

**CIVILIAN CAPABILITIES COMMITMENT CONFERENCE:  
MINISTERIAL DECLARATION**

**Brussels, 22 November 2004**

1. A more capable Europe is a precondition for an effective Common Foreign and Security Policy, as stated in the European Security Strategy. Better civilian and military capabilities are needed to deal with the global challenges and key threats. At the same time, the demand for civilian instruments in the framework of the European Security and Defence Policy (ESDP) is increasing. The EU is currently conducting three civilian ESDP missions as well as an EU monitoring mission. Other missions are under consideration. On the civilian side, the European Union has primarily responded to the changing security environment with the Action Plan for Civilian Aspects of ESDP and in that context a comprehensive review of its civilian capabilities took place.
  
2. Ministers of Foreign Affairs therefore welcomed the opportunity to meet in the context of the Civilian Capabilities Commitment Conference, on 22 November 2004 in Brussels, to review progress on the enhancement and development of civilian capabilities as well as to assess the challenges ahead. Ministers reiterated their strong commitment to the further development of civilian crisis management and stressed that shortcomings on issues such as mission and planning support capability, adequate financing, the ability of the EU to deploy at short notice, and procurement needed to be addressed urgently.
  
3. Ministers welcomed the capabilities of the 10 new Member States in the area of civilian crisis management. These provide the EU with an important added value given the specific expertise the new Member States have made available. Ministers confirmed that Member states' voluntary commitments are now 5761 in the area of police, 631 for rule of law, 562 for civilian administration and 4988 for civil protection. With these commitments, Member States have well exceeded the concrete targets set by the European Council. Ministers also stressed the importance of real availability and deployability of committed personnel resources with the right level of skills and experience.

4. Ministers welcomed the progress made in the implementation of the Action Plan for the Civilian aspects of ESDP, endorsed by the European Council in June 2004. Ministers welcomed in particular:
- the overall increase of Member states' capabilities in the areas of police, rule of law, civilian administration and civil protection.
  - the establishment of a monitoring capability, in addition to the areas of police, rule of law, civilian administration and civil protection. This capability of 505 will allow a wider use of monitoring as an important crisis management and conflict prevention tool.
  - the generic support capabilities that were identified to provide support to inter alia EU Special Representatives. 391 experts have been committed in areas such as human rights, political affairs, gender and Security Sector Reform. These resources should also further enable the EU to deploy integrated civilian crisis management missions to respond to the specific needs on the ground and make use of the full range of its crisis management capabilities.
  - the progress made in better defining committed capabilities.
  - the sharing of 'best practices' in the area of human resources, training, recruitment for civilian crisis management in order to help each Member State to fulfil its responsibility to recruit and train skilled mission personnel.
  - the further deepening and broadening of the dialogue and the practical cooperation with the UN and other international organisations on civilian crisis management. The EU commits itself to further develop its capabilities, also in order to enhance the EU's ability to work with the UN.
5. Ministers attach great importance to the development of a Civilian Headline Goal, which aims at establishing needs-driven goals to allow the EU to further define and build up the civilian capabilities the EU needs for future tasks and challenges by 2008, to be finalised by the European Council in December 2004. This Headline Goal will set out clearly the EU's ambitions for civilian ESDP over the coming years and will provide a firm basis to establish the capabilities needed to meet the EU's ambitions and the areas in which the EU should develop its capabilities further.

6. The EU should develop its capacity to deploy multifunctional civilian crisis management resources in an integrated format. A range of modalities for the setting up and deployment of such capacities, including rapidly deployable Civilian Crisis Response teams, should be further considered and developed under the Headline Goal process.
7. Ministers welcomed the meeting and the declaration of the Chiefs of Police on police aspects in the ESDP-framework on 25 October organised by the Dutch Presidency. In the declaration, the Chiefs of Police identified important issues that need to be addressed further by the EU (see Annex A to Annex I).
8. Ministers also welcomed the initiative by France, Italy, the Netherlands, Portugal and Spain to establish a European Gendarmerie Force (EGF) and the contribution the EGF can make to the ESDP. These 5 countries have made this capacity with a military status available for the more demanding scenarios and for rapid deployment in order to guarantee public security and public order. Ministers also welcomed that this force will be first and foremost at the disposal of the EU and stressed the need to explore further the possibilities of close affiliation of EU Member States not participating in the EGF.
9. Ministers acknowledged that the following important issues, critical to the success of future civilian ESDP mission, need to be urgently addressed:
  - The establishment of appropriate operational planning and support capabilities within the Council Secretariat as soon as possible to ensure the ability of the EU to conduct several civilian crisis management missions concurrently.
  - Adequate financial resources that meet the EU's ambitions in the field of civilian ESDP<sup>1</sup>.
  - Considering that current procurement rules significantly constrain the deployment of civilian crisis management missions, Ministers urged the Council Secretariat and the Commission to put forward, by the end of 2004, concrete proposals to provide adequate solutions on the issue of procurement, including recommendations on the earlier identification of procurement needs in planning processes.

