



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 7 June 2011

**16927/09
EXT 1**

**COPS 723
CIVCOM 891
RELEX 1150
COSDP 1167
PESC 1651
COHOM 274**

PARTIAL DECLASSIFICATION

of document:	16927/09 RESTREINT UE
dated:	1 December 2009
new classification:	none
Subject:	2009 Annual Report on the identification and implementation of lessons and best practices in civilian ESDP missions

Delegations will find attached the partially declassified version of the above-mentioned document.



ANNEX

**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 1 December 2009

**16927/09
EXT 1 (7.06.2011)**

**COPS 723
CIVCOM 891
RELEX 1150
COSDP 1167
PESC 1651
COHOM 274**

NOTE

From : Committee for Civilian Aspects of Crisis Management (CIVCOM) and External Relations Counsellors (RELEX)

To : Political and Security Committee

Subject : 2009 Annual Report on the identification and implementation of lessons and best practices in civilian ESDP missions

With a view to the PSC meeting on 2 December (procedural point), Delegations will find attached the draft 2009 Annual Report on the identification and implementation of lessons and best practices in civilian ESDP missions, as finalised by CivCom in its meeting on 1st December.

PSC is invited to note the document, with a view to it going to Coreper on 2 December and being noted by Council on 7-8 December (GAERC).

2009 Annual Report
on the identification and implementation of lessons and best practices
in civilian ESDP missions

Table of Contents

1. Summary of findings that require follow-up	3
2. Introduction	5
3. Trends in civilian ESDP missions	6
4. Implementation of the Guidelines.....	15
5. Thematic priorities 2009	18
6. Future objectives and priorities for 2010	22
Annex I - Bibliography	26
Annex II - Topical compilation of Lessons for civilian ESDP missions (2002-2009).....	31
Figure 1: <i>A Growing Demand.</i>	7
Figure 2: <i>A Growing Budget.</i>	8
Figure 3: <i>A Growing Deployment Gap?</i>	9
Table 1: Total of contracted and seconded staff deployed to civilian ESDP missions (2005-2009). Data provided by the General Secretariat of the Council of the EU. See explanation under Figure 1.....	8
Table 2: Authorised and deployed Staff (seconded by EU Member States) per mission from 2007- 2009.....	10
Table 3: Yearly overview of Lessons Reports 2003-2009 (some thematic reports are based on lessons from one particular mission and are mentioned in both columns for ease of reference). See also Annex I and II.....	Error! Bookmark not defined. 11

1. SUMMARY OF FINDINGS THAT REQUIRE FOLLOW-UP

The first annual overview of the implementation of the "Guidelines on the Identification and Implementation of Lessons and Best Practice" adopted in 2008 and an analysis of lessons identified across civilian ESDP missions and their follow-up from 2003-2009, points to the following two key political considerations and two priority areas that require further follow-up:

Political considerations

First, **civilian** European / Common Security and Defence Policy (ESDP/CSDP) **missions** have become a **key instrument** of the Common Foreign and Security Policy (CFSP) of the EU. Over 4000 civilian experts (seconded and contracted) are currently deployed in nine civilian missions and ca. 3600 have been deployed in a total of sixteen civilian missions across three continents with a variety of mandates over the past six years. Yet, ESDP Missions are **no substitute for policy**. Missions have to be clearly integrated into overall EU policy towards a host-country and region in conflict or post-conflict. Moreover, the **conditions** in the host-country have to be ripe for deploying a CSDP mission. CSDP is also a **two-way street**: clear **measures of progress** have to be planned and commitments have to be sought at a strategic level with the host-country prior to deployment of a mission to ensure support and follow-up towards meeting missions' objectives.

Second, for civilian CSDP to remain an effective and credible tool, a **political shift in focus** is needed from successful *deployment* towards continued successful *employment* of missions in the longer term. The EU and its Member States need to **fill the growing deployment gap** between authorised and actual levels of seconded staff working in missions, either by stepping-up efforts to recruit, train and equip sufficient numbers of qualified staff to missions, or by adjusting their level of ambition. Putting in place national strategies, closer co-operation with Justice and Home Affairs, close co-operation with Third States, enhancing recruitment procedures, exploring further possibilities to contract experts and improving pre-deployment training are key to making a quantitative and qualitative leap forward. Institutional reforms following the entry into force of the Lisbon Treaty and the establishment of the Crisis Management and Planning Directorate (CMPD) also offer an opportunity to further strengthen strategic and operational planning as well as command, control and conduct of future and ongoing missions.

Priority areas in need of follow-up

First, many lessons have been identified since first deployments in 2003 and progress has been made towards implementing many of them. But work remains to be done. The revision of the Financial Regulation foreseen in 2010 offers an opportunity to improve the **financial arrangements** for civilian CSDP. Measures to further **improve mission support** across missions, such as for example the recognised need to establish a warehouse solution, should be carried out.

Second, **missions vary** across type of mandate, type of security environment, size and level of ambition. Whereas some lessons and best practice apply across missions, others are mission specific. Although the wheel has perhaps been re-invented too often when setting up missions, sometimes challenges are unique and solutions do not fit all. **Concepts** should be further developed or revised to facilitate missions in carrying out their tasks. In complement to the Guiding Lines, **further tools** to implement lessons need to be developed and put in place to **improve access and facilitate learning in and across missions, national administrations and EU institutions**.

Recommendations

It is recommended that, on the basis of this report, work on lessons needs to be taken forward **in 2010** in particular on the following: (1) **strategic planning**: develop measures of progress towards host-States and ensure that missions remain embedded in overall EU policy towards those States; (2) in the field of **mission support**: improve recruitment procedures and financial arrangements for example through the revision of the Financial Regulation, to make it better suitable to crisis management and implement the priorities set out in the Guiding Lines document; (3) develop/revise **concepts** on rule of law and civilian-military co-operation; (4) carry out **horizontal lessons** reports on EU-UN co-operation, mainstreaming of human rights and gender across missions and possibly on the role of CSDP missions in supporting the fight against organised crime; (5) all missions should include a lessons identified section in their six-monthly reports; (6) a software tool should be developed to help store, manage and implement lessons in a coherent and comprehensive way and responsibility for the implementation of specific lessons should be clearly attributed.

