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NOTE

From: Secretariat
To: Committee for Civilian Aspects of Crisis Management

Subject : Draft guidelines for improving Force Generation for civilian ESDP missions

Delegations will find enclosed the Draft guidelines for improving Force Generation for civilian ESDP missions.

Draft guidelines for improving Force Generation for civilian ESDP missions

Civilian ESDP missions mainly rely on qualified human resources to deliver their mandate. All missions base their goals on the availability of required number of adequately qualified staff. Achieving these objectives is seriously jeopardised if this staff is not available.

The principal staff regime applicable to international staff in ESDP missions is secondment by Member States. However, based on the Joint Action provisions, in certain cases and subject to a number of conditions, the Head of Mission may also contract international staff under specific provisions of the Commission Communication C (2007) 1746.

The present framework aims at outlining current problems concerning Force Generation and providing some concrete measures which are or should be implemented in order to address these , including the criteria and procedures for having recourse to international contracted staff for implementing civilian ESDP missions.

1. Background

A number of civilian ESDP missions have faced problems with finding adequate numbers of suitably qualified candidates. The problem is particularly severe with missions in high risk areas (e.g. EUPOL Afghanistan) as well as for highly specialised positions.

The categories identified as particularly difficult for finding suitably qualified seconded staff include:

- Mission support: especially finance and procurement, but also human resources and logistics, communications and information systems as well as medical related posts
- Security
- Justice: judges, prosecutors, civil law experts
- Specialized police
- Customs
- Experts with the necessary linguistic skills

Due to a recent expansion of some missions (e.g. EUPOL Afghanistan) as well as the recent launching of new missions (e.g. EUMM Georgia, EULEX Kosovo), Force Generation has become one of the major concerns, as shortfalls in Force Generation constitute a risk for the achievement of Mission 's mandate.

It is understood that the main responsibility for enhancing the availability of qualified seconded staff lies with Member States and that this is discussed in a different level related to the framework of capabilities development (Civilian Headline Goal). From their side, Member States have also raised concerns that they are facing serious problems in finding sufficient number of suitably qualified candidates for secondment.

2. Concrete measures to enhance the success of Force Generation

2.1. CPCC

Several new measures can be envisaged to facilitate Force Generation. Some of those measures are already being implemented or could be implemented soon.

Financial mechanisms

- The allowance system applicable to seconded and contracted staff was reviewed in early 2009 to ensure its fairness and attractiveness, giving special consideration to missions in high risk areas. The impact of the enhanced system on force generation should be kept under close review.

Calls for Contributions (CfC)

- CfCs need to be published with appropriate deadlines, in particular for already ongoing missions. As a general rule, Member States are granted at least 3-4 weeks to respond unless there is a need for a rapid deployment. The schedule for publishing CfCs should be standardised to the extent possible, first for each mission and aiming in the long term to synchronise the Calls for Contribution for all missions. Ad hoc CfCs should be minimized. This should allow Member States and Missions to plan ahead.
- CfCs should also be standardised indicating the key positions to fill.

- Whenever possible, 2 weeks before launching a CfC, an advance notification should be provided to Member States. In addition, an indicative, rolling 6-monthly calendar should be made available. It is essential in this regard to ensure a proper picture of the type of skills sets that will be needed in the upcoming CfCs.
- Information on the final results of CfCs should be systematically provided to Member States, in order to keep the flow of information on Force generation as updated as possible.
- Information on general issues and situation in what regards Force Generation could be provided to Member States on a quarterly basis.
- Without prejudice to Member States' responsibility to advertise seconded positions, channels for advertising mission vacancies should be enhanced in close understanding with Member States, and minimising their administrative workload.
- When developing the Goalkeeper, it should be taken into account that its relevant functions, when adequate, could be used to facilitate the publication of CfCs as well as for Member States' replies.

Selection procedures

- Staff selection instructions to missions should emphasise the need for the HoM to justify any rejection of a candidate proposed by a selection panel
- Missions should explore whether candidates rejected for the positions they applied for would be suitable for other open posts in the mission concerned. In this case, the agreement of the seconding Member State will be requested prior to the final selection.
- Feedback on non-selections should be provided to Member States, subject to personal data protection procedures, notably prior agreement from the concerned candidate. This could help Member States to identify more adequately qualified candidates for future Calls for Contributions.
- The possibility to encourage Member States to offer non-selected candidates to other missions without delay should be further elaborated, as candidates are most often not selected because there was a better candidate and not due to the fact that they would not have adequate qualifications.
- The Commission will participate in the panels for financial and procurement related positions as an observer
- Selection procedures should be finalised within appropriate and standardised deadlines. The expected schedule should be indicated in the Call for Contributions.

- Selected international contracted staff should be requested to notify their Member State in order to facilitate the provision of security clearances, consular protection etc.

Job Descriptions

- Mission job descriptions are reviewed to ensure that the requirements for professional competence are not set at excessively high levels, because this would exclude suitable candidates.
- As soon as possible a limited number of standard job descriptions applicable to all Missions should be available, making use of the ongoing Civilian Headline Goal work, as appropriate.
- Some posts could be opened for other applicant groups (e.g. some police officer posts as Training Advisers to non-commissioned officers, retired police officers or civilian staff).

CRTs and Short-Term Experts

- The use of CRT or CRT-type deployments (short-term deployments) should be encouraged as much as possible. The CRT concept should be revised to reflect lessons learned.

