



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 26 September 2013

**15809/2/04
REV 2**

**CIVCOM 300
PESC 1117
RELEX 634
JAI 539
COSDP 794
COWEB 270
EUPM 20
THEMIS 10
COMEM 43
COAFR 179**

DECLASSIFICATION

of document:	15809/04 RESTREINT UE/EU RESTRICTED
dated:	7 December 2004
new status:	Public
Subject:	CIVCOM Report on the progress of the Action Plan on EUPM Lessons learned

Delegations will find attached the declassified version of the above document.

The text of this document is identical to the previous version.

RESTREINT UE



**COUNCIL OF
THE EUROPEAN UNION**

**Brussels, 7 December 2004 (07.12)
(OR. en)**

15809/04

RESTREINT UE

**CIVCOM 300
PESC 1117
RELEX 634
JAI 539
COSDP 794
COWEB 270
EUPM 20
THEMIS 10
COMEM 43
COAFR 179**

NOTE

from : Secretariat
to : Delegations

Subject : CIVCOM Report on the progress of the Action Plan on EUPM Lessons learned

Delegations will find in annex a draft Report on the progress of the Action Plan on EUPM Lessons learned, adopted by the Council on 14 June 2004.

RESTREINT UE

REFERENCES

- A. A Review of the first year of operations of the EU Police Mission (EUPM) in Bosnia and Herzegovina (BiH) 1 January - 31 December 2003 (Doc 8247/04)
 - B. Civcom Advice on 'A Review of the first year of operations of the EU Police Mission (EUPM) in Bosnia and Herzegovina (BiH). 1 January - 31 December 2003' (Doc 9167/3/04)
 - C. Action Plan on EUPM Lessons Learned from the first year of operations (Doc 10263/04)
 - D. Report from the Joint CGS - EC Fact Finding Mission on a possible EU Rule of Law Mission to Georgia in the context of ESDP (Doc 9902/04)
 - E. EUJUST THEMIS OPLAN (Doc 11389/1/04 Rev 1)
 - F. Lessons from the planning phase of the EU Rule of Law Mission in Georgia in the context of ESDP, EUJUST THEMIS (Doc 12580/1/04 Rev 1)
 - G. Report from the Joint CGS - EC Fact Finding Mission on a possible ESDP mission in Kinshasa (Doc 14517/04)
 - H. EUPOL IPU Kinshasa CONOPS (Doc 15020/3/04 Rev 3)
 - I. Report from the Joint CGS - EC Fact Finding Mission for a possible Integrated Police and Rule of Law Operation for Iraq (Doc 13786/04)
-

I. INTRODUCTION

The Action Plan on EUPM Lessons learned adopted by the Council on 14 June 2004 (Doc 10263/04) identifies lessons from the first year of operations of EUPM. Some of these lessons needed to be addressed during the remainder of EUPM's mandate. Other needed to be taken into account for the planning of future missions.

CIVCOM has been tasked to provide a report to PSC, on the basis of, inter alia, input from EUPM, on the progress of the Action Plan by the end of December 2004.

II.

Serial number	Action Plan on EUPM : CIVCOM Recommendations for actions	Progress achieved
1	MANDATE, OPERATIONS, PROGRAMMES Implication, association and consultation of local authorities :	
1a	BiH political interference and lack of local political will (politicians and ministers) - PSC could have been requested to provide strategic guidance and political direction. PSC's relationship to EUPM in this regard should be examined and that of CIVCOM, GSC and EUPM in bringing vital political and strategic issues to the attention of the PSC for possible action (e.g. mobilising EU HOMs in Sarajevo to assist) [CIVCOM]	 - Taken into account for the last missions/planning of missions : <ul style="list-style-type: none">• EUJUST THEMIS : PSC provided the necessary strategic guidance and political direction. Different political context (invitation by the Georgian authorities). EUSR influence was very useful, as well as direct contacts between HoM and Georgian President.• EUPOL Kinshasa : PSC provided the necessary strategic guidance and political direction.• Iraq : PSC provided the necessary strategic guidance and political direction.

