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NOTE

From:	European External Action Service (EEAS)
To:	Political and Security Committee (PSC)
Subject:	Lessons and best practices for CSDP from the European Union Police Force Training (EUPFT) 2008-2010

Delegations will find herewith the document on Lessons and best practices for CSDP from the European Union Police Force training 2008-2011.

Lessons and best practices for CSDP from the European Union Police Force Training (EUPFT) 2008-2010

Executive Summary

The **European Union Police Forces Training (EUPFT)**, a 3-year cycle of training for "robust type" policing (2008-10), is the only common EU training for **police units, specialised elements (teams) and individual police officers**, to date.

The aim of the present report is to identify the key lessons from EUPFT and issue recommendations with a view to strengthening its successor project, the European Union Police Services Training (EUPST) 2011-13, as well as strengthening CSDP capabilities and planning for a substitution/executive-type mission. The report fills a gap, as no formal lessons have been drawn from the deployment of IPU/FPUs in EUFOR Althea and EULEX Kosovo so far.

EUPST has a budget twice as large as EUPFT, but will have a decreasing number of trainees from EU Member States, while a growing number from the African Union (AU) and Third States that contribute to CSDP missions. Any continuation of the training beyond 2013 is not yet decided.

<i>Facts and figures</i>	<i>EUPFT 2008-2010</i>	<i>EUPST 2011-2013</i>
Number of trainees	1,894 from EU Member States (plus a number of observers from Third States)	1,440 from EU Member States, 960 from African Union and Third State contributors to CSDP missions, in total 2,400
Budget	Actually disbursed: 2,353,223.40 EUR	Committed: 5,624,680.00 EUR

Figure 1. Comparison of numbers trained, origin of participants and budget of EUPFT and EUPST, respectively.

In EUPST 2011-2013, formal co-operation between the European Commission Service for Foreign Policy Instruments (FPI) which funds the project under the Instrument for Stability, the implementing partners and CSDP structures in EEAS will be established in that all three will sit on the project Steering Committee. It will allow gearing EUPST more towards strengthening CSDP capabilities, to test CSDP concepts and guidelines, in particular for tactical behaviour of police in performing riot control, and allow a comparison of tactical procedures with key EU partners such as the United Nations (UN), the African Union (AU) and NATO.

It should be highlighted that, in preparing this report, **the co-operation between European Commission and the EEAS, has been excellent.**

The **key findings of the implementing partners of EUPFT 2008-2010** affecting CSDP were the following: whereas the training was useful to share and compare techniques and tactics, there were shortfalls in information management, endangering personnel in critical situations, due to differing procedures and tactics as well as insufficient command of the English language. CSDP lessons were not easily available to training organisers nor was there a clear feedback to CSDP.

The **key recommendations** set out in this report **for strengthening EUPST 2011-2013** are the following: standard exercises on police behaviour in certain situations and for headquarters staff on command and control should be developed, the criminal justice chain should be taken into greater account, as should human rights and gender issues, roles of staff inside headquarters should be better defined, common EU training curricula for rapid deployment should be developed and Member States should be encouraged to report on deployment of staff having followed the exercise.

The **key recommendations** set out in this report **for strengthening CSDP capabilities and planning for a substitution/executive-type mission** are the following:

- on police training: to reflect on regular training and exercise in the field of policing (and law enforcement) and to develop a standard pre-mission training curriculum for rapid deployment of police;
- on overcoming budgetary issues in the training area: to settle the issue of funding of training at the EU level ideally through the establishment of a dedicated budget line;

- on CSDP policy and concepts development: to develop a new broader EU rapid deployment concept (the Concept for Rapid Deployment of Police Elements in an EU-led Substitutions Mission, doc 8508/2/05 RESTREINT UE, was confirmed), to develop operational and tactical police standard operating procedures for substitution/executive-type missions, taking into account practice among partners such as UN and NATO; to establish a common progressive scale of threats and the associated response (use of force); to establish a common framework for training and exercises by the EU when the training and exercise concepts are reviewed;
- on support to EU Member States capabilities development: the report recommends to strengthen the link between training and deployment by Member States, including through the establishment of a roster and database of specialised police elements, to clarify the EU's readiness and capability for deployment of IPU's, inside a military mission or alone, to conduct an inventory on what rapid deployment police capabilities exist in Member States and might be available in the EU, **exploring the possibility to pre-identify assets in the same way as for Battlegroups**, to consider in this respect the resources available from the European Gendarmerie Force (EGF) and to seek overall complementarity of available resources inside the EU and in relation to international partners.

We should recall the emphasis placed in the most recent CSDP Council conclusions¹, and on several occasions previously:

- to **fully exploit the wide variety of existing national and EU resources**, maximising synergies and strengthening co-operation;
- to **continuously improve the performance of CSDP missions and operations**, including through evaluation of outcomes, benchmarking, impact assessment, **identifying and implementing lessons learned and developing best practices** for effective and efficient CSDP action;
- to **better use existing resources**, calling for more effective recruitment processes, including for management positions, and more efficient use of the expertise deployed by the mission personnel for civilian missions, and that more training and, as appropriate, national career incentives will help equip the CSDP mission with qualified and motivated personnel.

