

## **ESDP PRESIDENCY REPORT**

**(ENDORSED BY THE EUROPEAN COUNCIL OF 17 DECEMBER 2004)**

1. In line with the mandate defined by the European Council in Brussels in June 2004, the Presidency submits this report on ESDP.
2. In presenting this report, the Presidency has noted that Denmark has drawn attention to Protocol No. 5 on Denmark's position annexed to the Treaty of Amsterdam.

### **I. EU Operations**

#### *- Current operations*

3. Preparations for operation ALTHEA, the European Union military operation in Bosnia and Herzegovina, were completed successfully. The operation was launched on 2 December 2004, following adoption of UNSCR 1575. ALTHEA is part of the EU's comprehensive approach in Bosnia and Herzegovina. The objectives of the largest European Union military operation so far are to fulfil the missions specified in Annexes 1A and 2 of the General Framework Agreement for Peace (GFAP) in Bosnia and Herzegovina and to contribute to the safe and secure environment in line with its mandate to support the OHR's Mission Implementation Plan and the Stabilisation and Association Process (SAP). The EU will thus have the main peace stabilisation role under the military aspects of the GFAP.
4. Operation ALTHEA is an EU-led operation making use of NATO common assets and capabilities in line with the Berlin Plus arrangements. The EU and NATO have agreed on the respective tasks of the EUFOR ALTHEA and the NATO HQ in Bosnia and Herzegovina. The European Union maintained close consultations with the authorities of Bosnia and Herzegovina. A Committee of Contributors was also set up, including the participation of all eleven contributing third States.

5. The EU Police Mission to Bosnia and Herzegovina (EUPM) continued to fulfil its mandate to monitor, mentor and inspect the local police, thereby assisting the BiH police in their efforts to attain European standards of policing. Particular importance has been attached to EUPM's support to the State Investigation and Protection Agency (SIPA). Considerable progress has been achieved in the implementation of the Action Plan on EUPM Lessons Learned.
6. The European Union Police Mission to the former Yugoslav Republic of Macedonia, EUPOL PROXIMA continued to fulfil its mandate supporting the development of an efficient and professional police service in FYROM based on European standards of policing. At the invitation of the FYROM government, it was decided to extend EUPOL Proxima for another twelve months after the expiry of the mandate on 15 December 2004. The extended mission will focus its work on three priority areas: law and order, the fight against organised crime and border policing in complementarity with EC-funded activities.
7. EUJUST THEMIS to Georgia, the first Rule of Law mission in the context of ESDP, was launched on 16 July 2004. THEMIS assists in the development of a horizontal governmental strategy guiding the reform process for all relevant stakeholders within the criminal justice sector, including the establishment of an efficient mechanism for co-ordination and priority setting for the reform of the criminal justice-system. By the end of October the first phase of operations had been concluded successfully.
8. As part of the EU's commitment to learn from the experience of ESDP operations, lessons learned processes were conducted following the start-up phase of operation EUJUST THEMIS. A lessons learned process was also completed with regard to civilian aspects of fact finding missions.

*- Future Operations*

9. In order to support further the transitional government of the Democratic Republic of Congo, (DRC) and in the framework of the EU-UN cooperation on crisis management, the Council decided that a police mission in the framework of ESDP should be deployed to monitor, mentor and advise an Integrated Police Unit in Kinshasa, DRC, EUPOL KINSHASA. This mission is a follow up to the police training project currently being conducted under the European Development Fund (EDF). The launch of the ESDP mission is planned for early 2005 to ensure a seamless transition.
  
