



Presidenza Italiana  
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*THE DEVELOPMENT OF THE EUROPEAN UNION CAPABILITIES FOR  
CIVILIAN CRISIS MANAGEMENT.  
THE ROLE OF ITALY AND POLICE FORCES WITH MILITARY STATUS.  
Rome, 13-14 November*

**CONCEPT PAPER**

According to the title of the event, the seminar aims to examine and discuss :

- the added value provided by Gendarmerie like forces for the civilian capability development in the frame of an inclusive approach;
- the role of Italy and Eurogendfor also as civilian capability assets providers;
- the possible *Ways Ahead* for the development of EU civilian crises management capabilities.

The seminar goals will be pursued by analysing the historical and doctrinal evolution of the EU instruments for civilian crises management, facilitating the discussion between all the high value participants on the lesson learned from the civilian operational experiences, considering the perspectives of other International Organizations' (NATO, UN, UA, OSCE) representatives and trying to draw possible *Ways Ahead* and future perspectives for the development of EU civilian instruments of crises management.

It's important, for our work to remind what was the development, through the recent decades, of the EU doctrinal and legislative crises management frame.

The first attempt to establish a six-nation integrated European cohesive military capability (the European Defense Community) dates back to 1952, but only 50 years later, on 19 June 1992, the Western European Union Council of Ministers, through the Petersburg Declaration, allowed the deployment of EU forces in crisis management scenarios with rescue, peacekeeping and combat tasks, to be implemented together with peacemaking.

The EU legislative development, under title V of 7 February 1992 Maastricht Treaty, included those capabilities in the framework of the second pillar of the Maastricht architecture: the newly established Common Foreign and Security Policy. The Treaty on European Union has been amended by the Treaties of Amsterdam (1997), Nice (2001) and Lisbon (2007). The latter, by creating the High Representative of the Union for Common Foreign and Security Policy, gave coherence, consistency and adequate apparatus (European External Action Service) to the EU effort complying with the Common Security and Defense Policy. The EU Crisis Management Concept defined in the European Council of Santa Maria da Feira (2000) marked a turning point as the EU agreed to set up a rapid deployment force available for CSDP and recognized that the existence and availability of specialized Police forces in member States would provide the EU with effective capabilities. The CSDP is part of the Global Crisis Management of the EU and must be seen in this

broad context encompassing the EU diplomatic and economic efforts to resolve international crisis. After the Treaty of Lisbon, the CSDP missions steadily increased in number and scope and contributed to improving security in crisis areas, either through direct force intervention or training, advising and monitoring local legitimate security forces (armed forces or police) of the Countries of interest.

The EU constant pursuit to tailor its planning and conduct capabilities to the operational needs led to the establishment and reinforcement of the Management and Planning Directorate (CMPD), created in 2009, responsible for the CSDP political-strategic planning for civilian and military mission and the Civilian Planning and Conduct Capability (CPCC), created in 2007, with the mandate to plan and conduct the Civilian CMOs and, among others, to direct, coordinate, advise, support, supervise and review civilian CSDP missions in the areas of police, border assistance, Rule of Law (RoL) and Security Sector Reconstruction. While the European Military Committee (EUMC) provides the Political and Security Council with advice and recommendations on all military matters, for the Civilian Crisis Management, advice, information and recommendations are provided by the Committee for Civilian Aspects of Crisis Management (CIVCOM).

A key factor to the adoption of a correct, comprehensive approach in CMOs, is represented by the mutually beneficial interaction of the EU internal civil and military structures developed to support the CSDP political and strategic decision making bodies. The new frontier in recent EU CMOs appears to be the full exploitation of the centralized planning capabilities, developing CONOPS PLUS, and relieving senior mission leadership from drafting demanding OPLANs, so to leave to them the adoption of success indicators in the implementation of the mission mandate.

The capability to effectively measure the operational and strategic mission results and reshape accordingly the mandate and structure of the missions are still actual challenges to be faced.