1b Local ownership

- Local politicians and ministers should be encouraged to officially support mission aims and gauge with the mission the progress of the local police [PSC, EUSR]

- Taken into account for the last missions/planning of missions :

- EUJUST THEMIS :

The FFM, Planning team and the Mission have organized numerous meetings with Georgian authorities for explaining the concept of the mission to the partner institutions and relevant authorities. One of the results was the signature by the Georgian authorities (President and Prime Minister) of two decrees instructing key Georgian institutions to provide support to the Mission.

In addition, HoM regularly emphasized the importance of local ownership.

According to the OPLAN, " close co-operation and partnership with the relevant national authorities will continue to be ensured, beginning with the planning phase, to guarantee their involvement in the development and implementation of EU activities in the field of rule of law".

- EUPOL Kinshasa :

The FFM and the Planning Team have organized numerous meetings with DRC authorities for explaining the concept of the Mission.

According to the CONOPS, "an adequate mechanism for co-ordination and co-operation with the DRC authorities will be established from the planning phase to ensure their involvement in facilitating the development of the Missions, and in doing so to promote local ownership".

- Iraq :

The FFM and the Expert Team have organized numerous meetings with Iraqi authorities for explaining the concept of a potential Mission.

1c	<p><u>Regular consultation with local authorities by Fact Finding Missions and Planning Team</u></p> <p>- Regular consultation should always occur where possible [GSC/CIION].</p> <p>- Consideration should be given to extending length of Fact Finding Missions [GSC]</p>	<p>- Taken into account for the last missions/planning of missions :</p> <ul style="list-style-type: none"> • EUJUST THEMIS : cf. FFM report and Mission report (list of Georgian authorities consulted). • EUPOL Kinshasa : cf. FFM report (list of Congolese authorities consulted). • Iraq : cf. FFM report (list of Iraqi authorities consulted) and feedback from Expert Team. <p>- Taken into account for the last Fact-finding Missions :</p> <ul style="list-style-type: none"> • FFM EUJUST THEMIS : 12 days (10 - 21 May 2004). However this duration was considered too short by the FFM Team. A Technical team was sent to Georgia later on. • FFM EUPOL Kinshasa : 11 days (18 - 28 October 2004). • Iraq : <p>Due to security constraints, the duration of the FFM has been limited to the extend possible.</p>
2	<p><u>Certification process</u></p> <p>- Continued EU intervention with UN is required [EUSR]</p>	<p>- EUPM : Lord Ashdown has continued his intensive contacts with the United Nations (in particular the Department for Peacekeeping Operations), but with very limited response. One of the results was a Statement by the President of the UN Security Council dated 25 June 2004 (Doc. PRST/2004/22) that was distributed by Lord Ashdown to all relevant BiH authorities. As a follow up to this, EUPM and OHR are decisively striving for adopting revised legislation which could more effectively ward off any further attempts to undermine the IPTF certification process. No substantial progress, however, could be achieved regarding the question of a review process under the UN auspices. Most recently, Lord Ashdown sent a letter to the UN High Commissioner for Human Rights in that regard.</p> <p>- Not relevant for the last missions/planning of missions. Will be taken into account for potential future missions if need be.</p>

3	<p><u>Double-hatting and take over process</u></p> <ul style="list-style-type: none"> - Possible consequences of double-hatting should be thoroughly examined before appointment [GSC] - Thorough consideration of mission 'left-overs' is required before take-over. This will require intensified coordination with the UN and other international bodies [GSC] 	<ul style="list-style-type: none"> - Not relevant for the last missions/planning of missions. Will be taken into account for potential future missions if need be. - Not relevant for the last missions/planning of missions. Will be taken into account for potential future missions if need be.
4	<p><u>Benchmarking development</u></p> <ul style="list-style-type: none"> - Benchmarking should be addressed in the planning phase of a mission in order to be ready for mission start [GSC] - Benchmarking chart to be submitted regularly and clearly to PSC [CIVCOM] 	<ul style="list-style-type: none"> - Taken into account <ul style="list-style-type: none"> • EUPM : EUPM enhanced further its programmatic approach by introducing newly developed software created by the Mission • EUJUST THEMIS : According to the OPLAN, EUJUST THEMIS is implementing an evaluation system of the progress of the Mission. • EUPOL Kinshasa : A benchmarking system is planned to be defined in the OPLAN. - Taken into account. <ul style="list-style-type: none"> • EUPM : EUPM developed a new benchmarking chart that is now attached regularly to its monthly reports to the PSC. • EUJUST THEMIS : Mission Assessment Reports submitted to PSC. • EUPOL Kinshasa : As foreseen in the OPLAN, Mission Assessment Reports to be submitted to PSC.

