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NOTE

from: Secretariat
to: Delegations

Subject: Security Sector Reform – draft document on deployable European expert teams.

Delegations will find attached a draft document on European expert teams which could be deployed on EU missions. The document was drafted in very close coordination with the relevant Commission departments and was approved by the Politico-Military Group on 20 October 2008.

<p style="text-align: center;">SECURITY SECTOR REFORM (SSR) DEPLOYABLE EUROPEAN EXPERT TEAMS</p>
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References

- A. EU Concept for ESDP support to Security Sector Reform (12566/4/05 REV 4 of 13 October 2005)
- B. A Concept for European Community Support for Security Sector Reform (COM2006 - 253 final of 24 May 2006)
- C. Council conclusions on a policy framework for security sector reform, adopted on 12 June 2006 (9946/06)
- D. Civilian crisis response teams (CRT) (10462/05 of 23 June 2005)
- E. Civilian Headline Goal 2010 - Draft single planning document version 5.01 (12253/08 of 28 July 2008)
- F. CRT Generic Terms of Reference (15406/05 of 5 December 2005)
- G. OECD/DAC SSR Handbook - 2007

SUMMARY

Security Sector Reform is a sector in which the EU is increasingly active, and one which requires a consistent approach. The objective of this document is to increase the EU's capacity for external action in the field of Security Sector Reform (SSR) by establishing a community of experts familiar with SSR problems. The EU should increase its expertise in the civilian field, which could be based on civilian crisis response teams (CRT), and its expertise in the field of defence, including military defence, and of civilian and democratic monitoring of security structures. Trained in SSR and used to working together, the experts should be ready to be deployed on a flexible basis and in response to the needs identified.

I. FRAMEWORK

1. The current policy framework for the European Union's involvement in SSR is based on a set of concepts¹ and principles² which are aimed at efficient and consistent implementation of the EU's external action in this field and allow case-by-case decisions to be taken, in the light of the action envisaged and of the aim pursued, on whether the action should take place in the ESDP or Community framework. Action in support of SSR can further some of the basic principles inherent in the European approach to international relations (conflict prevention, support for development, local ownership, good governance, defence of human rights, etc.). Support for SSR plays a prominent part in the European Security Strategy, which presents it as one of the main areas for European Union (EU) action.
2. SSR is a multidimensional activity which should cover every aspect of security (in particular the armed forces, the police, justice and the rule of law, intelligence agencies, border control, customs, Parliament/the legislature, government/the executive, financial management bodies, civil society agencies, etc.). The planning and conduct of SSR missions therefore requires an extremely wide range of expertise:
 - For the preparation of missions, and in particular identification of needs, expertise must be available at the earliest possible stage so that an audit can be made of the entire security sector in the country concerned and the EU's possible contribution assessed: it must therefore be possible to call on multidisciplinary teams familiar with the European approach to SSR.

¹ See in particular the EU Concept for ESDP support to Security Sector Reform (12566/4/05 REV 4 of 13 October 2005) and the Concept for European Community Support for Security Sector Reform (COM2006 - 253 final of 24 May 2006).

² Paragraph 3 of the Council conclusions on a policy framework for security sector reform, adopted on 12 June 2006 (9946/06).

- Carrying out an SSR action/mission means taking practical action, both short and long-term, across a wide range of sectors. It has to be possible to make an accurate, detailed analysis of the shortcomings and weaknesses of the security structures concerned and to implement or monitor short and long-term measures to remedy them, as backup for the national authorities. Apart from strategic and sectoral expertise in SSR, specialist expertise is also necessary at this stage (e.g. specialists in IT, human resources, public procurement and military logistics).
- The European Union³ and the Member States⁴ are able to call on a wide variety of instruments that can provide support for SSR activities. The EU should reinforce its expertise in the civilian and defence fields. In particular:
 - (i) European arrangements should have access to greater expertise in the field of defence, including military defence, intelligence, and civil and democratic control of security structures;
 - (ii) European arrangements are not organised in terms of an approach to SSR allowing for the creation of a community of EU experts familiar with the whole SSR problem and for the development of a European mindset among national experts in this area.
- This document deals with the use of experts in the ESDP context. In the event of Community action, the European Commission could call on the experts database.
- Political control and strategic direction of all crisis management activities in the ESDP framework are exercised by the PSC, under the responsibility of the Council.

³ Here the instruments include: civil response teams (CRT); EC - Expert Support Facility; EC-Expert teams (development and security analysis).

⁴ Their instruments include: the Stabilisation Unit (UK), the Security Sector Development Advisory Team (SSDAT) - (UK). Member States also contribute to UN (UN Database for Expert SSR Associate Consultants) and OECD/DAC mechanisms.

