6. Conclusion

The thesis presented the challenges of leadership in a CSDP Mission and tried to analyse best practices for recommendation. The main challenges lie in the highly politicised environment in which the leaders in a CSDP Mission work. Furthermore they are challenged by the highly insecure working environment, the capacity of staff, diversity of followers and unclarity regarding mandate and values. I want to conclude in summarising the twelve main findings and list some recommendations.

Twelve main findings

- The general leadership attributes and styles described in the second chapter are also valid to CSDP Missions. What is required for effective leadership elsewhere is also considered suitable leadership in CSDP Missions. The exacting set of demands put on CSDP leaders are a combination of topics which can be found in the generic leadership literature.
- Several factors support senior staff to exercise leadership, but other contextual factors hinder it. CSDP leadership faces several challenges related to the highly complex environment they are operating in: There are a multitude of bureaucratic and political constraints, which can at times lead to passivity and political pragmatism. Leadership in CSDP Missions should not be about resignation but about overcoming the constraints.
- Leadership ability is a highly important trait in senior CSDP positions. Leadership is not automatically given with obtaining a senior position. It requires effort, skills and knowledge which CSDP senior leaders should already bring with them. There should be a willingness to learn and to improve.
- There is a necessity for a CSDP wide strategy for leadership development at all levels: team-, operational- and strategic. Such a strategy should be linked to common

leadership appraisal and selection criteria. It needs to be supported by all actors in the CSDP structure.

- CSDP Missions lack political support of MS which as a consequence leads to the fact that not enough sufficiently qualified candidates are proposed for vacant positions.
- CSDP Missions suffer partly from politicised selection procedures for the most senior staff. Political ambitions, or influences, are sometimes rated higher than leadership skills. MS are often sensitive when it comes to appraising national staff members.
- The CSDP leader needs to share value based vision. They need to provide to diverse stakeholders while not losing sight of CSDP norms, values and mandates. CSDP leaders need to be able to understand complexity, threats and tensions without getting caught up in them.
- Being politically diplomatic and mindful of the political situation and Member State interests is important. Senior leaders should have an awareness of the political complexities, act with sensitivity and promote the European Union's values and principles. Guidelines or doctrine for CSDP Missions would be useful for clearer definition of values.
- CSDP leadership is about coalition building internally and externally and building bridges. The skill of lateral leadership is essential since leaders in CSDP Missions often do not exercise formal hierarchical powers. This is not only true for relationships to external actors, but also to those internally which is particularly relevant due to the secondment principal of recruitment.
- Diversity plays a crucial role in CSDP Missions – diversity in regard to culture, professional background and language. When recruiting for leadership positions the requirement of experience of leading multi-cultural teams must be sufficiently taken into consideration.
- Women are strongly underrepresented in CSDP Missions and in particular in leadership positions. No visible effort has been done so far to encourage women to apply for senior positions in CSDP Missions. No female leader development programme exists.
- CSDP leadership is less about the individuals than it is about the leadership teams that are built up around individuals. Even though some CSDP leaders do empower their staff and build trustful relationships, there is still no strong leadership culture in CSDP Missions today.

Recommendations

Based on the findings, here are some recommendations for improving the level of leadership in a CSDP Mission:

- Develop a leadership doctrine/guideline – a set of guidelines everybody agrees on to speak the same language. This doctrine should also emphasize the desired leadership style –transformational leadership would be most suitable here.
- Establish a leadership development strategy at all levels: for team-, operational- and strategic leaders. Also build up future leaders from within.
- Choose candidates firstly according to their qualifications – “fit for purpose” – and try to minimize politicised ambitions.
- When selecting candidates, ensure that they not only are technical experts but also have strong and proven diplomatic skills - the higher the position, the more important it becomes.
- Candidates also need to have proven their competence in leading a diverse team – diverse in particular in terms of culture, professional background and language.
- Institutionalise a leadership training which includes subjects such as motivating followers, communication and values and ethics.
- Encourage women to apply for leadership positions. Develop and implement a specific programme to support females in leadership positions.
- Put the emphasis not so much on the one leader at the top, but rather on the leadership team.

Final comments

CSDP Missions are still fairly young creations compared to other crisis management structures such as the UN. It is natural that there is a try and error process in optimising its potential. Leadership plays an important role in any organisation – but given the specific challenges of a CSDP Mission, strong leadership is paramount if the EU wants to be a successful actor in the field of security within the world. This paper analysis what the challenges are and how to overcome them. The process of change will be gradual, but one can be sure that the EU with its CSDP Missions will be a strong and successful player in the field of civilian crisis management.

ANNEX A: LIST OF PERSONS INTERVIEWED

Can be obtained from the author.

ANNEX B: BIBLIOGRAPHY

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