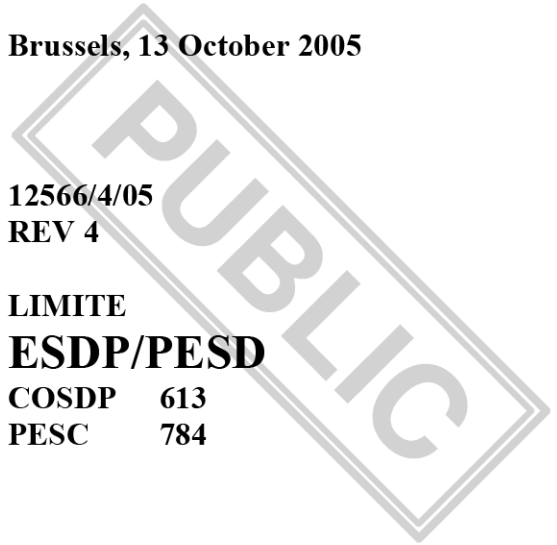COUNCIL OF
THE EUROPEAN UNION

Brussels, 13 October 2005

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REV 4

LIMITE

ESDP/PESD
COSDP 613
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NOTE

from :	Secretariat
to :	Political and Security Committee
Subject :	EU Concept for ESDP support to Security Sector Reform (SSR)

In accordance with the PSC tasking of 19 July, the Council General Secretariat, in close consultation with the Commission, has drafted the attached EU Concept for ESDP Support to SSR. The Commission intends to present in due course a draft Community concept on SSR.

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Reference documents

Reference documents:

A. European Security Strategy: A secure Europe in a better world

B. OECD/Development Assistance Committee: DAC Guidelines and Reference series "Security System Reform and Governance"

C. Initial elements for an EU Security Sector Reform (SSR) concept
(Council doc. 11241/05 dated 15 July 2005)

D. Comprehensive EU concept for missions in the field of Rule of Law in crisis management
(Council doc. 9792/03 dated 26 May 2003)

E. EU Concept for Crisis management missions in the field of Civilian Administration
(Council doc. 15311/03 dated 25 November 2003)

A. INTRODUCTION

1. Support to Security Sector Reform (SSR) in partner countries is one of the core areas for EU action identified in the European Security Strategy (ESS). Security sector reform will contribute to an accountable, effective and efficient security system, operating under civilian control consistent with democratic norms and principles of good governance, transparency and the rule of law, and acting according to international standards and respecting human rights, which can be a force for peace and stability, fostering democracy and promoting local and regional stability.

2. EU support to SSR will be based, inter -alia, on the following principles:;
    - democratic norms and internationally accepted human rights principles and the rule of law, and where applicable international humanitarian law;
    - respect for local ownership; and
    - coherence with other areas of EU external action.

3. EU action should build on national ownership and partnership. EU action will be defined in the political dialogue and in close consultation with the partner government, and adapted to the specific country situation. In the absence of a partner government in a crisis situation or in the immediate aftermath of a conflict, the early stages of EU support should pave the way for long-term country-owned SSR reforms based on a participatory and democratic process. The EU will take a coherent and consistent approach, where complementarity of actions undertaken in the framework of ESDP and by the European Community is vital, both in the area of SSR, and in relation to Community activities in other areas in a given country.

4.   The OECD/Development Assistance Committee[1] has developed guidelines on "Security System Reform and Governance", which were endorsed by Ministers and Agency Heads on 16 April 2004[2]. Although they do not reflect the specificities of the EU, nor those security aspects that fall under ESDP, an EU Concept for ESDP support to SSR should take due account of their key elements.

5.   In order to contribute to sustainable development, SSR has to be locally owned. Thus, national development plans, such as Poverty Reduction Strategies, should be taken into account. Support to SSR may also be part of broader multilateral frameworks.

6.   The purpose of this paper is to provide a concept for ESDP support to Security Sector Reform in partner countries. The EU has a broad range of civilian and military instruments which are able to support SSR activities. A case-by-case analysis will always need to be undertaken to assess whether any proposed activities are most appropriately carried out through CFSP/ESDP or Community action or indeed a combination of both. This concept is deliberately broad in order not to constrain future CFSP/ESDP or Community activities but in any situation, the Council General Secretariat and the Commission will need to work in close co-operation both to ensure a clear, functional division of responsibilities and to ensure maximum coherence and effectiveness of overall EU effort. It is foreseen that the paper on a Community concept on SSR will build on the same premise.