¹ doc. 17991/11, adopted by the Council on 1 December 2011.

The **way ahead proposed** in the report is to **invite the PSC**:

- to **endorse** the lessons identified in this report;
- to **endorse** the recommendations for strengthening EUPST 2011-2013;
- to **endorse** the recommendations for strengthening CSDP capabilities and planning for substitution/executive-type missions;
- to ask the CMPD to **take work forward** following these recommendations.

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1. Aim and methodology

The aim of the present report is to identify key lessons from the European Union Police Force Training (EUPFT) 2008-2010, with a view to proposing recommendations for the European Union Police Services Training (EUPST) 2011-13 and for strengthening CSDP capability development.

This document draws on:

- the reports that EUPFT implementing partners (i.e. the French *Gendarmerie*, the Italian *Carabinieri* and the German *Bundespolizei*) established at the end of each of their respective part (phase) of the project;
- a lessons learned seminar on EUPFT convened by the European Commission in Brussels on 6 December 2010 (seminar report annexed);
- a CMPD analysis, in consultation with CPCC, of the findings and recommendations made by EUPFT implementing partners and of further discussions held with EUPFT stakeholders at the Lessons Learned seminar in relation to existing CSDP concepts, capability development, training and lessons and best practices documents.

The detailed evaluation of EUPFT falls outside the scope of the present report, in particular financial and budgetary management issues, and the co-ordination between organisers and the European Commission.

2. Context and background

CMPD and CPCC consider EUPFT to have been very useful for CSDP, as it has trained almost 2,000 police officers, drawing on a budget of more than 2 million EUR, over a cycle lasting a full 3 years.

EUPFT is the only common EU training to date for police units, specialised elements (teams) and individual police officers, together. As such, EUPFT has offered an opportunity for police officers to get to know one another and to exercise together in an EU setting, as well as to test operational and tactical behaviour outside of a real-life mission, in particular to improve the

robustness, the flexibility and the interoperability of police elements from EU Member States when deployed in stabilisation missions worldwide.

Before engaging in the next phase, the European Commission organised an “**EUPFT Lessons learned seminar**” in Brussels, on 6 December 2010. The Seminar gave the opportunity to the three implementing partners – the French *Gendarmerie*, the Italian *Carabinieri* and the German *Bundespolizei* - and the EUPFT stakeholders - police services of the 27 Member States, the Member States Permanent Representations, the EU bodies (including CEPOL and ESDC), international organisations (UN/DPKO and OSCE) and civil society organisations involved in crisis response activities - to take stock of the experience. The seminar’s discussions have informed this report. The recommendations by the seminar’s working groups are also annexed².

The successor project to EUPFT, called the **European Union Police Services Training (EUPST)**, aims to enhance the international policing skills of around 2,400 police officers from the EU, non-EU countries contributing to CSDP missions, and African Union countries, for participation in EU, UN, OSCE and other international civilian missions such as AU-led missions, as well as to draw lessons from this undertaking in order to contribute to wider international efforts in this field.

Three **key objectives of EUPST** should be underlined in the context of this report:

- to refine the EUPFT training modules which were successfully tested in 2008-2010;
- to contribute to a process of defining specific training curricula and certification procedures for trainers;
- to assess the interoperability of AU and Third State capabilities with those of EU Member States in the context of a CSDP mission (two sessions will be organized in Egypt and Cameroon, respectively).

The successor project EUPST will continue to offer training with a budget almost twice as large as that of EUPFT, to police officers from Third State contributors to CSDP and from the AU, whereas the number of trained EU Member State officers will decrease. The continuation of this type of training beyond 2013 is still to be decided.

² Working group 1: Standardisation of concepts, doctrines, tools and methodologies.

Working group 2: Interoperability among EU Police Agencies and International Organizations.

Working group 3: Mainstreaming human rights, the protection of minorities and vulnerable groups in civilian police missions.

3. Key observations from the EUPFT 2008-2010 implementing partners and stakeholders, and general assessment by CMPD

The following key observations are drawn from the reports of the three implementing partners and from the Lessons Learned Seminar organised by the European Commission on 6 December 2010. They have been analysed and synthesised for the purpose of this report by CMPD.

3.1. Key observations from the EUPFT implementing partners and stakeholders

- the **exercises allow each country to present their own techniques and tactics** as well as to practise joint operational tactics (e.g. for crowd and riot control), which is very useful in the sense of exchanging expertise and skills and acquiring knowledge;
- the **scenarios of the exercises were realistic and detailed**, encompassing a large spectrum of activities to be performed in an substitution/executive-type mission, allowing units, teams and individual police officers to operate jointly;
- the tactical exercises have revealed that EU police elements have **different styles of command** (for example, order-type tactics vs. mission-type tactics³);
- the tactical exercises have also revealed different approaches to **proportionality and progressiveness in the use of force** (against demonstrators);
- repeated **misunderstandings in the interpretation of orders** led, on occasion, to wrong execution, with potential risk for trainees.
- repeated **shortfalls** were noticed, particularly in the area of **information management** and flow of information among the trainees, as well as in the use and interpretation of the tactical vocabulary, particularly below company commander level;
- **knowledge of English was insufficient**, mainly in the context of communicating over radio;
- as regards **communication and information flow**, a number of gaps were identified:
 - in terms of assets, the **absence of an integrated, centralised system and of a network allowing secure communications**, as well as a national radio equipment not operating properly "outside the national remit" and not compatible with each other;

³ "Order-type tactics": order issued to a lower unit that includes the accomplishment of the total mission assigned to the higher headquarters. "Mission-type tactics/ Mission Command": order to a unit to perform a mission without specifying how it is to be accomplished.