Lessons identified today should be applied when **planning** new missions and in the **conduct** of ongoing missions and further **tools** should be developed to that end. In parallel, **steps to fill the deployment gap** should be taken forward.

2. INTRODUCTION

On 10 November 2008 the Council adopted **Guidelines** for the identification and implementation of lessons and best practices in civilian ESDP missions (doc. 15987/08). These guidelines foresee that an **annual report** should (1) compile and summarise the main lessons identified and achievements across all missions; (2) detect and analyse trends across missions; (3) propose action to implement the lessons; (4) assess whether previous identified lessons have been learned and, if not, what remedial actions could be taken and in what order of priority; (5) define objectives for the next year.

This first annual report will **analyse progress** made since the adoption of the guidelines. The analysis is based on various 2009 reports that now contain lessons, namely six-monthly reports, internal support reviews¹ (ISR), reports on lessons from the planning phase as well as on newly developed tools to implement such lessons, particularly in the document "Civilian Capability Planning and Development - Guiding Lines for the second semester of 2009" (hereinafter Guiding Lines, doc. 11697/09). Other reports are recalled, for instance the yearly Council conclusions on ESDP (doc. 10087/09, 15648/09) which contain an overview of progress for all missions as well as thematic policies and the 2009 Declaration on ESDP (doc. 15649/09) which points to challenges and opportunities for the future.

Lessons learned are an essential tool for improvement of Civilian ESDP. The process of learning lessons should continue to be developed as part of the improvement plan of the Civilian Headline Goal, within the Guidelines, so that lessons are learned and implemented. Lessons identified also have a role to play in informing policy development.

Since this is the first annual report, a brief summary and analysis of trends and progress made towards implementing lessons identified in earlier reports is provided in the next section. The report concludes with an outline of future objectives starting in 2010.

¹ The Internal Support Review is an internal management tool developed to assist the Civilian Operations Commander in his ability to conduct and continuously improve the quality of delivery within Missions and in the capability of the CPCC to provide support and guidance to the Missions in meeting their mandate. The review includes visits to the Mission and interviews with Mission staff and international and host nation interlocutors. Outcomes and recommendations are managed through CPCC and Mission management processes.

3. TRENDS IN CIVILIAN ESDP MISSIONS

Since the inception of ESDP 10 years ago, the EU has continuously sought to learn and further develop.¹ Since the first civilian deployment in 2003, civilian ESDP missions have varied in scope (police, monitoring, justice, SSR), nature (non-executive and executive), geographic location (Europe, Asia, Middle East, Africa) and authorised size (from 16 in Guinea-Bissau to 1641 in Kosovo). More than 4000 civilian experts (seconded and contracted) are currently deployed in 9 missions and ca. 3600 have been deployed across 16 missions on three continents (see graph 1 below).² Some missions have included military expertise (e.g. EU SSR Guinea-Bissau, EUSEC RDC) or civ-mil co-ordination on the ground (e.g. Bosnia and Herzegovina). In particular, while at the beginning civilian missions concentrated on Law Enforcement they have expanded into the Rule of Law and into the wider Security Sector. Figure 1 and Table 2 below show that, over time, we see a growing demand in the deployment of ESDP mission staff, more than doubling in 2009 compared to 2005.

Despite numerous remaining challenges, all in all, the EU has made unprecedented **progress** in setting up and conducting over a dozen civilian ESDP mission since the adoption of the European Security Strategy and the first deployments only six years ago in 2003. A considerable reservoir of data, knowledge and expertise has been built up over time in this domain. **NOT DECLASSIFIED**

¹ see <http://www.esdp10years.eu> and speeches delivered at the “EU@10” Seminar that took place on 28 July 2009 in Brussels. See ESDP Newsletter of 20 October 2009.

² EUSEC RDC is not counted among the currently deployed nine missions since it does not fall under the Civilian Operations Commander. The 16 missions referred to are: EU Police Mission in Bosnia-Herzegovina (2003-2009), EUJUST Themis in Georgia (2003-2005), EUJUST LEX in Iraq (2005-2009), EUPOL Kinshasa (2005-2007), EU Support to AMIS Darfur (2005-2007), Aceh Monitoring Mission (2005-2006), EU Police Advisory Team in fYROM (2005-2006), EU Police Mission in the Palestinian Territories EUPOL COPPS (2005-2009), EU Border Assistance Mission at Rafah Crossing Point in the Palestinian Territories EUBAM Rafah (2005-2009), EU Police Mission in Afghanistan (2007-2009), EU Police Mission in RD Congo (2007-2009), EUSEC RDC (2005-2009), EU Rule of Law Mission in Kosovo (EULEX Kosovo), EU Mission in Support of Security Sector Reform in Guinea-Bissau (2008-2009), EU Monitoring Mission in Georgia EUMM (2008-2009).

However, there is still room for enhanced co-ordination at strategic and operational levels. **NOT DECLASSIFIED** Hence, taking stock on an annual basis would hopefully serve as a **reminder** - not only of progress achieved over time - but also of **what remains to be done**.