B.   BACKGROUND

7.   SSR plays an important role in serving the EU's strategic objectives as outlined in the ESS, as well as contributing to the prevention of violent conflict. Consequently, the European Security Strategy points out that "*as we increase capabilities in different areas, we should think in terms of a wider spectrum of missions. This might include joint disarmament operations, support for third countries in combating terrorism and security sector reform. The last of these would be part of broader institution building*".

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[1]   The following EU Member States are member of OECD Development Assistance Committee (DAC): Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden, and the United Kingdom. The Commission is also a member of this Committee.

[2]   Commission Representatives have also participated in developing the OECD/DAC guidelines.

8. In addition to a willingness within the EU to do more in this regard, it is considered that a more active EU contribution in this field would be welcomed by the International Community. It is assessed that the EU can expect further requests for assistance from third States and/or from the UN, Regional or Sub Regional Organisations.

9. On 19 July 2005, the PSC discussed "Initial elements for an EU Security Sector Reform (SSR) concept" (Ref. B.) developed by the GSC, in close co-operation with the Commission. Subsequently the PSC invited the Secretariat to develop, in close co-operation with the Commission, a draft EU Concept for ESDP support to Security Sector Reform (SSR). It was noted that the Commission will develop, in close co-operation with the Council Secretariat, an EC concept for SSR covering first pillar activities. At a later stage, consideration should be given to bringing these two strands closer together. This would complete an overall SSR concept.

C.   AIM AND SCOPE

10. The purpose of this paper is to provide a concept for ESDP support to Security Sector Reform in a partner state. This concept should focus on principles, key elements, and modalities; it should be flexible enough to be drawn on and adapted for the needs of each specific action in this field on a case-by-case basis. This paper aims to spell out the contribution of ESDP in supporting SSR. With its dimensions of both civilian and military crisis management, including an emphasis on the prevention of conflict, ESDP can offer an integrated as well as focussed approach to SSR. The EU aims at a coherent approach to SSR in which complementarity between action undertaken in the framework of ESDP and those undertaken by the Commission is vital. Furthermore, this concept is without prejudice to activities undertaken under the first pillar. It intends to complement existing concepts such as the "*Comprehensive EU concept for missions in the field of Rule of Law in crisis management*" (Council doc. 9792/03 dated 26 May 2003) or the "*EU Concept for Crisis management missions in the field of Civilian Administration*" (Council doc. 15311/03 dated 25 November 2003).

11.   ESDP support to SSR in a partner state will apply to an ESDP action which usually will take the form of advice and assistance to the local authorities (executive, legislature and judiciary) in reform issues in the Security Sector, in a manner consistent with democratic norms and sound principles of good governance, human rights, transparency and the rule of law.

12.   It has been noted that Disarmament, Demobilisation and Reintegration (DDR) can constitute a significant pillar of SSR and is regarded as central to conflict resolution and internal stability. In such cases, SSR will call for DDR-type activities. However, SSR goes well beyond DDR and should be considered as the primary concept; DDR should be addressed separately, but consistently with this SSR concept, noting that the Commission is particularly active in the field of Reintegration.

13.   This document aims to provide:
    − A definition of the Security Sector;
    − An overview of the breadth and scope of potential ESDP support to Security Sector Reform (SSR);
    − A proposal for integration of civilian and military SSR initiatives within ESDP, co-ordination with SSR activities in other pillars, and co-operation with other partners;
    − Modalities on how to plan and conduct SSR activities within ESDP.

D.   THE SECURITY SECTOR

14.   Taking as a basis the OECD Guidelines, the security sector can be defined as a system which includes:
    − The core security actors: armed forces; police; gendarmeries; paramilitary forces; presidential guards, intelligence and security services (both military and civilian); coast guards; border guards; customs authorities; reserve or local security units (civil defence forces, national guards, militias).