10. A Presidency exploratory mission was sent to Iraq in August, followed by an EU fact finding mission in October, to explore the possibilities for civilian crisis management activities for Iraq. On the basis of the reports of these missions, the European Council agreed that the EU could usefully contribute to the reconstruction and the emergence of a stable, secure and democratic Iraq through an integrated police, rule of law and civilian administration mission. This mission could inter alia promote closer collaboration between the different actors across the criminal justice system and strengthen the management capacity of senior and high-potential officials from the police, judiciary and penitentiary, and improve skills and procedures in criminal investigation in full respect for the rule of law and human rights. The European Council judged that activities outside Iraq with a presence of liaison elements in Iraq would be feasible at this point in time but that with regard to a mission inside Iraq all security concerns needed to be appropriately addressed before any decision could be taken. An expert team was deployed at the end of November to continue the dialogue with the Iraqi authorities, and to start the initial planning for a possible integrated police, rule of law and civilian administration mission which is expected to start after the January 2005 elections and in particular assess the urgent security needs for such a mission.

11. The EU sent an EU Fact-Finding Mission to DRC to examine different options for an EU response, including through ESDP, in the field of Security Sector Reform, including army integration and training.

## **II. Development of European Military Capabilities**

12. In the Declaration on European Military Capabilities (Annex I) made by the Ministers of Defence at the Military Capabilities Commitment Conference and endorsed by the Council on 22 November 2004, Member States have committed themselves to the further improvement of military capabilities and offered contributions to the EU Battlegroups (as part of Rapid Response elements), thereby contributing to the implementation of the European Security Strategy.

13. Member States made initial commitments to the formation of thirteen EU Battlegroups. They also committed niche capabilities, providing specific elements with added value to the EU Battlegroups. At any time during the Initial Operational Capability in 2005 and 2006, the EU will be able to provide at least one coherent Battlegroup package to undertake one Battlegroup-sized operation. During the Full Operational Capability from 2007 onwards, the Union will have the capacity to undertake two concurrent single Battlegroup-sized rapid response operations, including the ability to launch both such operations nearly simultaneously. To qualify as an EU Battlegroup, force packages will meet commonly defined and agreed standards and undergo a Battlegroup generation process. EU and NATO, respecting the autonomy of decision-making in the two organisations, have started to address overall coherence and complementarity between EU Battlegroups and the NATO Response Force, including compatibility of standards, practical methods and procedures, wherever possible and applicable, while keeping all EU Member States informed. These will apply to all EU Member States and other states participating in the EU Battlegroups.

14. Work has started on the definition of the military requirements necessary to implement the Headline Goal 2010, leading to the finalisation of the Requirements Catalogue in the spring of 2005. The Member States have also declared their determination to develop further criteria and standards to evaluate the Member States' capability commitments, building on the overarching standards and criteria of the EU Battlegroups.
15. The European Capability Action Plan (ECAP), as an important instrument of the Member States to improve European military capabilities, has been evaluated in the light of the elaboration of the Headline Goal 2010, drawing lessons learned from the ECAP experience so far, including its guiding principles, and taking into account the role of the European Defence Agency to coordinate the implementation of ECAP, reinvigorating the ECAP-process within the guidelines set by the Council. Through the evaluation of the European Capability Action Plan (ECAP), the Member States also committed themselves to remedying the remaining military shortfalls to the Helsinki Headline Goal. In this regard, the Single Progress Report on military capabilities, noted by the Council on 22 November 2004, assessed the progress made with capability development and identified the work that remains to be done. The ECAP Roadmap has been updated to include progress in the work of the ECAP Project Groups and an updated public Capability Improvement Chart has been produced.
16. The 'Global Approach on Deployability' was approved, an approach aimed at improving the ability of the EU to deploy forces, in particular with respect to strategic transport - a key enabler for rapid response - by primarily focussing on more effective use of all available means for transport co-ordination by developing effective links between the Co-ordination Centres/Cells.
17. Finally, Member States committed themselves to intensifying military co-operation, making use of ECAP, the EDA and the EU Battlegroups and building on existing multinational frameworks for co-operation to improve European military capabilities.