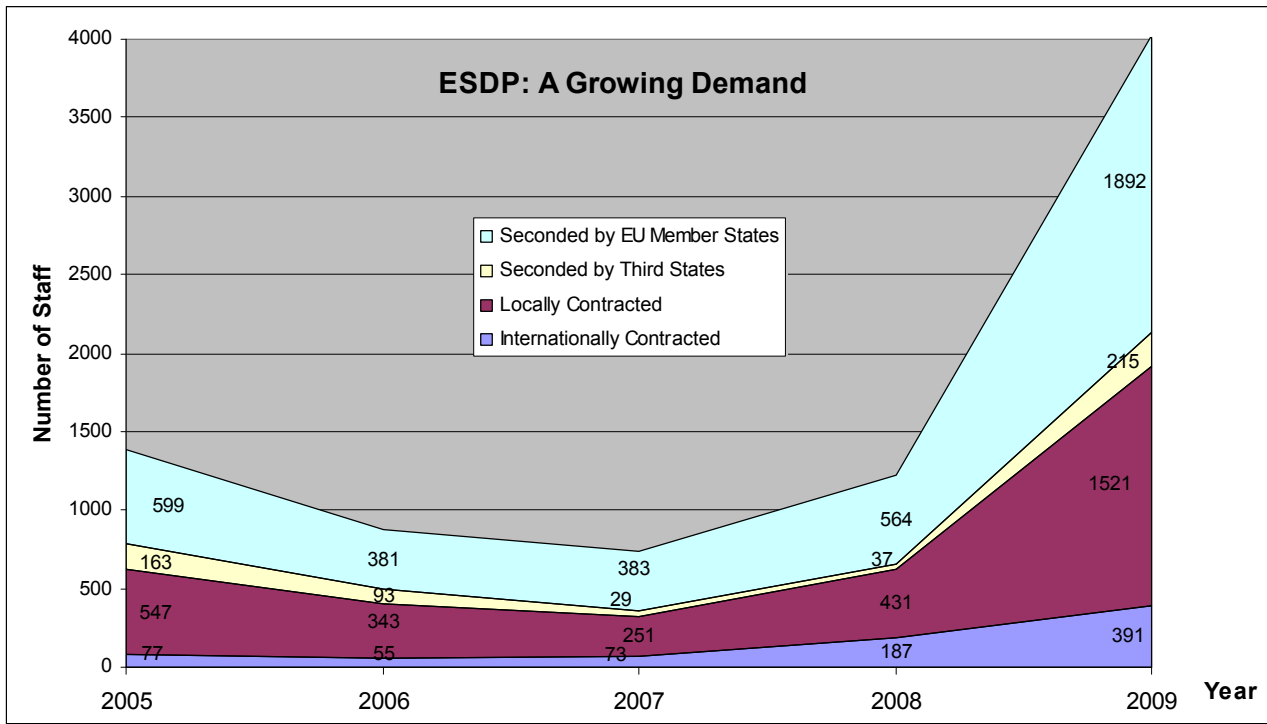


Figure 1 ESDP: A Growing Demand

Total number of staff deployed to civilian ESDP Missions (2005-2009): seconded by EU Member States, seconded by Third States, internationally contracted, nationally contracted. This figure includes deployment levels of the following missions: EUPM, PROXIMA II, EUJUST THEMIS, EUPOL Kinshasa, EUPOL RD Congo, EUJUST LEX Iraq, EUPOL COPPS OPT, AMIS II Sudan, AMM Indonesia, EU Support Action to AU Sudan, EUBAM RAFAH OPT, EUPT Kosovo, EUPOL Afghanistan, EU SSR Guinea-Bissau, EULEX Kosovo and EUMM Georgia. Deployment levels are taken for one point in time per year (30.10.2005, 31.08.2006, 31.08.2006, 31.08.2008, 31.10.2009) but actually fluctuate over time due to rotation. The downward trend in 2006 is caused by two missions that were closed down (Proxima in FYROM and the Aceh Monitoring Mission in Indonesia). The upward trend in 2008 is caused by deployment of three new missions, namely EUMM Georgia, EUSSR Guinea-Bissau and especially EULEX Kosovo. Third States' contributions have fluctuated: high levels in 2005 reflect the large contribution by ASEAN countries to AMM as well as Third State contributions to EUPM. High levels in 2009 reflect large contributions to EULEX Kosovo. Both internationally and locally contracted staff have tripled over time. Comparing across missions, by far most locally as well as internationally contracted staff was recruited by EUPM and EULEX Kosovo in 2008 and 2009, followed EUPOL Afghanistan. Data provided by the General Secretariat of the Council of the EU.

	2005	2006	2007	2008	2009
Total contracted	624	398	324	618	1912
Total seconded	762	474	412	601	2107
Total staff deployed	1386	872	736	1219	4019

Table 1: Total of contracted and seconded staff deployed to civilian ESDP missions (2005-2009). Data provided by the General Secretariat of the Council of the EU. See explanation under Figure 1.

- ESDP operations are financed from the Community budget. The **CFSP budget has increased significantly** in the past few years, from €60 million in 2005 to €243 million in 2009 (in 2000 the CFSP budget amounted to €47 million). As shown in figure 3 below, the budget is due to reach over €400 million in 2013, making CFSP the most rapidly-growing chapter under Title IV of EC budget in the present financial framework 2007-2013. **Budgetary resources never acted as a break on ESDP ambitions** so far.

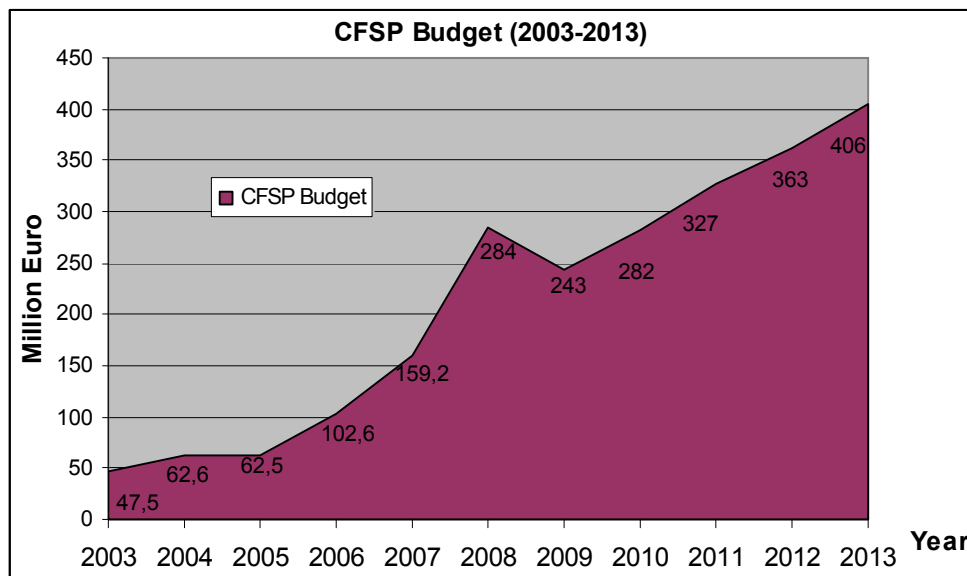


Figure 2: A Growing Budget
CFSP Budget (2003-2004) in Million Euro.

Arguably the biggest **challenge for the immediate future** is the need to collectively **fill the current “deployment gap”**. **NOT DECLASSIFIED** Indeed, the so-called “deployment gap” demonstrates the need to ensure that the political focus when starting new missions is maintained to support the successful conduct of existing missions. This may impact on the EU's credibility as a major global actor.