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

- Appropriate arrangements and mechanisms in the areas of operational support, logistics, security of personnel and mission protection given the more challenging and less benign environments in which the EU is likely to operate in the near future.
- The ability of the EU and Member States to deploy their capabilities at short notice.

In order to make capabilities as operational, efficient and coherent as possible, Ministers also underlined the importance of :

- The promotion of effective close co-ordination and coherence between Community and ESDP activities.
- The conduct of exercises (civilian and civil-military) to test and validate procedures and ensure efficiency.
- The improvement of civil-military co-ordination as well as the ability of the EU to deploy civilian capabilities simultaneously with military means at the outset of an operation. In this context, Ministers welcomed the imminent creation of the civil-military cell.
- Pre and in mission training in order to make the capabilities as effective and interoperable as possible.

10. Ministers stressed the importance of the need to regularly review and update Member States capabilities as well as their availability. They underlined the importance of the direct involvement of key stakeholders in civilian crisis management, in particular those ministers responsible for the qualitative and quantitative capability development.

11. Ministers warmly welcomed the contributions of non-EU States to civilian ESDP missions. They therefore welcomed the opportunity to inform the countries which are candidates for accession to the EU and the non EU European NATO Members on progress made in the area of capabilities for civilian crisis management as well as to receive their indications on possible supplementary commitments.

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**DECLARATION of EU CHIEFS OF POLICE**  
**following the meeting on police aspects in the ESDP-framework**

**Warnsveld, the Netherlands, 25 October 2004**

1. The EU Chiefs of Police welcomed the initiative by the Netherlands Presidency to organise a meeting of the EU Chiefs of Police, on police missions in the framework of the European and Security and Defence Policy (ESDP). They recognised the central role of police in international crisis management operations and the ever-increasing important contribution that the EU is making in this regard. The EU's policing capabilities have contributed substantially to the effectiveness of the EU's ability to respond to different phases of crises as well as Security Sector Reform activities through a broad range of instruments.
  
2. The Chiefs of Police recalled that the last Conference of the Chiefs of Police took place under the Swedish Presidency on 10 May 2001. This meeting provided an important input for the further development of policing in the ESDP-framework, not least through the launching of the Police Action Plan. The importance of actively engaging in police aspects of civilian crisis management, in particular in terms of qualitative and quantitative capability development was recognised by the Chiefs of Police. The Chiefs of Police therefore agreed to meet regularly on these aspects.

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3. The Chiefs of Police recalled that a Police Capabilities Commitment Conference at Ministerial level took place in Brussels on 19 November 2001 in order to draw together the national commitments to meet the police capabilities goals set by the Feira European Council. In doing so, they contributed to the creation of an EU capacity for crisis management, capable of covering the full range of police missions identified by the European Councils of Nice and Göteborg, i.e. from training, advisory and monitoring missions to executive missions. At the Conference, Member States on a voluntary basis undertook to provide 5000 police officers by 2003, out of which 1400 police officers could be deployed within thirty days, thus enabling the EU to meet the targets set at Feira. As part of their commitments, some Member States undertook to provide rapidly deployable, integrated and interoperable police units.
  
4. The Chiefs of Police welcomed the considerable progress that has been made in the implementation of the Police Action Plan, adopted at the European Council in Göteborg. This progress *inter alia* includes:
  - The development of concepts for planning and police command and control aspects of EU Crisis Management.
  - The development of comprehensive concepts for police missions, including strengthening and substitution scenarios.
  - Guidelines for training and selection criteria.
  - Model agreements of Status of Forces Agreements, and principles for the use of force (Rules of Engagement) for police officers participating in EU Crisis Management Operations.
  
5. They further welcomed the successful establishment of the first two ESDP police missions - the European Union Police Mission in Bosnia and Herzegovina (EUPM) and the European Union Police Mission in the former Yugoslav Republic of Macedonia (EUPOL PROXIMA). Both missions are currently ongoing, comprising more than 650 EU and Third State police officers, with the aim of establishing sustainable policing arrangements under local ownership, according to best European and international practice. Both missions continue to have a positive and stabilising impact in sensitive but relatively benign areas. The establishment of EUPM and EUPOL PROXIMA has provided the EU with important operational experience and has enabled the EU to identify crucial lessons learned, including areas for further improvements by the missions, the Member States and the Council Secretariat, including the Police Unit.