II. GENERAL AIM AND MAIN CHARACTERISTICS OF THE INITIATIVE

3. The aim of the proposal is to establish a pool of experts in the SSR field, so that deployable SSR teams can be set up within the European Union to respond to needs identified. This pool of experts will involve staff from the General Secretariat of the Council (GSC), the European Commission and the Member States who will be registered in a dedicated database⁵.
4. The deployable SSR teams will be brought in at the earliest possible stage to lend their expertise to SSR action in the ESDP or Community contexts. It could also be proposed that other organisations be able to call on this pool of experts, subject to the approval of the PSC⁶.
5. The registered experts (who may include SSR experts who are or have been involved in ESDP missions) will take part in regular training courses and seminars. These activities will enable the pool to become a "community of SSR experts" who are familiar with the whole SSR problem and share a specific European approach and common working practices.
6. The community of European Union SSR experts should have the benefit of regular consultations between the relevant GSC and European Commission departments, which will ensure proper consultation and coordination on SSR matters.

III. OPERATION

A. Creation of the pool of SSR experts

7. In setting up the pool of SSR experts account should be taken of existing instruments, at both European and Member State level, with a view to supplementing them as necessary. Account should also be taken of the experience gained in establishing those instruments themselves. Lastly, the process will take account of feedback from ESDP missions and Community SSR activities.

⁵ The decision on whether to make national experts available remains a national one.

⁶ This document raises the possibility of enabling other international organisations active in the SSR field (in particular the UN, the OSCE and the AU) to use these experts. The arrangements remain to be determined.

8. The framework for establishment of the pool of experts should be flexible and appropriate to the specific characteristics of SSR missions.
9. The pool of SSR experts will be established on the basis of an expression of needs developed by the GSC and the European Commission, as far as Community needs are concerned. Detailed job descriptions specifying the profile expected of experts will be circulated to the Member States. The experts proposed for appointment will then be registered in a database which will be regularly updated by the GSC.
10. To avoid duplication and benefit from existing initiatives, the expertise required in civilian fields should be drawn from the civilian response teams (CRT). The experts listed in the CRT database could be used for the deployable SSR teams⁷.
11. Where it is not possible to identify individual experts, the detailed job descriptions will nevertheless permit a profile-based approach, by identifying in advance the expertise and qualities required.
12. The EU pool of SSR experts will enable teams to be formed on the basis of identified needs to carry out the missions/tasks described below.

B. Tasks entrusted to SSR experts

13. The following tasks may be entrusted to SSR experts; they are determined on a case-by-case basis in the light of the objective to be achieved and the nature of the activities envisaged:
 - Operational tasks in support of local authorities
 - Contributing to the proceedings of the GSC and/or the European Commission, as the case may be, in developing a strategic analysis and a diagnosis concerning the general state of the security sector in a partner country before the launch of a reform action in support of the partner country in question, on the basis of that assessment (audit);
 - Contributing to the drawing up of planning documents for an SSR action;

⁷ The need to preserve the specific nature and capacity for action of the CRT must be taken into account.

- Providing appropriate reinforcement, as required, for EU SSR actions/missions, in the implementation of practical projects;
 - Taking part in ESDP missions and Community SSR actions.
- General tasks
 - Promoting shared expertise on SSR-related matters within EU institutions and between Member States;
 - Contributing to reflection on the development of SSR theory within the EU by providing analyses for submission to the relevant Council working parties and/or the relevant European Commission departments.

C. Training of and experience-sharing by the community of SSR experts

14. The training of and experience-sharing by the experts identified in the pool of experts are central to the concept of a deployable SSR team: they make it possible to build up a true community of European SSR experts. Such a community will, furthermore, make it possible to promulgate the EU's vision more systematically in discussions in international fora on the subject of SSR policies and concepts.
15. The objectives of that training and that experience-sharing ought to be to:
- give experts a sound knowledge of the European approach to SSR, and in particular of the concepts and procedures used⁸;
 - when a mission is under consideration, give experts taking part in that mission the necessary information concerning the objectives pursued by the EU and ensure the consistency of the teams to be deployed;
 - make it possible to share information on the actions carried out within the framework of EU missions and within any other framework.

⁸ The European approach is in line with that of the OECD, as stated in the 2006 conclusions.

