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Resources in an Integrated Format - CIVILIAN RESPONSE TEAMS

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Delegations will find herewith a document from the General Secretariat on "Multifunctional Civilian Crisis Management Resources in an Integrated Format - Civilian Response Teams".

This document has been developed in line with the Civilian Headline Goal 2008 (doc. 15863/04) in which the General Secretariat was tasked to consider and develop a range of modalities for the setting up and deployment of multifunctional civilian crisis management resources in an integrated format, including rapidly deployable Civilian Response Teams (CRTs). The document has been developed in close dialogue with the European Commission, in order to ensure the coherence of the European Union external activities as a whole. All EU instruments have to be coherently mobilized in response to crises. The Commission and the Council Secretariat will continue to work together to this effect.

During the informal CIVCOM meeting in Luxemburg, 23-25 February 2005, it was generally understood that multifunctional civilian crisis management resources in an integrated format (the so-called "packages") may be formed by drawing on existing capabilities within the priority areas. The size, composition and precise functions of such packages would vary according to the needs of a given crisis situation. Such packages would be able to carry out tasks encompassing more than one priority area under the authority of a single Head of Mission. Possible further needs for improvements in the capabilities of the priority areas for this purpose would be identified in the capabilities requirements list of the Civilian Headline Goal 2008. As for the CRTs, the Council Secretariat, while keeping CIVCOM informed, would develop a case-study on the application of the CRT method in the lead-up to a civilian crisis management operation, notably in the assessment and fact-finding phase.

An expert workshop on Modalities for Rapid Deployment and Civilian Response Teams was organised by the Council Secretariat and hosted by the Government of Sweden in Stockholm on 14-15 April 2005. The workshop discussed the development and use of CRTs in the context of four micro-scenarios addressing situations with and without the presence of an EUSR in the pre-mission phase (fact-finding and mission establishment) and crisis management in conjunction with relief operations (doc. 8665/05).

The present document sets out to present the CRT concept in further detail, focusing on its possible role in the (i) early assessment of a crisis situation; (ii) in support of the establishment of a civilian ESDP mission; when appropriate, (iii) in temporary support of a EUSR or an ongoing civilian crisis management operation.

## **Multifunctional Civilian Crisis Management Resources in an Integrated Format**

### **- CIVILIAN RESPONSE TEAMS -**

*The European Security Strategy recognises that today's security challenges have to be tackled with the full spectrum of EU capabilities and resources. The EU needs to be more active, more coherent and more capable. Drawing on experience to date of civilian crisis management and lessons learned, the EU is committed to improving its effectiveness in civilian crisis management.*

*(Action Plan for Civilian Aspects of ESDP)*

### **DEFINITION**

1. A Civilian Response Team (CRT) is a civilian crisis management rapid reaction capability of flexible size and composition, consisting of Member State experts with, in principle, Council Secretariat participation. European Commission experts will be invited as appropriate to participate with a view to ensuring the coherence of EU external action. A CRT is drawn from an EU-wide pool of experts, pre-selected by Member States, in accordance with agreed criteria and procedures. Before their first deployment, CRT experts have undergone specific CRT training. CRTs are deployed and work in accordance with generic terms of reference and pre-agreed methodology contained in a CRT Handbook. Logistics support ensures that a CRT is appropriately equipped for its mission as well as, when required, capable of contributing to the establishment of an incoming civilian crisis management operation.

### **AIM AND OBJECTIVES**

2. Civilian Response Teams increase the rapid reaction capacity and also contribute to the adequacy and effectiveness of a EU crisis management response, as well as to its coherence with other actors.

3. The objectives of the CRT capacity<sup>1</sup> include:
  - a) to carry out assessment and fact-finding missions in a crisis or impending crisis situation and, when appropriate, provide input to the development of a crisis management concept before a possible Joint Action is adopted by the Council and, in agreement with the Commission, to possible action to be developed in the framework of Community instruments;
  - b) to establish a rapid initial operational presence in the field after a Joint Action is adopted by the Council and to support the entry into operation of a civilian crisis management operation;
  - c) where the CRT pool contains appropriate expertise (e.g. conflict prevention, mediation, stabilisation and confidence-building measures including monitoring), to provide, as appropriate, timely reinforcement of existing EU mechanisms for crisis management at country and regional level in response to urgent and distinct needs, notably under the auspices of a EUSR function.
  
4. Logistics support will accompany the CRT as appropriate, either integrated into a multifunctional CRT or as a stand-alone CRT function in support of already existing crisis management capacities.