6. The Chiefs of Police recognised the important contribution of CEPOL (Collège Européen de Police) to foster common training for police officers. The common training provided through CEPOL has promoted a common knowledge and better interoperability between Member States and has improved the methodology for planning as well as the procedures used in Crisis Management Operations. Specialised CEPOL courses and exercises for police operations in the framework of the ESDP should be further developed. Furthermore, the Chiefs of Police recognised the benefits and values of the participation of EU police officers in international police missions.
  
7. The Chiefs of Police underlined that organised crime is a major obstacle for the consolidation of law and order in former crisis areas. They recalled that Europe is a prime target for organised crime (cross-border trafficking in drugs, human beings, and weapons accounts for a large part of the activities of criminal gangs) and that external action, *inter alia* through international police missions, can help improve our internal security. The Chiefs of Police recognised that assistance by EUPM and EUPOL PROXIMA to the respective local authorities in developing capacities to help fight organised crime more effectively, has an important internal dimension. The Chiefs of Police welcomed the contribution of the EU police operations to the implementation of the UN sponsored Palermo Convention on the fight against organised crime. The Chiefs of Police also stressed the potential links between organised crime and terrorism.

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8. The Chiefs of Police welcomed the ongoing work under the Dutch Presidency to review the current police capabilities commitments by Member States. They stressed the need to further develop the qualitative aspects of commitments made by member States, not least in terms of rapid deployment of qualified personnel. In this context, the Chiefs of Police underlined the importance of the Civilian Capabilities Commitment Conference in November 2004 as well as the ongoing work on the Civilian Headline Goal.

9. The Chiefs of Police welcomed the initiative to establish a European Gendarmerie Force (EGF) by France, Italy, the Netherlands, Portugal and Spain. This force will be first and foremost at the disposal of the EU. They underlined the important contribution the EGF can make to the ESDP by making available a capacity for the more demanding scenarios and for rapid deployment. The Chiefs of Police stressed the need to explore further the possibilities of close affiliation of EU Member States not currently participating in the EGF.

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10. The Chiefs of Police recognised that EU policing is in high demand. As the police capabilities and operational experience of the EU will further develop, enabling the EU to e.g. provide support to other internationally led police operations by, *inter alia*, the UN or the OSCE, this demand is likely to increase even more.

11. As the EU improves its policing capabilities it will most likely move into more challenging areas of operations. The Chiefs of Police underlined the need to have in place adequate mechanisms for EU police missions, including appropriate arrangements in the areas of operational support, logistics, security of personnel and adequate mission protection.

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12. The Chiefs of Police would, *inter alia*, on the basis of their discussions in Warnsveld, the operational experience gained by the EU thus far and the concrete lessons learned derived from the first ESDP police missions, like to draw particular attention to the following areas that should be addressed further by both the EU as well as Member States:

*a) Operational aspects:*

- The further development of appropriate operational planning and support capabilities in order to conduct several police missions simultaneously. In this context, the Chiefs of Police underlined the importance of providing adequate resources to the Police Unit, in particular to ensure sufficient operational support for planned and ongoing missions;

- The importance of making available the right expertise and experts to EU police missions (e.g. in the area of organised crime);
- Introducing further training of EU personnel, both in pre-deployment and in the missions;
- The development of generic concepts and modalities for project management within police mission, including the need for establishing projects with clearly defined purposes and timelines and with measurable goals enabling a comprehensive overview of implementation ('benchmarking');
- Ensuring further, the possibility for partners to join national exercises;
- Improving the EU rapid deployment capabilities;
- Enhancing our capability to set-up multinational Headquarters;
- Continuing work on the Police Action Plan regarding interoperability (e.g. common equipment and logistic support) and appropriate means of financing;
- Emphasising the importance of the sustainability of the results of the civilian ESDP-missions, i.e. through taking into account other longer-term efforts and activities.

*b) Institutional aspects:*

- Ensuring that procurement regulations allow timely arrival of equipment in mission areas;
- Ensuring that processes are in place to identify and deploy rapidly the required numbers of qualified personnel;
- Promoting further the crucial link between police missions and broader Rule of Law aspects, *inter alia* by ensuring synergies between ESDP and Justice and Home Affairs activities, especially with a view to better managing transition periods and exit strategies;
- Ensuring the consistency of the EU response with regard to the fight against organised crime, notably by defining a cross-pillar regional approach and liaising extensively during the planning period with all relevant European structures engaged in the fight against organised crime;
- ESDP police missions in the Western Balkans should explore how to benefit from possible new instruments such as intelligence development officers recommended by the group of Friends of the Presidency as one of the concrete measures to enhance the fight against organised crime;

- Ensuring close co-operation between Europol and ESDP police missions;
- Adopting and implementing the Integrated Police Unit concept.

13. In addressing and carrying forward work on these issues, the Chiefs of Police invited the Secretariat to develop further the Police Action Plan in order for it to match the needs of EU police missions in 2004 and beyond.

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