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2nd MEETING OF THE FUTURE GROUP
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DRAFT - Introductory Document:

External factors threatening the internal security of the European Union: How can the European Union respond to the increasing blurriness between external and internal security? Should we develop a more integrated approach for ESDP missions (better coordination of military, police and civil operational forces)?

Maintaining a high level of security in the European Union requires that non-EU countries, in particular the EU's neighbours, also live in peace, stability and prosperity. Protecting the European Union's internal security involves not only measures at and within the Community borders, but also and in particular engagement abroad. This is the basic idea at the heart of the 2003 European Security Strategy (*"In an era of globalization, distant threats may be as much a concern as those that are near at hand ... the first line of defence will often be abroad."*)

It is necessary to be engaged with third countries in order to avoid or at least minimize the risk of terrorist attack and migration flows. On the one hand, we must combat the causes and roots of instability and radicalization using development aid and economic cooperation. On the other hand, we need mechanisms to replace, rebuild or support structures in the field of public security and order following crises. Aside from the deployment of military and police personnel, civil protection teams play an important role here in rebuilding infrastructure (schools, streets, bridges etc.) and thereby helping increase acceptance of the operations among the local population.

The European Union is already carrying out a large number of civilian ESDP missions. Their tasks range from monitoring the peace process to advising and supporting the process of rebuilding police forces, border management and civil administration (courts, public prosecutors, etc.). The envisaged ESDP rule of law mission in Kosovo has been designed to become the first to include executive tasks as well.

The European Security and Defence Policy (ESDP) takes place within the framework of the EU's Common Foreign and Security Policy. Relevant decisions are made in the Council of the European Union. The Political and Security Committee (PSC) is responsible for political control and strategic guidance of crisis management operations. The Committee for Civilian Aspects of Crisis Management (CIVCOM) is the advisory body of the PSC covering the non-military dimension.

Over the past seven years, significant efforts have been made within the framework of the ESDP to expand the EU's capacities in the area of civilian crisis management. The Feira (June 2000) and Gothenburg (June 2001) European Council meetings formulated objectives for civilian crisis management. The heads of state and government decided to establish capabilities focusing on policing, the rule of law, civilian administration and protection following disaster.

In December 2004, the European Council decided on a consolidated Civilian Headline Goal 2008 for civilian crisis management. Its main objective: to identify and build up the civilian capabilities the EU requires by 2008.

In the context of the Civilian Headline Goal 2008, a first pool of experts for the newly established Civilian Response Teams (CRT) has been established in 2006. These teams are intended to support fact-finding and assessment missions in advance of EU missions and to provide local support for existing EU crisis management mechanisms at very short notice.

With regard to police capabilities for civilian ESDP missions, Integrated Police Units (IPUs) as well as individual police officers serving as advisers or specialists can be deployed. Since June 2001 the EU Police Unit responsible for planning and carrying out EU police operations has been located in the Council Secretariat. Its function is to be integrated into the Civilian Planning and Conduct Capability (CPCC) and significantly upgraded in terms of staffing and operations.

In September 2003, the Council and Commission passed a Joint Declaration on the use of the Community civil protection mechanism for EU crisis management. In practice, however, the Joint Declaration has not yet been applied, i.e., there has not yet been any European military and/or police mission involving civil protection.

In 2004 five EU Member States (FR, IT, ES, PT and NL) agreed to form a multinational European Gendarmerie Force (EGF). The EGF is not part of the ESDP but an independent instrument that could however be deployed under certain circumstances as an integrated police unit within the framework of an ESDP mission. Like the integrated police units, the EGF is a special formation (with a strong associative component) on police assignment, which can be deployed under either military or civilian command. The EGF is thus available for interventions to maintain public security and order during or immediately following military action. Both the integrated police units and the EGF are therefore available to close the gap between military units and civilian police.

CHALLENGES

- The above-mentioned developments demonstrate that we have already achieved significant progress in the field of civilian crisis management. In view of growing international conflicts and the significance of the EU as a global player, however, the question arises as to whether the EU should further strengthen its civilian engagement world-wide, based on its international commitments and in the interest of its own internal security.
- Current conflict situations such as failing states and ethnic and religious conflicts, often overlaid with international terrorism and organized crime, demand new forms of conflict resolution. The line between external security (= military) and internal security (= police) is becoming increasingly blurred.
- The deployment of civilian, in particular police, personnel is growing more and more important for international crisis intervention and peace-keeping measures. The conflict situations to be resolved often require political measures and civilian instruments, including police, whereas military intervention is considered to be an instrument of last resort. Further, the deployment of police officers is more likely to be accepted by the local population than that of military personnel.
- Experience has shown that police are needed at an early stage in conflict situations to perform rebuilding and advisory functions. However, in personnel-intensive ESDP operations it is impossible to meet the need for integrated police units (IPUs), so that military per-

sonnel take on tasks of policing (breaking up violent demonstrations, fighting organized crime, arresting war criminals) which they are in principle not trained to do.

- The increase in civilian ESDP missions since 2003 has been remarkable. The parallel and balanced development of civilian and military capabilities is a hallmark and special strong point of the ESDP. However, despite significant progress in strengthening the civilian capabilities in recent years, the development of civilian crisis management structures still lags well behind the military components. Among other things, establishing the CPCC is intended to remedy this situation.
- Resolving violent states of emergency through policing requires a high level of professionalism and often special qualifications. To this end, police training therefore could be further standardized and intensified, especially in the areas of leadership, management and criminal investigation. In addition, when forming integrated police units, the resource problem remains that, unlike the military, Member State police forces are constantly on duty in their own countries.