### **III. European Defence Agency**

18. The European Defence Agency (EDA), established by the Joint Action adopted by the Council in July 2004, achieved functioning status on schedule. With the exception of Denmark, all EU Member States notified their participation in EDA. On 22 November 2004, the EDA Steering Board at the level of Defence Ministers adopted the budget for 2005 after approval by the Council, as well as an ambitious work programme for next year, established within the guidelines adopted by the Council. Work continues to have EDA fully operational in early 2005 and to ensure that administrative arrangements between the EDA and the non-EU WEAG members will enter into force in 2005.

### **IV. Development of European Civilian Capabilities**

19. Considerable progress was made in the implementation of the Action Plan for the Civilian Aspects of ESDP, which was endorsed by the European Council in June 2004. A Civilian Capabilities Commitment Conference was organised, resulting in a Ministerial Declaration on Civilian Capabilities (Annex II) that was endorsed by the Council in November. Member States' indicative commitments in the areas of police, rule of law, civilian administration and civil protection far exceeded the concrete targets set by the European Council. Member States also committed monitoring capabilities and capabilities for generic support functions for civilian crisis management missions and EU Special Representatives. Member states reiterated their strong commitment to the further development of civilian crisis management capabilities and stressed that shortcomings on issues such as mission and planning support, adequate financing,<sup>1</sup> the ability of the EU to deploy at short notice and procurement needed to be addressed urgently.

20. The Civilian Capabilities Commitment Conference was followed by a meeting of the Member States with the Candidate States and the non-EU European NATO Members. This meeting confirmed the continued and much appreciated contributions of these countries to civilian ESDP operations.

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<sup>1</sup> This is without prejudice to the financial framework 2007-2013.

21. On the basis of the data supplied by the Member States an analysis has been carried out concerning human resources, national training and recruitment practices for civilian crisis management which resulted in a "best practices" report in order to help each Member State to fulfil its responsibility to recruit and train skilled mission personnel.
22. The European Chiefs of Police convened in a meeting on police aspects in the ESDP framework in Warnsveld, the Netherlands. The meeting issued a declaration (contained in Annex II) that was endorsed by the GAERC on 22 November. This meeting provided the opportunity for more direct involvement of the EU Chiefs of Police, as direct stakeholders in civilian crisis management, in police aspects of civilian ESDP. The Chiefs of Police underlined the importance of this and therefore agreed to meet regularly on these aspects.
23. A Civilian Headline Goal was developed with a target date of 2008. This Headline goal sets out clearly the EU's ambitions for civilian ESDP for the coming years and provides a firm basis to identify requirements and establish the capabilities needed. The Civilian Headline Goal also establishes a systematic approach for the further development of civilian capabilities (Annex III).
24. As a follow up to the Action Plan for civilian aspects of ESDP, a meeting has been organised with NGOs addressing the involvement of civil society in EU civilian crisis management.

**V. European Defence: NATO/EU consultation, planning and operations**

25. Agreement was reached on the detailed proposals presented by the Secretary General/High Representative for the implementation of the Presidency's document titled "European Defence: NATO/EU consultation, planning and operations" welcomed by the European Council in December 2003. These proposals include the conceptual approach for the Civilian/Military Cell, its Terms of Reference, the configuration of the Operations Centre to be generated when needed for particular operations, as well as the Terms of Reference for the EU Cell at SHAPE, and possible elements for the NATO Liaison Team at the EUMS.

26. The Civilian/Military Cell will enhance the EU's capacity for the planning of crisis management operations. It will reinforce the national HQ designated to conduct an EU autonomous operation; assist in co-ordinating civilian operations; be responsible for generating the capacity to plan and run an autonomous EU military operation, in particular where a joint civil/military response is required and where no national HQ has been identified, once a decision on such an operation has been taken. The creation, as scheduled, of the Civilian/Military Cell is a step in the EU's efforts to harness the wealth of civilian and military instruments at its disposal in responding to crises. The operation of the Civilian/Military Cell should lead to greater coherence of the civilian and military structures under the SG/HR.
27. The Terms of Reference for the EU Cell at SHAPE and possible elements for the NATO Liaison Team at the EUMS have been transmitted to NATO. These arrangements will serve to improve the planning and preparation of EU operations having recourse to NATO common assets and capabilities under Berlin Plus arrangements and to support DSACEUR in his role as a potential operation commander for such EU-led operations and will contribute to full transparency between the EU and NATO embodying their strategic partnership in crisis management. Recalling the European Council Conclusions of June 2004, the Council has invited the SG/HR to take work forward, as scheduled, on these arrangements.

