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on European Security and Defence Policy

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Following the meeting of Coreper of 11 June 2001, and with a view to submission to the Council for the European Council in Göteborg, delegations will find attached the draft Presidency report on ESDP as well as the following annexes:

- Annex I: Police Action Plan;
- Annex II: Contributions of non-EU States to EU police missions on civilian crisis management;
- Annex III: New concrete targets for civilian aspects of crisis management;
- Annex IV: EU Exercise Policy<sup>1</sup>;
- Annex V: EU co-operation with international organisations on civilian aspects of crisis management.

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<sup>1</sup> Text already approved by the Council on 14 May 2001.

**GÖTEBORG EUROPEAN COUNCIL**  
**PRESIDENCY REPORT ON THE**  
**EUROPEAN SECURITY AND DEFENCE POLICY**

**I. INTRODUCTION**

1. In order to play its full role on the international stage, the European Council decided two years ago in Cologne, in pursuit of Common Foreign and Security Policy (CFSP) objectives, to give the European Union the ability to take decisions on the full range of conflict prevention and crisis management tasks defined in the Treaty on European Union, the Petersberg Tasks. The European Security and Defence Policy (ESDP) has since been developed at successive meetings of the European Council, notably in Helsinki, Feira and Nice. During the Swedish Presidency work has been taken forward, in association with the Secretary General/High Representative, on all aspects of ESDP.

2. Priority has been given to the task of further developing military and civilian capabilities. To this end work has been advanced in order to achieve the Headline Goal for military capabilities as well as the agreed civilian targets by 2003.

3. The Nice European Council set the objective of making the EU quickly operational. To that end and in accordance with the mandate given in Nice to the Swedish Presidency, permanent structures for crisis management have been put in place and work has begun on developing and validating crisis management procedures. Arrangements for consultation and co-operation between the EU and NATO have been established. In that framework, close practical co-operation has been successfully developed between the EU and NATO in crisis management in the Western Balkans, in particular in the Former Yugoslav Republic of Macedonia and Southern Serbia. Discussions have continued on the other elements of EU-NATO relations. Progress on these and other areas is reported below.

4. The development of ESDP, in pursuit of the objectives of CFSP, will strengthen the Union's capacity to contribute to international peace and security in accordance with the principles of the United Nations Charter. The European Union recognises the primary responsibility of the UN Security Council for the maintenance of international peace and security. During the Swedish Presidency concrete steps have been taken for strengthened co-operation between the EU and the UN.

5. The development of ESDP has, since the outset, also been intended to strengthen the EU's capacity for action in the crucial field of conflict prevention. A European Programme for the Prevention of Violent Conflicts is presented separately.

6. In connection with the submission of this report, the Presidency noted that Denmark drew attention to the Protocol No 5 annexed to the Treaty of Amsterdam on the position of Denmark.

## **II. DEVELOPING THE CAPACITY TO ACT**

7. The European Union is committed to developing and refining its capabilities, structures and procedures in order to improve its ability to undertake the full range of conflict prevention and crisis management tasks, making use of military and civilian means. This will also enable Europeans to respond more effectively and more coherently to requests from lead organisations such as the UN or the OSCE. The EU is determined to develop an autonomous capacity to take decisions and, where NATO as a whole is not engaged, to launch and conduct EU-led military operations in response to international crises. This does not involve the establishment of a European army. The commitment of national resources by Member States to such operations will be based on their sovereign decisions.

## **A. Enhancing capabilities**

### **Military capabilities**

8. The Helsinki Headline Goal for the development of military capabilities aims to enable the EU by 2003 to deploy rapidly and then sustain forces capable of the full range of Petersberg tasks, including the most demanding. Building on the results achieved during the French Presidency, in particular the Capabilities Commitment Conference, work has been taken forward, with the support of NATO expertise where necessary. In particular:

- shortfalls have been identified as a result of an analysis of the capabilities requirements in relation to the force contributions already made by Member States. On this basis Member States will be requested to review their contributions and indicate planned projects, national and/or multinational, to meet these shortfalls;
- requirements for operational and strategic capabilities have been further developed and refined. This includes the requirements for interoperability, rotation and readiness as well as those concerning key enabling capabilities such as C3I (command, control and communications and information); ISTAR (intelligence, surveillance, target acquisition and reconnaissance); strategic mobility and logistics;
- a list of forces and capabilities available to the Union already before the end of 2001 has been drawn up.

9. Ministers of Defence of the Member States met twice informally during the Swedish Presidency and addressed capability issues and means to meet the shortfalls.

10. The Swedish Presidency, in co-operation with the incoming Belgian Presidency, has developed a plan for the work on military capabilities in order to ensure the appropriate preparation of a Capability Improvement Conference in November 2001. At the Conference, Member States will be asked to commit themselves to specific additional measures in order to address the identified shortfalls.

11. The offers by the non-EU European NATO members and other countries which are candidates for accession to the EU have been reviewed and clarified in bilateral meetings with all 15 States in question, with a view to their possible participation in EU-led operations. They are welcomed as significant additional contributions to the improvement of European military capabilities, and have been evaluated according to the same criteria as those applied to the Member States. These forces will increase and bolster the capabilities available for EU-led operations.

12. In order to ensure continuing EU action to strengthen capabilities, the details of the follow-up and evaluation mechanism for military capabilities are being elaborated in accordance with the aims, principles and tasks agreed in Nice. The aim is to facilitate progress towards realisation of the commitments made with a view to achieving the Headline Goal, to review its aims in the light of changed circumstances, and also to contribute to ensuring the compatibility of the commitments made in the EU framework with, for the countries concerned, the pledges undertaken in the framework of NATO planning or the Planning and Review Process of the Partnership for Peace.

### **Civilian capabilities**

13. Member States have responded with strong support to a call for voluntary contributions for police and major progress has been made towards reaching the Feira concrete targets for 2003, covering the two generic concepts as defined in Nice: strengthening of and substituting for local police forces. As a result of these efforts, commitments at a ministerial conference later this year should confirm that the targets will be met.

14. A Conference of National Police Commissioners on EU Member States Police Capabilities for International Crisis Management was held on 10 May. The work of the Conference and contributions by Member States have formed the basis of a Police Action Plan contained in Annex I.

15. EU criteria for selection, training and equipment of police officers for international assignments have been elaborated, for implementation at national level.

16. Guiding principles and modalities for contributions of non-EU states to EU police missions undertaken under Title V of the TEU have been developed and are set out in Annex II. States that, in accordance with these modalities, are willing and capable of contributing may be invited by the Council to take part in such operations.

17. New concrete targets, to be achieved by 2003 through voluntary contributions, have been identified in the areas of the rule of law, civilian administration and civil protection, and are set out in Annex III. The EU should accordingly:

- reinforce its ability to contribute to strengthening the rule of law capabilities. Within this overall target, Member States working together should be able to contribute up to 200 officials for crisis management operations especially to supplement police in the criminal justice process.
- establish a pool of experts able to take on assignments within civilian administration in the context of crisis management and, as needed, capable of deployment within a short timeframe.
- strengthen its capacity in the field of civil protection. Member States working together should as a final objective be able to provide intervention teams of up to 2000 persons at short notice. Member States should also be able to provide assessment and/or co-ordination teams as well as supplementary or more specialised resources.

18. In all these areas the EU has also undertaken to develop common standards and modules for training, and as regards civil protection, common exercises.