- <u>Security management and oversight bodies</u>: the Executive; national security advisory bodies; legislature and legislative select committee; ministries of defence, internal affairs, foreign affairs; customary and traditional authorities; financial management bodies (finance ministries, budget offices, financial audit and planning units) and civil society organisations (civilian review boards and public complaints commissions).
- <u>Justice and law enforcement institutions</u>: judiciary; justice ministries; prisons; criminal investigation and prosecution services; human rights commissions and ombudsmen; customary and traditional justice systems.
- <u>Non-statutory security forces, with whom donors rarely engage</u>: liberation armies; guerrilla armies; private bodyguard units; private security companies; political party militias.

15. Following the OECD guidelines there is a need to take a broad approach, engaging all these actors in reform efforts. Rather than focussing on a limited number of key sectors, a holistic, multi-sectoral approach is advocated. This approach includes the need to develop a clear institutional framework for providing security, strengthening of governance and political oversight of the security institutions, effective civilian control, as well as the need to build a capacity throughout the security system both accountable to civil authorities and capable of carrying out the required operational tasks. The relevant aspects of this approach should be reflected in an ESDP concept.

E. SECURITY SECTOR REFORM

16. SSR can be a useful instrument to prevent conflict in fragile states. It is also a core task in countries emerging from conflict, and is a central element of the broader institution-building and reform efforts in countries in a more stable environment. Depending on whether a state faces a post-conflict situation or is reforming its institutions in a more stable environment, a broad spectrum of different SSR requirements might need to be addressed.

17. Security sector reform seeks to increase the ability of a state to meet the range of both internal and external security needs in a manner consistent with democratic norms and sound principles of good governance, human rights, transparency and the rule of law. It concerns not only state stability and regime security of nations but also the safety and well-being of their people. SSR involves addressing issues of how the security system is structured, regulated, managed, resourced and controlled. It is also important to take into account external security in relation to the neighbourhood and regional stability.

18. SSR activities may target an individual agency or institution, as part of a broader SSR framework and part of a broad co-operation between different donors.

19. In many cases, SSR activities are long term issues necessitating support for a considerable period of time. These activities should be submitted to periodical comprehensive evaluations in order to assess regularly the efficiency of the support given. Consideration could also be given to complementarity between actors/donors in relation to timing.

20. SSR activities are locally owned and based on democratic norms and human rights principles[3] and the rule of law.

21. SSR activities are generally undertaken in close co-operation with the work of other International Community actors, including third States, the United Nations and other International Organisations as well as Non-Governmental Organisations (NGOs). The role of the UN's future Peace-Building Commission will be particularly relevant, as are the activities currently undertaken by UN missions mandated by the Security Council.

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[3] Notably as set out in the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights and, for gender and children's issues, UNSCR 1325 on Women, Peace and Security and UNSCR 1539 on Children in Armed Conflict, the Convention on the Rights of the Child, the EU Guidelines on Children and Armed Conflict (doc. 15634/03) as well as the OSCE Code of Conduct on politico-military aspects of security.

F. ESDP SUPPORT TO SSR

22. Durable stability and development need a well organised and controlled security system that is managed in accordance with democratic norms and principles of accountability, transparency and good governance. The EU is able to bring together a wide range of instruments needed both for stability and development. It has the capacity to take a holistic approach in supporting security sector reform in a partner state, by using the economical, political, diplomatic, civilian and military means suitable to provide advice and assistance to the authorities of the state concerned. The EU is uniquely placed to bring together a wide range of civilian and/or military activities needed in the framework of SSR.

23. In the context of crisis management operations, the EU can undertake military operations, civilian operations, as well as integrated actions comprising both civilian and military elements. This integrated approach is to be taken also for ESDP actions in support of SSR, which are a conflict prevention and crisis management tool.

24. Concepts for civilian activities in support of strengthening/reorganising particular agencies or institutions (e.g. strengthening/reorganising civilian administration or rule of law) have already been developed in the ESDP framework and can contribute to the objectives of SSR.

25. ESDP actions in support of SSR contribute to the ultimate goal which is to reach a situation where the security system is organised in a way which ensures an effective Security Sector, the protection of individuals as well as of sustainable state institutions through ensured democratic oversight, transparency and accountability in accordance with internationally recognised values and standards.