Programme development

- More programme experts required on planning teams and in mission from the outset [MS]

- Guidelines on the programmes should be issued and it should be ensured that mission personnel understand their implementation [GSC, EUPM]

- Taken into account for the last missions/planning of missions :

- EUJUST THEMIS :

All requested experts were present for the FFM. However, some delayed arrivals of experts in the Mission created difficulties for the Mission.

- EUPOL Kinshasa :

All requested experts were present for the FFM and the Planning Team.

- Iraq :

All requested experts were present for the FFM.

- Taken into account for EUPM :

According to the decisions taken at the Senior Management Conference in June 2004 :

- Project Implementation Plans (PIPs) have also been elaborated for SIPA and SBS programmes, allowing a common approach on all EUPM programmes.
- Specific internal guidelines for project implementation were developed to direct the implementation of all programmes, explaining the project development, implementation and evaluation process.
- All new personnel in EUPM are familiarized with the Mission's programmes and their implementation mechanisms through a more focused induction course and further specialization courses have been given to personnel already in EUPM.
- The same training is delivered to approximately 300 local Police counterparts holding functions as Project Co-ordinators or Managers.
- The development of guidelines goes in conjunction with the development of the Benchmarking and Project Implementation Reporting System. Training has been delivered to Programme Co-ordinators on its application and was first applied for the October reporting period.
- In order to support the training, the PDCD and the Quality Control are currently undertaking joint visits to all EUPM locations in order to enhance and consolidate the application of the programmatic approach.

- Taken into account for the last missions/planning of missions :

- EUJUST THEMIS :

Due to time constraints, limited induction training for experts of the FFM organized by GSC. Induction training for experts of the Planning Team organized by GSC. Comprehensive induction training for experts in the Mission itself organized by the Mission.

- EUPOL Kinshasa :

Due to time constraints, limited induction training for experts of the FFM organized by GSC. Induction training for experts of the Planning Team organized by GSC.

- Iraq : limited induction training for experts of the FFM organized by GSC. Induction training for experts of the Experts Team organized by GSC.

6	<p><u>Inspection of Local Police</u></p> <p>- Such plans should be developed [EUPM]</p>	<p>- EUPM has developed plans for a more vigorous implementation of the "inspection" mandate (cf. the respective EUPM report in that regard distributed to Delegations on 21 September 2004), with a two-fold approach : inspections within the programmatic approach of the Mission (Field Control Teams personnel reassigned as project officers in charge of inspection and assessment of the implementation of the projects, creation of the Benchmarking and Project Implementation reporting System, Quality Control establishment) and inspection of local police activities which are not specifically covered within EUPM's seven programmes (high risk football matches, high profile international visits, sensitive incidents with possible public order implications, cases relating to major and organised crime).</p>
7	<p><u>Different national approaches in mentoring and advising</u></p> <p>- In order to achieve as much standardization as possible, more collective training is required prior to deployment. More general European training, including on human rights, is required, e.g. CEPOL [CIVCOM]</p>	<p>- Cf above.</p>
8	<p><u>"Mentor, monitor, inspect" formula</u></p> <p>- Further thought needs to be given to the operational application of 'mentor, monitor, inspect', including whether a separate inspecting capability is required. Further development of the concepts would be useful [GSC]</p>	<p>- Work ongoing in the GSC.</p>
9	<p><u>Intelligence sharing</u></p> <p>- EUPM should establish an interface, possibly in the form of a coordination cell. It is noted that this is addressed in the Police Strategic Option for post-SFOR [EUPM]</p>	<p>- As described in the Strategy Plan on Major and Organized Crime/SIPA, EUPM has established an Interface Cell for Criminal Intelligence (ICCI) in July 2004 which has already established contacts with relevant international counterparts.</p>
10	<p><u>Security</u></p> <p>- A security officer is required on mission planning teams and security throughout the mission locations should be initially, regularly and systematically reviewed [GSC]</p>	<p>- Taken into account for the last missions/planning of missions :</p> <ul style="list-style-type: none"> • EUJUST THEMIS : during the FFM, presence of an intelligence officer (SITCEN), but no field security officer (Security Office) ; two field security officers (Security Office) during the Technical Mission ; in the Mission, presence of a security officer. Follow up by GSC on security aspects in close co-ordination with the Mission. • EUPOL Kinshasa : presence of two security officers during the FFM (SITCEN and Security Office) ; presence in the Mission planned. • Iraq : presence of a security officer during the FFM and in the Experts Team (Security Office).