- moreover, the **absence of an agreed and shared procedure** for radio communications;
- in terms of assessment of information, **lack of standardised procedures**, agreed clear reporting channels, and joint training on information management;
- the **transportation of weapons** by participants in the exercises from the sending Member State to the exercise location, as revealed, was problematic in terms of legal frameworks and a solution should be sought;
- **CSDP lessons and lessons of partners such as the UN and OSCE were not readily available** to organisers and trainees through a shared platform⁴;
- in terms of the **lessons learning process**, it should be noted that the lessons identified by the preceding implementing partner for the improvement of the next-coming exercise have been taken into consideration by the succeeding implementing partner⁵;
- the EUPFT sessions confirmed the **validity of the main doctrinal parameters** as described in the EU document "Concept for Rapid Deployment of Police Elements" (doc.8508/2/05), notably with regard to:
 - the rapid integration of individual police officers and national units in multinational assets;
 - the crucial role of a rapidly deployable HQ (effective centre of such operations);
 - the need to develop and implement the Logistics Lead Nation (LLN) concept;
 - the need to identify a Role Specialist Nation or LLN for CIS-related aspects.

3.2. General assessment of EUPFT 2008-2010 by CMPD

CMPD, with support of CPCC, assesses that the Member States' pre-trained police units and other elements that participated received a complementary training to prepare them for deployment to a substitution/executive mission, with the EU or with another international organisation.

⁴ The EU Council rules for handling documents apply to CSDP lessons and best practices, only a few are declassified. In future the CSDP lessons and best practices portal will offer a platform, including lessons of EU partners, for those actors connected to the EU Operations-Wide Network (OPSWAN).

⁵ Notably: - a planning session is of relevance to establish planning documents, to set up an operational HQ and to appoint key players respective roles and functions in the HQ;
 - an *ad hoc* survey team was tasked to conduct an assessment of the exercise, providing to the organisers an efficient support for the training evaluation at the end of each phase;
 - a clear improvement in the coordination and interoperability of the different units from the outset of the exercise on a day-by-day basis was noticed.

The objectives of the training are considered to have been achieved successfully: in improving harmonisation of procedures, of tactical vocabulary and achieving a common understanding of police work in the course of the exercises.

As such, the training of joint operational and tactical behaviour among police forces issued from several countries offers a unique and irreplaceable added value to the EU, in an area where high-calibre capabilities continue to be expected from the EU.

However, the EUPFT 2008-2010 also reached its limits in some respects:

- without standardisation of operational procedures and certain minimum equipment for CSDP police missions in a substitution/executive mandate, the training alone is not sufficient to ensure the EU is able to deploy such forces in hostile/non-stabilised environments with the required level of safety and security for personnel and the expected operational effectiveness;
- as pointed out by one of the implementing partners of EUPFT: "no concrete suggestions have been made for European police forces' standards at EU level⁶. But up to the end of EUPFT 2010 there was no call for such by the EU. Sustainability of the standards and recommendations derived particularly from the exercises have not been taken into consideration by CSDP Structures and so far by Member States";
- the CSDP crisis management structures should have played a stronger institutional supporting role. Moreover, a structured linkage between the European Commission, the Council and the Member State actors could have been envisaged. This would have ensured a continuous transfer of the knowledge and know-how gained over time, in particular as concerns building rapid deployment police capabilities for substitution/executive missions. Also, the link between the participation to EUPFT training and a possible future deployment within an EU, or other, mission was not made explicit.

⁵ The training material elaborated (SOPs) during the sessions has not been disseminated to the EEAS crisis management structures.

4. Recommendations

On the basis of the implementing partners' reports and the Lessons Learned Seminar organised on 6 December 2010, CMPD has proceeded to an analysis of the findings, observations and recommendations in relation to existing CSDP concepts, capability development, training and lessons identified.

The recommendations and proposed way ahead of this report are presented under two main headings:

- para 4.1: recommendations with a view to improving the future EUPST 2011-2013;
- para 4.2: recommendations with a view to strengthening CSDP capabilities and planning for a substitution/executive-type mission.

Under each of these two headings, the proposals made by the implementing partners and stakeholders on the one hand, and by CMPD and CPCC on the other, are presented under separate sub-headings.

