

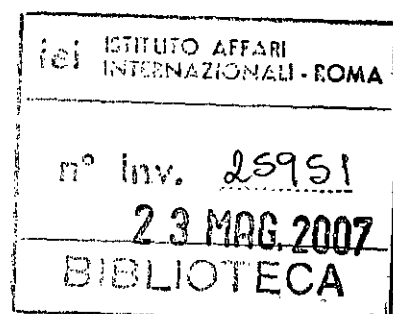
**AN EU FOREIGN AND SECURITY POLICY WITH GLOBAL REACH ?  
ACTORS, PROCEDURES, CAPABILITIES AND EFFECTIVENESS**

Institut für europäische Politik (IEP)

Trans European Policy Studies Association (TEPSA)

Brussels, 12-16/IX/2006

- a. Programme
- b. List of participants
- 1. Some thoughts on EU crisis management: the need for political/institutional consistency [outline] / Gianni Bonvicini (2 p.)
- 2. The European Union as a crisis manager: international security and civil-military concepts from an institutionalist perspective [project outline] / Nadia Klein (7 p.)
- 3. Policy learning in the European Union on civilian crisis management: the case of externally assisted police reform [project outline] / Isabelle Ioannides (11 p.)
- 4. EU civilian crisis management: enhancing training, recruitment, and deployment standards [project outline] / Nicoletta Pirozzi (12 p.)



**PROGRAMME**

**2nd Autumn Seminar**

**“An EU Foreign and Security Policy with Global Reach?  
Actors, Procedures, Capabilities and Effectiveness”**

**12 – 16 September 2006**

**Brussels**

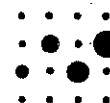
**Fondation Universitaire, EU institutions premises and Crowne Plaza Hotel Europa**

**Phone : ++49 – 160 93 89 06 68**

**in the framework of the  
European Foreign and Security Policy Studies Programme**



**Riksbankens  
Jubileumsfond**



**VolkswagenStiftung**

## Tuesday, 12 September 2006

**Arrival of Participants at the Foundation Universitaire** (Rue d'Egmont 11, 1000 Brussels)

10.00 hrs **Welcome and Opening**

Dr. Alfred SCHMIDT  
VolkswagenFoundation

Dr. Mathias JOPP  
Institut für Europäische Politik, Berlin

N.N. Foundations

10.30 hrs **PANEL 1**  
**Civil and Military Crisis Management of the EU – Conceptual Trends and the Application of Instruments**

*Chair and first comment*

Prof. Dr. Gianni BONVICINI  
Director, Istituto Affari Internazionali, Rome

*Presentations of the grant holders (2nd cohort)*

Nadia KLEIN  
The European Union as a crisis manager: international security and civil-military concepts from an institutionalist perspective

Isabelle IOANNIDES  
Policy learning in the European Union on civilian crisis management: the case of externally assisted police reform

Nicoletta PIROZZI  
EU civilian crisis management: improving recruitment, training and deployment standards

*Further comments (1st cohort)*

Cornelius ADEBAHR (Berlin)  
Natalia TOUZOVSKAYA (Moscow)

*Discussion and responses*

13.00 hrs **Lunch Buffet**

14.00 hrs **PANEL 2**  
**Current Trends in CFSP/ESDP – Institutions, Strategic Culture, Cross-pillarisation**

*Chair and first comment*

Dr. Mathias JOPP  
Director, Institut für Europäische Politik, Berlin

*Presentations of the grant holders*

Vincenzo RANDAZZO

In search of effectiveness: a legal analysis of the ESDP institutional framework

Vasilis MARGARAS

European Security and Defence Policy: the emergence of an EU strategic culture?

Christian MÖLLING

Towards a European security and military strategy? Coherence and consequences of the European Union's policies on military crisis management, armaments cooperation and arms control

Martial FOUCAULT

Can European security become a trans-national public good? Lessons for a future ESDP

Patryk PAWLAK

"War on crime" in the interpillar context of the area of freedom, security and justice. New dynamism for the Common Foreign and Security Policy?