CHAIN OF COMMAND : COORDINATION REPORTING OVERSIGHT	
11	<p><u>Reporting</u></p> <p>- PSC, on the basis of CIVCOM advice, is invited to evaluate current EUPM reporting. PSC requested to replace weekly reports to the Secretariat with bi-weekly reports [CIVCOM]</p> <p style="text-align: right;">- PSC agreed on bi-weekly reports for EUPM.</p>
12	<p><u>Need for further secure communications</u></p> <p>- Agrees and notes that work is ongoing [GSC]</p> <p style="text-align: right;">- Taken into account for the last missions/planning of missions :</p> <ul style="list-style-type: none"> • EUJUST THEMIS : Mission equipped with secure communications (cell phone). However computer still missing for secure communications. • EUPOL Kinshasa : FFM equipped with secure communications. • Iraq : FFM and Experts Team equipped with secure communications.
13	<p><u>Evaluation of the mission</u> (other than financial control)</p> <p>- EUPM needs evaluation of its work. A paper on how this should be done should be developed [CIVCOM]</p> <p>- GSC should conduct staff-to-staff contacts with other IOs (UN) on their experience in this domain [GSC]</p> <p>- Better communication of EUPM's internal evaluation should be considered, including use of the MAR [EUPM]</p> <p style="text-align: right;">- Following the EUPM Neum Management Conference, the revision of the reporting procedures and the creation of the Benchmarking and Project Implementation Reporting System allowed for a more effective evaluation of the work of the Mission.</p> <p style="text-align: right;">- To be developed.</p> <p style="text-align: right;">- Cf. above. Furthermore, the new format and more sophisticated contents of the MAR should improve the communication.</p>

14	<p>PERSONNEL AND ROTATION ISSUES</p> <p><u>Quantitative and qualitative decline in personnel</u></p> <ul style="list-style-type: none"> - Contributing States should send more experts and more qualified personnel and ensure that they match the job profiles [MS] - Police Unit and EUPM should refuse to accept unqualified candidates or incomplete proforma [GSC] - CIVCOM should examine this issue in the context of Conference on Capabilities (foreseen November 2004) 	<ul style="list-style-type: none"> - Taken into account. - Taken into account. - In the context of the Civilian Capabilities Commitment Conference, GSC distributed to CIVCOM an analysis of replies given by EU Member States to the questionnaires on the development of capabilities and on human resources, national training, recruitment (doc.14375/04), as well as a Report on best practices on national databases, human resources, national training, recruitment (doc.14542/04). CIVCOM has been tasked by PSC to follow up on this Report. - EUPM has developed plans regarding rotations in the last year of operations of EUPM (cf. briefing by GSC in CIVCOM on 15 September and 6 October 2004, and the related EUPM report transmitted by GSC to Delegations). - Taken into account, in the framework of the Civilian Headline Goal. - Taken into account. - EUPM has slightly modified the deployment policy to minimize any possible deficiency. CVs are thoroughly screened, sometimes followed up with informal interviews to ensure a match between expectations, skills/expertise and Mission's needs. The "nationally reserved" positions policy has been softened and national points of contacts and line managers are increasingly involved in the selection of personnel. - No overall improvement. - To be considered in the context of the follow up to the Civilian Capabilities Commitment Conference and the ongoing work on the Civilian Headline Goal.
----	--	--