4.1. Recommendations with a view to improving the future EUPST 2011-2013

4.1.1. Proposals by the EUPFT 2008-2010 implementing partners and stakeholders

- **standard exercises**, proposed to focus on police behaviour/reactions in certain situations, should be developed. These should cover a set of **key situations** likely to be encountered in a crisis theatre;
- the exercises should pay attention to **interaction with the criminal justice chain and human rights**;
- **better definition of the respective roles and functions inside the headquarters (HQ)** is needed, especially when the HQ staff are not used to operating jointly within a multinational HQ. CEPOL attendance is clearly an asset for the HQ staff in terms of preparing them for this assignment;

- **specific Table-Top Exercises (TTXs) and Command-Post Exercises (CPXs)**, including HQ and IPU/FPU command staff, could be organised in order to improve interoperability of command and control and procedures ahead of Field-Training Exercises (FTXs);
- **common EU training curricula for rapid deployment elements** should be developed and implemented;
- **EUPST should be used as a laboratory to develop, test and evaluate shared Technical and Tactical Procedures (TTPs)** as well as command and control methodologies in a systematic manner;
- the **procedures for transporting collective weaponry** (as opposed to individual firearms) within the EU should be reviewed in order to facilitate the movement of armed police officers across the EU Member States;
- the EUPST evaluation procedures should include a further **feedback of the trainees** over the medium term;
- since it is a key aspect of its impact, the EUPST could foresee a mechanism whereby the **Member States will report on deployment of staff trained**;
- in line with EU policy, and as it contributes to the effectiveness of a CSDP mission, the training should give proper attention to **Human Rights**, focusing in particular on gender aspects. The rights of children and the rights of disabled should also be given adequate attention and mainstreamed into the training;
- the **participation of women to EUPFT exercises has been low⁷** and should be enhanced in the future programme. A proactive approach in this regard is required.

4.1.2. Recommendations by CMPD

CMPD, in consultation with CPCC, makes the following recommendations for enhancing EUPST 2011-2013:

- all in all, EUPST training activities 2011-13 should be used to test and further develop EU standards and SOPs, as well as to train and exercise police officers for deployment;

⁷ Out of nearly 1,894 police officers trained, only 37 were women, i.e. 1.9 %.

- the **EUPST Steering Group** should encompass EEAS (Conflict Prevention and Security Policy, CMPD, CPCC), European Commission and the implementing partners, as well as AU structures at a later stage. The actions of the Steering Group could be:
 - to **design standard scenarios** so that lessons identified in exercise 1 are put in practise in exercise 2, becoming lessons learned as such;
 - to organise an initial seminar to explain CSDP planning methodology and procedures and advise the EUPST Command staff. This would **increase the pool of practitioners who are trained on Civilian CSDP planning methodology**, constituting an additional return on investment;
 - to **design a lessons learned process for the project** and dispatch a lessons learned team composed of (police) experts from the EEAS and European Commission to each exercise, including during its planning, to identify problems by witnessing the exercises and exchanging with the organisers and the trainees, thereby identifying possible solutions and best practices for CSDP;
- EEAS crisis management structures should support European Commission/FPI by articulating key **CSDP capability development needs** in line with the political ambition agreed for EU executive/substitution policing with an emphasis on the context of a rapid deployment;
- EUPST could draw up a **draft glossary of standard terms (technical & tactical) for IPU, FPU and Specialised Police Units (SPUs)**. The product could be delivered at the end of the exercise, and proposed to the relevant Council working groups for endorsement. Such a glossary does currently not exist;
- Planners of EUPST need access to **existing EU lessons and best practices** in the police area, through the respective Member States of the implementing partners, on a need-to-know basis and in line with Council security regulations⁸;
- the feasibility of creating a compulsory **standardised mission working language test** for participants should be envisaged, comparable to the one used by NATO and UN;
- EUPFT stakeholders made the point that adequate attention to **human rights as well as gender analysis** can make a CSDP mission more effective. These aspects will need to be better addressed in the next EUPST;

⁷ A list of civilian CSDP lessons and best practices documents to date is set out in the "Annual Report on the identification and implementation of lessons and best practices in civilian CSDP missions in 2010", doc 17386/10 (RESTREINT UE).

- the **participation of women to EUPFT exercises should be enhanced in the future programme;**
- **participation in EUPST of observers** (Third States, international organisations) should be encouraged so as to promote an environment where operating practices are shared, and continuously improved, within the limits of EUCI (EU Classified Information) Security Regulations (doc 2001/264/EC).

4.2. Recommendations with a view to strengthening CSDP capabilities and for planning a substitution/executive-type mission

4.2.1. Proposals by the EUPFT implementing partners and stakeholders

- in order to address those deficiencies identified in the field of communication and information flow, the following recommendations have been made:
 - in terms of **equipment**, provisions should be made at the EU level (EU institutions or "Lead" or "Framework" nation) to make available a set of Communication and Information Systems (CIS) equipment, especially phones and radio assets;
 - emphasis should be put on the initial set up of an **integrated "Command and Control Information System"** allowing the headquarters (HQ) of a rapid deployment police component to be more operational than at present and to plan intelligence-based operations;
 - in terms of **procedure**, there is a need to define common procedures for operational/tactical planning and Standards Operating Procedures (SOPs) for running Field Headquarters (FHQ);
 - a **standardised policing terminology/glossary** should be established, so as to reach a common operational understanding, bearing in mind that compatibility and mutual understanding with the military is desirable;
 - a **standardised glossary and SOPs for radio communication**, including acronyms and definitions, should be circulated to the EU Member States police services and delivered ahead of any EU police engagement;
- in the field of human resources management:
 - adequate English (or other mission-specific) **language proficiency** is critical for HQ and commanding staff of the IPU/FPUs. It is suggested to adopt a standardized method to assess

the language proficiency of those officers ahead of any deployment, by implementing existing UN standard procedures or creating similar EU procedures;

