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Delegations will find attached the declassified version of the above document.

The text of this document is identical to the previous version.

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From : General Secretariat of the Council  
To : Committee on Civilian Crisis Management (CivCom)  
Subject : Abstract of 2009 Annual Report on the identification and implementation of lessons and best practices in civilian CSDP missions

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With a view to the CivCom meeting on 14 December 2009, Delegations will find attached a shortened version of the Annual Report on the identification and implementation of lessons and best practices in civilian CSDP missions, which was adopted by the Foreign Affairs Council on 7/8 December 2009 (doc. 16929/09). Particularly sections 3 (Trends) and 5 (Thematic Priorities 2009) were shortened and the Annexes as well as the overview table of lessons reports were taken out.

The aim is for this text to be made public following its approval by the competent Council bodies.

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**Abstract of the 2009 Annual Report  
on the identification and implementation of lessons and best practices  
in civilian CSDP missions**

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## 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 CSDP 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** Common Security and Defence Policy (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, CSDP 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.

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## 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.

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## 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 reviews<sup>1</sup> (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 CSDP. 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.

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<sup>1</sup> 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.

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## 3. TRENDS IN CIVILIAN CSDP MISSIONS

Since the inception of ESDP/CSDP 10 years ago, the EU has continuously sought to learn and further develop.<sup>1</sup> Since the first civilian deployment in 2003, civilian CSDP 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).<sup>2</sup> 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 CSDP 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 CSDP 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.

However, there is still room for enhanced co-ordination at strategic and operational levels. 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**.

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<sup>1</sup> 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.

<sup>2</sup> 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).

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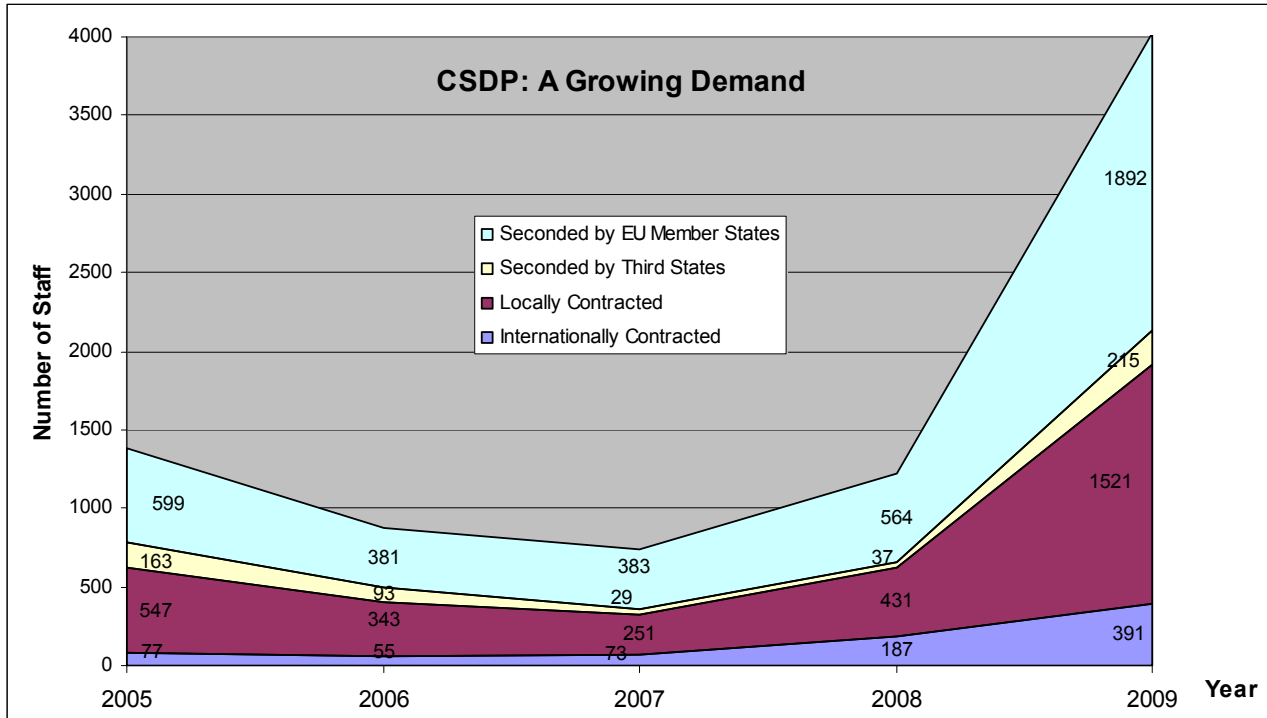