## **RATIONALE**

5. An effective and credible EU response to a crisis situation is enhanced by a thorough assessment of the situation and by fast deployment and early presence on the ground once needs for civilian crisis management actions have been identified. A timely deployment for crisis response can have a positive effect on trust and confidence among stakeholders in the affected country and thus facilitates the implementation of a civilian crisis management

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<sup>1</sup> CRTs are not intended to duplicate the disaster response capacity of the Community Civil Protection Mechanism, as laid out in the Joint Declaration by the Council and the Commission on the use of the Community Civil Protection Mechanism in Crisis Management referred to in Title V of the Treaty on European Union (doc. 10639/03).

mission. Deployment of a well-prepared and well-equipped CRT enhances the effectiveness and timeliness of EU action.

## **POOL OF EXPERTS**

6. CRTs are drawn from a pool comprising initially up to 100 named experts nominated by Member States. The composition and size of the pool of experts, who may be drawn from existing capacities, are determined in the course of the Civilian Headline Goal 2008 process.
7. The pool of Member States experts is accessed through national rosters containing CVs and further relevant professional details of the CRT experts. The format of these rosters is established according to minimum requirements to be agreed. These rosters are managed by the Member States in conformity with their national procedures and legislation.
8. The combined expertise in the pool of experts corresponds to the competencies required to realise the CRT mission objectives, as outlined in paragraphs 3.a) and 3.b). It may also be drawn upon, as appropriate, to meet the objective outlined in paragraph 3.c). More specifically, the pool of Member States experts consists of individuals with expertise in one or several of the following areas:
  - a) expert knowledge and experience relevant to one or more of the CRT objectives (including within the current priority areas identified for the development of civilian crisis management capabilities) and with a clear understanding of the broader role and concepts of the European Union in crisis management;
  - b) knowledge of the administrative procedures of the European Union, including finance, human resources and procurement.
  - c) knowledge and experience in operations support functions, including mission planning and set-up, logistics, CIS, security and medical support.
9. The roster as well as the composition of CRTs take into account, whenever possible, the objective of gender-balance.

## **MOBILISATION AND DEPLOYMENT**

10. Member States take the decision to make CRT experts available for a CRT mission in accordance with pre-determined procedures ensuring its timely deployment. A CRT is mobilised where other instruments will not be either timely, adequate or effective.
11. The decision to deploy a CRT does not prejudice action to be taken by the European Union in response to a crisis.
12. A decision to deploy a CRT for assessment and fact-finding purposes **before** a possible Joint Action is adopted by the Council on a Civilian ESDP operation is taken by the PSC, the SG/HR or the Council in accordance with current guidelines on fact finding missions (doc.15048/01). Assessment or fact-finding CRTs are led by the Council Secretariat and may, in order to enhance coherence of EU action, include Commission staff. In the interests of the coherence of EU action, the Secretariat and the Commission should seek to undertake joint assessment missions wherever possible and appropriate.
13. A decision to deploy a CRT **after** a Joint Action is adopted by the Council, e.g. to establish a rapid initial presence and/or support the entry into operation of an incoming civilian ESDP operation as well as in reinforcement of existing EU mechanisms, is made in accordance with CRT procedures ensuring that CRTs can meet the objectives of the Civilian Headline Goal 2008 concerning rapid deployment. When appropriate, the accelerated decision-making and planning process for EU Rapid Response Operations will be duly taken into account, once approved by the Council.
14. A CRT will be led by a CRT Team Leader appointed by the Council Secretariat. CRT missions carried out before the appointment of a Head of Mission fall under the chain of command of the Council Secretariat. When a Head of Mission has been appointed, CRTs work under the Mission chain of command. When deployed in support of an EUSR, CRTs work under the authority of the EUSR.
15. A CRT is generally multinational with the participation, in principle, of the Council Secretariat. As appropriate, the Commission may be invited to offer its specific expertise

with a view to ensuring a coherent EU response to a crisis. Furthermore, a CRT may also include non-CRT experts, as appropriate, offered by Member States in order to ensure the availability of specific competence in aspects of a given crisis situation.

16. A CRT can be mobilised and deployed within five days of a request by the SG/HR, PSC or Council. The duration of a CRT deployment normally does not exceed three months. However, if needs be, the CRT can be rotated or extended in order to stay beyond this timeframe. At the request of a Head of Mission, individual CRT experts can be seconded to a civilian crisis management operation for a longer period of time on a voluntary basis and with the agreement of the concerned Member States.
17. Country- and mission-specific briefings will be given within the framework of a CRT mission, either before departure or, when time does not allow for this, by the Team Leader upon assembly of the CRT in the mission theatre.