19. The need for possible additional EU civilian crisis management capacity areas should be kept under review.

## **B. Structures, procedures and exercises**

20. At the first General Affairs Council during the Swedish Presidency decisions were taken to make permanent the Political and Security Committee (PSC), the EU Military Committee (EUMC), and the EU Military Staff (EUMS), which had been functioning as interim bodies since March 2000:

- The PSC, which became permanent on 22 January 2001, deals with all CFSP issues, including ESDP. The establishment of the PSC has strengthened the ability of the Union to deal with these issues and to address crisis situations in a coherent way.
- The EU Military Committee became permanent on 9 April, when the Council appointed the permanent chairman of the EUMC. The EUMC is responsible for providing the PSC with military advice and recommendations on all military matters within the EU as well as providing military direction to the EUMS.
- The EU Military Staff was declared permanent on 11 June. The EUMS, under the military direction of the EUMC, provides military expertise and support to the ESDP, including the conduct of EU-led military crisis management operations.

21. The Committee for civilian aspects of crisis management has, under the Swedish Presidency, carried out intensive work on civilian capabilities and other aspects of civilian crisis management, providing advice and recommendations to the PSC and to other appropriate Council bodies in accordance with its mandate.

22. The Secretary General/High Representative has taken decisions in order to strengthen the Council Secretariat, in particular its politico-military structures, enabling it to give the necessary additional support to the developing work on the ESDP. As part of this, the Police Unit, now being established in the Council Secretariat and able to be rapidly reinforced from Member States in times of crisis, will give the EU the ability to plan and conduct police operations (including integrated planning and co-ordination, situation assessment, preparation of exercises, and preparation of legal frameworks and rules). The Secretary General/High Representative will keep arrangements for the Unit under review and adjust them as necessary.

23. The Commission has an essential role to play in helping to ensure coherence of the EU's external policies including the CFSP and ESDP and to strengthen co-operation with international organisations. The Commission contributes to the development of common political approaches, in proposing action to the Council as well as in managing instruments relevant to crisis management and conflict prevention within its areas of competence. The ongoing reform of external aid and financial management rules will enable more effective delivery of Community support to EU crisis management operations.

24. The Council adopted a Regulation for a Rapid Reaction Mechanism in February 2001. This Regulation will enable the Community to mobilise its capabilities for civilian crisis management more rapidly.

25. Following the Nice European Council decisions of principle on the inclusion of the appropriate functions of the WEU in the field of the Petersberg tasks:

- Work has been carried out which should enable the Council to take decisions in the near future, to establish as agencies a European Union Satellite Centre and a European Union Institute for Security Studies in support of the CFSP, including the ESDP. The Satellite Centre will support the decision-making of the Union by analysis of satellite imagery and other relevant data. The Institute will contribute to the development of the CFSP by conducting academic research and analysis in relevant fields.

- The Commission has set up a co-operation project taking over from the WEU Multinational Advisory Police Element in Albania (MAPE).
- The Council has decided to extend its support to WEU's Demining Assistance Mission in Croatia (WEUDAM) until November this year in order to allow it to complete its ongoing projects.

26. The Swedish Presidency has initiated work on identifying principles applying to the financing of operations having military or defence implications. The need to address the financial aspects of police operations, as well as for other civilian capacity areas, in particular civil protection, has also been underlined.

27. The Council approved the EU Exercise Policy, Annex IV, and an EU Exercise Programme. The Policy identifies the EU requirements for and categories of exercises, including joint exercises with NATO, and will be the basis for the effective implementation of all EU exercises. Arrangements for the involvement of the non-EU European NATO members and other candidates for accession to the EU are provided for in the EU Exercise Policy. The Exercise Programme covers the period 2001-2006, with a sequence of exercises designed to ensure appropriate readiness and efficient functioning in a crisis. In the exercise programme no military exercises below the level of Force Headquarters are envisaged. Concrete work to prepare the 2002 exercise will start as soon as possible.

28. Crisis management procedures are being developed that should guarantee quick, effective and coherent decision-making. They will be tested at the Crisis Management Workshop to be conducted by the PSC in June 2001. The procedures will be updated and revised following this workshop and in the light of experience.

29. For the Union to be able to act effectively in crisis management it must be able to deploy the full range of civilian and military means at its disposal in a coherent and co-ordinated manner. Taking into consideration the work initiated at the seminar organised by the Presidency in Ystad, priority will be accorded to further developing instruments and modalities for civil-military co-ordination in the ESDP context.

30. Adequate gender sensitivity training is important for all those who take part in EU crisis management operations.

### **III. COOPERATION WITH NATO**

31. Development of a permanent and effective relationship with NATO, based on the principles agreed at Feira and Nice, is a crucial element of the ESDP. This development will lead to a genuine strategic partnership with NATO in the management of crises with due respect for the two organisations' decision-making autonomy. Consequently, consultation and co-operation are being developed between the EU and NATO on questions of common interest relating to security and defence and crisis management, so that crises can be met with the most appropriate military response and effective crisis management ensured.

32. Following the Nice report and conclusions and NATO's response, an exchange of letters between the Swedish Presidency and the NATO Secretary General took place confirming permanent arrangements for consultation and co-operation between the EU and NATO. In the relations between the EU and NATO as organisations, there will be no discrimination against any of the Member States.

33. The Swedish Presidency has conducted work in accordance with these arrangements. The first formal EU-NATO Ministerial Meeting was held at Budapest on 30 May 2001. In addition to several meetings of the PSC and NAC, a meeting has also been held at the level of Military Committees. The EU-NATO ad hoc group on capabilities has allowed exchanges of views and information on relevant aspects of EU and NATO work in that area. The support of NATO experts on the development of the Headline Goal and the EU Exercise Programme has been valuable.

34. The EU and NATO have entered into close co-operation on issues of crisis management in the Western Balkans, notably Southern Serbia and the former Yugoslav Republic of Macedonia. This includes political consultations at Ministerial and PSC/NAC level, joint activities of the Secretary-General/High Representative and NATO Secretary-General, as well as of their representatives in the region. Furthermore, the EU Monitoring Mission (EUMM) and KFOR have established close co-operation in the field.

35. Rapid agreement is called for on arrangements permitting EU access to NATO assets and capabilities (i.e. guaranteed permanent access to NATO's planning capabilities, presumption of availability of pre-identified assets and capabilities and identification of a series of command options) on the basis of the arrangements approved by the Nice European Council. Timely conclusion of a security agreement, according to the Nice and Feira European Council conclusions is also expected.

#### **IV. COOPERATION WITH INTERNATIONAL ORGANISATIONS**

36. The evolving capacities generated by the ESDP, call for an intensified, mutually reinforcing co-operation between the European Union and other international organisations, including the UN, OSCE and the Council of Europe, without unnecessary duplication. In the civilian field the EU has identified a set of principles and areas for co-operation with international organisations, which are set out in Annex V.

37. As has been mutually recognised by the EU and the UN Secretary General, there is a clear potential to develop the co-operation with the UN on both military and civilian aspects of crisis management and conflict prevention as concluded by the General Affairs Council on 11 June 2001. Ensuring that the EU's evolving military and civilian capacities provide a real contribution to the UN is of particular importance. Member States' commitment to EU concrete targets will increase the overall pool of resources available to international crisis management.

38. During the Swedish Presidency themes and areas for EU-UN co-operation have been identified and endorsed by the Council as the focus of the EU's efforts to intensify interaction with the UN. They include conflict prevention as well as civilian and military aspects of crisis management. The Western Balkans, the Middle East and Africa have been identified as particular areas for this co-operation.

39. Modalities providing a platform for intensified co-operation in crisis management and conflict prevention have been established. The Council requested the Presidency, assisted by the Secretary General/High Representative, to pursue the implementation of this co-operation and report to the Council on progress made.

40. The OSCE, with its comprehensive and co-operative approach to security and broad experience in crisis management and conflict prevention through numerous field missions, is an important partner for the EU. Therefore particular attention has been attached to developing the co-operation between the EU and the OSCE, focussing on concrete measures, methods and instruments as well as functional and geographical areas.