26. Although these standards might not be fully applied by the partner state concerned at the time when the EU is considering to bring support, a commitment to fully apply them should be sought by the EU.

G.   PRINCIPLES FOR AN ESDP ACTION IN SUPPORT OF SSR

27.   <u>Local ownership</u>. SSR will be conducted under local ownership. The EU will bring support to this reform. This local ownership is defined as the appropriation by the local authorities of the commonly agreed objectives and principles. This includes the commitment of the local authorities to actions on the ground, including their active support of the implementation of the SSR mission's mandate; implementation and sustainability of Security Sector Reform are their responsibility. The clear affirmation by the EU of its values, principles and objectives as well as consultation with local authorities at all stages should make local ownership possible. ESDP support of SSR will be defined in dialogue with the partner government and adapted to the specific country situation. In the absence of a partner government in crisis situations or in the immediate aftermath of a conflict, early stages of EU support for SSR should pave the way for later long-term country owned SSR reforms based on a participatory and democratic process. In this case, the aim would be to strengthen gradually and steadily this local ownership with the involvement of the civil society.

28.   <u>Measuring progress</u>. Continued support for SSR should be linked to the progress achieved against mutually pre-defined and agreed benchmarks. PSC will be kept informed on this progress by regular reporting and assessments.

29.   <u>Holistic approach</u>. SSR should take a broad, coherent and integrated approach that addresses wider governance and security concerns of the people. This multifaceted approach should be managed in a coherent way, ensuring that all the lines of action, such as good governance, democratic norms and rule of law, respect for human rights and long term institution building, personnel management, training and provision of equipment are mutually reinforcing.

30.   <u>Tailored approach</u>. SSR activities need to be tailored to the specific needs of an individual state and its people as well as to its political environment both nationally and regionally. The state's perspective to become member of an International/Regional/Sub-regional Organisation has also to be taken into account.

31. Co-ordinated approach. Close co-ordination between the Council, Member States and the Commission and co-operation with other IC actors is crucial in order to avoid duplication and ensure coherence of efforts between all actors/donors. In order to ensure complementarity and avoid duplication between ESDP actions in support of SSR and other assistance activities managed by the Commission, co-ordination with the Commission is necessary from the early steps of planning, both in Brussels and at the level of EC Delegations. Co-ordination is also to be ensured with those Member States which might engage, on a bilateral basis, in SSR activities in the same states, as well as the UN, other international organisations, donors and NGOs. Good co-operation between ESDP SSR missions and with these actors should be ensured to the maximum extent possible, also with a view to ensuring synergy with them and to avoiding unnecessary duplication. In this context, lessons learned should be shared with other IC actors.

H. POSSIBLE SCENARIOS FOR ESDP ACTIONS IN SUPPORT OF SSR ACTIVITIES

Recognising that SSR can also be a useful instrument to prevent conflict in fragile states, possible scenarios where ESDP could be involved in SSR activities are set out below:

32. In an immediate post conflict situation where the military of the state concerned is likely to be deeply involved both in politics and in the whole security sector, the early steps of reform of the security sector is likely to require disarmament and demobilisation and subsequently reintegration of ex-combatants, for which community instruments are already available. SSR in this context may also be part of, and contribute to an exit strategy for, a more complex crisis management operation. Security would likely be ensured by an external military or police presence and political authority might be exercised by an external actor for a limited period of time.

33. In a transition and stabilisation phase. Local political authorities would be in place at least on a temporary basis. ESDP actions in support of SSR activities would then be undertaken in a more stable environment and in the spirit of preventing a return to violence. In this case, support for SSR could be a mission of its own tying in with already existing crisis management operations and/or community activities. Local ownership by the political authorities can be expected to a larger degree than in an immediate post-conflict situation.

34. In an environment that is assessed as stable and where no return to significant conflict is to be expected, ESDP actions in support of SSR could assist the on-going development of democratic institutions. Such actions would need to tie in closely with other governance reforms conducted by the state concerned, and would be complementary with Community assistance and those provided by other actors/donors in that respect.