Figure 1 CSDP: A Growing Demand

Note to Figure 1: Total number of staff deployed to civilian CSDP 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, 31.08.2007, 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

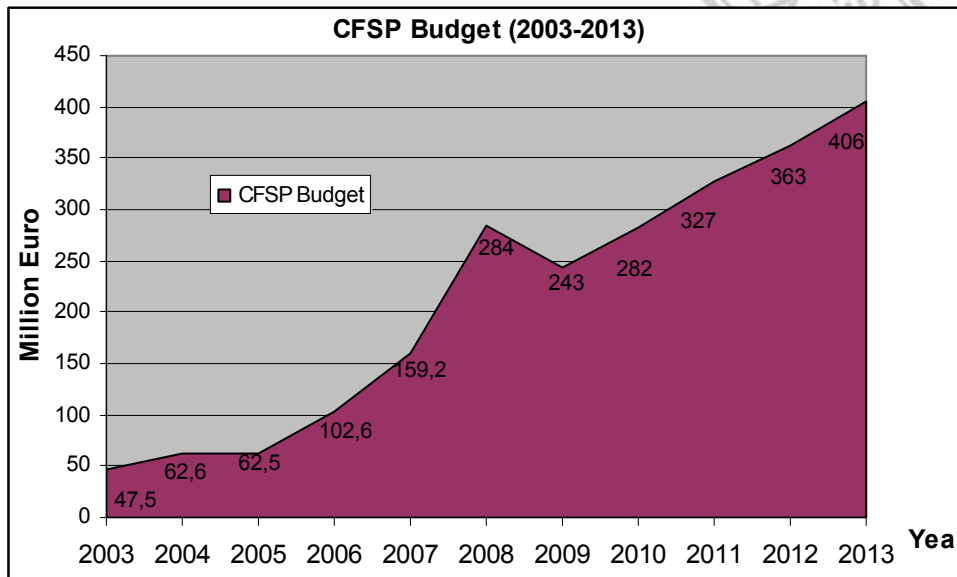
Table 1: Total of contracted and seconded staff deployed to civilian CSDP missions (2005-2009).

Note to Table 1: Data provided by the General Secretariat of the Council of the EU. See explanation under Figure 1.



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CSDP 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 CSDP ambitions** so far.



*Figure 2: A Growing Budget.*

*Note to Figure 2: CFSP Budget (2003-2013) in Million Euro.*

Arguably the biggest **challenge for the immediate future** is the need to collectively **fill the current “deployment gap”**. It 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.

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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).