## **V. CO-OPERATION WITH NON-EU EUROPEAN NATO MEMBERS AND OTHER COUNTRIES WHICH ARE CANDIDATES FOR ACCESSION TO THE EU**

41. The European Union attaches particular importance to the close involvement in the ESDP of non-EU European NATO Member States and other countries which are candidates for accession to the EU, within the single inclusive structure provided for in Nice.

42. The Swedish Presidency has implemented the arrangements approved by the Nice European Council. EU Foreign Ministers and Defence Ministers, respectively, met on 15 May with their colleagues of the non-EU European NATO Members and candidates for accession to the EU (the "15") as well as of the non-EU European NATO Members (the "6"). Discussions have covered current work on ESDP, follow-up to the Capabilities Commitment Conference, civilian aspects of crisis management, the implementation of the arrangements for consultation and participation, EU-NATO relations, as well as crisis related topics, such as the crisis management in the Western Balkans.

43. To facilitate close contacts with relevant EU bodies, the non-EU European NATO Members and other countries which are candidates for accession to the EU have appointed interlocutors to the PSC as well as points of contact to the EU Military Staff (EUMS). In addition to the meetings at Ministerial and PSC levels, first meetings at EUMC level have been held during the Swedish Presidency.

## **VI. CO-OPERATION WITH OTHER POTENTIAL PARTNERS**

44. During the Swedish Presidency, arrangements have been implemented for the consultation and participation of other potential partners, the principles of which were laid down by the European Council at Nice.

45. Canada, with its long experience in peacekeeping, is a valuable partner to the European Union in the area of the ESDP. The EU welcomes the readiness of Canada to contribute to crisis management efforts undertaken by the Union. As a result of the Canada-EU Summit last December, and further to the arrangements agreed by the European Council at Nice, the EU and Canada have begun regular consultations on ESDP-related issues of mutual concern. The EU will work with Canada to take forward the modalities for Canadian participation in EU-led operations.

46. At their recent Summit the EU and Russia reaffirmed their attachment to promoting closer dialogue and co-operation on political and security matters in Europe. The successful implementation of the decisions of the Nice European Council on the arrangements for strengthened dialogue and co-operation with Russia should lay the necessary ground for possible participation by Russia in EU-led crisis management operations under agreed conditions.

47. On-going dialogue takes place between the EU and Ukraine on ESDP issues, making full use of the arrangements agreed at Nice.

## **VII. MANDATE FOR THE BELGIAN PRESIDENCY**

48. On the basis of the present report, the Belgian Presidency is invited, together with the Secretary-General/High Representative, to continue work within the General Affairs Council on developing the ESDP, implementing the measures necessary:

- (a) to achieve the objective of making the EU operational in this area. A decision to that end should be taken no later than at the European Council in Laeken.

To that end, building on the work accomplished by the Swedish Presidency, the Belgian Presidency, is invited to:

- take the measures necessary for the further implementation and validation of the crisis-management mechanisms, including structures and procedures;
  - continue discussions with NATO with a view to quickly establishing the envisaged arrangements between the EU and NATO.
- (b) to ensure the follow-up of the military capabilities objectives by organising a Capabilities Improvement Conference at Ministerial level in order to address shortfalls and contribute to the achievement of the Headline Goal and the collective capability goals agreed at Helsinki;

- (c) to work out the practical modalities related to the implementation of the military and civilian aspects of crisis management, including civil-military co-ordination;
- (d) to work out the financing related to the implementation of crisis management operations;
- (e) to organise a Commitment Conference at Ministerial level for police and to begin implementation of the Police Action Plan;
- (f) to take forward steps to implement and elaborate the agreed concrete targets in the areas of the rule of law, civilian administration and civil protection;
- (g) to fully implement the agreed arrangements for consultation and participation with non-EU European NATO members and other countries which are candidates for accession to the EU;
- (h) to fully implement the agreed arrangements for consultation and participation of other potential partners;
- (i) to further elaborate the agreed modalities for contributions of non-EU states to EU police missions and develop principles for possible contributions of non-EU states to other civilian missions;
- (j) to develop EU co-operation with the UN, the OSCE and other relevant organisations;
- (k) to enhance further the cohesion and the effectiveness of EU conflict prevention.

49. The Belgian Presidency is invited to submit a report to the European Council in Laeken.

## **POLICE ACTION PLAN**

### **I. INTRODUCTION**

1. At the European Council in Feira, Member States committed themselves to providing by 2003, by way of voluntary co-operation, up to 5 000 police officers, 1 000 of them to be deployable within 30 days, for international missions across the range of conflict prevention and crisis management operations. In Nice, the European Council mandated the incoming Presidency, in association with the Secretary General/High Representative, to continue work and to implement the measures necessary for the “development of a capability for planning and conducting police operations”. The Presidency was requested to “specify requirements for the planning and conduct of European policing operations.”
2. This Action Plan is presented with this purpose. It will allow incoming Presidencies to carry forward and complete work of making the EU fully operational in the field of police for international crisis management. This will enable the EU to provide support to UN and OSCE-led police operations, ensuring that the EU's efforts are consistent and mutually reinforcing with those of the international organisations, as well as conduct EU-led autonomous operations.
3. This Action Plan may be revised as required as more experience is gained.

### **II. ACTION PLAN**

4. Work within the Council, as well as proposals to, and discussions at, the Presidency Conference of National Police Commissioners on EU Member States' Police Capabilities for International Crisis Management on 10 May 2001, have contributed to the identification of requirements for the planning and conduct of international policing operations, including contributions to international organisations. The following aspects deserve particular attention:

- The development and validation of *arrangements for planning and conduct of police operations at political-strategic level*, including the development of a capability for generic, contingency and operational planning for police operations, the integration of police expertise and input into EU structures for early warning and timely assessment (including EU fact-finding missions), the development of an ability to rapidly set up operational headquarters, the possible assembly of integrated police units, and the development of required interfaces with military and other civilian components of crisis management operations. This work will contribute to the on-going refinement of procedures for coherent, comprehensive EU crisis management and to EU crisis management exercises.
- The development and validation of concepts and systems for *command and control of police operations*, at the operational level as well as at the political level within the Council, including police operations as part of EU crisis management operations involving also military means.
- The development and validation of a *legal framework* for police operations in crisis management, including a framework ‘Status of Forces Agreement’ and a compendium of rules of engagement.
- The development and validation of arrangements necessary to ensure the *interoperability of police forces participating in EU police operations*, including those for common equipment, administration and logistical support, and the development of a common vocabulary and guidelines for international policing. (NB: The term police forces covers both police forces with civilian status and police forces of gendarmerie type.) These arrangements will i.a. build further on EU criteria for the selection, training and equipment of police officers participating in international police operations.<sup>2</sup>

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<sup>2</sup> "EU selection criteria for police officers, their equipment, and requirements for their training in the context of civilian crisis management" Document 5038/3/01 ENFOPOL 1 REV 3 COR 1, 2 of 7 May 2001.

- The development and implementation of *a programme of training* of police officers for international crisis management, including basic as well as specialised training, and with particular attention paid to training of senior police officers for command functions in police operations.
- The identification of appropriate *modalities for financing* EU police operations.

### III. IMPLEMENTATION

5. Further work on and consideration of these requirements for an EU operational capability for police including the drawing up of a timetable, will be taken forward in the appropriate Council bodies by the Presidency, assisted by the Secretary General/High Representative.

6. The implementation of the Action Plan will be demand-driven. It will take due account of lessons learned from on-going and concluded international police missions. Attention will be paid to the experience of the United Nations, and in particular the conclusions of, and follow-up to, the Brahimi report.