I. RELEVANT AREAS OF ACTIVITIES RELATED TO SSR

35. The EU could give support to SSR in military and civilian areas. It should be noted that, on a case-by-case basis, sharing of civilian activities with the Commission would be necessary to ensure complementarity and avoid duplication. The assignment will be primarily based on the added value which could be brought by each of the two pillars, thereby taking into account the specifics of ESDP action.

36. Whereas Crisis Management missions may have specific mandates that include SSR activity, SSR is a horizontal concept that may cover a broader spectrum than tasks encompassed by Crisis Management missions only.

37. Support in Reforming the Defence Sector, the armed forces, including if needed the relevant non-statutory bodies. The EU could, inter-alia, provide assistance in:
    – defining a defence policy, a clear delineation of tasks between armed forces and police;
    – organising defence structures, including political control (civilian and/or adequate parliamentary control), oversight/budget control, administration, transparency;
    – defining military planning procedures;

– training the armed forces, including Chiefs of Defence, chiefs of armed forces or military, including in the democratic principles of modern armed forces, regarding human rights, international law, international humanitarian law, gender issues, etc;

– reorganisation of the armed forces, which could include demobilisation, aspects related to conscription; aspects relating to ethnic integration of previously segregated armed forces units;

– military governance issues;

– co-locating experts to the national Ministry of Defence to monitor, mentor and advise local authorities in issues related to defence policy and SSR;

– the process of equipping the armed forces, establishing a mechanism for procurement, maintenance, as well as budgetary or financial regulations, etc.

38. Support in Reforming the Police Sector, including the relevant non-statutory bodies. The EU could, inter-alia, provide assistance in the following domains:

– assessment of policing needs;

– defining the objectives of a comprehensive policing policy and strategy, fully integrated with the objectives of the Justice/Rule of Law sector;

– developing a methodology for achieving such objectives, including critical and success factors and their measurement;

– organising the police sector, including oversight/budget control, administration, transparency and accountability, as well as political control;

– educating the police sector in the principles of modern policing and police management, including respect for human rights, international law, gender issues;

– guiding and accompanying the police force in their daily tasks during a transitional period;

– co-locating experts to the national ministry of home affairs to monitor, mentor and advise local authorities in issues related to home affairs policy and SSR;

– launching public awareness campaigns in order to secure the trust and co-operation of the community.

39. <u>Support in Strengthening Justice/Rule of Law elements in Security Sector Reform</u>. EU activities could support SSR by contributing to strengthen or reorganize justice and other rule of law structures. The principles and modalities to be applied are, among other international standards, those contained in the "*Comprehensive EU concept for missions in the field of Rule of Law in crisis management*" (Council doc. 9792/03 dated 26 May 2003) and in the Civilian Headline Goal 2008. Depending on the concept, the EU could, inter-alia, provide assistance in:

   – identifying the needs of the judiciary, prosecution service and penitentiary system and support in developing a comprehensive development strategy;

   – identifying administrative, human and material recourses required for the judiciary, prosecution service and penitentiary system;

   – reviewing the legislative needs and assisting in planning and drafting the legislation;

   – organising vetting procedures and if necessary promote or improve the training system for judicial and other personnel in the fields of rule of law;

   – co-locating experts to the national ministry of justice to monitor, mentor and advise local authorities in issues related to justice policy and SSR;

   – working with international organisations, NGOs, Member States and third states to help to ensure that the rule of law sector have equipment and temporary facilities for their work;

   – the development of emergency rule of law mechanisms and transitional justice institutions such as special tribunals and truth/reconciliation commissions;

   – promoting the right of victims throughout the criminal justice process and improving witness protection from any intimidation and harassment;

   – launching of public awareness campaigns in order to reach the confidence of the public.

40. <u>Support in strengthening the border and customs sector</u>. The EU could provide assistance in assessing needs, defining policies, objectives and rules related to border and customs services. It could also support in organising the border and customs sector, in training the border guards and customs officers, including respect for human rights, international law and gender issues. The EU could inter-alia give assistance in the following domains:

   – establishing and implementing an overall strategy and policies for the management of border control and customs, including political control;

   – co-locating experts to the national ministries/agencies responsible for border control and customs to monitor, mentor and advise local authorities in issues related to border and customs policy, especially in relation with SSR.

