

Action Plan for Civilian Aspects of ESDP

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“We need greater capacity to bring all necessary civilian resources to bear in crisis and post-crisis situations...we should be able to sustain several operations simultaneously. We could add particular value by developing operations involving both military and civilian capabilities” - European Security Strategy

The European Security Strategy recognises that today's security challenges have to be tackled with the full spectrum of EU capabilities and resources. The EU needs to be more active, more coherent and more capable. Drawing on experience to date of civilian crisis management and lessons learned, the EU is committed to improving its effectiveness in civilian crisis management.

With the adoption by the European Council in December 2003 of the European Security Strategy, the EU affirmed the role it wants to play in the world, supporting an international order based on effective multilateralism within the UN. In this context of new dangers but also new opportunities, Member States are strongly committed to give the enlarged European Union the tools to make a major contribution to security and stability.

The enlargement of the EU provides the Union with new chances and possibilities. Ten new Member States, keen to bring added value to the scope of EU crisis management, will contribute to the EU's capabilities with their specific experiences and resources. They possess highly valuable knowledge concerning transformation processes, restructuring of all areas of society, democratisation and the establishment of the rule of law. Thereby they enrich the EU's capacity to respond to an even broader range of demands in crisis situations. The new Member States have begun the process aimed at identifying further civilian crisis management capabilities available and a Civilian Capabilities Conference, foreseen for November 2004, will provide a milestone for the enlarged EU to further strengthen and target its civil crisis management capabilities.

Ambition for the future – Horizontal and Integrated Approach

In the light of the challenges and the opportunities facing it, the EU should become more ambitious in the goals which it sets for itself in civilian crisis management and more capable of delivering upon them. To do so it must draw on the full range of its potential responses (Community, CFSP/ESDP, Member States), selecting amongst them so as to best achieve the objective of peace, stability and development in regions and countries in conflict. The EU must also have the ability to conduct concurrent civilian operations at different levels of engagement.

Parameters for the Future

1. Given the increasing complexity of conflict and crisis management situations and the EU's desire to deploy crisis management missions to address these, it has become clear that the EU in addition to its existing capabilities should develop its capacity to deploy multifunctional civilian crisis management resources in an integrated format. The size, composition and precise functions of each EU civilian crisis management 'package' deployment will vary according to the specific needs. Beyond being categorised according to pre-existing areas, each civilian mission will respond with the expertise required to best meet the challenge of each unique crisis situation. This would allow EU operations to be more comprehensive, flexible and adaptable to the needs of specific situations. This has already proven to be a particularly important requirement of operations comprising both police and rule of law elements.

It will be necessary to broaden the range of expertise upon which the Union can draw for its crisis missions in order to better reflect the multifaceted tasks that it will face. EU missions would in particular benefit from expertise in the field of human rights, political affairs, security sector reform (SSR), mediation, border control, disarmament, demobilisation and reintegration (DDR) and media policy. The EU should begin work to ensure it is able to identify experts in these fields to be incorporated into future civilian crisis management missions.

2. The EU will further develop its capacity to conduct monitoring missions. This could be a concrete way to improve its presence before a conflict happens and in conflict and post-conflict intervention. Conceptual and practical work should continue aiming at developing a general monitoring capability by the end of the year.

Capabilities

3. Setting strategic targets and defining the political aims of EU's operational capabilities for civilian crisis management is an ongoing challenge. The next important step towards meeting this challenge in an EU of 25 members will be taken at a Civilian Capabilities Conference foreseen for November 2004. The Conference will offer an opportunity to re-examine the concrete targets that the EU has set itself in the field of civilian crisis management, to integrate the new capabilities of the new Member States and to continue to improve the qualitative aspects of the commitments.
4. Defining their capabilities better will help Member States to deliver on their commitments. Force generation and rotation has raised questions on the relationship between commitments, actual resources and availability of Member State personnel. Capabilities committed, actual resources and their availability will be regularly reviewed by Member States. The existing capabilities database of the Co-ordinating Mechanism for Civilian Aspects of Crisis Management will be updated by Member States in advance of the forthcoming Capabilities Conference.
5. To carry forward the process of improving capabilities, work on a consolidated Civilian Headline Goal, for civilian crisis management will be developed in view of the Capabilities Conference in November 2004. Such a Headline Goal will take a global view of the full spectrum of civilian crisis management instruments and their interaction. It will build on the European Security Strategy, the Action Plan, incorporate lessons learned since the European Councils of Feira and Göteborg, and take into account the results of the Capabilities Conference.