7. The establishment of a Police Unit in the Council Secretariat, as decided by the Secretary General/High Representative, will provide police expertise and support for this work to the Secretary General/High Representative and the relevant bodies of the Council and facilitate day-to-day working level contacts with Member States and international organisations.

8. Continued co-ordination and co-operation should be ensured between the Council and the Commission, and within the Council as regards police and judicial co-operation (Title VI of the TEU). The European Police College (CEPOL) plays a key role in the training of senior police officers for crisis management.

9. Close civil-military co-ordination will be ensured, as appropriate, through the relevant EU crisis management structures and procedures, in particular the PSC. The Commission will be fully associated with this work.

10. The implementation of the Action Plan will involve appropriate consultation with the United Nations, the OSCE and, where relevant, the Council of Europe, in order to achieve compatibility between EU police capabilities and arrangements and relevant international standards.

11. The implementation of the Action Plan should, where relevant, take into account the agreed guiding principles and modalities for contributions by non-EU States to EU-led police missions.

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## CONTRIBUTIONS OF NON-EU STATES TO EU POLICE MISSIONS IN CIVILIAN CRISIS MANAGEMENT

### I. INTRODUCTION

1. At the European Council in Nice it was agreed that *"The contribution of non-EU Member States to the EU's civilian crisis management operations, in particular in EU police missions, will be studied in a positive spirit, in accordance with procedures to be determined."* The Presidency was invited to submit proposals for the modalities of participation by third states in the civilian aspects of crisis management.

2. In accordance with the Nice mandate, the elaboration of specific modalities for third states' contributions to EU civilian operations will initially focus on police missions. The principles suggested below pertain to police operations undertaken under Title V of the TEU, exclusively.

### II. GUIDING PRINCIPLES AND MODALITIES FOR POLICE MISSIONS

3. Non-EU states could make valuable contributions to EU police operations. Such contributions will therefore be given favourable consideration, in accordance with modalities to be determined. This should be done with full respect for the decision-making autonomy of the EU and the single institutional framework of the Union.

4. In an EU led police operation the same international standards would be applied by all participating states.

5. The EU has agreed, for EU-led crisis management operations, on arrangements providing for consultation with non-EU European NATO members and other countries candidates for accession (EU + 15 format) on a regular basis, as well as for their possible contribution to EU-led military operations in times of crisis. Dialogue and information on issues related to police could thus also take place within the EU + 15 format. In the event of a crisis, this structure could also serve for consultation, in view of possible contributions to a mission, in the period leading up to a decision of the Council to launch a police operation.

6. In order to facilitate co-operation in this field with a broad range of potential partners, i.a. Russia, Ukraine, other European States with which the Union maintains political dialogue, and other interested States such as Canada, police could be included in the dialogue, co-operation and consultation on ESDP issues with the countries concerned within the framework of existing arrangements.

7. The PSC plays a major role in enhancing consultations with third states also in the context of police.

8. Upon a decision by the Council to launch a police operation or an integrated operation with police components, states that are willing and capable of contributing to a particular operation may be invited, by a decision by the Council, to take part in the operation.

9. All third states, which are making significant contributions to an EU-led police operation, will have the same rights and obligations in terms of day-to-day management of the operation as EU Member States taking part in the operation. To that end, appropriate formulas for day-to-day management should be developed in the case of EU police operations, as well as in the case of integrated operations involving both military and police components.

10. This is without prejudice to the possibility that depending on, among other considerations, the size and type of the operation, police operations may be conducted following other procedures as decided.

11. The decision by the EU to end a police operation will be made following consultation between the participating states.

### **III. FURTHER DEVELOPMENT OF PROPOSALS FOR THE MODALITIES OF THIRD STATES' CONTRIBUTIONS TO EU POLICE MISSIONS**

12. The specific modalities for third states' contributions to police operations will require further elaboration, as well as consideration by the PSC. This work would have to take into account that all the necessary procedures for EU civilian crisis management are not yet fully developed.

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**NEW CONCRETE TARGETS FOR CIVILIAN ASPECTS OF CRISIS MANAGEMENT**

1. Following the outcome of the European Councils at Feira and at Nice, the Council has now identified concrete targets in the areas of Rule of Law, Civilian Administration and Civil Protection, to be achieved by 2003 through voluntary contributions.

**I. RULE OF LAW**

2. The EU attaches great importance to the strengthening of the rule of law as a tool for both conflict prevention and crisis management. Experience shows that strengthening the rule of law is a pre-condition for consolidation of peace and security. International efforts to strengthen, and where necessary re-establish, credible local police forces cannot be fully successful if the police are not complemented by a functioning judicial and penal system.

3. Strengthened capabilities in the field of rule of law will serve both to enable the EU better to respond to requests from an international lead organisation, and to carry out autonomous EU missions. To contribute to strengthening the rule of law across the range of conflict prevention and crisis management operations, the EU should focus on identifying and training officials within the broad spectrum of functions essential for upholding the rule of law, who can be made available to international missions.

4. International missions mainly rely on Member States' official personnel, but as regards efforts to support the rule of law there is also considerable potential for contributors other than Member States' public institutions, e.g academic and non-governmental organisations, to provide experts. It is in this context important to underline the voluntary nature of all participation.

5. This work will require concerted effort by the EU, bearing in mind the need to identify a sufficient number of qualified officials and experts with experience from different legal systems.

## **A. Concrete Targets**

### ***Strengthening overall EU capabilities***

6. In a crisis management situation, missions in the field of rule of law comprising i.a. legal, judicial and penal expertise could be tasked with strengthening local institutions through advice, training or monitoring, or mandated to perform executive functions through the temporary assignment of international staff, notably when local institutions are absent. In such a situation, the re-establishment of local judicial and penal systems should be initiated as soon as possible. While rule of law missions would usually be deployed as a complement to a police component, they could also be undertaken without such a component. In any given mission, rapid build-up of local capacity and subsequent hand-over to local ownership is essential.

7. Experience also shows the need for continuity between short-term crisis management assistance and longer-term initiatives. A coherent policy that integrates immediate crisis management with long-term support to institution building is essential. Implementation of these different efforts involves a mixture of EU instruments. The EU will in particular make full use of Community instruments. At the Community level, i.a. the Rapid Reaction Mechanism will constitute an important instrument.

8. Member States should strengthen in phases their ability to provide judges, prosecutors and further categories of officials and experts in the field of rule of law, to international missions. A sufficiently large pool of Member States' officials and experts in this field should be created.

9. Complementarity between Member States' relative expertise and strengths could allow for specialisation. The institutional capacity within Member States to provide qualified personnel should be developed. Member States should carry out a general review, on the basis of an exchange of information, of terms and conditions for officials volunteering to take up international assignments.

### ***Capabilities and rapid deployment***

10. Within the general target for overall capabilities, Member States should in particular develop their capacity to deploy officials to public prosecution, courts and detention activities in crisis management operations, primarily in order to ensure a complete and functioning criminal justice process in operations in which international police perform an executive role.

11. Strengthening their capabilities in phases, Member States should, on a voluntary basis, by 2003 be able to contribute up to 200 officials adequately prepared for crisis management operations in the field of rule of law. There should be an appropriate balance between the various officials needed, which includes prosecutors and judges as well as correctional officers.

12. This target should include a capability to supplement police rapid deployment units and fact-finding missions with officials with broad knowledge in the field of rule of law, enabling an early planning of rule of law support, which could be deployed within 30 days.

13. It will be of paramount importance to ensure co-ordination and coherence between EU rule of law components and other elements of an EU crisis management operation.