## **VI. EU-NATO relations**

28. The strategic partnership in crisis management between EU and NATO has further developed through regular meetings within the established co-operation framework. Close consultations, in the framework of the Berlin Plus arrangements, took place on the transition from the NATO-led SFOR operation to the EU-led operation ALTHEA in Bosnia and Herzegovina, resulting in a smooth transition on 2 December 2004.
29. The EU-NATO Capability Group addressed issues of coherent and mutually reinforcing development of military capabilities in the EU and NATO where requirements overlap, including on EU Battlegroups-NRF. All EU Member States were informed of these issues.



## **VII. Co-operation with international organisations**

30. Progress has been made on relations between the EU and UN. Regular staff-to-staff contacts took place in the context of the joint consultative mechanism that was established as part of the follow-up to the EU-UN Joint Declaration of 24 September 2003. The Council has agreed on modalities for practical co-operation between the EU and the UN in civilian crisis management (annex IV). These modalities have been welcomed by the UN.
31. Giving practical effect to the document EU - UN Co-operation in military crisis management, the EU has activated a clearing house process for a co-ordinated response to the call for reinforcement of MONUC military capabilities. The Council decided to provide EU support to MONUC via access to EU Satellite Centre capabilities.
32. The Council endorsed the assessment report on the EU's role vis-à-vis the OSCE at its meeting in December. Practical co-operation between the EU and the OSCE was further intensified.

## **VIII. Co-operation with third countries**

33. Dialogue and co-operation with strategic partners and other Third States was continued, including with Third States contributing to EUPM, EUPOL PROXIMA and ALTHEA. Third states will also be invited to participate in EUPOL Kinshasa. Contributing States had opportunities, within the agreed framework, for an exchange of views and feedback on their experience of participating in ESDP operations. This also allowed them to feed into the Lessons Learned Process. This dialogue and co-operation with Third States will continue also with a view to their potential participation in possible future ESDP missions. In line with the Nice European Council Conclusions, Member States are welcome to include non-EU European NATO countries and other countries which are candidates for accession to the EU in their Battlegroups. In such cases this will be without prejudice to the rights of any Member States. Member States are also welcome to consider including other potential partners in their Battlegroups.

34. As authorised by the Council in February, the Presidency continued negotiations with eight states with a view to concluding agreements establishing a framework for the participation of these states in the EU crisis management operations and, based on a new mandate by the Council, it started negotiations with a ninth state. Negotiations have been successfully concluded with three states (Iceland, Norway, Romania). For the purposes of future EU crisis management operations, in September the Council authorised to open negotiations with possible other third states on the basis of model participation agreements.
35. In the framework of the strategic partnership with the Russian Federation, work continued on the development of the Road Map for the Common Space on External Security, including provisions on co-operation in the field of ESDP.

**IX. Dialogue and co-operation with Mediterranean partners in the field of crisis management**

36. Further progress was made in strengthening dialogue and co-operation on ESDP with Mediterranean partners. More concretely, Turkey and Morocco are participating in the EU military operation ALTHEA. The PSC reviewed the implementation of modalities for dialogue and co-operation with Mediterranean partners and agreement was reached on the format of the ESDP dialogue between EU Member States and Mediterranean partners in the framework of the Barcelona process.
37. The EuroMed Senior Officials meeting on ESDP, co-chaired by the Chairman of the PSC, was held in November, at which recent developments in ESDP and possibilities and modalities for co-operation were discussed. This format for developing dialogue and co-operation between the EU and Mediterranean partners proved to be fruitful. Furthermore, a meeting was organised by EUMS with the military points of contact of Mediterranean partners. A PSC report on dialogue and co-operation with Mediterranean partners on ESDP was presented to the EuroMed Ministerial meeting in The Hague on 29-30 November resulting in agreement that the dialogue should be pursued and should gradually lead to agreed activities.

