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# **DRAFT REPORT**

on civilian-military cooperation and the development of civilian-military capabilities  
(2010/2071(INI))

Committee on Foreign Affairs

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**CONTENTS**

	<b>Page</b>
MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION .....	3

## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### **on civilian-military cooperation and the development of civilian-military capabilities (2010/2071(INI))**

*The European Parliament,*

- having regard to Title V of the Treaty on European Union,
- having regard to the European Security Strategy entitled 'A secure Europe in a better world', adopted by the European Council on 12 December 2003, and to the report on its implementation entitled 'Providing security in a changing world', endorsed by the European Council on 11-12 December 2008,
- having regard to the Internal Security Strategy for the European Union, endorsed by the European Council on 25-26 March 2010,
- having regard to the Council conclusions on CSDP adopted on 26 April 2010,
- having regard to the ESDP conclusions and the declaration entitled 'ESDP Ten Years – Challenges and Opportunities', adopted by the Council on 17 November 2009,
- having regard to the declaration on the enhancement of the European Security and Defence Policy, adopted by the European Council on 12 December 2008, and to the declaration on strengthening capabilities, adopted by the Council on 11 December 2008,
- having regard to the Presidency conclusions adopted by the European Council at Santa Maria de Feira on 20 June 2000 and at Göteborg on 16 June 2001, to the EU Programme for the Prevention of Violent Conflicts also adopted at Göteborg on 16 June 2001, to the Civilian Headline Goal 2008, approved by the European Council on 17 December 2004, and to the Civilian Headline Goal 2010, approved by the Council on 19 November 2007,
- having regard to the Presidency conclusions adopted by the European Council at Helsinki on 11 December 1999 (Headline Goal 2003) and to the Headline Goal 2010, approved by the Council on 17 May 2004,
- having regard to its resolution of 10 March 2010 on the implementation of the European Security Strategy and the Common Security and Defence Policy<sup>1</sup>,
- having regard to the Council decision of 26 July 2010 establishing the organisation and functioning of the European External Action Service,
- having regard to Rule 48 of its Rules of Procedure,
- having regard to the report of the Committee on Foreign Affairs (A7-0000/2010),

### ***General considerations***

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<sup>1</sup> Texts adopted, P7\_TA-PROV(2010)0061.

1. Recalls that the EU has committed itself to defining and pursuing common policies and actions to preserve peace, prevent conflicts and strengthen international security, to consolidate and support democracy, the rule of law, human rights and the principles of international law, and to assist populations facing natural or man-made disasters;
2. Points out that internal and external security are increasingly intertwined and that, by developing its crisis-management and peace-building capabilities in line with the above objectives, the EU helps to safeguard the security of its own citizens;
3. Stresses that present-day crises and security threats can rarely be considered from a purely military or civilian viewpoint, and that effective responses to these situations and threats need to be able to draw on both civilian and military capabilities; recalls that the development of the EU's comprehensive approach and of its civilian crisis-management capabilities have been distinctive features of the CSDP and represent its core added value;
4. Points out that the concept of civilian-military cooperation can be interpreted in a number of ways and understood to cover a wide range of topics, including cooperation between the military and non-governmental organisations, but that, for the sake of clarity, the scope of this resolution is limited to the institutional coordination of EU civilian and military assets and to the building of EU civilian and military capabilities for effective crisis management;
5. Recalls the need for an EU White Paper on security and defence which would define the Union's security and defence objectives and interests more clearly in relation to the means and resources available; emphasises that the White Paper should also define areas in which, and conditions under which, greater civilian-military cooperation is desirable to help achieve those objectives;