*Further comments*

Bastian GIEGERICH (London)

Claudia MAJOR (Birmingham)

Christopher REYNOLDS (Munich)

Michele COMELLI (Rome)

*Discussion and responses*

17.00 hrs

**Coffee break**

17.15 hrs

**PANEL 3**

**The Europeanisation of National Foreign, Security and Defence Policy – the Case of Germany and Cyprus**

*Chair and first comment*

Prof. Dr. Simon DUKE

European Institute of Public Administration, Maastricht

*Presentations*

Piotr BURAS

Germany's multilateralism after 9/11 – Concept, reality and consequences for the CFSP

Eveline HERTZBERGER

EU vertical intelligence sharing to combat terrorism: more carrots, more sticks

Alper KALIBER

De-securitising foreign policy – unpacking the impact of Europeanisation: the Cyprus case

*Further comments*

Nicole ALECU DE FLERS (Vienna)  
Ruth HANAU SANTINI (Bologna)  
Eva GROSS (London)  
Alister MISKIMMON (London)

*Discussion and responses*

19.15 hrs Walk to the **Crowne Plaza Europa Hotel** (Rue de la Loi 107, 1040 Brussels)

19.30 hrs **Dinner**  
(Crowne Plaza Hotel Europa, Schuman Room)

**Keynote Speech**

Robert COOPER  
Director General DGE, Secretariat of the Council of the European Union,  
Brussels

**Wednesday, 13 September 2006**

8.30 hrs **PANEL 4**  
**Democratic Control and the Role of the Media in the CFSP**  
(Fondation Universitaire)

*Chair and first comment*

Dr. Elfriede REGELSBERGER  
Deputy Director, Institut für Europäische Politik, Berlin

*Presentations*

Diletta LATINI  
The transatlantic rift over the use of force in the Iraq crisis (2002-2003):  
insights from the impact of the news media debates on public opinion

Martin MEYER  
Towards a common security discourse? The evolution of a public sphere in  
the European Union's Common Foreign and Security Policy

*Further comments*

Claes H. DE VREESE (Amsterdam)  
Ebru S. CANAN (Siena)

*Discussion and responses*

10.30 hrs **Coffee break**

10.45 hrs Walk to the **Council of the European Union** (Justus Lipsius Building, Rue de  
la Loi 175, 1048 Brussels)

- 11.00 hrs      **Foreign Policy Challenges and the EU's Responses**  
(EU Council Secretariat, Justus Lipsius Building)
- Keynote Speech**
- Helga SCHMID  
                 Head of Policy Unit (Solana's office), EU Council Secretariat, Brussels
- Discussion*
- 12.45 hrs      Walk to the **Crowne Plaza Europa Hotel** (Rue de la Loi 107, 1040 Brussels)
- 13.00 hrs      **Lunch Buffet**  
(Crowne Plaza Europa Hotel, Foyer Schuman Room)
- Lunch Debate**
- Elmar BROK MEP  
                 Chairman of the Committee on Foreign Affairs, European Parliament,  
                 Brussels
- 15.00 hrs      **PANEL 5**  
                 **Other CFSP Priorities – Relations with China and Russia**  
(Crowne Plaza Europa Hotel, Schuman Room)
- Chair and first comment*
- Dr. Fraser CAMERON  
                 European Policy Centre, Brussels
- Presentations*
- May-Britt STUMBAUM  
                 Engaging China - uniting Europe? The European Foreign and Security Policy  
                 towards China
- Larisa KUZMICHEVA  
                 The enlarged Europe – Russia's cooperation within the ESDP project: a new  
                 impetus?
- Further comments*
- Holger MOROFF (Jena)  
                 Kristi RAIK (Helsinki)  
                 Nicola CATELLANI (Bologna)
- Discussion and responses*
- 16.30 hrs      **Coffee break**

17.00 hrs

**PANEL 6**

**Other CFSP Priorities – Arms (Export) Control and IAEA**

(Crowne Plaza Europa Hotel, Schuman Room)

*Chair and first comment*

Prof. Dr. Walther STÜTZLE

Former State Secretary; Senior Fellow, Stiftung Wissenschaft und Politik, Berlin

*Presentations*

Mark BROMLEY

The Europeanisation of EU arms exports – how has the EU code of conduct on arms exports changed the arms export policies of EU member states?