In recent years, the EU has geographically expanded its action which is also greatly diversified in terms of operations (strengthening Police and the wider RoL sector, monitoring borders and peace agreements). In particular, there has been a growing demand for the Security Sector Reform (SSR). To meet the requirements of new challenges it was consequently decided to endow the EU with adequate assets in due time. European Council of Santa Maria da Feira defined the four priority areas for the EU action in the civilian crisis management: public order, RoL, civil administration and the protection of civilians.

The 2000 Civilian Headline Goals fixed concrete objectives in the public order area to be achieved by 2008, with MSs able to provide up to 5.000 police officers for CMOs, 1.000 of them deployable within 30 days: the EU MSs endowed with gendarmerie like forces, provided a paramount contribution in this regard, *inter alia* by establishing the Eurogendfor.

Göteborg Council (2001) fixed by analogy the objectives to be achieved by 2003 in the other three key areas of action: namely having 200 judges and prosecutors for RoL in CMO deployable within 30 days, establishing a group of experts in the civil administration and up to 2.000 personnel for civil protection.

As those objectives were declared all achieved since the Bruxelles conference in 2004, a new set of objectives has been identified by the 2008 Civilian Headline Goal including monitoring missions and support to EU Special Representatives, as well as posing the SSR and DDR as priorities. Eventually, the EU MSs fixed the 2010 Civilian Headline Goals in order to enhance the development of capabilities but also to harmonize and synchronize with the 2010 military headline

goals. Police forces with military status are to be considered at the apex of this convergence and synchronization and the most appropriate tool to bridge the civil-military cooperation, considered paramount among the 2010 goals.

Examples of success to increase the Civilian Capability are, in the training area, the ENTRI and EUPST projects, that adequately assist in preparing the assets to be deployed in CMO, while from the institutional and operational point of view, the increasing cooperation between EGF and SEAE in the field of CSDP.

In accordance with the intention to increase EU civilian capabilities, it is increasingly spreading among EU institutions the consciousness of the availability of Eurogendfor for CSDP civilian operations, to be considered and used as a homogeneous contribution, not exclusive nor alternative, but inclusive among all the EU civilian police force capabilities, under the EU command and control structure.

EGF forces, structured for rapid deployment and able to operate in less permissive environments, represent an interesting added values of the gendarmerie like instruments for civilian missions.

The main change in the new mandated tasks is represented by the move from the substitution missions, requiring police capabilities related to the executive tasks, as experienced in the Balkans, into strengthening mandates, in which the peacekeepers are required to monitor, mentor, advise and train the local law enforcement agencies or to assist them in the reform and reorganization of their apparatus. This move is common to all major international organizations involved in CMO, being experienced also by the UN and the AU. The last frontier and challenge, nevertheless, appears to be a possible twofold police mandate, with strengthening local police activities, when local Law Enforcement Agencies are unable or unwilling to act, and substitution of local police, in order to protect the civilian populace endorsing them with executive tasks.

Only as examples, the European Gendarmerie Forces under the military chain of command of EUFOR deployed in CAR, the UN FPU in Mali or the AU FPU deployed in Mogadishu can take action to protect the civilian population, with a sort of partially executive mandate.

The recent major police exercises, such as EUPST, have tested a similar twofold mandate.

The EU, as well as the UN and the AU, are adopting an integrated, comprehensive approach in order to avoid duplication of efforts and assure mutually beneficial cooperation and coordination among the missions components.

The everlasting attempt to obtain synergies and to properly coordinate the police missions with military, justice and public administration, is paramount to achieving the expected end-state for all the components.

The EU Police Missions in the Balkans, Africa and Afghanistan, besides providing an effective contribution to the stabilization process, namely through the reform of the security sector, allowed to develop capacity and expertise, identifying best practices and gaining lessons learned.