#### ***Enhancing civilian-military coordination***

6. Emphasises that the establishment of the European External Action Service (EEAS) should contribute further to the development of a truly comprehensive European approach to international crisis management, providing the EU with adequate structures to meet its global responsibilities;
7. Fully supports the transfer of the CSDP structures, including the Crisis Management Planning Directorate, the Civilian Planning and Conduct Capability, the EU Military Staff and the Situation Centre, to the EEAS, under the direct authority and responsibility of the Vice-President of the Commission/High Representative of the Union for Foreign Affairs and Security Policy; recalls the pledge made by the Vice-President/High Representative to ensure that they work in close cooperation and synergy with the relevant Commission units transferred to the EEAS which deal with the planning and programming of crisis response, conflict prevention and peace-building;
8. Draws attention to the role of the Commission's Monitoring and Information Centre in facilitating disaster-relief coordination and highlights the need for close links between the centre and the EEAS; calls for improved coordination of military assets in the context of disaster relief, based on the lessons learned in Haiti;

#### *Strategic level*

9. On the political-strategic level, welcomes the integration of civilian and military elements within the Crisis Management Planning Directorate (CMPD) as a step in the right direction; emphasises, however, the need to strike a proper balance between civilian and military strategic planning capabilities, in order to exploit to the full the synergies available, while duly respecting the differences between civilian and military roles;
10. In particular, urges the Vice-President/High Representative to address the shortage of staff as regards experts on civilian capability development and to make sure that the CMPD includes a sufficient number of experts from all the priority civilian capability areas, namely police, justice, civilian administration, civil protection and monitoring;

#### *Operational level*

11. On the operational planning level, calls for a significant strengthening of civilian planning capabilities to match the ambitions of civilian CSDP missions, by consolidating the Civilian Planning and Conduct Capability (CPCC) as regards staffing levels as well as by means of a better division of tasks between the strategic and operational levels; stresses that this division of tasks needs to be based on a balanced and comprehensive personnel strategy; takes the view that, in the light of the responsibilities of the Civilian Operations Commander, this function needs to be placed at an appropriate level within the EEAS hierarchy;
12. Reiterates its call for the establishment of a permanent EU operational headquarters, responsible for operational planning and conduct of EU military operations, to replace the current system of using one of the seven available headquarters on an ad hoc basis; stresses that such a move would guarantee a coherent chain of command and greatly increase the EU's capacity for rapid and consistent responses to crises (notably by enhancing the EU's institutional memory) and also reduce costs;
13. Takes the view that the operational headquarters should be placed alongside the CPCC in order to maximise the benefits of civilian-military coordination, including the pooling of certain functions, and to better promote best practices among EU planners; suggests even that the operational headquarters and the CPCC might be integrated into a joint EU 'Crisis Management Headquarters' that would be responsible for the operational planning and conduct of all EU civilian missions, military operations and Security Sector Reform missions;
14. Emphasises, however, that due account needs to be taken of the differences between civilian and military planning and that separate chains of command need to be maintained, with a Civilian Operations Commander and a Military Operations Commander placed at the same hierarchical level within the EEAS;

#### ***Building EU civilian and military capabilities***

15. Points to the number of commitments Member States have given regarding the development of both military and civilian crisis-management capabilities, from the Helsinki and Santa Maria de Feira European Councils to the December 2008 declaration on strengthening capabilities; urges the Member States and the Vice-President/High Representative to ensure that these commitments are properly implemented so as to close the glaring gap between existing operational capabilities and the stated political goals;

16. In the context of the follow-up to the Headline Goals 2010, calls on the Member States to concentrate on the concrete delivery of capabilities and to focus on the areas of civilian-military synergies, especially those already identified, in order to achieve genuine progress as soon as possible;

#### *Staffing of missions*

17. In the light of the political commitments given, calls on the Member States urgently to address the chronic shortfall in civilian personnel in CSDP missions, especially EULEX Kosovo and EUPOL Afghanistan, in particular by stepping up work to establish national strategies to facilitate the deployment of mission personnel; urges that, as part of these strategies, the competent national authorities, such as ministries of the interior and justice, should develop a more structured approach to the task of laying down appropriate conditions for the participation of civilian personnel in CSDP missions, especially as regards career prospects and remuneration;

18. In that context, calls on the Member States to ensure, in particular, that participation in CSDP missions is regarded as an important advantage for career development in their police and justice systems and that the services that second civilians to these missions are appropriately compensated for the temporary loss of staff; takes the view that the Council should ensure that per diem rates for CSDP mission personnel are tailored to the circumstances of the mission in question;