Axel SCHWANHÄUSSER

Beyond safeguards – taking advantage of the early warning capabilities of the improved IAEA safeguard systems in respect of nuclear programmes leading to outbreak capabilities

*Further comments*

Gunnar JEREMIAS (Hamburg)

Jan Joel ANDERSSON (Stockholm)

Giovanni GASPARINI (Rome)

*Discussion and responses*

18.30 hrs

**Coffee break**

19.00 hrs

**PANEL 7**

**CFSP in Action - the Southern Caucasus and Western Africa**

(Crowne Plaza Europa Hotel, Schuman Room)

*Chair and first comment*

Prof. Dr. Christian FRANCK

Président, Institut d'Études Européennes, Université Catholique de Louvain;  
Secretary General, Trans European Policy Studies Association (TEPSA),  
Brussels

*Presentations*

Sargis GHAZARYAN

EU-South Caucasus relations: questioning geopolitics and beyond

Marie GIBERT

Regional security: a new opportunity for multilateral cooperation between the European Union and West Africa?

*Further comments*

Marta MARTINELLI QUILLE (Brussels)  
Rosa BALFOUR (Rome)  
Stephanie HOFMANN (Ithaca / USA)

*Discussion and responses*

20.30 hrs

**Dinner**

(Crowne Plaza Hotel Europa, Monnet/Spaak Room)

**Dinner Speech**

Hans Bernhard WEISSERTH  
EU Council Secretariat, Brussels

**Thursday, 14 September 2006**

9.00 hrs

**PANEL 8**

**The EU's Policy in the Western Balkans**

(Fondation Universitaire, 1000 Brussels, Rue d'Egmont 11)

*Chair and first comment*

Dr. Pál DUNAY  
Stockholm International Peace Research Institute (SIPRI), Solna

*Presentations*

Ana E. JUNCOS  
Coherence and effectiveness of CFSP/ESDP in the Western Balkans (1991-2005)

Cornelius FRIESENDORF  
Policing the Balkans: crime control and European Foreign and Security Policy

*Further comments*

Alessandro ROTTA (Rome)  
Gergana NOUTCHEVA (Brussels)  
Alessandra NERVI (Oslo)

*Discussion and responses*

11.00 hrs

Walk to **German Permanent Representation to the EU** (Rue Jacques de  
Lalaing 8-14, 1040 Brussels)



**Expert seminar:**  
**Strengths and Weaknesses of the Current CFSP and  
ESDP – Views of Actors and Analysts**

11.30 hrs ***From Declaratory Policy to Operations and Active Policy – the View of a  
Member State***  
(German Permanent Representation)

**Keynote Speech**

Ambassador Dr. Clemens VON GOETZE  
PSC, Permanent Representation of Germany, Brussels

*Discussion*

13.00 hrs **Lunch at the German Permanent Representation**

14.30 hrs Walk to **Crowne Plaza Europa Hotel** (Rue de la Loi 107, 1040 Brussels)

15.00 hrs **Coffee** at Crowne Plaza Europa Hotel, Foyer of Schuman Room

15.30 hrs **Anna Lindh Award Ceremony**

*chaired by the Secretaries General of the three foundations*

Prof. Dr. Dan BRÄNDSTRÖM, Riksbankens Jubileumsfond  
Prof. Dr. Piero GASTALDO, Compagnia di San Paolo  
Dr. Wilhelm KRULL, VolkswagenFoundation

**Introductory Remarks**

Hans DAHLGREN  
State Secretary for Foreign Affairs, Ministry of Foreign Affairs, Stockholm

16.00 hrs **Keynote Speech**

Margot WALLSTRÖM  
Vice President of the European Commission; Commissioner for Institutional  
Relations and Communication, Brussels

*Questions and answers*

17.00 hrs **Keynote Speech**

Prof. Dr. Klaus HÄNSCH MEP  
Former President of the European Parliament; former Member of the  
Presidium, European Convention, Brussels