This message clearly emerges from the six-monthly reports of the missions and from an analysis of the data (see figure 3 below). In all but one case deployment levels were better in 2008 compared to 2007. In 2009 compared to 2008, five out of nine missions showed lower deployment levels and four out of nine showed higher levels. Worryingly, for five out of nine missions, the gap has grown in 2009 compared to 2008 and only three missions reached full operational capability with 80% deployment in 2009 as authorised, compared to five missions in 2008 and two in 2007. The fact that the EU deploys to an increasing number of countries and challenging security situations compounds this difficulty. It also results in a certain competition for qualified staff across missions and sometimes across international and regional organisations.

Exploring possibilities for contracting more experts and steps towards adopting national strategies in the context of the civilian capability process could help address this challenge (doc. 12018/09).

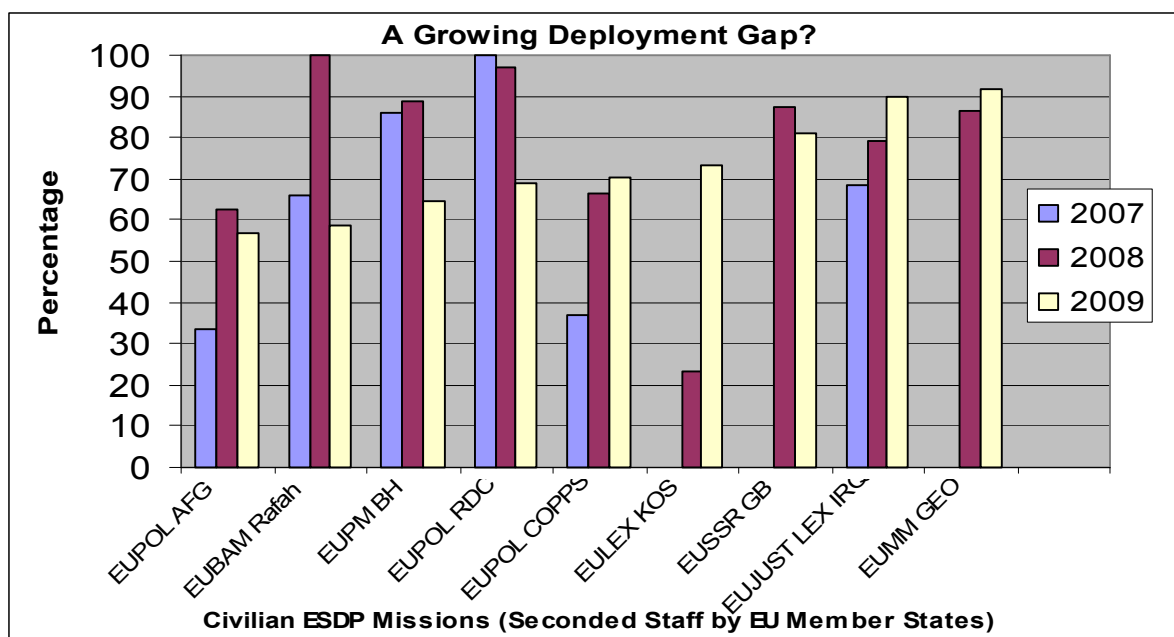


Figure 3: A Growing Deployment Gap?

The "Deployment Gap" is calculated by taking the percentage of actual deployment (staff seconded by EU Member States) compared to authorised deployment (as indicated in the OPLAN, or in the case of EUBAM Rafah the budgeted number for 2007 and 2008) as indicated in Table 2.

Deployment levels fluctuate due to rotation and figure 2 and table 2 only provide one moment in time per year for each mission. Data provided by the General Secretariat of the Council of the EU. The missions are sorted from left to right compared to descending deployment gap in 2009.

	31.08.2007	2007	31.10.2008	2008	31.10.2009	2009
Mission	Deployed	OPLAN	Deployed	OPLAN	Deployed	OPLAN
EULEX KOSOVO			432	1858	1206	1641
EUPOL AFGHANISTAN	65	194	121	194	187	328
EUMM GEORGIA			293	340	279	304
EUPM BOSNIA-HERZGV	146	170	151	170	110	170
EUBAM Rafah (OPT)	48	73	13	13	17	29
EUPOL COPPS (OPT)	10	27	30	45	31	44
EUPOL RD CONGO	27	25	31	32	22	32
EUJUST LEX IRAQ	13	19	15	19	27	30
EUSSR GUINEA-BISSAU			14	16	13	16

Table 2: *Authorised and deployed Staff (seconded by EU Member States) per mission from 2007-2009.*

Data on authorised (OPLAN) and actually deployed staff (seconded by EU Member States) per mission for 2007-2009. EULEX Kosovo only started to gradually deploy towards its previously authorised size in February 2008. EUBAM Rafah was reduced due to the Hamas take-over of the Gaza strip on 13 June 2007 (to 13 in 2008 and 29 in 2009), data for 2008 and 2007 thus represent budgeted numbers. OPT = Occupied Palestinian Territories. EUPOL COPPS was authorised to deploy more staff in 2007. The authorised size of EUPOL Afghanistan was doubled in 2008 compared to 2007 and staff levels showed a continuous increase over 2009. Data provided by the General Secretariat of the Council of the EU.

Since the first deployments in 2003, **mission-specific as well as thematic reports** on lessons and best practice have been carried out internally and have been classified - not least because they typically reflect on EU relations with the host countries of ESDP missions, often during ongoing conflict or in post-conflict situations. Others, such as the European Parliament and NGOs have also taken an interest in lessons of ESDP and have compiled analyses and recommendations.

NOT DECLASSIFIED

Recent lessons reports (EUMM Georgia, EUSSR Guinea-Bissau, EULEX Kosovo) have **focused mainly on the strategic and operational planning**. However, since the establishment of the Civilian Operations Commander, a greater focus is being given to the actual conduct during missions, which represents one expression of the quality control responsibility under the Civilian Command and Control guidelines (doc. 9919/07 of 23 May 2007).

For those civilian missions that were completed (EUJUST Themis Georgia, Proxima FYROM, EUPAT FYROM, Aceh Monitoring Mission, EUPOL Kinshasa, AMIS Sudan supporting action) lessons were identified at the time.