### ***Raising standards***

14. The EU and its Member States should develop on a phased basis a comprehensive range of agreed standards for selection, training and equipment of officials and experts in the field of rule of law, and modules for their training. Also, the establishment of common training programmes should be envisaged. EU standards should be compatible with, and usefully build further on, those developed by the relevant international organisations.

15. It is noted that the Commission will during 2001 launch a project for Community action in support of the development of common training modules for officials and experts in the field of rule of law to be deployed in civilian crisis management.

16. The EU should also step up its efforts to play a catalysing role within international organisations, and in this context promote the definition of clear mandates for international missions involving officials and experts in the field of rule of law, as well as the elaboration within the UN framework of a basic, directly applicable, interim legal framework, to be used when the international community faces an institutional and normative vacuum.

17. The EU will ensure adequate gender sensitivity training of officials and experts assigned to such crisis management missions.

## **B. Implementation**

18. The specific concrete targets are the expression of political will and commitment of the EU. They should be further elaborated by the appropriate Council instances. The EU's work should take full account of the experience built up by the UN and the OSCE as well as the Council of Europe, which has a particular body of experience in this area. The European Union should ensure that its own efforts and those of these organisations are consistent and mutually reinforcing, without any unnecessary duplication.

19. A method should be developed through which the quantitative phased target can be met and maintained through voluntary contributions. National expertise and strengths should be identified by Member States. This work should be carried out in close co-operation with Member States' expertise in this field.

20. The targets require pre-identification, in terms of capacity and functions needed, and basic training of a sufficiently large pool of Member States' officials and experts in the field of rule of law, to cover all fields of work required. They may also necessitate the reinforcement of mechanisms for rotation and sufficient financial and logistical resources.

21. General information on rule of law capabilities, including readiness, as well as on specific national expertise should be fed into the rule of law database established at the Council Secretariat as part of the Co-ordinating Mechanism for Civilian Aspects of Crisis Management. Specific information should be registered in Member States, according to modalities to be agreed. Further work should be undertaken concerning national arrangements, including on specific information on capabilities and single national contact points.

## **II. CIVILIAN ADMINISTRATION**

22. The Feira European Council identified civilian administration as a priority area where the EU should seek to enhance its capacity. This commitment was reiterated by the Nice European Council, which underlined that the European Union should *"continue its discussions, on the basis of the recommendations made by the European Council in Feira, with the aim of defining concrete targets and equipping the EU with suitable resources for it to cope effectively with complex political crises."*

### **A. Concrete targets**

23. To strengthen the European Union's capacity in the field of civilian administration, allowing it to contribute to the broadest possible spectrum of crisis management operations both for autonomous EU-led crisis management operations and operations led by international organisations, the Union has set the following concrete targets, to be reached by 2003.

### *Strengthening overall EU capabilities*

24. Recognising the central role of administrative experts in international crisis management operations and the increasing need for such experts, the EU undertakes to establish a pool of experts able on a voluntary basis to take on assignments within civilian administration in the context of crisis management operations and, as needed, capable of deployment within a short timeframe.

25. The pool should be dynamic and gradually increase as capacity is strengthened. Information on the pool of experts should be fed into a database established by the Co-ordinating Mechanism for civilian aspects of crisis management at the Council Secretariat in close co-operation with the Commission.

26. Operations with participation of administrative experts could involve a mix of EU instruments. At the Community level, the Rapid Reaction Mechanism will, among others, constitute an important instrument in the crisis phase.

27. It will be of paramount importance to ensure co-ordination and coherence of action between the EU civilian administration components and other elements of an EU crisis management operation.

28. The pool of experts should cover a broad spectrum of functions relevant for crisis management operations. The functions could build upon the illustrative list below, which in turn draws upon experiences of crisis management operations in e.g. the Western Balkans and East Timor. Specific priorities could be identified at a subsequent stage.

29. General administrative functions: Civil registration, Registration of property, Elections/appointments to political bodies, Taxation, Local administration, Custom Services.

30. Social functions: Education, Social services, Health and medical services.

31. Infrastructure functions: Water supply, Energy supply, Telecommunications, Permanent infrastructure, Transport, Waste management.

32. The close link between civilian administration in crisis management and long-term structural assistance – not least due to the involvement of similar categories of functions and the activities' overlap in time – makes continuity crucial. A smooth transition from one phase and its specific objectives and activities to another should be ensured.

33. The pool of experts should be prepared to work in different stages of a crisis. They should be able to carry out advisory, training and monitoring as well as executive tasks in a variety of situations, ranging from situations where there are existing local structures in need of support to complex emergencies, where local structures are weak or non-existent. The most immediate aim of the deployment of a civilian administration component within a crisis management operation will be to set up, or ensure the existence of, a functioning administrative apparatus, while promoting transition to local ownership as early as possible.

34. The EU should aim at close co-operation with other relevant actors, i.e. international organisations, non-governmental organisations, the private sector and civil society at large.

### *Strengthening capabilities for training and assessment*

35. Recognising that the ability to rapidly deploy qualified administrative experts to international missions depends, to a large extent, on preparatory training, the EU undertakes to develop appropriate common standards and modules for training in this field.

36. Recognising that assessment of local needs, conditions and capacity is crucial for the elaboration of strategies and the identification of resources to a particular mission, Member States undertake to strengthen their capacity to contribute with the required expertise to advance teams for this purpose.

## **B. Implementation**

37. These concrete targets are the expression of the political will and commitment of the EU. Both quantitative and qualitative aspects will be further elaborated.

38. As a first step towards strengthening overall EU capabilities, a more detailed list of functions and expert categories should be elaborated, with the help of Member States' experts preferably with international mission experience. Member States could then indicate to what functions and expert categories they would be particularly able to contribute. Advanced teams could be indicated as a specific function. The result could be included in the database.

39. As a further step, functions and expert categories where capacity would need to be strengthened should be identified and shortcomings addressed. Given the dynamic character of the pool of experts this process would continue after the target date 2003.

40. The implementation of the target on training should be carried forward as a matter of priority. It is noted that the Commission will shortly launch a project for development of common training modules for rule of law and other civilian personnel in civilian crisis management. These modules should be developed in co-operation with relevant international organisations, in particular the UN, OSCE and the CoE, to ensure complementarity and interoperability.

## **III. CIVIL PROTECTION**

41. The Feira European Council identified Civil Protection as a priority area where the EU should seek to enhance its capacity. This commitment was reiterated by the Nice European Council, which concluded that discussions would have to continue with the aim of defining concrete targets in the field of Civil Protection, thereby equipping the EU with suitable resources for it to be able to cope effectively with complex crises.

## **A. Role of Civil Protection in crisis management**

42. Civil Protection includes Member States' resources within the emergency services, which are primarily organised for protection and rescue tasks at the national level. However, these resources are also used to respond, upon request, to major natural, technological and environmental emergencies in other Member States as well as in third countries.

43. In recent years Civil Protection has also increasingly been used in crisis management situations, often under the lead of UN/OCHA. Such situations are often more complex than major natural, technological and environmental emergencies. There is generally a more diversified presence of international actors and, in case of armed conflict, international humanitarian law applies. The ability of Civil Protection to respond at short notice as well as to handle emergency situations of different types, and the daily experience of operating under strain and difficult conditions has proved valuable in such complex situations.

44. In crises, Civil Protection will therefore be called upon to assist, inter alia, humanitarian actors, in covering the immediate survival and protection needs of affected populations, in respect to e.g. search and rescue, construction of refugee camps and systems of communications and provisions of other types of logistical support.

45. It should be noted that the organisation of Civil Protection is different from one Member State to another, and different resources and organisations will be used by Member States for crisis management.

## **B. Concrete targets**

46. In order to strengthen its capacity in the field of Civil Protection, the EU has set the following concrete targets to be reached by 2003.