## **X. ESDP and Africa**

38. The Council agreed on the “Action Plan for ESDP support to Peace and Security in Africa”. This Action Plan aims to support African organisations and States in building autonomous conflict prevention and management capacities, with special attention to the African Union. It focuses on a number of practical actions that will take place in the short term and addresses mainly issues of capacity building, planning support, Disarmament Demobilisation and Reintegration (DDR) of combatants, including of child soldiers, Security Sector Reform (SSR), and EU internal and external co-ordination. In support of the Action Plan, the necessary guidelines on the institutional, legal and budgetary aspects of ESDP support to Peace and Security in Africa were elaborated and agreed by the Council.
39. Dialogue between the EU and the African Union, African sub-regional organisations and African States on the potential role of ESDP in contributing to peace and security in Africa has been developed and partnership enhanced. The EU developed its partnership with the African Union through the nomination of a long-term military liaison officer from the EUMS. The EU is also supporting African sub-regional organisations, such as ECOWAS and IGAD, in the field of capacity building for peace and security, including technical advice on ECOWAS stand-by units. Under the Peace Facility mechanism, several requests for support of the African Union and of the African sub-regional organisations have been met.
40. The EU continued to support, inter alia through ESDP, in political terms and in the form of human, technical and logistic assistance, the African Union in the resolution of the conflict in Darfur. Regarding the planning and deployment of the African mission to Sudan/Darfur, the EU and its Member States provided the African Union with military planners, police planners and observers. This contribution was in addition to the important financial contribution of the Peace Facility to AMIS I and II (92 Meuros) and some bilateral contributions, notably for transportation.

## **XI. ESDP and the fight against terrorism**

41. The European Council in December endorsed the Conceptual Framework on the ESDP dimension of the fight against Terrorism (Annex V). The action points included in this document call, among others, for further work in the field of improving military and civilian capacities and their interoperability, exchange of military intelligence, possibilities for protection of EU-citizens in third countries, support to third countries in their fight against terrorism, the development of a rapid response protection capability and co-operation with NATO in the field of civil protection.

## **XII. Review ATHENA**

42. The first review of ATHENA, the mechanism to administer the financing of the common costs of European Union operations having military or defence implications, was finalised. Based on the Lessons Learned of ESDP military operations, Member States agreed on several changes to the ATHENA Council Decision. In response to the Council tasking to continue reflecting on the most appropriate ways and means to finance rapid reaction, Member States agreed to establish a special title within the Athena budget for voluntary payments in anticipation of a rapid response operation.

## **XIII. EU Training in the field of ESDP**

43. The EU Training Concept in ESDP was agreed by the Council in September to implement the EU Training Policy in ESDP. This concept provides the necessary measures and procedures for analysing training requirements and for implementation of the subsequent steps in the training process, including by establishing the ESDC and by improving networking among Member States and the relevant EU institutions and bodies. It will contribute to the development of a security culture under ESDP which encompasses both civilian and military dimensions.

44. An inventory was made of ESDP courses offered by EU Member States, which served as the basis for the EU Training Programme in ESDP for the years 2005 to 2007 which was approved by the Council in December. A pilot course of the European Security and Defence College (ESDC) started in September. The first modules were attended by 55 civilian and military participants from all Member States as well as the Commission and the Council General Secretariat.
45. Training activities in the area of civilian crisis management are also conducted under the auspices of the Commission.