#### *Training*

19. Stresses the need for appropriate pre-deployment training to be provided, which should include participation by civilian personnel in military exercises; strongly recommends that Member States maintain rosters of deployable civilians, in particular those trained for missions carried out alongside military forces; welcomes the practice employed by certain Member States of having a dedicated centralised agency responsible for the recruitment and training of all deployable civilian personnel, such as the German Centre for International Peace Operations (ZIF) and the UK Stabilisation Unit;

20. Supports the development by the Council of the Goalkeeper software environment to facilitate the recruitment and training of personnel for civilian missions;

21. Welcomes the emphasis placed by the Commission on ensuring that the forthcoming civilian training project financed under the Instrument for Stability will target experts already identified for future deployment on missions;

22. Emphasises, in line with the 2008 Council recommendations, the enhanced role the European Security and Defence College (ESDC) should play in the field of training for crisis management in the light of the setting-up of the EEAS; urges the Council to improve the training facilities and staffing of the ESDC, including by providing it with a permanent seat, in order to guarantee sustainable training at the strategic level for civilian and military personnel of the Member States and EU institutions;

#### *Rapid financing*

23. Encourages further efforts to speed up the provision of financing for civilian missions and

to simplify decision-making procedures and implementation arrangements; stresses the need for the relevant Commission departments to work closely with the crisis management structures within the EEAS so as to allow for rapid start-up financing of civilian missions;

*Crisis management tools*

24. Welcomes the development of the concept of Integrated Police Units (IPUs), i.e. robust, rapidly deployable, flexible and interoperable forces able to perform executive law-enforcement tasks, which, in certain circumstances, can also be deployed as part of a military operation and under military command; notes the successful application of this concept in Bosnia and Herzegovina as part of EUFOR Althea and in Kosovo within EULEX; highlights the need for such units, which are especially well-suited to intervening in non-stabilised situations and in particular during the transition from military to civilian command; recommends that Member States invest in the development of such capabilities;
25. In that context, fully supports the use of the European Gendarmerie Force (EGF), which can be placed under military or civilian command and provides a capability for the rapid deployment of expeditionary police missions, as a highly suitable tool for a range of crisis-management operations, including post-disaster stabilisation missions; calls on all Member States which have police forces with military status to join the initiative;
26. Welcomes the progress achieved in developing the pool of experts for the Civilian Response Teams (CRTs) to provide a rapid assessment capability; highlights the importance of early-assessment and fact-finding capabilities in ensuring that the EU responds to crises using the most appropriate means available;
27. Encourages the Council and the Commission to speed up the establishment of a pool of Security Sector Reform experts to enhance the EU's capability in this field;
28. Calls on the Member States to make use of the existing tools and to improve them before formulating new, ambitious goals;
29. Is convinced that the EU battlegroups represent a suitable tool for crisis-management operations; reiterates its call to the Council to increase their usability and flexibility; calls also for the improvement of their usability for civilian-military humanitarian relief operations, in full compliance with the revised Oslo guidelines for the use of military and civil defence assets in disaster relief;
30. Urges the Member States to reach agreement on expanding the concept of common costs associated with the use of the battlegroups (costs to be financed through the Athena mechanism), or on common funding of the totality of the costs of crisis-management operations carried out by them; takes the view that such an agreement is necessary to make their use politically acceptable and ensure that the Member States on stand-by do not bear a disproportionate burden in a difficult budgetary situation;
31. Calls on the Member States to conceive of the battlegroups as long-term partnerships and not to dissolve them after their stand-by period has ended, so that the resources invested in their creation are not wasted; calls for them to be trained to operate alongside civilian

deployments; suggests even that they might include civilian units or experts within their set-up, in particular IPU;

### ***Providing the means for comprehensive crisis management***

32. Calls on the Member States to look further into developing dual-use capabilities for CSDP civilian missions and military operations, making better use of existing capabilities and interlinking the civilian and military capability-development processes where appropriate;