6. Inter-linkages between crisis management and conflict prevention must also be further enhanced. Work begun by the Irish Presidency including improving the capacity of the EU for early warning in order to facilitate ESDP deployments to react quickly to nascent conflicts will be followed up. Particular attention should be given to preventive deployment of EU CFSP/ESDP instruments in potential crisis theatres.

Synergies

The EU has at its disposal a wide range of tools for crisis management. Complementarity and coherence between all its instruments is vital for the conduct of efficient and effective operations.

7. The Union can draw on the combined strengths of Community instruments, ESDP capabilities and Member State bilateral assistance in its response to crisis situations. Clear identification in any given crisis management situation of the EU's political objectives is essential to maximise effectiveness of its combined capacities. The Community makes a substantial contribution to civilian crisis management and its instruments will continue to be a core element in the EU's response. Its added value comes in particular from the continuity it provides with the existing programmes of assistance, and contribution to prevention of crises through long-term programmes of conflict prevention. The Commission will continue to develop its capacity to provide effective, rapid and flexible assistance to crisis management situations through Community instruments. The Commission's proposed rationalisation of external assistance instruments presents an opportunity to promote synergies between EC, bilateral and ESDP responses to crises.
8. The EU is committed to strengthening synergies between its civilian and military crisis management instruments both as regards the development of generic concepts and tools and the planning and conduct of operations, in Brussels and in the field. Ongoing work on ESDP training, exercises and in relation to the development of an EU civil-military planning cell are welcome examples of progress towards these objectives as is coordination between civilian and military sides in the context of contingency planning for a possible EU-follow-on mission to the current SFOR operation in Bosnia-Herzegovina. Further areas for coordination will be explored such as concept development for DDR and SSR.

9. Experience has shown that field based coordination of the EU's response in a given crisis management situation is of central importance. Further strengthening of the position of the EUSR in theatre in relation to ESDP missions would be useful in order to increase coherence. Generic support functions for an EUSR's office will be developed to allow for flexibility of deployment and as support to a civilian ESDP mission. Such functions should include human rights, political and legal affairs, gender expertise, media policy and mission administration support.
10. Building on contacts between the Article 36 Committee and the Committee for Civilian Aspects of Crisis Management which have taken place under the Italian and Irish Presidencies, links between civilian crisis management activities and the Justice and Home Affairs pillar should be further explored and strengthened. In particular, the Chiefs of Police, as key stakeholders, are encouraged to actively and jointly engage in police aspects of civilian crisis management, in particular in terms of qualitative and quantitative capability development.
11. An important area for further work is ensuring coherence between ESDP and the fight against organised crime, including in the context of the review of how the EU and its Member States could contribute in a more effective way to the fight against organised crime originating from or linked to the Western Balkans being undertaken under the auspices of the Justice and Home Affairs Council.
12. To contribute to coherence between security and development, synergy between EU development assistance activities and civilian crisis management under ESDP should be elaborated and better developed, including in post-conflict stabilisation and reconstruction. Work begun by the Irish Presidency in this area will be followed up, inter alia by ensuring a continuous dialogue between ESDP and EU development experts.

Making Civilian Capabilities more operational

The EU will continue improving its crisis management tools and procedures on the basis of lessons learned both from its own operations as well as through exchanges with other organisations. Civilian crisis management will be evaluated to contribute to a frank and thorough lessons learned process.

Experience from EU civilian crisis management operations undertaken to date shows that launching operations quickly requires sufficient planning, financial and mission support resources.