Various **tools** have been developed to close the “lessons cycle” and to check the implementation of such lessons, such as the joint Council Secretariat-Commission Traffic Lights document that was first compiled in 2007 and was subsequently regularly updated. Later on, a wider civilian capability development framework was established through the Guiding Lines of 2009 and best practice officers were appointed across missions. Lessons with a direct bearing on setting up or conducting missions have over time been reflected in the civilian capability process and have resulted in re-organisations within and reinforcement of the relevant services of the Council Secretariat and the Commission to better cope with the growing demands and challenges of civilian crisis management. A number of new **concepts** are in the process of being elaborated and - as indicated in the final section on future objectives - new concepts and policy on certain issues require to be developed in the future.

What impact have these reports had on the development of civilian ESDP? Or, in other words, **what has the EU learned over time**? What challenges remain to be addressed? One can identify a number of trends across these reports relating to the strategic and operational planning phases as well as to the conduct of missions. Some lessons have been implemented over time, others are in the process of being implemented and some remain to be addressed.

First, lessons relating to the **strategic planning phase** that have progressively been learned but continue to require attention include:

- **Planning phase** **NOT DECLASSIFIED**
- **Press and Public Information** **NOT DECLASSIFIED**
- **Horizontal issues** **NOT DECLASSIFIED**

- **Third parties** **NOT DECLASSIFIED**

Second, lessons from the **operational planning and conduct phase** that have gradually been implemented but require further development and attention include:

- **Chain of Command** **NOT DECLASSIFIED**
- **Co-operation between EU actors** **NOT DECLASSIFIED**
- **Training** **NOT DECLASSIFIED**
- **Rapid deployment** **NOT DECLASSIFIED**
- **Operational planning phase** **NOT DECLASSIFIED**
- **Conduct** **NOT DECLASSIFIED**

- Finance and procurement **NOT DECLASSIFIED**
- Third parties **NOT DECLASSIFIED**
- Training and recruitment **NOT DECLASSIFIED**
- Press and Public Information **NOT DECLASSIFIED**
- Logistics and communication **NOT DECLASSIFIED**
- Security **NOT DECLASSIFIED**

Thirdly, lessons that remain to be effectively addressed include:

- **Strategic level** **NOT DECLASSIFIED**
- **Member States** **NOT DECLASSIFIED**
- **Mission support** **NOT DECLASSIFIED**
- **Conduct** **NOT DECLASSIFIED**

4. IMPLEMENTATION OF THE GUIDELINES

This section discusses the steps - either taken, in progress or planned - in follow-up to the Guidelines on the identification and implementation of lessons and best practices adopted by the Council in 2008. The Guidelines foresee a process of (1) identification of lessons; (2) analysis of lessons; (3) implementation of lessons and (4) dissemination. They also foresee steps with regard to (5) organisation and resources. A first analysis was provided one month after their adoption (doc. 14792/08) and a presentation was given to Member States (CivCom) in July 2009. The fact that, in 2009, for the first time since 2003 no new mission was launched, allowed relevant actors to focus on improving existing missions and thus on the implementation of some of the previously identified lessons.

1. Identification of lessons: in 2009 three special reports were noted by PSC, namely first on the planning phase of EUMM Georgia with a special focus on rapid deployment (doc. 8141/09), secondly on the planning phase of EU SSR Guinea-Bissau with a special focus on Security Sector Reform (doc. 10164/09) and thirdly on the planning phase of EULEX Kosovo with a special focus on interaction between the rule of law components as well as on training and EU-UN co-operation (doc. 16560/09). Increasingly, missions' six-monthly reports of 2009 have included sections with an analysis of lessons and best practice identified (EUPOL Afghanistan, EULEX Kosovo). Sometimes lessons were included in the observations by the Head of Mission or the Civilian Operations Commander. **NOT DECLASSIFIED**

2. Analysis of lessons **NOT DECLASSIFIED** Recommendations of the Internal Support Reviews are discussed and worked through with Heads of Missions. Emerging themes are shared with Member States through the appropriate Council Bodies and many of the horizontal recommendations are progressed through other strands of activity which are shared with Member States i.e. the Guiding lines, Calls for Contribution and Force Generation.

3. Implementation of lessons: responsible action officers were appointed within the Secretariat (CPCC, DG EIX) for implementing each lesson identified where it is in its competence to take action. In some cases, lessons identified implied the revision or elaboration of EU concepts (CRT, logistics, human resources, EU Supporting Actions, EU Comprehensive Concept on ESDP Police Strengthening Missions, doc. 15031/09, EU Concept on Mediation and Dialogue Capacities, doc. 15014/09) and instruments (preparatory measures, dedicated software, standardized job descriptions for mission posts, mission analytical capability). The civilian capability process has picked up on lessons relating to force generation, training, recruitment and the development of national strategies (doc. 5602/09, 12018/09). The Guiding Lines process established a dynamic civilian capability development framework, which allows for a co-ordinated and focused civilian capability development effort to take place while ensuring adequate strategic oversight and guidance.

Work on benchmarking for the missions is ongoing, based in part on internal business plans and regular reviews for each mission. Content of training continues to be updated and reviewed by the Secretariat, ESDC, CEPOL, ESDP missions and national training institutes.

Manuals on a series of Mission Support issues are being drafted in the course of 2009 (CRT, human resources). Work will continue between EU and UN in order to learn how the UN developed its lessons identified and best practice system.

4. Dissemination: once completed, revised concepts and manuals as well as reports are disseminated as appropriate and in line with their classification by Secretariat, Commission, Member States, Heads of Mission and best practice officers in Missions. Relevant materials have not yet been made publicly available on the Council's website, apart from a full overview of the conceptual 'acquis' relating to civilian crisis management under ESDP, which is published on the publicly accessible section of the Goalkeeper website.¹ Work is on-going to create an ESDP civilian mission web-portal, which will establish a single access point to ESDP related information. The portal will have two environments: a secure environment and a public environment. Classified lessons identified and learned during 2009 have been shared orally with UN officials during the bi-annual EU-UN Steering Committee meetings as well as during field visits in preparation of compiling the reports. The 2009 reports have not been shared with Third States. Communities of experts have been set up in some fields of expertise (press officers, gender advisors, logistics officers, procurement officers, organized crime and expert seminars have been organised to that end. However, these experts are to date not yet linked through a restricted website or software tool.