Deployment deadlines

- Expected deployment deadlines, to the extent possible, should be set around 4 weeks allowing Member States to give candidates adequate pre-mission training when needed. More candidates could be interested and available as some of them might need to give one month notice for their current work. In addition, the new mission members could be requested to arrive to the mission either at the beginning or in the middle of the month to clarify the administrative procedures and to support more systematic rotation practises.

Leave days and travelling days

- The amount of leave days granted to mission members could be reconsidered in the missions of hardship (already in use in EUPOL Afghanistan).
- The concept of travelling days to compensate a long travelling time could be introduced, especially in the remote missions (already in use in EUPOL Afghanistan).
- However, the impact on the overall staffing needs should be taken into account.

Force generation seminars

- When appropriate, the CPCC could organize, together with Member States, Force Generation Seminars with the experts in the capitals. The (indicative) mission organigram, whenever available, should be made available for these meetings and work should be pursued as regards standard elements of mission organigrams.

2.2. Missions

Selection procedures

- Taking into account force generation problems, Heads of Mission should make every effort to fill vacant posts for which qualified candidates are put forward.

Welfare facilities and activities

- Especially for the missions operating in high risk areas, efforts in providing good facilities for sports, social gatherings, movies etc. should be made, including proposing appropriate provisions in the budget.

Good working climate and positive atmosphere

- The feedback given by seconded staff returning from the missions can have a strong impact on their colleagues either by encouraging or discouraging them to apply for missions. Thus, the impact of a good working climate and a positive atmosphere should not be underestimated and management skills should be emphasised as selection criteria for the HoMs.

2.2. Member States

Member States have shown strong commitment to provide adequately qualified seconded staff for the missions, but they have indicated that they are facing problems in their Force Generation process and that they are reaching limits of seconding people to the missions.

Following areas could be considered for further discussions with Member States in respect of National Strategies:

Calls for Contributions

- Member States should consider offering a candidate to a number of relevant positions within a mission by appropriate indication in the application form, as well as, when the appropriate mechanisms are available, offering a candidate to a number of missions, where relevant

Length of the Tour of Duty and reintegration period

- Some Member States are restricting the maximum length of the Tour of Duty to 1 year or even to 6 months. In the present situation, Member States could be extending the maximum tour of duty keeping in mind that the key posts always have to be re-advertised once a year.
- Some Member States have issued long reintegration periods for their returned mission members before they can be seconded again for a mission. In the present situation Member States could be considering shortening this period.

Career incentives and promotions

- Member States could consider including the service time in missions as a positive incentive for career prospects and promotions, as discussed in the Civilian Headline Goal framework, or even set it as a requirement for certain promotions.

3. Procedures related to International Contracted Staff in Civilian ESDP missions

While recalling Member States' commitment at the European Council in December 2008 to adopt national strategies on recruitment to civilian ESDP missions, the following measures could be considered to address the intermediate staffing shortcomings.

3.1 Provision in Joint Action

To enable the recruitment of contracted staff, the Joint Action establishing the operation will contain the following provision: "International and local staff may also be recruited, as required, on a contractual basis."

3.2 First financial statement and establishment of the mission

- Relex Counsellors decide on possible seconded/contracted posts on the basis of the financial statement proposal from the Commission considering specifically the following indicative areas: finance, procurement, human resources, logistics, communications and information systems, medical, security.
- The posts budgeted as contracted must be advertised as seconded/contracted and strict preference must be given to seconded candidates. Only if no qualified seconded candidate can be identified may a qualified contracted candidate be selected.

3.3 In the course of a budget period

- The CPCC informs the Civilian Crisis Management Committee on every launched call for contributions, both after the closing of the call for contributions and as soon as possible after the ending of the selection, thus enabling the Committee to discuss any appropriate action.
- If a Call for Contributions for a seconded post fails, for posts
 - prioritised by the Head of Mission to ensure accomplishment of the mission mandate, and
 - in a field where qualified contracted staff may be availablethe Head of Mission, supported by the Civilian Operations Commander, proposes to the Commission, for its agreement as regards the financial aspects, a request to transform these into seconded/contracted posts for the budget period concerned. If the Commission agrees to the proposal, it informs Relex Counsellors on the financial consequences. After approval by Relex Counsellors, the agreed posts are advertised for seconded/contracted regime. No post can be filled without such a Call for Contributions.
- The Head of Mission gives strict preference to seconded candidates. Only if no qualified seconded candidate can be identified may a qualified contracted candidate be selected.

The procedure of approval by RELEX Counsellors, in the course of a budget period, relates solely to the transformation of seconded posts into seconded/contracted and is without prejudice to the responsibilities of the Commission as regards the implementation of the EC budget.

3.4 Subsequent financial statements

- Senior management posts originally foreseen as seconded but transformed into contracted in the course of the budget period are transformed, at the expiry of the contract, back into seconded posts.
- In other posts, for operational reasons, the Head of Mission, supported by the Civilian Operations Commander, may propose an extension of the contracted postholder into the next budget period. The Commission will consider the request and include it, as appropriate, in the draft financial statement. Relex Counsellors will decide on the matter when approving the Financial Statement. When the postholder leaves, the post is transformed back into its initial status, unless Relex Counsellors decide otherwise.

4. Review

These procedures will be reconsidered by the appropriate Council bodies, in the light of experience gained from their application and the results of continuing efforts to ensure the availability of qualified seconded staff for all positions in ESDP missions, within 12 months.