41. <u>Support in reforming the financial and budgetary aspects of the Security Sector</u>. The EU could provide advice and support, while promoting the principles of transparency, efficiency, accountability and democratic control by parliament, in the domain of co-locating experts to the national ministry of finance to monitor, mentor and advise local authorities in issues related to finance policy and SSR.

42. <u>General support</u>. In the framework of a holistic approach, the EU could also contribute to give assistance in establishing and ensuring the efficient functioning of government and division of responsibilities on all levels of public administration. Although not fully part of the Security Sector, these aspects could need consideration in the framework of an ESDP action in support of SSR. Support in re-organising the structure/working methodologies/linkage with the Security Services/Intelligence agencies of a state is often essential to the reform process.

43. <u>Support in DDR</u>: The EU, in the context of ESDP, can also bring support to DDR which can constitute a significant pillar of SSR. This specific issue, which needs specific means and expertise, will be addressed separately, but consistently with this SSR concept. Special attention will be paid to the capacities of the Commission, in particular in the field of Reintegration.

J. CORE REQUIREMENTS AND MODALITIES

44. Legal basis. The legal basis for an EU action should be either a UNSCR or an invitation by a host partner state or International/Regional/Sub-Regional Organisation, bearing in mind that proposals for EU action in support of SSR in a partner state can be initiated by EU Member States or the Commission, in the framework of the Treaty.

45. Legal framework. As a general rule, a Joint Action, under article 14 TEU, would be the legal instrument for such action. Privileges and immunities and other relevant provisions for the international personnel of the ESDP Action in support of SSR should be set out in a SOFA/SOMA.

46. General framework. An ESDP action for support to SSR in a partner state would be set up under the political control and strategic direction of the PSC. A general concept describing the EU's approach to the management of a specific EU action in support of SSR in a partner state should be developed[4]. It should address the full range of activities envisaged and is an important tool to ensure coherence and comprehensiveness of possible ESDP actions. This general concept should in particular:

    – set out clear objectives and tasking, including definition of the desired end state and of benchmarks; the objectives for the ESDP Action (Mission Statement) should be defined in such a way that they are possible to fulfil;

    – be specific and coherent with other SSR actions supported by the European Community and other international actors;

    – be goal-oriented and include an evaluation mechanism based on the objectives set;

    – be time-limited and set out a clear exit strategy; these time-limited mandates could be reviewed after comprehensive evaluation; clear criteria for the termination of ESDP support should be established which would be subject to review in the course of the ESDP action;

    – include flexibility in the tasking, to enable the HoM to fulfil the mandate taking into account new needs on the ground, reporting to the PSC as necessary.

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[4] The general concept corresponds to the development of the Crisis Management Concept in the Crisis Management Procedures.

47. <u>EUSR</u>. When an ESDP action in support of SSR occurs in an area where an EUSR is in place, the EUSR should ensure the overall political co-ordination of EU's actions on the ground.

48. <u>Security</u>. An ESDP action in support of SSR can be implemented only where a basic degree of security and order exists in the state concerned. This level of security could also be ensured by an international military or police presence.

49. <u>Resources</u>. Well-trained and well-equipped personnel are needed (e.g. the Action Plan for ESDP support for peace and security in Africa (doc. 10538/3/04) provides for plans for gathering and training teams of military and civilian experts to be made available by Member States on a voluntary basis. This approach could be applied to other regions). Consideration should be given to ensuring that EU personnel have the correct professional and when necessary the region-specific knowledge. ESDC courses and other courses offered through the EU training programme should be taken into account. Appropriate personnel and equipment (operational kits, including inter-alia vehicles, CIS, secure communications) are required in time to provide personal security, to be available for an early and quick deployment and to allow the timely establishment and accomplishment of the mission. To this end, logistics, effective planning capability and financial procurement mechanisms are needed.

50. <u>General Support to ESDP Action</u>. Support given by the partner state is to be ensured by a firm commitment. Support from the local Commission delegation, when existing, should also be considered and taken into account during the planning phase of the mission in order to ensure complementarity. The HoM should be able to count on the support of the local diplomatic missions of Member States, in particular the Presidency and, as appropriate, the EC delegations.

51. <u>Standard Operating Procedures/Guiding principles</u>. Standards Operation Procedures (SOPs) for ESDP Actions in support of SSR and/or guiding principles for HoMs should be developed.