5. Organisation and Resources: the Secretariat set up an internal task force to prepare the specific lessons reports and to manage their follow-up. A methodology has been developed and refined over the course of 2009 with a view to making the lessons easily comparable across missions. The Commission has been closely associated with this process. Best practice officers were appointed for all missions. These officers have not yet been brought together but the objective remains for them to form a network between headquarters and the field. Heads of Mission have been made aware of their responsibility to ensure that suitable systems are in place to identify, communicate and disseminate lessons and best practice and to ensure that relevant lessons are reflected in training and reporting.

¹ <https://esdp.consilium.europa.eu>

A questionnaire was developed by the Secretariat and distributed to all actors involved in preparation of the lessons reports on EUMM Georgia, EU SSR Guinea-Bissau and EULEX Kosovo. Software tools to help store and manage observations and lessons have not yet been developed or put in place. This is inter alia due to the need to set priorities and to free-up resources as indicated in the Guidelines.

In conclusion, the rather comprehensive, labour intensive and ambitious process established in the Guidelines on Lessons Identified and Best Practices is on track. Progress has been made towards implementing most of the steps foreseen over the first year; even if there have been some delays, notably regarding the development of software tools.

5. THEMATIC PRIORITIES 2009

In consultation with the Presidency and as indicated in the subsequent note (doc. 14792/08) the Secretariat focused the first reports under the new Guidelines on the strategic and operational planning phase of EUMM Georgia, EU SSR Guinea-Bissau and EULEX Kosovo. First, EUMM serves as a model for future planning of rapid deployment and monitoring mandates, secondly, EU SSR as a model for planning small missions without urgency requirements and missions with SSR mandates and, thirdly, EULEX for very big missions and for future missions with Rule of Law mandates and/or an executive mandate.

Below, some of the main recommendations advanced by those restricted reports are highlighted. Fourthly, from the six-monthly reports, one important area of concern relates to training. Finally, the area of mission support shows both progress and challenges, for example more rapid and flexible financial arrangements suited for civilian crisis management. Specific progress for each of the current missions is recorded in the Council Conclusions (doc. 15648/09, 10087/09) and Declaration on ESDP (doc. 15649/09).

NOT DECLASSIFIED

NOT DECLASSIFIED

NOT DECLASSIFIED

4. Training: Most if not all lessons identified reports of the past indicate the paramount importance of improving pre-deployment and in-mission training for staff serving in ESDP missions. Over time, progress has been made on the analysis of training needs (see also doc. 15567/1/09) as well as delivery of civilian crisis management training, including through national training institutes, supported also by Community funding. An overview of courses is now being offered by national training institutions which are open to participants from all Member States.

NOT DECLASSIFIED

NOT DECLASSIFIED

5. Mission Support: the Guiding Lines sets out the follow-up undertaken or envisaged to lessons identified mainly relating to crucial supporting tasks, equipment and resources for all missions. It also takes into account the work undertaken and ongoing in the framework of the Traffic Lights paper which is to be integrated into the Guiding Lines. The Guiding lines represent an improved tool to ensure implementation of lessons identified. Future lessons learned actions can be dynamically incorporated into the Guiding Lines process. The current Guiding Lines document concentrates on the following areas:

- (1) **NOT DECLASSIFIED** capability planning and development **NOT DECLASSIFIED**

(2) **NOT DECLASSIFIED** horizontal issues **NOT DECLASSIFIED**

6. FUTURE OBJECTIVES AND PRIORITIES FOR 2010

From the above analysis it appears that, thus far, lessons have been identified in particular regarding **types of missions** (with a focus on rapid deployment, particularly small as well as big missions), **types of mandates** (with a focus on police, SSR, rule of law, monitoring) and **mission support issues** of relevance across missions regardless of type, size or mandate. In 2010 the implementation of many of these lessons still requires careful monitoring and follow-up.

The guiding lines paper presents an appropriate tool to do so, even if it does not yet cover all lessons identified (see Annex II) and further tools may be needed. It is suggested that next year's report particularly reports back on progress made towards the lessons identified in 2009 relating to the thematic priorities of strategic planning, rapid deployment, SSR, co-operation between components, training, EU-UN cooperation and mission support.

Given the importance of the civilian capability process for the implementation of lessons and the development of what will now be called civilian Common Security and Defence Policy (CSDP); next year's report should maintain a clear link to developments in that area, in particular as regards national strategies. One of the main challenges for 2010 will be to fill the deployment gap by enhancing, inter alia, the civilian force generation process.

On the basis of the 2009 reports (lessons, six-monthly reports, internal support reviews) it is further suggested that there are a number of lessons in need of urgent attention and follow-up that may require special focus reports or development of concepts, starting in 2010. Bearing in mind institutional changes implied by the establishment of the Crisis Management and Planning Directorate (CMPD) and the entry into force of the Lisbon Treaty, these include the following:

1. **Strategic planning:** instruments, such as measures of progress and memoranda of understanding, to properly assess the political willingness and capacity of potential host States to CSDP missions need to be further developed to ensure that conditions are ripe for deployment and that there will be sustained local support and follow-up upon deployment of a CSDP mission. Missions are no substitute for policy. Embedding civilian missions in overall EU policy has to be part of strategic planning.
2. **Mission support:** the revised Financial Regulation to be proposed in 2010 offers an opportunity to make the financial arrangements for civilian CSDP better suitable for missions in crisis situations. The framework of the preparatory measures budget line could be further improved. Exploratory work on the establishment of a permanent warehousing solution needs to be concluded. Solid mission support is key to the success of a mission. With respect to financial management and procurement, recruitment and training of staff remain among the key issues. With a view to improving the force generation process, the Guiding Lines foresee that the current system of Calls for Contributions will be reviewed by mid-2010.
3. **Concepts:** the Comprehensive Concept for ESDP Police Strengthening Missions (Interface with Broader Rule of Law, doc. 15031/09), the Framework Financing Decision for Preparatory Measures, the CRT Concept (doc.14610/1/09) and the EU Guiding Framework for SSR Assessments (doc. 14196/09) were revised in 2009. Concepts on Rule of Law (doc. 9792/03) and weapons policy (doc. 12415/5/02) remain to be revised. Whilst work is ongoing to produce planning guidance for the implementation of missions, work still needs to be completed with regards to the strategic planning phase, media and CSDP and intelligence-led policing. Pol-Civ, Civ-Civ and Civ-Mil co-ordination and integrated planning deserve further attention.
4. **Horizontal Lessons Reports:** in the future, lessons could be compiled across missions on the following possible topics: EU cooperation with UN and where relevant other organisations, relationship between policy actors including EUSRs and civilian ESDP missions, human rights and gender, the coherent and complementary use of EU crisis management instruments and co-operation with civil society. It could also be considered to focus a horizontal report on the role of CSDP missions in supporting the fight against organised crime, looking at experiences in EUPM, EULEX Kosovo and possibly others.