- a **database** should be kept at Member State level of those police elements having participated in EUPFT and EUPST sessions, in order to promote their deployment to future EU-led military operations and civilian missions and to keep track of staff, including commanding officers;
- in terms of rapid deployment capabilities:
 - the **IPU/FPU standard structures**⁹ should primarily be based on a national contribution or hinge on a lead nation, so as to be fully operable;
 - reinforcement of the “**basic legal framework**” and to strive to define a common progressive scale of threats and the associated response (use of force).
 - there should be a clear interaction and **stronger linkage between the investigation capability and the public order component of an IPU**;
 - the crime investigation element of an IPU should be provided with a **forensics capability** from the outset of any deployment;
 - **forensic proceedings** (evidence preservations and chain of evidence) and laboratory support should be clarified prior deployment;
 - **police logistics support concepts and procedures** should be worked out, relating to the "Lead Nation" or "Framework Nation" concept as well as tactical procedures.
- in terms of strengthening common understanding:
 - an **exchange programme among trainers** is desirable and should be further explored.

4.2.2. Recommendations by CMPD

The findings of the implementing partners of EUPFT set out above, can help to structure work on improving the quality and inter-operability of the assets, notably by undertaking voluntary standardisation in a certain number of fields, also to be determined by the Member States.

As a key consideration, there is a need to draw up an **inventory** of available Member State assets for executive/substitution missions in the context of rapid deployment, in accordance with the framework set out in the "Concept for Rapid Deployment of Police Elements" (doc.8508/2/05), including the requirement for deployment within 30 days, and to open a debate on the level of

⁸ In accordance with the EU Concept "Standard IPU and FPU Structures" (doc 8884/06 of 2 May 2006).

ambition for the EU in terms of developing such capabilities in numerical strength and in interoperability, according to agreed standards and norms.

Furthermore, **the possibility to pre-identify assets in the same way as for Battlegroups should be explored**, considering the resources available from the European Gendarmerie Force (EGF) and seeking overall complementarity of available resources inside the EU and in relation to international partners.

Battlegroups are held on stand-by, and this possibility should be explored with a view to increasing the readiness and availability of EU policing capabilities in the context of executive/substitution missions, considered one of the high-profile EU civilian capabilities to date.

The recommendations by CMPD for strengthening EU capabilities for a substitution/executive-type mission can be divided into the following sub-headings:

- CSDP police training;
- overcoming budgetary issues in the training area;
- CSDP policy and concepts development;
- support to EU Member State capabilities development

4.2.2.1. CSDP Police training:

- a reflection should be initiated regarding **regular training and exercises in the field of policing (and law enforcement)**¹⁰ organised by EU training providers, to promote interoperability between Member States capabilities, including any TTXs and CPXs with IPU/FPU command staff to improve interoperability of command & control and procedures.
- a **pre-mission standard training curriculum for police rapid deployment** should be developed. Moreover, EUPST alone is not sufficient, there is a need also to propose additional training modules financed at the EU level or by Member States.

4.2.2.2. Overcoming budgetary issues in the training area:

- the outstanding problem of **how to fund the building of EU capacities in civilian crisis management through training at the EU level** should be settled. As the Instrument for

⁹ Taking in particular the necessary Interface with Broader Rule of Law.

Stability (IfS) is an external assistance instrument, it is to be primarily used for building the civilian crisis management capacities of Third States. This aspect is being reconsidered in the framework of discussions on the new IfS Regulation 2014-2020;

- in addition to the IfS, the following options could be considered in the context of discussions on the new **Multiannual Financial Framework (MFF) 2014-2020**:
 - financing under the CSFP budget line or possibilities to draw from the /FSJ internal security budget line could be explored¹¹;
 - the **ideal outcome should be the establishment of a dedicated budget line which could be used for training EU personnel both for the external (CSDP) and internal (FSJ) dimension of security**, comparable to the EU Civil Protection mechanism budget for training ("crisis preparedness capacity").

4.2.2.3. CSDP policy and concepts development:

- EUPFT implementing partners confirmed the validity of the **Concept for Rapid Deployment of Police Elements in an EU-led substitution mission** (doc 8508/2/05 RESTREINT UE), and in particular the possibility to rapidly integrate police units, teams and individuals. However, if the principles of the concept are still valid for the IPU/FPU structures, there is undoubtedly a need to carry on work to review and update the concepts in regard to the conditions necessary for being able to carry out rapid deployment successfully;
- the concepts in the field of executive policing (Concept for rapid deployment of police elements in an EU-led substitution mission. "Draft standard IPU and FPU Structures" dated 2006 (doc 8884/06 RESTREINT UE)¹² should be revised in the framework of the future development of an EU rapid deployment concept, taking into account EU lessons learned and experience gained in CSDP missions and operations (especially EUFOR Althea and EULEX Kosovo);
- overall coherence and complementarity needs to be sought among the different existing EU concepts. Furthermore, the identification and development of **EU operational and tactical police standard material (Standard Operating Procedures - SOPs)** is critical for planning substitution/executive-type police missions under conditions where rapid deployment is required;

¹⁰ Under current rules, the CFSP budget can only be used for training of staff already belonging to a specific CSDP mission or to a mission being established.