The achieved experience and the understanding of the comprehensive aspects and challenges of the police missions faced in the framework of EU civilian crisis management, has resulted in a change regarding the mission planning and conduct approach, also with repercussions in the chain of command and control structures.

On a case by case basis, among the wide range of various police assets that can be deployed in a CMO, it is of critical importance to properly assess the situation on the terrain, evaluating the real effects of the actions, and accordingly respond with individual police experts, to mentor, advice and

train or with robust police capacities, such as EU IPU or FPU, namely when there is a need for protection of civilians or complete lack of capacity in the host country LEAs, or a due balance in the police mission between cohesive units and expert individuals.

In this regard it is worth underlining that the deployment of IPU assets is quite expensive and CSDP mission funding must be taken into utmost consideration: budgetary issues greatly influence mission planning and subsequent deployment.

Despite the budgetary implications, Italy and other EU MS, having police forces with military status, besides training individual police experts, strongly believe and invest also in training and developing robust police capacity for civilian crisis management; the main effort lies in training those assets, and in developing concepts and experimenting techniques, tactics, procedures and curricula, in order to submit them for adoption to the relevant international organizations or assist them in these doctrinal and practical demanding activities.

Being the bulk of the CMO multinational and integrated in character, it is indeed fundamental to develop commonly accepted standardized procedures and enhance the interoperability among mission components.

The Gendarmerie forces - representing civilian activities in character - were built to conduct police tasks with a military structure and possess a competitive advantage in bridging and assisting the transition from an immediate response to a crisis, military in its essence, to a stabilization and then peacebuilding phase, in which the civil dimension prevails. To this end the work of training Centres of Excellence with international vocation is considered paramount in harmonizing and standardizing doctrine and training.

Thanks to the robustness, logistical self-sustainability and self-defence capacity as well as the capability to substitute local police forces, they can also perform SSR activities, MMA and Training even in the most remote areas of the host nation, including the assistance in the border control.

The EU MSs gendarmerie-like forces deployed under EU, UN and NATO aegis provided an unquestionable added value to the missions. Their contribution to civilian CSDP in particular is emphasized in the mutually beneficial interplay and synergic effort where it comes to assist the purely civilian assets in the strengthening of the local RoL institutions. To be ready to cope with the complexity and volatility of emerging crisis scenarios as well as with current and future challenges from asymmetric threats, transnational criminal networks and internal ethnical and/or religious oppositions, the gendarmerie forces are constantly reviewing their doctrinal background, updating their training curricula and their standardized procedures, and adopting adequate technical and logistic equipment.

It is crucial for the International Community to appropriately face the current and future challenges in the domain of the Civilian Crisis Management and to share a commonly agreed approach in a holistic fashion having a common understanding implies sharing concepts, views, perspectives, but also recognizing a relevant role of the UN in the field of peace support operations as well as the specific capabilities and the regional role to be played by other major international organizations involved in CMO. The AU represents the new frontier in consideration of the number of conflicts and PSOs ongoing in that part of the world and because of the number of the affected civilian populace.

It's also at the forefront with deployments in extremely destabilized and dangerous areas in this view organizations such as NATO must be recognized not only for their unique military capability to undertake resolute actions for civilian protection, but also for their relevant role in the SSR, as a

consequence of the new strategic concept of that organization which, after the Washington (1999) and Lisbon (2009) declarations, has recognised CMO as important as art. 5 operations.

The OSCE, with 6 on-going missions and other 11 field activities, plays, on the other side, a key role in Central-Eastern Europe.

The experience gained in recent years by those International Organizations will help to give their perspective on the EU CMOs, and moreover to listen how they see the future of CMOs in order to develop European Union capabilities for civilian crisis management, namely in the areas of peace process support and enhance international security.

All the above mentioned issues will constitute enough food for thought and discussions in order to draw possible *Ways Ahead* and future perspectives in the field of the development of EU civilian capabilities of crises management.