5. **Missions** that have not been subject to lessons reports on the planning phase are: EUPOL Afghanistan, EUPOL COPPS and EUBAM Rafah. Given institutional reorganisations and revisions since the inception of these missions, topics of particular relevance for future planning and conduct would need to be identified, should it be decided to analyse these missions in more detail. Efforts towards further professionalisation of mission conduct including through Internal Support Reviews and "business plans" will continue. Assessment of the implementation of the Mission Analytical Capability will be one element in next year's report. Another source for the future identification of lessons are the planned cross fertilisation workshops between Missions, such as the suggested workshop between EUPOL Afghanistan and EUPOL COPPS. This workshop model between Missions on specific topics is certainly a pragmatic way ahead that allows immediate enforcement of lessons learned on the ground. Finally, all six-monthly reports should include a section on lessons and best practice identified. All planning documents should be progressively amended to reflect the Guidelines on Lessons.
6. **Organisation and resources:** software tools, including a restricted website, should be developed in 2010 to help store, manage and implement observations and lessons. Clear responsibilities for the implementation of specific lessons should be attributed.

NOT DECLASSIFIED

Lessons identified today should be applied when **planning** new missions and in the **conduct** of ongoing missions and further tools should be developed to that end. In parallel, **steps to fill the deployment gap** should be taken forward.

In 2010, the EU institutions will be in the process of taking on a different shape following the implementation of the Lisbon Treaty. Regardless of these changes, civilian CSDPCSDP missions will continue to be a crucial tool of the EU Common Foreign and Security Policy. It is the objective to ensure that the implementation of lessons and best practices identified is part of a continuous and cyclical process of learning. The establishment of the Crisis Management and Planning Directorate and reforms resulting from the Lisbon Treaty should facilitate that process and help find solutions to today's CFSP challenges.

ANNEX I - BIBLIOGRAPHY

PART I - Guidelines and implementation

1. Guidelines for identification and implementation of lessons and best practices in civilian ESDP missions, doc. ST 15897/08;
2. Note d'analyse du Secrétariat du Conseil concernant la mise en oeuvre des Lignes directrices sur les retours d'enseignement et les meilleurs pratiques, doc. ST 14792/08;
3. Civilian Capability Planning and Development: - Guiding Lines for the second semester of 2009, doc. ST 11697/09;
4. "Traffic Lights Paper", steps to improve the effectiveness of civilian ESDP missions, 26 March 2009;
5. Draft Action Plan on EUPM Lessons Learned from the first year of operations, doc. ST 10263/04;
6. Draft CIVCOM Report on the progress of the Action Plan on EUPM Lessons Learned, doc. ST 15809/2/04;

PART II - Horizontal

7. Final Report on the Civilian Headline Goal 2008, doc. ST 14807/07;
8. The first lessons report from the HLG 2010 process, doc. ST 11206/09;
9. EU Capability Development Process - Report on Lessons Identified (HLG 2010), doc. ST 16512/08;
10. Civil-Military Co-ordination (CMCO): Compilation of recommendations and of lessons learned in Bosnia and Herzegovina, the Democratic Republic of Congo and Sudan/Darfur, doc. ST 10828/1/07;
11. Civil-military Coordination in the EU Supporting action to the AU in Darfur - Case Study and Recommendations, dos. ST 9885/07, and CivCom advice doc. ST 6143/07;
12. Draft report on the Civilian Headline Goal 2008 Workshop X "Lessons Learned from the Civilian Headline Goal 2008 Process", doc. ST 9197/07;
13. Civilian Response Teams (CRT) - Follow-up of the implementation process, doc. ST 7568/07;
14. CIVCOM advice on the paper "Civil-military Coordination in the EU Supporting action to the AU in Darfur - Case Study and Recommendations, doc. ST. 7499/07, and CivCom advice, doc. ST 7499/07;

15. EU-ASEAN Cooperation in light of the experience of the Aceh Monitoring Mission (AMM), doc. ST 5252/07;
16. Recommendations, CIVCOM advice on the Secretariat paper on coordination and coherence between the EUSR, the EU military operation and the EU police mission in Bosnia and Herzegovina, doc. ST 15940/06;
17. Co-ordination and coherence between the EU Special Representative (EUSR), the EU Military Operation (EUFOR Althea) and the EU Police Mission (EUPM) in Bosnia and Herzegovina (December 2004 - August 2006): Lessons learnt, doc. ST 15376/06;
18. Opérations PESD dans le secteur état de droit: leçons identifiées de la mission EUJUST THEMIS, doc. 7308/1/05;
19. Lessons from the FFM - Civilian Aspects, doc. ST 12584/1/04

PART III - Six-monthly reports

20. EUPOL Afghanistan Six-Monthly Report, December 2008 - June 2009, doc. ST 12047/09;
21. European Union Rule of Law Mission in Kosovo (EULEX Kosovo), Six-Monthly Report 02/09, doc. ST 11262/09