#### **XIV. Crisis Management Exercises**

46. The Council in July approved the EU Exercise Programme 2005 – 2009. The evaluation process for crisis management exercise CME 04 was concluded. An Extraordinary EU Exercise Programme Meeting took place at which the EU exercise needs and proposals were discussed. The Member States underlined in this regard the importance of exercising annually at politico-military level as well as military level. The Council approved the Exercise Specifications for the CPX/Military Exercise 05. Work was taken forward for two exercise related activities to be conducted in 2005: the EU-UN Exercise Study to be held on 13-15 April and the EU – Mediterranean Partners Crisis Management Seminar to be hosted by Greece in June.

#### **XV. Role of space applications in the ESDP framework**

47. The document on European Space Policy “ESDP and Space”, approved by the Council in November provides for identified and agreed upon ESDP requirements to be reflected in the global EU Space Policy and its corresponding European Space Programme. It proposes also a comprehensive roadmap with the definition of requirements by the EUMC as a first step, arrangements for EU access to existing and planned military systems or data registered from such systems belonging to Member States and a permanent inter-pillar dialogue.

## **XVI. Mandate for the incoming Presidency**

On the basis of the present report and taking into account the European Security Strategy, the incoming Presidency, assisted by the Secretary General / High Representative and, as appropriate, in association with the Commission, is invited to continue work on developing the European Security and Defence Policy within the General Affairs and External Relations Council. In particular, the incoming Presidency is invited:

- to prepare and implement decisions related to present and future missions, both civilian and military, notably the conduct of the EU-led mission ALTHEA in Bosnia and Herzegovina and EUPOL Kinshasa; and to consider how best to respond to the recommendations of the expert team for Iraq and of the Fact-Finding Mission to the DRC on Security Sector Reform;
- to continue all ongoing work on developing European military and civilian capabilities, including civil-military co-ordination, with a view to further improving the effectiveness of the EU in crisis management, and to continue the implementation of the European Programme for the prevention of violent conflicts;
- to continue to implement the Action Plan for civilian aspects of ESDP, including the Civilian Headline Goal 2008, and, in this context, to consider and develop a range of elaborated modalities by May 2005 for the setting up and deployment of multifunctional civilian crisis management resources in an integrated format, including rapidly deployable Civilian Crisis Response Teams, and to facilitate sharing of best practices in the area of human resources, training and recruitment;
- to implement the December 2004 GAERC decisions on European Defence: NATO/EU Consultation, Planning and Operations;
- to finalise, in the framework of the Headline Goal 2010, the Requirements Catalogue in the spring of 2005, and to help ensure that the new Headline Goal Questionnaire is ready before the next round of EU information gathering;

- to give special emphasis to the role of a fully operational European Defence Agency and to facilitate its mission to support the Council and the Member States in their efforts to improve the EU's defence capabilities in the field of crisis management;
- to take forward the work on EU rapid response capacity, in particular the further implementation of the EU Battlegroups concept, building on actions mentioned in paragraph 13 and based on established principles, in order to pave the way for full operational capability in 2007, and to hold a Battlegroups Generation Conference;
- to follow-up on the evaluation of the European Capability Action Plan and on the studies in support of the Global Approach on Deployability, in order to prepare the implementation by 2005 of EU strategic lift joint coordination;
- to implement the EU Exercise Programme and to proceed with the implementation of the EU Training Concept in ESDP, including the analysis of training requirements, and in this context to work on defining the modalities for the functioning of the European Security and Defence College, based on the evaluation of the ESDC Pilot Course;
- to develop further the contribution of ESDP to the fight against terrorism within the agreed conceptual framework, and to start the implementation of its action points;
- to enhance dialogue and co-operation between the EU and international organisations such as the UN, NATO, OSCE, the African Union and African sub-regional organisations, as well as its partners in the field of ESDP, including the European non-EU NATO members, Canada, Russia, Ukraine and the Mediterranean countries engaged in the Barcelona Process;
- to further the implementation of the Action Plan for ESDP support to Peace and Security in Africa.