- given experience in the UN with their evolving operational and tactical doctrine (a work which several Member States and EU (EEAS/CMPD) have contributed to), it is timely to reflect on the evolving international policing and to take work forward inside the EU, **also taking into consideration recent UN and NATO conceptual developments** (codification of operational and tactical standards for the use of police forces in support of military operations);
- the "Compendium of principles for the use of force and consequent guidance for the issue of rules of engagement for police officers participating in EU crisis management operations", (doc 12415/5/02 RESTREINT UE), needs to be urgently reviewed. This should be done in the light of **UN peace keeping definition of common progressive scale of threats and the associated response (use of force)**;
- a related issue is whether to consider that in determined areas, common tactics and operational/conceptual documents could be fully compatible or developed together with the UN, and other organisations when applicable (NATO and OSCE), where these organisations already have similar doctrine in place or are in a process of developing them and there are no EU/CSDP documents yet. Some UN standards could be certified and considered for operational purpose as "lowest common denominator" (as far as it does not conflict with EU or Member State legislation/guidance). This implies further work to standardise procedures (SOPs);
- it is proposed that, within the context of the revision of the CSDP Training concept and policy (Draft EU training concept in ESDP doc. 11970/04), a reflection should be made on how to establish permanently **a common framework for training conducted at the EU level and exercises at EU level for police forces**. The new link has to go beyond the EUPST project, as a means to ensure minimum training of EU police assets so that they can achieve interoperability in the context of preparing for rapid deployment to a substitution/executive-type mission.

4.2.2.4. Support to EU Member State capabilities development:

- Member States should be encouraged to **ensure a link between receiving pre-mission training and being proposed as a candidate for deploying to CSDP missions**; this is especially important for commanding officers (EUPFT organisers and Member States participating in the training have collected a record of the trainees that can assist in this respect);

¹¹ As well as Guidelines for rapid deployment of Integrated Police Units - IPU - in the initial stage of an EU-led substitution mission and interoperability of IPU and Police Headquarters (doc. 15956/04 RESTREINT UE) and Guidelines for rapid deployment of police elements in an EU-led substitution mission (doc. 7294/05 RESTREINT UE).

- the opportunity to **establish a roster and database of personnel at EU level for specialised police elements** should also be revisited with Member States, in the framework of developing the Goalkeeper data base environment, so as to facilitate the deployment of forces of personnel who took part in the EUPFT and EUPST to missions;
- it needs to be clarified whether the EU has the **capacity to deploy an IPU inside a military mission or alone in a non stabilised environment**, and a debate should be opened on the issue. The feasibility depends mainly on national legislation;
- it should moreover be established what **rapid deployment police capabilities for a substitution/executive-type mission** are available to the EU, and it would be desirable to draw up an inventory for this purpose. A **pre-identification** of the assets, in line with that of EU Battle groups¹³, could be explored if there is a political ambition to ensure constant availability of such rapid deployment police assets (IPUs, FPU's and specialised police elements) in future;
- the study should consider the resources of the **European Gendarmerie Force (EGF)** to facilitate deployment of IPUs - resources¹⁴ that, according to EGF's official website, are "*first and foremost at disposal of EU*" - but that the EU has so far never availed itself of in civilian crisis management under CSDP. The study should contribute to a necessary work/reflection on an harmonised approach of rapid deployment and to improve conditions of interoperability;
- to bring an overall coherence of **EU rapid deployment of police assets in non-stabilised environments**, the future work/reflection should explore inter alia the following areas:
 - possible new deployment scenarios;
 - envisage **training** of Member States potential capabilities **in a complementary way with the UN and OSCE** by using shared training curricula and training material;
 - identify available Member States best practices;
 - feasibility of an **innovative "lead" and "framework" nation logistics concept** to be taken forward in the context of military and civilian capability development;
 - financing of civilian CSDP missions, through an **innovative approach towards "burden-sharing"**¹⁵;
 - deployment of pre-established specialised Units/Teams¹⁶ in a complementary way with IPU/FPU's.

¹² Civilian assets to be deployed jointly with EU military assets.

¹³ A catalogue of EGF capabilities was established in 2009, which provides an overview of the participating countries' available capabilities and of the identified shortfalls. Standardization work for interoperability has been carried forward and needs to be taken into consideration.

5. Proposed way ahead

The way ahead proposed in the report is to **invite the PSC**:

- to **endorse** the lessons identified in this report;
- to **endorse** the recommendations for strengthening EUPST 2011-2013;
- to **endorse** the recommendations for strengthening CSDP capabilities and planning for substitution/executive-type missions;
- to ask the CMPD **to take work forward** following these recommendations.

¹⁴ IPU and FPU bring their own operational equipment and weapons with them when deploying; they require a huge financial effort from seconding Member States (salaries for personnel, equipment (including weaponry), transportation, sustainability etc.), and this expenditure is not covered by the CSDP budget.