PART IV - Mission planning

22. EU SSR Guinea - Bissau - Lessons identified and recommendations on the planning phase, doc. ST 10164/09;
23. The EU Monitoring Mission of Georgia: Lessons and Recommendations on Rapid Deployment, doc. ST 8141/09;
24. Lessons identified from planning phase of EUPOL Kinshasa, doc. ST 12272/05;
25. Lessons from the planning phase of the Integrated Rule of Law Mission for Iraq, EUJUST LEX, doc ST 12266/05;
26. PSC Report on the way ahead following the lessons identified from the planning phase of operation ALTHEA doc. ST 9173/1/05;
27. Lessons from the planning phase of the EU Rule of Law Mission in Georgia in the context of ESDP, EUJUST THEMIS, doc. ST 12580/1/04;
28. Lessons from the planning phase of the EU Police Mission (EUPOL PROXIMA) in former Yugoslav Republic of Macedonia, 2004 (presented to CivCom);
29. Lessons from the planning of the EU Police Mission in Bosnia and Herzegovina (EUPM), Autumn 2001 - December 2002, doc. ST 11206/03;

30. Draft CIVCOM advice on "EUPM: lessons from the planning phase, Autumn 2001 - December 2002", doc. ST. 9809/1/03

PART V - Review of mission mandates

31. EUPM: issues identified and conclusions drawn in view of the refocused mandate for the continuation in 2006-2007, doc. ST 6739/06;
32. A review of the first 100 days of the EU Police Mission in Bosnia and Herzegovina (EUPM), doc. ST 11760/03;
33. A review of the first 100 days of the EU Police Mission in Bosnia and Herzegovina (EUPM), CIVCOM advice, doc. ST 12269/1/03

PART VI - End of mission

34. Lessons from the EUPOL Kinshasa mission, doc. ST 11274/08;
35. Lessons from the EU Civilian-military Supporting Action to the African Union Mission in the Darfur region of Sudan (AMIS) and recommended action, doc. ST 9092/2/08 ;
36. Rapport final de la Mission de Police EUPOL Kinshasa, doc. ST 14269/07, Restreint UE;
37. Aceh Monitoring Mission (AMM) - Lessons Identified and Recommendations, doc. ST 7416/1/07;
38. Analysys of Lessons from Operation EUFOR RD Congo, ST 7633/07;
39. CivCom advice on the "Analysis of Lessons from Operation EUFOR RD Congo, doc. ST 8354/07;
40. CivCom advice on the Recommendations Paper - EU Civil and Military Engagement in support of the AU Mission in Darfur, doc. ST 6143/07;
41. CivCom advice on the paper "Civil-military Coordination in the EU Supporting action to the AU in Darfur - Case Study and Recommendations, doc. ST 7499/07;
42. Joint Paper on Lessons Learned on the transition between the EU Police Advisory team in the former Yugoslav Republic of Macedonia and a European Community policing project, doc. ST 16938/06;
43. Final report on EUPOL PROXIMA, doc. ST 6592/06;
44. EUJUST THEMIS - Final lessons learned paper, doc. ST 14695/05.
45. Report from the Council Secretariat on Political, Political-Military and Institutional Lessons Identified from Operation Concordia, doc. ST 6333/04

PART VII - Exercises

46. CME 08 Draft Final Exercise Report, ST 5826/3/09;
47. Draft Final Exercise Report (FER) for EU Exercise Study 2006, doc. ST 5851/1/07;
48. Final Exercise Report for the EU-UN Exercise Study (EST 05), doc. ST 9412/1/05;
49. CME 04 Revised Draft Final Exercise Report, doc. ST 11291/1/04;
50. CME/ CMX 03 Draft Final Exercise Report, doc. 6362/04;
51. CME 02 Draft Final Exercise Report, doc. ST 10483/1/02;

PART VIII - Other references

52. European Parliament resolutions: The Annual Report (2007) on the main aspects and basic choices of the CFSP (P6_TA(2009)0074); European Security Strategy and ESDP (P6_TA(2009)0075); Further relevant resolutions on EULEX Kosovo, Afghanistan, Horn of Africa, Sudan and Gender mainstreaming are available at <http://www.europarl.europa.eu>
53. UN-DPKO lessons reports on best practices, doctrine and other issues available at: <http://www.peacekeepingbestpractices.unlb.org/>
54. UN-DPKO/DFS 'New Horizon' non-paper on United Nations Peacekeeping, 2009
55. Lakhdar Brahimi report 2000 on reform of UN peacekeeping, available at: http://www.un.org/peace/reports/peace_operations/
56. ESDP Newsletter, "European Security and Defence Policy 1999-2009..", Council of the European Union, 20 October 2009. <http://www.consilium.europa.eu/esdp>
57. The European Security and Defence Policy: the first ten years (1999-2009), edited by Giovanni Grevi, Damien Helly and Daniel Keohane. The European Union Institute for Security Studies, 2009.
58. Can the EU rebuild failing states? A review of Europe's civilian capacities. By Daniel Korski and Richard Gowan, European Council on Foreign Relations, 2009.
59. Initiative for Peacebuilding/EPLO, Society in statebuilding, Lessons for improving democratic governance, Synthesis report, Edward Bell, May 2009
60. Initiative for Peacebuilding/EPLO, Engaging the EU in Mediation and Dialogue, Reflections and Recommendations, Synthesis report, Antje Herrberg with Canan Gündüz and Laura Davis, May 2009
61. Initiative for Peacebuilding/EPLO, Responding to people's security needs, improving the impact of EU programming, Synthesis report, Sebastien Babaud, Virginie Giarmana, Robert Parker and Simon Rynn April 2009

62. Initiative for Peacebuilding/EPLO, Turning Policy into Impact on the Ground, Developing indicators and monitoring mechanisms on women, peace and security issues for the European Union, Synthesis report, Karen Barnes, May 2009
63. Initiative for Peacebuilding/EPLO, Transitional Justice and Security System Reform, Laura Davis, June 2009
64. Initiative for Peacebuilding/EPLO, Enhancing Cooperation between Civil Society and EU Civilian Crisis Management in the Framework of ESDP, 2006:
<http://www.eplo.org/documents/Partners%20Apart.pdf>
65. Crisis management initiative, The Aceh Peace Process, Involvement of Women, August 2006
66. Crisis management initiative, Building Peace in Aceh, observations on the work of the Aceh Monitoring Mission (AMM) and its liaison with local civil society, Discussion paper by Sami Lahdensuo
67. Enhancing Cooperation between Civil Society and EU Civilian Crisis Management in the Framework of ESDP:
<http://www.eplo.org/documents/Partners%20Apart.pdf>

ANNEX II **NOT DECLASSIFIED FROM THIS POINT UNTIL THE END OF THE DOCUMENT (PAGE 36)**