### *Strengthening overall EU capabilities*

47. Recognising the vital role of Civil Protection in crisis management operations and the increasing need for Civil Protection teams and other resources for such operations, the EU undertakes to strengthen its capability in this field. Member States should as a final objective be able to provide, on a voluntary basis:

- 2 - 3 assessment and/or co-ordination teams consisting in all of 10 experts, that could be dispatched within 3 – 7 hours, depending on the circumstances. The experts should be on 24 hour call from a group of up to 100 specially selected experts for this purpose;
- Civil Protection intervention teams consisting of up to 2,000 persons at short notice;
- supplementary or more specialised resources from the competent services or, where relevant, non-governmental organisations and other entities in response to the specific needs in each crisis, that could be dispatched within 2 days to a week.

48. Strengthened capabilities in the field of Civil Protection will serve both to enable the EU better to respond to requests from an international lead organisation, such as the UN, and to carry out autonomous EU missions. Member States will provide Civil Protection resources to operations to which they voluntarily decide to contribute.

49. These resources should be able to carry out Civil Protection tasks in crisis management operations and in response to the different Civil Protection needs at the different stages of these operations. They should be highly qualified and drawn from the services of Member States.

50. The Civil Protection teams and other resources should reinforce the existing resources on site and work closely with relevant local authorities and/or international co-ordination mechanisms.

### *Strengthening the EU's response capability*

51. The deployment of the EU's response capability will require appropriate consideration of financial aspects, in particular as concerns transport costs.

52. In order to fulfil the need for efficient Civil Protection action and compatibility and complementarity between the teams, comprehensive training and exercise programmes for crisis management should be established by 2003. These should consist of:

- a basic comprehensive training and a refresher training conducted at EU level for experts selected for the assessment and/or co-ordination teams and for team commanders;
- training in accordance with agreed requirements and carried out under the responsibility of Member States for other personnel;
- a system for exercises.

53. The training programmes should be developed in cooperation with relevant global and regional international organisations in order to make full use of their experiences and knowledge, to avoid duplication and to ensure interoperability. When established, the system for exercises should be reflected in the EU exercise policy and programme.

### *Cooperation with armed forces and use of military resources*

54. Where available and appropriate, the use of military resources, such as transport capacity, in support of Civil Protection operations in the context of crisis management can improve the EU Civil Protection capacity. Procedures and arrangements for cooperation at different levels could be developed as a reflection of the Union's commitment to ensure synergy between civilian and military aspects of crisis management. This work should take into account national and international guidelines.

## C. Implementation

55. The concrete targets for Civil Protection in crisis management are the expression of the political will and commitment of the EU. They will be further elaborated and followed up. *The Community Mechanism to facilitate reinforced cooperation in Civil Protection assistance interventions*, once established through a Council Decision, will play a key role in the implementation of the concrete targets. The Mechanism could under conditions to be determined be a tool for facilitating and supporting crisis management referred to in Title V of the Treaty on European Union.

56. The capability targets should be further elaborated on the basis of different scenarios and Civil Protection experience from crisis management in recent years. Different situations where resources are being used for Civil Protection purposes in crisis management operations should be carefully distinguished. This would allow for a more detailed analysis of what resources Member States could make available. Account should also be taken of the specific strengths and experience of individual Member States.

57. Aspects on co-operation with the armed forces and the use of military resources could be further elaborated by relevant bodies, in particular through crisis management exercises.

58. A methodology will be developed to guarantee that these more specific capability targets will be met and maintained through voluntary contributions.

# Exercise Policy of the European Union

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## **I. Introduction**

1. In accordance with the conclusions of the European Council at Cologne, Helsinki, Feira and Nice, the European Union is developing both its military and civilian crisis management capabilities in a coherent framework encompassing the instruments pertaining to different pillars across the whole range of Petersberg tasks as defined in the Treaty covering humanitarian and rescue tasks, peacekeeping and tasks of combat forces in crisis management, including peacemaking. This will be in support of the CFSP and will also strengthen the Union's contribution to international peace and security in accordance with the principles of the UN Charter.
2. The EU needs to be able to carry out effectively its role in the field of crisis management. Therefore, the EU must ensure that structures, procedures and arrangements are properly tested and validated through exercises in order to ensure appropriate readiness and efficient functioning in a crisis. Exercises can also indicate possible requirements for new capabilities and represent a valuable means to demonstrate the solidarity between the Member States of the Union and their willingness to contribute to conflict prevention and crisis management. Hence, exercises contribute substantially to the credibility of the CESDP in support of the CFSP.
3. The Union is developing an autonomous capacity to take decisions and, where NATO as whole is not engaged, to launch and then to conduct EU-led military operations in response to international crises in support of the objectives of the CFSP. This requires adequate military capabilities and effective decision-making arrangements. NATO elements like assured access to NATO planning capabilities and presumed availability of pre-identified assets and capabilities are also of particular importance for EU-led operations.

4. In the civilian field, a number of measures have been taken to enhance and to improve the co-ordination of civilian crisis management resources and instruments of the Community, Union and the Member States. Ensuring their rapid and smooth deployment, in particular the effective co-ordination between civil and military instruments, is one of the main objectives in testing crisis management procedures so that they can be adapted in the light of experience.
5. This EU Exercise Policy is developed in full respect of the EU single institutional framework. It identifies the EU requirements for exercises and categories of exercises, and will be the basis for the effective implementation of all EU exercises. Subsequent conceptual and technical exercise documents will be based on this document.
6. The exercise policy will be revised as necessary in the light of further developments in the EU, in particular the entry into force of the Treaty of Nice.

## **II. EU Requirements for exercises**

7. Exercise objectives will be defined according to the spectrum of exercise requirements as set out in this section. This becomes important in the context of programming and in the design of each individual exercise (elaboration of exercise specifications). The number and complexity of selected objectives for an individual exercise will determine the effort (time, personnel and money) required for the planning and conduct of the exercise.

8. In general, the following aspects would need to be covered by exercises: (1) the Union's internal structures and mechanisms, in particular the interaction among EU institutional actors and Member States (2) the whole range of civilian and military instruments available and their interaction in a comprehensive, coherent and co-ordinated manner; (3) the strategic partnership between the EU and NATO in the management of crises, with due regard for the two organisations' decision-making autonomy; (4) consultation with and participation of non-EU European NATO members and other countries which are candidates for accession to the EU; (5) consultation and co-operation with other international organisations like the UN, the OSCE and the Council of Europe; (6) consultation and participation of other potential partners.
  
9. As the Union is following a comprehensive approach, any action on Petersberg-type assignments may require a strong synergy between military and civilian components. Exercises must contribute to the achievement of this objective. They should involve both military and civil assets and capabilities as well as instruments of the Community, the Union and Member States'. In its exercises the EU will also address public relations aspects comprehensively.
  
10. The Union's determination to increase and improve its capacity to respond effectively to crises includes actions in civilian areas in which the Commission will play a prominent role. Furthermore, Member States have undertaken to strengthen their crisis response capacity in the field of police, the strengthening of the rule of law, civil administration and civil protection. These civilian capacities and the interaction between Community, the Union and Member States' resources and instruments will need to be tested in exercises.

11. The Union does not have a permanent military command structure. For crisis management operations involving military force a range of exercises will be necessary to ensure that all levels of the chain of command from the relevant Council instances to potential Operation Headquarters (OHQ) and Force Headquarters (FHQ) level (whether provided by Member States - national and multinational headquarters- or NATO), are exercised in accordance with crisis management procedures. The EU must exercise each of these possible courses of action, from the Political and Security Committee (PSC) ensuring the political control and strategic direction, down to the level of Forces Headquarters (FHQ). Normally only two levels of command would be exercised at any one time. For those aspects of such crisis management exercises involving military capabilities which have a civilian dimension, the appropriate involvement of the Commission and the relevant bodies and structures within the Council will be necessary.
  