¹⁵ No experience exists to date with the deployment of pre-established units other than IPU/FPU. However, civilian capability planning under CHG 2008 and 2010 has indicated that there actually is scope for deployment of pre-established units/Teams of experts in, e.g. Criminal Investigation Information Gathering and Analysis, Disaster Victim Identification, Explosive Ordnance Disposal, and Border Police. Existing concepts explicitly allow for such



EUROPEAN COMMISSION
SERVICE FOR FOREIGN POLICY INSTRUMENTS

Stability Instrument Operations
Crisis Response and Peace Building

European Union Police Forces Training (EUPFT) 2008-2010

“Lessons learned Seminar”

Brussels, 6 December 2010

Introduction

In line with the objectives set by the European Council, a special training programme for European Union Police Forces was launched in 2007, to help prepare police officers of the 27 MS for joint policing missions in crisis theatres worldwide. The programme was initiated under the Instrument for Stability, and is one of the key efforts deployed over recent years to enhance the EU capability to respond to crisis situations worldwide. It benefited from the expertise of police authorities of three Member States – the French Gendarmerie, the Italian Carabinieri, and the German Bundespolizei– who successively took responsibility for the development of this pilot programme and its implementation, and played a key pioneering role.

Before engaging in the next phase 2011-2013, where activities will also benefit non-EU police officers, the European Commission convened all the programme stakeholders in Brussels to take stock of the experience so far. Participant included police services of the 27 MS, the MS Permanent representations, EU institutions, European specialised bodies, UNDPKO and OSCE as well as civil society organisations involved in crisis response activities.

The EUPFT is a particularly challenging programme, as it implies bringing together police officers from different cultural and institutional backgrounds. As shown in the discussions, differences in language, interpretations of words and orders, in operational tactics, regulations on equipment as well as management cultures constantly influenced the joint training exercises and efforts to ensure

interoperability. Concrete examples of how these differences were experienced were highlighted during the seminar. This practical knowledge will be useful for further policy development.

A number of suggestions were made to address these challenges in future training activities/CSDP missions (e.g. the need to agree on common terminology/common basic operating procedures/ the need to define minimum standards for equipments) and are included below. Calls were made by the seminar participants for these challenges to be addressed at a broader policy level.

Other interesting suggestions were made, such as the development of an exchange programme for MS police trainers, or arranging for mutual observation of exercises in another EU country. These could also contribute to increased mutual understanding and strengthen the European cooperation spirit.

The EUPFT has also been an uplifting experience. Its organisers reported on a truly European spirit and team work developing among police units. This was felt a very positive experience and an important achievement, as it is a key factor for coherent action in crisis theatres.

In terms of training content, the seminar recommended the development of a set of “standard exercises” that would include the most likely situations encountered in a crisis/post-crisis situation (e.g. refugees/ election campaign/demonstration/hostage taking/UXO/) together with a set of specialised training (e.g. forensic) and the development of standardised modules for information sharing and exchange of order. Also in the future, the training could pay more attention to the MMA functions of police officers, not covered so far. It should also give adequate attention to human rights aspects and to gender considerations in a country of intervention and within a police/CSDP mission, in line with EU commitments and standards of behaviour, and as a means to increase the effectiveness of a police mission. (A wealth of information already produced on that subject by UNDPKO, OSCE, CSOs, and EU training concepts that are currently developed will provide a useful support for the inclusion of these aspects in the next EUPST).

The link between training and deployment remains undocumented. The main responsibility for ensuring such link lies with MS. Nevertheless, the next EUPST should explore ways of checking how far trainees are effectively deployed, in cooperation with the concerned MS. The next EUPST could also explore evaluation techniques that enable the assessment of the benefits of the training in the respective police services and on the long-run.

The need for stronger interaction between the EUPST programme and the EU Council/EEAS structures, improving the flow of information on both sides, was underlined.

The EUPFT, in addition to its specific training achievements, provides a useful testing and learning platform, for future harmonisation efforts. The next EUPST organisers will be encouraged to organise a more systematic “lessons learned “process.

There has been so far no permanent structure to review, learn from and also support the EUPST activities. For the future programme, the European Union will consider setting up an ad hoc working group bringing together the consortium in charge of the next EUPST and the specialised EU services in charge of crisis management operations and training activities. International organisations may also be associated where relevant.

As said above, the EUPFT provided useful insights for policy development. Some of the issues identified are beyond the EUPST scope of intervention and therefore will need to be followed up at policy level.

Observations made by the Seminar’s working groups are included below. Presentations by the French, Italian and German EUPFT coordinators are in annex.

Summary of Working Group Discussions

Working Group 1: Standardisation of concepts, doctrines, tools and methodologies

Introduction:

When looking at the three stages of lessons (identification, learning, and validation), it is imperative to see how we learn and share lessons while at the same time ensuring a filter effect of lessons to other EU/UN/AU/OSCE missions. It is important to not only focus on what went badly but also on what went well.