15	<p><u>Pre – mission training to be improved</u></p> <p>- Induction training, and pre-joining training packages should be expanded [EUPM, GSC]</p>	<p>- Cf. above. Taken into account in the framework of the Civilian Headline Goal.</p>
16	<p><u>Lack of international civilians</u></p> <p>- Issue should be addressed [CIVCOM]</p> <p>- Wider advertising for contracted staff should be considered, including through MS [GSC]</p>	<p>- Real EU policy for international contracted staff to be developed .</p> <p>- Taken into account.</p> <ul style="list-style-type: none"> • EUJUST THEMIS : Limited choice of international civilians, but high quality. <p>- Taken into account.</p>
17	<p><u>Future of dedicated national staff</u></p> <p>- This issue should be addressed [CIVCOM, PSC]</p>	<p>- To be addressed.</p>
18	<p>LOGISTICS AND PROCUREMENT</p> <p><u>Procurement</u></p> <p>- This needs to be urgently addressed, not only in terms of the rules but also the methods (e.g pre-stocking in order to allow for rapid deployment) [GSC, Commission]</p> <p>- CIVCOM notes that there is a PSC tasking of 30 March 2004 to the Commission and the GSC concerning procurement [GSC, Commission]</p>	<p>- Joint GSC/Commission paper on procurement under development.</p>

19	<p><u>FFM estimation on needs</u></p> <p>- Considerations should be given to logistics and procurement experts taking part in Fact Finding Missions [GSC].</p>	<p>- Taken into account for the last FFM : The presence of a procurement expert during the FFM has not been considered needed, as the procurement process only starts at a later stage. Nevertheless, the assessment on the needs made by experts of the FFM must be procurement - oriented.</p> <ul style="list-style-type: none"> • EUJUST THEMIS : no logistics/mission support expert in the FFM ; logistics/mission support expert in the Technical Mission. • EUPOL Kinshasa : one logistics/mission support expert in the FFM and the Planning Team. • Iraq : one logistics/mission support expert in the FFM and Expert Team. <p>- Under consideration.</p>
20	<p>COORDINATION WITH THE EC, RELATIONS WITH THE EUMM AND IC</p> <p><u>Co-ordination with the Commission and the CARDS programmes</u></p> <p>- Close mutual cooperation should be assured from the start [GSC, Commission]</p>	<p>- Taken into account for the last missions/planning of missions :</p> <ul style="list-style-type: none"> • joint FFM, organization of CRCT, regular contacts between GSC and CION desk officers, local co-operation. • definition of the co-operation requirements in the CONOPS/OPPLAN of the missions. • Co-ordination for the exit strategy.
21	<p><u>Co-ordination with EUMM</u></p> <p>- As above [GSC]</p>	<p>- Taken into account by EUPM through regular exchanges of reports and regular contacts, in particular through the EU/International Community Co-ordination Cell.</p>
22	<p><u>Liaison officers</u></p> <p>- As above [GSC]</p>	<p>- Taken into account by EUPM : At HQ level, an EU/IC Coordination Cell, established in July 2004, specifically deals with the coordination with the EU family (in particular EUSR, EUFOR, EC, EUMM) and the wider International Community (OSCE, NATO, OHR, UN, UNHCR, etc). At field level, Chief Co-locators ensure the necessary liaison with EUFOR contingents.</p>

23	<p><u>Co-ordination with other policing elements in BiH</u></p> <p>- Close co-ordination between EUPM and the planned EUFOR, notably the IPU, has to be assured [EUPM]</p>	<p>- In particular through the EU/International Community Co-ordination Cell, EUPM, right from the arrival of the EUFOR Planning Team, has been looking for the best possible co-operation with EUFOR, including with the IPU part. Practically, EUPM was invited by EUFOR Planning Team to contribute to the development of the OPLAN and will seek to establish, following the model with SFOR, a Technical Arrangement, taking into account the need of a coherent EU approach in BiH.</p>
24	<p>MEDIA STRATEGY</p> <p><u>Lack of available media expertise, personnel</u></p> <p>- Media expertise and planning is required from the planning phase of any operation [GSC]</p>	<ul style="list-style-type: none"> • EUJUST THEMIS : Lack of personnel.
25	<p><u>Lack of media budget</u></p> <p>It must be ensured that an adequate media budget has been allocated [GSC]</p>	<ul style="list-style-type: none"> • EUJUST THEMIS : No specific media budget, only for the website. • EUPOL Kinshasa : No specific media budget.

PSC: Political and Security Committee/ CIVCOM: Committee for Civilian Crisis Management/ MS : Member States (individually, or acting within the Council working parties) / GSC : General Secretariat of the Council / CION : Commission / EUPM: Mission Headquarters/ CS: Contributing States