52. <u>Public Information strategy</u>. Support to a Public Information policy of the government for the SSR reform to which the ESDP action contributes should be fully considered.

K. PREPARATION/PLANNING

53. <u>Fact-finding Mission</u>. On the basis of a risk assessment and, when possible in consultation with the partner government, a fact-finding mission would be launched with the aim of collecting all the pertinent facts as preparation for the establishment of a SSR mission. Whenever possible and appropriate the potential HoM should participate in this FFM. Whenever possible, fact-finding missions should be carried out in association with the Commission.

54. <u>General concept</u>. On the basis of these findings, the general concept for an ESDP action will need to be developed. It will set out the general framework in which action will be taken and civilian and military operations integrated. This general concept will be approved by the Council. The concept should allow for the deployment of an advance party, in order to assess needs and prepare the deployment of the complete SSR team.

55. <u>Civilian-military integration</u>. Throughout this whole process, integration of civilian and military aspects should be ensured in a comprehensive way[5]. Initial contacts with the potential Heads of Mission and the potential contributors should be established well in advance, as well as the necessary political dialogue with the partner state authorities concerned. The Civ-Mil Cell's expertise in managing the civ-mil interface should contribute to promoting this integration.

56. <u>Operation Plan for ESDP Action in Support of SSR</u>. The HoM will then be responsible for developing this plan, on the basis of the general concept and, when appropriate, a concept of operations (CONOPS). This plan will be approved by the Council.

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[5]   A comprehensive planning concept is under development.

L. CHAIN OF COMMAND

57. According to the key principles, the mission would be conducted respecting local ownership. Nevertheless, a clear chain of command/reporting chain should be established, in accordance with the specific nature of the mission, to ensure situational awareness, political control and strategic direction exercised by the PSC.

58. The Head of Mission will report to the PSC. As part of SOPs, standard reporting procedures and a format for reporting on ESDP actions in support of SSR should be developed, taking into account the possible presence of an EUSR. A method for assessing the quality of the support offered by the partner state should also be developed.

59. In accordance with the specific nature of the mission, EUMC as well as CIVCOM will be involved to allow them to provide advice within their respective competences.

60. During the preparation, planning and conduct of the EU action by the appropriate Council bodies, the comprehensive integration of civilian and military aspects will, as appropriate, need to be ensured. In this field, the Civ-Mil Cell can provide an important contribution, given its expertise in managing the civ-mil interface.

M. PARTICIPATION OF THIRD STATES

61. Third States participation in any civilian or military action undertaken in support of SSR will have to be determined on a case-by-case basis. The following elements would need to be considered:
   – The possible inclusion of countries of the region and/or States with a specific interest/added value for the mission.
   – The possible inclusion of States contributing bilaterally to SSR in the state concerned.

62. The Joint Action should provide necessary indications on third States invited and modalities of their participation. Personnel from Third States (either seconded or contracted) should be covered by the SOFA/SOMA applicable to the mission. Conditions under which a third State would participate in the ESDP action in support of SSR will be provided for within a particular agreement to be concluded between the EU and the State.

N.   FURTHER STEPS

63. <u>Equipment and procurement</u>. The envisaged DGE IX/CION joint paper on procurement could serve as a basis for equipment for ESDP actions in support of SSR. Arrangements with the Commission should be sought in relation to possible support by local Commission delegations.

64. <u>Standard Operating Procedures/Guiding principles</u>. Standard operating procedures and/or guiding principles for HoMs for ESDP Actions in support of SSR should be developed, including standard reporting procedures.

65. <u>Financial arrangements</u>. ESDP support to SSR will have an impact on resources. Due consideration should be given to matching future commitments and resources. This work should be undertaken as soon as possible by the competent bodies.

66. <u>DDR</u>. Support to DDR in a partner state within the framework of SSR should be addressed separately but consistently with this SSR concept.

67. <u>Overall SSR concept.</u> The Commission is expected to develop, in close co-operation with the Council Secretariat, an EC Concept for SSR covering first pillar activities. At a later stage, due consideration should be given to joining these two strands within the framework of an overarching EU concept for SSR.

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