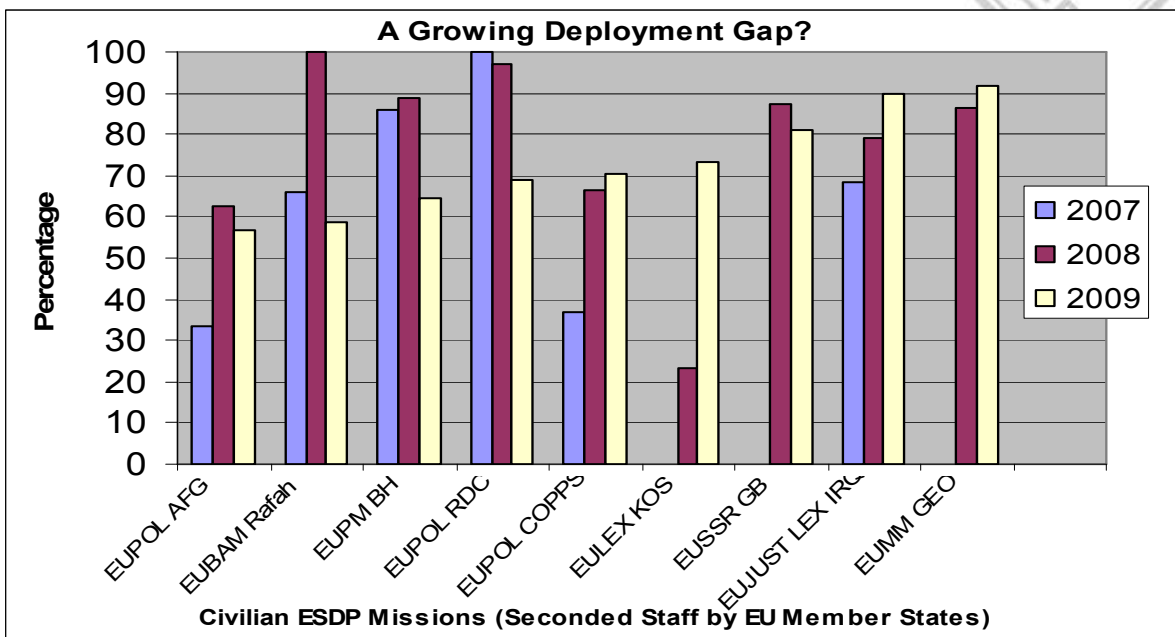


Figure 3: A Growing Deployment Gap?

Note to Figure 3: 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.

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	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) - 2007-2009.

*Note to Table 2: 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 CSDP 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 CSDP and have compiled analyses and recommendations.

**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.

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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 CSDP? 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 lessons on the planning phase, press and public information, horizontal issues such as human rights mainstreaming and co-operation with third parties.

Second, lessons from the **operational planning and conduct phase** that have gradually been implemented but require further development and attention include lessons on the Chain of Command, co-operation between EU actors, training and recruitment, rapid deployment, the operational planning phase, conduct, finance and procurement, third parties, press and public information, logistics and communication and, finally, security.

Thirdly, **lessons that remain to be effectively addressed** include lessons on strategic level planning, mission support, conduct as well as lessons for Member States on co-ordination, training and recruitment.

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## 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, secondly on the planning phase of EU SSR Guinea-Bissau with a special focus on Security Sector Reform 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. 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.

**2. Analysis of lessons:** an overview of types of lessons with reference documents was provided to the Council. 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.

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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, CSDP 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 CSDP, which is published on the publicly accessible section of the Goalkeeper website.<sup>1</sup> Work is on-going to create an CSDP civilian mission web-portal, which will establish a single access point to CSDP 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.

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<sup>1</sup> <https://esdp.consilium.europa.eu>

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**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.

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 (restricted) reports under the new Guidelines on the strategic and operational planning phase of **EUMM Georgia, EU SSR Guinea-Bissau and EULEX Kosovo**.

The report on EUMM Georgia identifies lessons for future planning of **rapid deployment and monitoring mandates**. The report on EU SSR Guinea-Bissau provides lessons for **planning small missions without urgency requirements and missions with SSR mandates**. The report on EULEX Kosovo identifies lessons and best practice for very **big missions and for future missions with Rule of Law mandates and/or an executive mandate**.

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Below details are provided on two themes: training and mission support, both areas that have repeatedly been highlighted in thematic as well as six-monthly reports over the years. 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).

**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 CSDP 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. Reports have included recommendations on the planning phase as well as on conduct.

**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 capability planning and development as well as on horizontal issues such as co-operation between CFSP and non-CFSP issues.

## 6. FUTURE OBJECTIVES AND PRIORITIES FOR 2010

From analysis of lessons, 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.



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The guiding lines paper presents an appropriate tool to do so, even if it does not yet cover all lessons identified 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 is now 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.

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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 CSDP 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.

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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.

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 CSDP 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.

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