What can we do to ensure lessons are being learned? The tools we identified to ensure that lessons are being learnt can be categorized into four broad areas:

1. Collation
2. Sharing
3. Utilisation of existing platforms
4. Tackling of structural issues

1. Collation of lessons:

- Lessons learnt should be summarized at the end of each exercise (not just after three years) and shared annually with CivCom. A lessons learnt report format could be proposed to organisers by the CMPD lessons learnt officer.
- Feed-back should be collected from participants/employers after a period of six months to be able to see how effective and relevant the training has been in the medium term
- Information should be gathered to see how training links to recruitment
- An inventory of standard documents should be established

2. Sharing of lessons:

- CSDP lessons need to be shared and tested in EUPFT and vice versa
- Communication needs to be strengthened between the military and the police
- All relevant lessons should be added to the CSDP Annual Lessons Report
- EUMS induction course to include participants from robust police elements and EUPST organisers and future trainees to sit in
- EUPFT training needs to take latest concepts and developments into consideration when designing/adapting courses
- Induction courses should include key lessons learnt for new staff to take on board
- To avoid overflow of information, lessons need to be targeted at those who need them

3. Platforms

- Explore CEPOL platform for sharing lessons learned
- Explore ELMA military platform

4. Structural issues

- A clear operational doctrine is necessary for each mission
- A representative of the EU should permanently pay attention to lessons learnt by EUPFT
- Common training goals need to be identified and learning objectives standardised
- Standard SOPS/Rules of Engagement/Operating Procedures and standards of equipment need to be put in place by the EU
- The consortium involved in the implementation of trainings should establish a standard evaluation procedure/standard format so that comparisons can be made between events

Working Group 2

Interoperability among EU Police Agencies and International Organizations

Challenges in Mission Environment

- Culture of Nationalities/ Respective bodies
- Different policing cultures and social cultures
- Lack of Language skills
- Need for common terminology and tactical vocabulary
- No common way of work flow in HQs
- Different equipments used by the police (such as using tear gas and k-9 during public protests)
- Need for communication skills
- Common understanding is key for success
- Harmonization of administrative policies among the member states in relation to duration of deployment
- No particular difficulties in co-operating with the international organizations

Solutions and Recommendations

- EU concepts for harmonized trainings (such as common curricula of the CEPOL) should be taught in generic training courses provided by member states
- Training police officers from a group of countries together, instead of training only on the national level, maybe for groups who are planned to go on a common mission
- Exchange of trainers (in support of exchange of trainees), this might be done under the umbrella of the CEPOL exchange programme
- Joint exercise among a number of member states might contribute to interoperability of EU police agencies,
- E-learning tools could be developed to better prepare police officers, especially for the generic training and the language competence, support from CEPOL can be sought
- Usually police officers have to read big volume of documents, operational plans etc. Reader-friendly (short and concise strategy papers) need to be developed for EU police missions.
- Training should include information about the role of international organizations.

- Guidelines and lessons learnt documents prepared/developed by other international organizations such as UN and OSCE could be used during the training.
- Representatives of those organizations could be invited to training courses.

Working Group 3:

Mainstreaming human rights, the protection of minorities and vulnerable groups in civilian police missions

Operational challenges

- there remains a perception within MS police forces and police missions that gender is about women and only for women;
- the quality of human rights/gender training varies across EU MS;
- women's participation in police missions is lower than at the MS level, which suggests that there are obstacles for women that discourage them from participating in civilian police missions;
- human rights and gender are seen as too theoretical to integrate in training exercises.

Gaps

- not all mission personnel goes through pre-deployment training;
- pre-deployment training does not always include a gender component;
- the issue of youth remains largely overlooked.

Recommendations:

- Increasing gender-awareness within police forces – for men and women- is a critical first step in mainstreaming gender into civilian police missions;
- Training should be regarded as a concrete entry point to mainstream gender and human rights into the operations of civilian police missions;

- The EU is developing 3 training components on gender, children and human rights, which establish the minimum standards training should adhere to; These documents, together with the very good guidance notes already produced by UNDPKO, OSCE , provide a useful base for the inclusion of these aspects in the next EUPST;
- EU MS need to be sensitised on their role and responsibility to increase the female presence in their police forces;
- The obstacles that prevent female police officers from joining police missions need to be addressed;
- All actors involved in civilian police missions should understand that increasing the number of women in missions will increase operational effectiveness (e.g. female officers may have access to intelligence where men may not; female officers perform operational tasks that men cannot do (searching female suspects); the presence of women can ensure that police missions are able to respond to the needs and concerns of the female population in the host country);
- Responding to the specific needs for people with a disability remains an operational challenge for police missions, which needs to be addressed;
- The implications of the European Community becoming a party to the UN Convention on the Rights of Persons with Disabilities (UNCPRD) for recruitment policies and practices of police forces should be considered further;
- Human rights, gender, women's and children's rights, and the protection of minorities and vulnerable groups should be regarded as specialised areas that require specialist training;
- There is need for more information-sharing as well as joint lessons learned exercises in relation to human right and gender mainstreaming in order to avoid duplication of efforts;
- Operational planning guidelines represent an important entry-point to mainstream gender and human rights into operational practices;
- MS should be sensitised on their responsibility to ensure that gender and human rights are mainstreamed in pre-deployment training;
- It is important to realise that differences between MS in their concepts of policing leads to different approaches to mainstreaming gender and human rights into the operations of police forces and civilian missions.