13. Planning and mission support remains of the utmost importance. For the EU to respond effectively to crises and to launch and maintain concurrent missions, it must be assured of adequate contingency (advance response) and mission planning and support. While progress has been made, the build-up of such capabilities within the Council Secretariat so far heavily relies on Member States' short-term secondments of personnel. The Council looks forward to follow up to SG/HR Solana's letter of 30 April 2004 and to a more permanent solution as per his report of July 2003, taking full account of existing capacity within the Commission services.
14. Work will be carried forward in the relevant Council bodies to address identified legal and administrative difficulties relating to procurement arrangements. The forthcoming joint report by the Council Secretariat and the Commission expected by September 2004 is expected to make an important contribution to this work. The report should also examine the following as possible solutions:
 - The possibility of signing framework agreements for the provision of standard equipment, which could be triggered upon decision to launch a mission.
 - The establishment of an equipment storage facility for start-up kits of key equipment which could be re-used for future crisis management mission. Both the UN and Heads of current EU Police Missions will have valuable input to this question. The importance of adequate planning of procurement, and related expertise cannot be over emphasised including in Brussels, in the field and on fact-finding missions.
15. Guidelines for financing civilian crisis management operations under Title V TEU have been agreed. However, the level of ambition for EU civilian crisis management operations require the strengthening of the CFSP budget.

Discussions on budgeting issues by the competent authorities in the autumn 2004 will provide an opportunity to consider this issue as appropriate.

Drawing on experience of existing Community instruments (viz., Rapid Reaction Mechanism), arrangements for more extensive rapid financing mechanisms could be devised in the context of a strengthened CFSP budget

16. Interoperability between Member States' respective national civil crisis management capacities through training and exercises must also be enhanced in order to ensure the ability of the EU to respond more rapidly and effectively to crisis situations.

Training and Recruitment

As stressed in the European Council at Thessaloniki, the development of a European security culture under ESDP encompassing both civilian and military dimensions of ESDP is a priority. A concept is being developed aiming at ensuring coordination and establishing links and strengthening synergies between the different training initiatives within ESDP (in this context, the proposal concerning a European Security and Defence College has also been examined) and the work already done especially in the field of civilian crisis management .

17. Efforts toward coherent training in the context of ESDP both on the operational and the strategic level will be pursued as follows:
 - Current training activities, including the courses provided under the auspices of the European Commission's project on training in civilian aspects of crisis management, will be co-ordinated to achieve increased awareness and a common understanding of the interdependence of the different elements of the EU's crisis management response at all levels.
 - Those who attend training courses, and in particular those conducted by national training institutions under the auspices of the European Commission's project on training for civilian crisis management, should be nominated with a view to their participating in EU crisis management operations.

- Greater emphasis also needs to be placed on pre-deployment and mission specific training at EU level.

18. The EU must be certain as to the quality of human resources and be assured that their profiles meet the needs of EU crisis management missions. Member States must live up to their responsibility to recruit and train skilled mission personnel. The Committee for Civilian Aspects of Crisis Management is requested to examine the progress made by Member States and to share 'best practice', including on the establishment and maintenance of national data bases, and lessons learned in the field of human resources, national training, and recruitment for civilian crisis management and a report will be presented to the PSC before the Capabilities Conference in November 2004.

Working with Partners

19. The EU is committed to reinforcing its cooperation with the UN. Building on the September 2003 Joint Declaration on Cooperation in Crisis Management, work will be pursued to further deepen and broaden the dialogue and practical cooperation with the United Nations. The EU will pursue its staff-to-staff contacts with the UN and develop its own internal work in order to enhance its ability to respond to possible requests from the UN.

Conflict prevention and resolution in Africa has been identified as an area with considerable potential for cooperation with the UN. Ongoing contacts with the UN and with relevant regional and sub-regional organisations should develop practical proposals with regard to civilian aspects of ESDP in Africa. In particular, the question of capacity building for African organisations should be addressed.

20. The EU will take further steps to reinforce its co-operation with the OSCE in civilian crisis management, including on training. This co-operation has proved particularly valuable in the launching of Operation Proxima in the Former Yugoslav Republic of Macedonia. Building on ongoing work, it will explore with the OSCE the possibility of establishing a framework for co-operation.

21. Keeping in mind the important contribution of Third States in EU crisis management operations, the Union will further enhance transparency, dialogue and cooperation on civilian crisis management with its partners.
22. Exchange of information with representatives from non-governmental organisations and civil society should take place on a regular basis. To this end incoming presidencies are invited to facilitate meetings with them during their respective presidencies. NGO and civil society views in relation to the general orientations of EU civilian crisis management are welcome. NGO experience, expertise and early warning capacity are valued by the EU.

Conclusion

Incoming Presidencies, supported by the Council Secretariat and in close coordination with the European Commission, are invited to take this work forward.