12. The EU is committed to strengthening its institutional and practical co-operation with NATO on the question of military responses to crises to ensure effective crisis management. In this context, key elements are the assured access to NATO planning capabilities and the presumed availability of pre-identified NATO assets and capabilities in times of crisis, which will need to be tested in exercises. Co-operation will take place inter alia in full respect of the decision-making autonomy of the EU and NATO, each organisation dealing with the other on an equal footing and without discrimination against any of the Member States. Lessons learnt from joint WEU/NATO exercises (CMX/CRISEX 2000 and JES01) could be taken into account as appropriate.
  
13. The EU is also committed to dialogue, consultation and co-operation with non-EU European NATO members and other countries who are candidates for accession to the EU as well as other prospective partners in EU-led crisis management. These arrangements too will need to be covered in relevant exercises.

14. EU's operational capacities could also be used in response to a request by a lead organisation like the UN or the OSCE. Exercises must contribute to this objective. Relevant modalities for EU contributions to UN- and OSCE-led missions will need to be developed and tested as appropriate. Exercises should therefore, as appropriate, involve observers and/or participation from these organisations. Co-operation with other organisations, including NGOs could be given consideration.
  
15. Given the EU's place within the European security architecture, exercises need to be carried out on the basis of necessary transparency and complementarity between the EU and other organisations, the economy of resources and the avoidance of unnecessary duplication. The EU will co-ordinate its exercise programme with those of Member States, NATO/PfP and other relevant organisations as much and as early as possible. Experience gained in exercises in the form of lessons learnt should be exchanged.

### **III. Categories of Exercises**

16. For the effective implementation of EU-led operations, the European Union will have to determine, according to the requirements of the case, whether it will conduct
  - EU-led operations using NATO assets and capabilities or
  - EU-led operations without recourse to NATO assets and capabilities.The Union must exercise each of these possible courses of actions as well as the pre-decisional phase where both options are open.
  
17. The design of each individual exercise will depend on the selection of and the focus on specific exercise objectives. EU Exercises can include the following:

- a) The EU will need to test its crisis management procedures, measures and arrangements at the strategic politico-military level. This will require crisis management exercises (CME) involving the Member States (capitals and delegations), the relevant Council instances, the Secretary General/High Representative, the Commission and other levels as appropriate. Appropriate structures and modalities established for dialogue and consultation with NATO and third countries respectively can also be subject to such exercises. Legal arrangements such as status of forces agreements and host nation support should also be exercised.
- b) EU Exercises could also test the ability of the EU to deploy and to co-ordinate in the crisis area a combination of civilian and military instruments in a timely and co-ordinated manner. The degree of involvement of headquarters (OHQ/FHQ, military and/or civilian, i.e. for police forces), depends on the selected objectives in this regard.
- c) EU's contributions to civil crisis management will be the subject of specific EU Exercises. These will involve Member States, the Commission, the co-ordinating mechanism for civil crisis management, other relevant Council instances and selected potential civil assets and capabilities in accordance with defined exercise objectives. These exercises could test the Union's planning and decision-making arrangements, e.g. regarding the mobilisation of civil capabilities (e.g. police, judges) and the pooling of these resources as part of a common approach in co-ordination with the Community instruments.
- d) The EU will similarly conduct exercises concentrating on military aspects only e.g. Command Post Exercises (CPX) involving the level below that of politico-military decision making. Such military exercises would include potential EU Headquarters designated for the purposes of the exercise, but may also involve Member States (capitals and delegations) and relevant Council services (i.a. SitCen, Military Staff and DG E).

- e) When the EU examines options with a view to an operation, drawing up its strategic military options could involve a contribution from NATO's planning capabilities in accordance with the provisions of the agreement for EU guaranteed permanent access to NATO's planning capabilities. This will have to be taken into account in exercises with a military element.
- f) The Council Secretariat and/or the Commission might consider it necessary to test and train the functioning of overall co-operation and co-ordination between relevant internal services. This will be done through the planning and conduct of either an internal Council Secretariat exercise or an internal Commission exercise or an exercise in which both will work together.
- g) Joint crisis management exercises with NATO will be based on scenarios to EU-led operations when the EU will have recourse to NATO assets and capabilities. These exercises could include i.a. politico-military crisis management exercises, and will normally involve Member States, EU institutions (e.g. Council, Commission) and NATO Headquarters in Brussels. EU and NATO might consider it necessary to exercise NATO-provided military Headquarters in the specifics of EU-led operations. Such military exercises (CPX) will e.g. concentrate on the chain of command below the strategic politico-military level, in other words, on the interaction of an Operation Headquarters (OHQ) and Force Headquarters (FHQ)/ Combined Joint Task Force Headquarters (CJTF HQ) provided by NATO. These joint EU/NATO exercises could also concentrate on EU's ability to deploy and co-ordinate a combination of civil and military instruments. Programming, planning, conduct, evaluation and reporting will have to be done in close co-ordination between EU and NATO using, respectively, compatible procedures.
- h) EU exercises may also involve other organisations like the UN, the OSCE and as appropriate NGOs, if the Council so decides.

#### **IV. Participation and observation in Exercises**

18. The decision to invite other states and organisations to participate or to observe in the conduct of each exercise will be taken by the Council:
- a) EU will invite NATO, on the basis of reciprocity regarding crisis management exercises, to observe EU exercises including those which are not executed jointly.
  - b) Non-EU European NATO members and other countries which are candidates for accession to the EU will be invited to participate in the conduct of relevant exercises in line with the provisions for their participation in EU-led operations. In line with the established dialogue, consultation and co-operation, these countries should be invited to observe in relevant exercises.
  - c) States engaged in political dialogue with the Union and other interested states should as appropriate be invited to participate in or to observe relevant exercises.
  - d) EU exercises should as appropriate be open for participation and observation by other international organisations and as appropriate NGOs.
19. Decisions on participation and observation in EU-NATO exercises will be taken, after EU-NATO consultations, by the Council and the appropriate body in NATO. In this context the EU will seek to ensure that all non-NATO EU candidate countries participate in or observe these exercises.
20. Modalities of participation and observation by other states and organisations in exercises will be laid down in the relevant exercise specifications which will be subject to a decision by the Council.

## **V. Other Exercise Activities**

21. The EU does not intend to carry out exercises involving military forces below the FHQ level. Exercises of national and multinational forces below this level will remain under the responsibility of Member States. This type of exercise can also be conducted, for the nations concerned, within the framework of NATO's command structure and/or NATO's Partnership for Peace (PFP). It is assumed that a Member State or a group of Member States may plan and conduct exercises based on scenarios related to potential EU-led crisis management operations. To the extent they may contribute to these operations relevant information should be shared with the other Member States through the Military Staff which for information purposes will make a compilation of it. Member States, the Council Secretariat and the Commission could be invited to attend as observers.
  
22. Participation of the Union in exercise activities other than described above can be envisaged e.g. by invitations for observation of exercises forwarded officially to the EU by third countries or international organisations. Each invitation is likely to be different and ought to be assessed according to the politico-military implications, contributions and benefits. Therefore, participation of EU observers will be decided by the relevant authorities as set out below on a case by case basis taking into account the specific objectives of the exercise concerned.

## **VI. Roles and Responsibilities**

23. The EU Exercise Policy will be developed and implemented in accordance with EU procedures and fully respecting the competence of the institutions and bodies as set out in the Treaty. Responsibility for all EU exercises will lie with the Union. The Commission will be associated in accordance with the relevant Treaty provisions.