#### **TERMS OF REFERENCE AND METHODOLOGY**

18. Generic terms of reference make the CRT a distinct tool with focused objectives. The generic terms of reference serve as a basis from which mission-specific terms of reference are developed to suit the situation and tasks at hand at the time of deployment.
19. Agreed CRT methodology provides a manual for the work of a CRT, ensuring the effective use of the skills and expertise of the CRT members. The CRT methodology will be collected in a CRT Handbook. The CRT Handbook will be continuously updated based on, mission experience and lessons learned.

## TRAINING

20. Training is an integral part of the CRT concept. Before being included in the pool of experts, all CRT members (including Council Secretariat and, as appropriate, European Commission staff members) have received specific CRT induction training. In order to maintain a high level of commitment and readiness of CRT experts and to keep CRT experts posted on new developments, all CRT experts may be invited to attend CRT refresher training, as appropriate.
21. The Council Secretariat provides the lead in defining CRT training needs. It will work closely with the European Commission, in particular as regards the possible contribution that could be made through the European Community Project on Training for Civilian Aspects of Crisis Management and the Commission's training courses on procurement and financial management. All existing EU training instruments in the field of civilian crisis management (e.g. CEPOL, ESDC) also need to be taken into account. Care should be taken not to duplicate existing efforts in Member States.
22. CRT training focuses exclusively on the special needs of a CRT and the application of the professional skills and experience of the participants in the context of ESDP and a CRT mission. It is interactive and based on case studies. Distance learning techniques and training methodologies are used as appropriate. It draws on the participants' skills and experiences in order to develop further the CRT procedures and methodology. It is also an essential instrument in establishing team dynamics amongst CRT experts that will allow them to function effectively in rapid deployment. Therefore, it is set in a physical environment which is conducive to the development of team spirit and provides possibilities for practical training and simulation exercises.
23. Member States are encouraged to identify other relevant training at national, EU and international level and facilitate the participation of CRT experts in such training. In this respect, it is recalled that valuable training opportunities are provided through the European Community Project on Training as well as through the ESDP training programme.



## **LOGISTICS SUPPORT**

24. Logistics support capacity is an integral component of the CRT system. The objective of such a capacity is to ensure that a CRT can operate effectively in the mission theatre. It can also contribute to the establishment of an initial capacity to support the rapid deployment of an incoming civilian crisis management mission. The equipment of the ESDP mission proper will continue to be provided through the applicable procurement procedures in accordance with the Financial Regulation.
25. Logistics support includes, *inter alia*, the following functions: transport, communications, IT, office facilities, accommodation, catering and medical support.
26. Logistics support is flexible and, depending on the mission, capable of providing any or all of these functions on a scale ranging from one or two persons hand-carrying equipment to a larger deployment in preparation for an incoming civilian crisis management mission. Interoperability at EU level is assured.
27. When on a CRT mission, CRT experts are issued with the basic equipment to support their work, such as laptop computers, mobile communications, etc, in accordance with agreed standards. In addition, Member States Embassies and Commission Delegations will be invited to provide support, as appropriate.
28. The logistics support will need to be taken into consideration in the discussions on procurement and logistics.

## **MEMBER STATE RESPONSIBILITIES<sup>2</sup>**

29. Member States are responsible, at their discretion, for selecting Member State CRT experts and for managing the national roster in accordance with agreed criteria. Each Member State participating in the CRT system ensures that its CRT expert(s) can be made available

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<sup>2</sup> It is understood that Member States work in close coordination with the Council Secretariat in the implementation of its responsibilities.

within the agreed timeframe. Member States are also responsible for making CRT experts available for CRT induction training and regular CRT refresher training.

30. Member States establish a national Point of Contact, in principle the National Focal Point in CIVCOM, to facilitate contacts with the Council Secretariat. They formally communicate all relevant details of the national Point of Contact to DGE IX.
31. Each Member State is responsible for establishing the necessary modalities to ensure the availability of Member State CRT experts in accordance with the set objectives for rapid deployment<sup>3</sup>.