### ***Research and technology***

33. Stresses that EU military and civilian personnel will increasingly be operating side by side and that they are to a large extent exposed to the same threats, such as improvised explosive devices, and in need of comparable capabilities in areas such as strategic and tactical transportation, logistical support, communication and information systems, medical support, security and force protection, use of space capabilities, and unmanned vehicles;
34. Emphasises, therefore, the need to coordinate, and push for, investment in technologies and capabilities in the areas of defence and civilian security where overlaps have been identified, so as to quickly close capability gaps whilst avoiding unnecessary duplication, creating synergies and supporting standardisation;
35. In that context, supports the establishment of the European Framework Cooperation for Security and Defence Research to ensure complementarity and synergy between defence R&T investment and research investment for civilian security by the Commission under the Seventh Framework Programme, for example in areas such as situational awareness, unmanned aerial vehicles, maritime surveillance, CBRNE protection, communication and transfer of data, and cybersecurity;
36. Notes, however, that this cooperation should not exceed what is necessary in the light of civilian-military cooperation in the areas of peace-keeping, conflict prevention, strengthening international security and crisis management;

### ***Rapid provision of equipment***

37. Encourages further efforts to ensure that all the equipment needed for rapid crisis-response activities, whether civilian or military, is readily available; welcomes ongoing work on an inventory management system for civilian CSDP missions; calls on the Vice-President/High Representative to carry out a comprehensive cost-benefit analysis to determine optimal solutions for each kind of equipment needed; takes the view that, depending on the type of equipment, the right combination of warehousing at EU level, framework contracts and virtual stocks of equipment owned by the Member States needs to be found;
38. Welcomes, in that context, the establishment of a temporary warehouse of civilian equipment in Bosnia and Herzegovina and calls for rapid progress in the setting-up of a permanent warehouse in order to better prepare the EU for civilian crisis management;

### ***Multinational cooperation***

39. Encourages further progress in the area of the pooling and sharing of assets as a cost-effective way of increasing capabilities, which is all the more relevant in a time of budgetary austerity; welcomes, in particular, activities to address gaps in strategic airlift capabilities, namely the creation, by a number of Member States, of the European Air Transport Command, as well as the European Air Transport Fleet initiative; encourages the Vice-President/High Representative and the Member States to speed up work to identify other areas in which to apply the pooling and sharing principles, including in the field of training or mission support;

### *Partnerships*

#### *EU-UN*

40. Recalls that the UN Security Council has primary responsibility for maintaining international peace and security; stresses, therefore, the need for close cooperation between the EU and the UN in the area of civilian and military crisis management, and in particular in humanitarian relief operations; calls for such cooperation to be strengthened particularly in theatres where one organisation is to take over from the other, especially in light of the mixed experience in Kosovo;

41. Urges the Member States to ensure that they make adequate contributions to UN missions and that they contribute in a coordinated fashion; calls on the Vice-President/High Representative and the Council to further explore ways in which the EU as a whole can better contribute to UN-led efforts, such as by launching EU rapid response 'bridging' operations or providing an EU component of a larger UN mission;

#### *EU-NATO*

42. Points out that, since 21 out of 28 NATO members are EU Member States, close cooperation between the EU and NATO in the area of military capabilities is of vital importance to avoid duplication of effort; reiterates the urgent need to resolve the underlying political problems hampering EU-NATO cooperation and calls for the improvement of the 'Berlin Plus' arrangements in order to enable the two organisations to intervene effectively in current and future crises;

43. Takes the view that, when adopting its new Strategic Concept, NATO should not embark on developing its own civilian capabilities, but that it should be able to rely on those of the EU, in order to avoid unnecessary duplication of effort;

44. Reiterates its support for closer EU-NATO cooperation in capability development and for compliance with NATO standards as far as possible; encourages further progress in the joint efforts to address the shortage of transport helicopters; welcomes initiatives to coordinate EU and NATO activities in the area of countering improvised explosive devices and providing medical support as matters of relevance to both civilian and military missions;

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45. Instructs its President to forward this resolution to the Vice-President/High Representative, the Council, the Commission, the parliaments of the Member States, the NATO Parliamentary Assembly and the Secretaries-General of the United Nations and NATO.