24. The Council will approve the Exercise Policy and, in close association with the Commission, ensure the consistency between the different bodies involved in the implementation of the Exercise Policy and take the relevant decisions. The Council approves the annual EU Exercise Programme and the basic planning document of each individual exercise - the Exercise Specifications (EXSPEC) - in close association with the Commission as appropriate.
  
25. Without prejudice to paragraph 28, the PSC has the overall responsibility for the programming, planning, conduct, evaluation and reporting of all EU exercises, in particular the preparation of the annual EU Exercise Programme and the development of the Exercise Specifications (EXSPEC). The Military Committee supported by the EUMS will provide its advice to the PSC on all relevant aspects of the exercise policy, the exercise concept, the exercise programme and its implementation. Exercises concentrating on purely military aspects will, take place under the direction of the Military Committee, which is supported by the EUMS, and under the guidance of the PSC. The Committee for Civilian Aspects of Crisis Management will also provide information, formulate recommendations and give advice as well as play a role in accordance with the guidelines for the Committee agreed by the Council. For exercises concentrating on civilian crisis management tools, the Commission will take an active part.
  
26. The EU may decide to ask Member States (e.g. national/multinational HQ) and/or NATO (e.g. DSACEUR/CJPS according to the relevant arrangements for assured access) to support and contribute to the planning of EU exercises.

27. Conceptual and procedural documents, including exercise specifications will have to be elaborated. Preparatory work for programming including co-ordination of EUs exercise programs with that of NATO and other organisations will need to be carried out. This work will be led by the Council Secretariat/Directorate Operations and Exercises together with the Operations and Exercises Division in the EUMS under the authority of the SG/HR. Relevant structures of the Commission will participate in this work. This principle applies also to the planning, conduct, evaluation and reporting of individual exercises. Necessary contacts with Member States' experts in the preparatory process could be conducted through an extended PMG/MCWG working format.
28. Internal Council Secretariat exercises, internal Commission exercises or exercises in which both will work together will be subject to decisions by the SG/HR and the Commission respectively.

## **VII. Guidelines for the Implementation of the Exercise Policy**

29. This policy paper defines the political and operational framework for future EU exercise activities. Further details for the implementation as well as for the selection and shaping of exercises will be provided as soon as possible in an EU exercise concept. This will also include the definition of procedures for the planning, conduct, evaluation and reporting for each individual exercise.
30. An annual exercise programme needs to be established and forwarded for Council approval. It must be progressive, with each exercise taking into account the lessons learnt from those which preceded it, and allow adequate long-term planning of exercises in the EU including co-ordination with other organisations. The overall programme of agreed, tentatively agreed and envisaged exercises should therefore encompass a five-year period. The impact of real live commitments must also properly be taken into account.

31. In order to take into account the various demands on Member States' exercise planning capacity responsible for input into both EU, national and multinational and NATO programmes, close co-ordination not only of programming but also of planning meetings will be essential.
  
32. Modalities for financing of exercises will have to be elaborated.

## EU CO-OPERATION WITH INTERNATIONAL ORGANISATIONS IN CIVILIAN ASPECTS OF CRISIS MANAGEMENT

### I. INTRODUCTION

1. Member States of the EU are actively engaged in crisis management and conflict prevention as members of international organisations. Such action is co-ordinated in accordance with article 19 of the TEU. It includes efforts aimed at strengthening the capacity of international organisations by playing a catalysing role in raising standards and implementing reforms.
2. Successive European Councils (Helsinki, Feira and Nice) have underlined that the EU should develop its crisis management capacity with a view to improve its ability to contribute to operations conducted by lead organisations, such as the UN or the OSCE, and carry out EU-led autonomous missions.
3. This paper addresses co-operation with international organisations, which should be developed in a mutually reinforcing way. Work will involve the identification of both possible areas and modalities for co-operation. The latter is developed in the overall context of ongoing work on EU co-operation with international organisations.
4. Civilian crisis management is a particularly important area for the development of such co-operation, given the intention of the EU to strengthen its capacity to contribute to the work of international organisations, as well as to benefit from their experiences.

### II. GUIDING PRINCIPLES

5. The following principles, which apply to all relevant capacity areas, should guide the Union's co-operation with relevant international organisations:

- Added value. The EU will seek to add value to the work of international organisations in the area of conflict prevention and crisis management. It can do so by e.g. improving its capacity, including its rapid reaction capacity, and thereby be able to provide – on a more systematic basis – sizeable quantitative and qualitative contributions to peace missions led by international organisations, without unnecessary duplication and bureaucracy.
- Interoperability. The EU should learn from experiences of international organisations and make sure that procedures and guidelines (e.g. training standards and criteria for recruitment), which are being developed as part of political and operational concepts for EU civilian crisis management, are interoperable and compatible with those of international organisations. This would facilitate contributions to operations led by international organisations.
- Visibility. EU action should be visible also in situations where the Union co-operates with international organisations or contributes to their work. This would underline the active role of the EU in crisis management and consequently strengthen the ESDP.
- Decision-making autonomy. The decision-making autonomy of the EU and its single institutional framework must be fully respected.

### III. OPTIONS FOR OPERATIONS

6. The European Council in Feira stated that an increased effectiveness of the European Union in civilian crisis management can be used in operations conducted by lead agencies, such as the UN or the OSCE, or EU-led autonomous missions. There is thus a wide range of options available for specific operations:

- EU Member States can contribute nationally to an operation led by international organisations, without any EU co-ordination.
- EU Member States can contribute nationally to such an operation, but following EU consultations aimed at e.g. identifying opportunities to pool resources.
- A co-ordinated EU contribution could be provided to an operation led by an international organisation.

- The EU could provide and lead a whole component (e.g. police) in an operation under the overall lead of an international organisation. A model could be a Kosovo type situation, with a pillar structure between different organisations and under the leadership of one of them.
- The EU could lead an operation, but with some components provided by international organisations with particular expertise and experience in relevant fields.
- The EU could lead an autonomous operation.

7. The actual decision which of these or other options, which are not listed in any order of priority, that will be chosen in a concrete crisis situation will be a political one. It will depend on a political assessment of the situation at hand and the capacity of the Union.

8. Ongoing work in the EU will strengthen the capacity of the Union and of Member States to contribute to actions throughout this wide spectrum.

9. Practical aspects of EU contributions to civilian operations and activities led by the UN, the OSCE and the Council of Europe should be further elaborated.

#### **IV. EXCHANGE OF EXPERIENCES WITH INTERNATIONAL ORGANISATIONS**

10. In pursuing the development of its civilian crisis management capabilities the EU should make full use of experiences and knowledge of international organisations. Conversely, the Union should make its expertise and experience available to international organisations.

11. The UN has a unique role in and experience of civilian crisis management, including police operations, but also strengthening of the rule of law, civilian administration and civil protection. Experiences and lessons learned from these and other areas, including those set out in the report by the Brahimi panel, should be fully taken into account by the EU in developing its civilian crisis management capacity.

12. The OSCE with its comprehensive and co-operative approach to security and broad experience in crisis management and conflict prevention through numerous field missions is a key partner for the EU in civilian crisis management. The REACT system, training standards and OSCE procedures for rapid reaction are particularly important for the developing EU capacity in this field.

13. To promote the protection of human rights, pluralist democracy and the rule of law the Council of Europe has set up legal and monitoring mechanisms as well as specific Convention control mechanisms. It can provide specialised knowledge and expertise in e.g. the legislative and institutional fields.

14. Co-operation should be developed between the EU and international organisations on civilian crisis management, based on Presidency work-plans and of projects and programmes developed by the Commission.

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