### **COUNCIL SECRETARIAT RESPONSIBILITIES**

32. The Council Secretariat is responsible for developing and updating CRT methodology and for taking the lead in organising CRT induction and refresher training, in agreement with Member States. The Council Secretariat will coordinate with the Commission, in particular as regards the possible contribution that could be made through the European Community Project on Training for Civilian Aspects of Crisis Management and the Commission's training courses on procurement and financial management. All existing EU training instruments in the field of civilian crisis management (e.g. CEPOL, ESDC) also need to be taken into account.
33. The Council Secretariat maintains a list of names of all CRT experts nominated by Member States and informs the national Points of Contact regularly on developments relevant to the CRT; the Commission will be informed on these developments as well.
34. The Council Secretariat (DGE IX) will liaise through the national Point of Contact for all official communication.
35. The Council Secretariat draws up mission-specific terms of reference and appoints the team leader and selects CRT experts made available by Member States for CRT deployments.

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<sup>3</sup> Given the expected level of skills and experience of the CRT experts, it is borne in mind that at any given time, the availability of individual experts may vary as some of them might have

36. The Council Secretariat, together with Member States, systematically evaluates the lessons learned from CRT deployments. Based on these, it may call upon Member States for support in developing procedures and other resources for the CRT.

## **FINANCIAL ARRANGEMENTS**

37. The guiding principle of the CRT financial framework is to ensure rapid deployability of CRTs within existing financial mechanisms.

38. When a CRT is deployed **before** a possible joint action is adopted by the Council, cost lie where they fall. Each Member State covers all costs related to its CRT experts. This includes, *inter alia*, the salaries, travel and other related entitlements. This position may be reviewed after the first lessons learned have been conducted.

39. When a CRT is deployed to establish a rapid initial operational presence in the field **after** a joint action is adopted by the Council, the CRT will be financed in accordance with agreed procedures for financing civilian ESDP operations<sup>4</sup> and provisions of article 28 (3) of the TEU. Modalities will be defined in the joint action.

40. Costs related to ensuring, at the national level, the availability and rapid deployability of CRT experts are borne by the respective Member States.

## **WAY AHEAD**

41. Specific requirements for the establishment of the CRT pool of experts will be included in the CHG 2008 capabilities requirements list. This includes detailed qualifications and selection criteria for CRT experts, a training schedule as well as the logistics support and equipment required for CRTs to achieve their objectives in accordance with the present document and the CHG 2008 capabilities planning process.

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been deployed for services in other missions, including Community projects, as appropriate.

<sup>4</sup> Guidelines for financing civilian crisis management operations under Title V TEU, doc. 12582/03.

42. Upon approval of the CRT concept the Council Secretariat will further develop the framework for CRT implementation. The Commission will be fully associated in this process in order to ensure consistency of the EU external activities as a whole. This will include amongst others:
- a) drafting of generic terms of reference for CRT deployments;
  - b) minimum requirements for national rosters of CRT experts will be proposed;
  - c) CRT mobilisation and deployment procedures (including a model for the status of CRT personnel in deployment);
  - d) a CRT handbook containing a first outline of CRT methodology; and,
  - e) a detailed training concept, curriculum and course schedule.
43. In this context, the Commission and the Council Secretariat are invited to examine, within their respective scope of its competences, the possible synergies between Assessment and Planning Teams and the CRTs.
44. The CRT logistics support capacity should be further studied including, *inter alia*, the basic equipment (mission kit) to be carried by CRT experts when on mission . Existing cooperation amongst Member States, e.g. in the International Humanitarian Partnership, as well as logistics support models of other organisations, notably the United Nations and the OSCE could contribute to this reflection.
45. Before the end of 2006, the financial arrangements will be reviewed.
46. An initial readiness for rapid deployment could be in place before the date of the full implementation of the Civilian Headline Goal 2008 commitment. A CRT capacity, comprising up to 100 experts who have completed CRT induction training could be an initial goal for the end of 2006.
47. The CRT concept and scope may be reviewed at a later stage in the light of lessons learned.
48. The further development of multi-functional civilian crisis management resources in an integrated format will be considered in accordance with the Civilian Headline Goal 2008.

## **REFERENCES**

- A. Civilian Capabilities Commitment Conference - Ministerial Declaration (doc. 14848, 17 November 2004)
  - B. Action Plan for Civilian Aspects of ESDP adopted by the European Council 17 - 18 June 2004 (doc. 10547/04, 15 June 2004)
  - C. Civilian Headline Goal 2008 (15863/04, 7 December 2004)
  - D. Civilian Headline Goal 2008 - revised proposals by the Council Secretariat on the management of the process during 2005 (7891/05, 8 April 2005)
  - E. Civilian Headline Goal 2008 - Report on the workshop on "Modalities for Rapid Deployment and Civilian Response Teams", Stockholm, 14-15 April 2005 (8665/05, 3 May 2005).
  - F. Guidelines on fact-finding missions (doc. 15048/01, 6 December 2001)
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