QUESTIONS FOR DISCUSSION

- Do we need a greater or closer interface for co-operation between European Home Affairs policy and the ESDP?
- In view of the need for limited military and comprehensive police abilities in crisis regions, do we need to further develop and involve the European Gendarmerie Force (EGF), e.g. by integrating it in the integrated police units of the ESDP?
- Are the capacities (individual officers and IPU) from the Member States sufficient for successful joint operations? Do we need, in addition, in the long term joint EU police units with special operational profiles?
- How can we improve structures for training and preparation for police officers registered to take part in ESDP missions in order to provide rapid and effective assistance?
- How can we help improve an integrated approach, comprehensive strategic planning and better coordination from the very beginning for all relevant sectors (military, police, civil protection and administration)?
- How can we further increase the capability of EU missions in respect of civil protection and infrastructure development?

ANNEX

Since 2003, the EU has carried out the following operations:

Since January 2003: European Union Police Mission (EUPM) in Bosnia and Herzegovina, helping local police forces rebuild their organizations and fight organized crime and corruption.

March to December 2003: CONCORDIA military operation to stabilize the situation in the former Yugoslavian Republic of Macedonia, with access to NATO equipment and capabilities.

June to September 2003: ARTEMIS military operation in the Democratic Republic of Congo under French command, to stabilize the security situation and improve the humanitarian situation in the district of Ituri.

December 2003 to December 2005: Police mission EUPOL PROXIMA to provide assistance in developing a professional police service in the former Yugoslav Republic of Macedonia.

July 2004 to July 2005: EU Rule of Law Mission EUJUST THEMIS to Georgia to strengthen the rule of law and advise on the reform of criminal law.

Since September 2005: Civilian border support mission in Georgia to assist the Georgian border management agency and other relevant institutions.

Since December 2004: Military operation EUFOR ALTHEA in Bosnia and Herzegovina with access to NATO equipment and capabilities. Follow-up operation to earlier NATO-led SFOR operation in Bosnia and Herzegovina. The largest EU crisis management operation so far, with an initial deployment of approx. 7,000 troops.

Since April 2005: Police mission EUPOL KINSHASA in the Democratic Republic of Congo. European police experts are advising Congolese police, in particular a specially trained police unit to protect the Congolese government institutions.

Since May 2005: Security sector mission EUSEC DR CONGO European specialists are supporting the process of reforming the security sector in the Democratic Republic of Congo.

Since July 2005: Rule of law mission EUJUST LEX. Training for high-ranking representatives of the Iraqi judiciary and police to establish a modern judiciary system based on the rule of law.

Since July 2005: Support for the AMIS operation of the African Union (AU) to pacify the Darfur region of Sudan. The EU supports the AU in both the military and police areas (e.g. transporting AU peace-keeping troops to the field; advising and training AU police officers carried out by EU police advisers).

September 2005 to December 2006: Monitoring mission in Aceh, Indonesia (with the participation of certain ASEAN nations). At the request of both parties to the conflict, the EU is monitoring the implementation of the peace agreement between the Indonesian government and separatists in the province of Aceh in northern Sumatra. The focus of the monitoring mission includes the following: Collecting and destroying weapons of fighters belonging to the Free Aceh Movement (GAM), reintegrating GAM fighters into civil society, monitoring the withdrawal of Indonesian troops and police units from the region, monitoring the human rights situation.

Since November 2005: EU border assistance mission at Rafah Crossing Point in the Gaza Strip (EU BAM Rafah). On 15 November 2005, Israel and the Palestinian Authority concluded an agreement which included opening the Rafah international crossing point from the Gaza Strip to Egypt. Approximately 70 EU officials are monitoring the Palestinian border and customs inspections at the Rafah crossing point. This mission is an important contribution to the Middle East peace process.

Since December 2005: EU Border Assistance Mission (BAM) to Moldova and Ukraine Over a period of two years, more than 100 EU observers are to make unannounced inspections along the border between Moldova and Ukraine, with the intent of improving border cooperation between these two countries.

Since January 2006: Police mission in the Palestinian Territories (EUPOL COPPS). This mission is helping build a viable and effective police organizations under Palestinian control. To this end, EU experts are advising Palestinian police officers.

January to June 2006: EU police advisory team (EUPAT) in the former Yugoslav Republic of Macedonia. After the conclusion of EUPOL PROXIMA, the EUPAT transitional mission continued advising the Macedonian police in modified form, to prepare the way for the European Commission to take on the support activities.

July to November 2006: EU military operation in support of the elections in the Democratic Republic of Congo (EUFOR RD Congo). At the request of the United Nations, European military personnel provided support to the Congolese security forces during the elections.

Since June 2007: EUPOL AFGHANISTAN. The EU police mission to Afghanistan aims at contributing to the establishment of sustainable and effective civilian policing arrangements that will ensure appropriate interaction with the wider criminal justice system under Afghan ownership and in accordance with international standards. To this end it will monitor, mentor, advise and train at the level of the Afghan Ministry of Interior, regions and provinces.