16. The principal arrangements for that training and that experience-sharing could be:
- basic training sessions on the European approach to SSR, organised systematically within the framework of the European Security and Defence College (ESDC) or another framework. Such sessions ought to be held regularly, theoretically every six months, for SSR experts⁹;
 - exchanges of good practice and experience at seminars organised regularly, on a voluntary basis, by the Member States in various SSR fields. Those seminars will be an opportunity to bring together around a specific topic the experts concerned that are cited in the database. Such regular seminars should make it possible gradually to cover all SSR problem areas. The conclusions of the proceedings at those seminars could be taken over by (i) the GSC so that, in connection with actions under the ESDP, it can propose recommendations for submission to Council bodies for approval (ii) the European Commission so that, in connection with actions in the Community sphere, it can propose recommendations for submission to the relevant Community bodies for approval;
 - specific training before deployment on mission by means of briefing sessions organised by the GSC ("Induction Days") or by the European Commission;
 - participation in seminars and conferences organised by other organisations.
17. In practice, in order to enhance the SSR expertise of the experts identified in the pool all existing opportunities should be used in a pragmatic approach. The training in SSR offered by the Member States, in particular within the ESDC framework, should serve as a basis. It should be possible to draw on the training offered by the European Commission¹⁰, the OECD¹¹, the United Nations and other institutions¹².

⁹ An initial pilot course in the SSR field was held in The Hague from 20 to 23 October 2008.

¹⁰ In particular the "European Community project on training for civilian aspects of crisis management", and the annual SSR training organised by DG RELEX.

¹¹ The OECD/ training module on SSR and governance based on the OECD Handbook on SSR.

¹² The Folke Bernadotte Institute regularly organises sessions on SSR.

18. The general consistency of the training given will be ensured through the preparation of annual "training plans" summarising the various opportunities for training and the seminars organised, by the Member States in particular. The GSC would have to submit that training plan to the Council working parties with competence in the field of training.

D. Arrangements for making SSR experts available

19. Whatever the framework for a mission, whether to make experts available will remain a national decision. It is for each of the structures that can use teams of experts to determine the arrangements for recourse to them. Requests for national experts to be made available are made to Member States through their delegations.

20. SSR experts may be used in support of the GSC or the European Commission, as the case may be, in the preparation of an SSR mission, or actually within the framework of an ESDP mission or a Community action, as a member of the mission or temporary reinforcement for a short-term task.

21. The criteria and the arrangements for making experts available will have to be discussed by the GSC and will be submitted to the PSC.

ESDP mission

22. Political control and strategic direction of all crisis management activities in the ESDP framework are exercised by the PSC, under the responsibility of the Council. Experts will be used within the framework defined by the political directives and strategic guidelines drawn up by the PSC.

23. Experts will be made available for the preparation/planning of a mission in response to a request from the GSC. When it has analysed the expertise required, the GSC will define its needs by making requests to the Member States for experts to be made available.

Community action

24. Experts will be made available for the preparation/planning or implementation of a Community action in the field of SSR in response to a request from the relevant European Commission departments.

E. Consistency of EU action

25. A case-by-case analysis in the light of a particular situation is necessary to determine whether the activities proposed come within the sphere of ESDP or that of the Community. The Council and the European Commission will ensure the consistency of their activities in accordance with Article 3 of the EU Treaty.
26. Coordination with the European Commission and the Member States is essential to ensure consistent intervention by the EU, in accordance with the powers defined in the Treaties. The organisation of regular consultations between the GSC and the European Commission specifically on SSR matters will help to enhance that consistency. Those consultations should cover all SSR-related matters (actions in progress or planned, training, conceptual developments, etc.). The sharing of expertise for the purpose of carrying out a strategic diagnosis should make for better coordination of European intervention in SSR matters in the medium and long term, in accordance with respective powers. Such coordination should also make it possible to ensure continuity of European action and increase the Member States' ability to implement support action in that area, which will give the EU a higher profile. Opportunities for the joint training of European Commission, GSC and Member State experts will help to bring about greater overall consistency in EU action.
27. Coordination and exchanges of information with other organisations involved in SSR, in particular the OECD/DAC and the United Nations, will also be essential.

IV. THE NEXT STAGES

28. In order to create the pool of SSR experts and the deployable teams of experts, the GSC will need to conduct proceedings in close collaboration with the European Commission on:
- the definition of the profiles of the experts required by the GSC (February 2009 – dates to be confirmed). Those proceedings must be conducted so as to ensure, as far as possible, maximum interoperability with the CRT, for example, when appropriate, by using the CRT experts' job descriptions. The GSC will submit its proceedings, including those on the identification of experts, to the competent Council bodies;

- a study of the financial and legal aspects of the creation of the pool of experts and the use of SSR experts (February 2009 - dates to be confirmed), including the constraints on the creation and administration of a database of names. That study will be submitted to the competent Council bodies;
- the development of a training plan. The training plan will be submitted to the competent Council bodies (March 2009 – dates to be confirmed);
- proceedings on cooperation with other competent bodies involved in SSR (including the arrangements for possibly making available SSR experts from the pool), taking account, in the case of the UN and the AU, of the framework for cooperation with those institutions. The GSC will submit those proceedings to the competent Council bodies (March 2009 – dates to be confirmed);
- the GSC will submit the lessons it has learned to the competent Council bodies one year after the creation of the pool of SSR experts.