*Questions and answers*

18.00 hrs **Break**

18.30 hrs **Laudatio and Award**

Prof. Dr. Walter Emanuel CARLSNAES  
University of Uppsala and Norwegian Institute of International Affairs, Oslo

- 18.45 hrs      **Anna Lindh Lecture**  
  
Prof. Dr. Helene SJURSEN  
University of Oslo  
  
*Discussion*
- 19.45 hrs      **Anna Lindh Programme on Conflict Prevention 2006**  
  
*Presentation by*  
  
Dr. Anders MELLBOURN  
Stockholm and Madariaga European Foundation, Brussels
- 20.00 hrs      **Anna Lindh Award Reception**
- 20.30 hrs      **Dinner**

## **Friday, 15 September 2006**

- 9.00 hrs      ***The role of EUMS in crisis-management***  
Military Staff (EUMS, EU Council Secretariat, Justus Lipsius Building, Rue de la Loi 175, 1048 Brussels)
- Keynote Speech**  
  
General Horst-Heinrich BRAUSS  
Head of Civil-Military Cell, EUMS, EU Council Secretariat, Brussels
- 10.45 hrs      Walk to the **European Commission** (Centre Albert Borschette Building, Rue Froissart 36, 1049 Brussels)
- 11.00 hrs      ***The European Commission - Driving Force of EU's Foreign Policy?***  
(European Commission, Centre Albert Borschette Building)
- Keynote Speech**  
  
Karel KOVANDA  
Deputy Director General, DG External Relations, European Commission, Brussels
- Discussion*
- 12.30 hrs      **Lunch at the European Commission**
- 14.30 hrs      Walk to the **Fondation Universitaire** (Rue d'Egmont 11, 1000 Brussels)
- 15.00 hrs      **Seminar:**  
**"Brusselisation of CFSP"**  
(Fondation Universitaire)
- Opening Remarks by the Organizers**

15.10 hrs ***Does the EU do better on the Western Balkans since 1999/2000?***

*Chair*

Dr. Mathias JOPP  
Director, Institut für Europäische Politik, Berlin

*Introductions*

Amb. Dr. Stefan LEHNE  
Director for Western Balkans and Central Europe, Policy Unit, Secretariat  
General of the Council of the European Union and EU Representative to the  
Kosovo Future Status Process, Brussels

Björn KÜHNE  
Political Counsellor to the Special Coordinator of the Stability Pact for South  
Eastern Europe, Brussels

*Discussion*

17.00 hrs **Coffee break**

17.15 hrs ***The EU in Crisis Management – Pooled Power or Shared Weaknesses?***

*Chair*

Prof. Dr. Helene SJURSEN  
University of Oslo

*Introductions*

Didier LENOIR (*invited*)  
EU Council Secretariat, Brussels

Philipp AGATHONOS  
CIVCOM and Austrian Representation to the EU, Brussels

Dr. Antonio MISSIROLI  
European Policy Center, Brussels

*Discussion*

19.15 hrs Walk to the **Hotel Leopold** (Rue du Luxembourg 35, 1050 Brussels)

19.30 hrs **Dinner**  
(Hotel Leopold, Italian Terrace Garden)

20.30 hrs **After Dinner Speech**

***How to Achieve Coherence and Effectiveness in the Framework of the  
Existing Treaty?***

Peter DUN  
Adviser, Directorate Strategy Coordination and Analysis, DG RELEX, European  
Commission, Brussels

## **Saturday, 16 September 2006**

10.00 hrs     **PANEL DISCUSSION**  
**Coherence, Effectiveness and Legitimacy through Brusselisation?**  
(Crowne Plaza Europa Hotel, Schuman Room, Rue de la Loi 107, 1040 Brussels)

*Chair*

Prof. Dr. Wolfgang WESSELS  
University of Cologne

*Statements*

Ambassador Alyson J.K. BAILES  
Director, Stockholm International Peace Research Institute (SIPRI), Solna

Prof. Dr. Jörg MONAR  
University of Strasbourg

Dr. Gunilla HEROLF  
Swedish Institute of International Affairs, Stockholm

Prof. Dr. Jan ZIELONKA  
University of Oxford

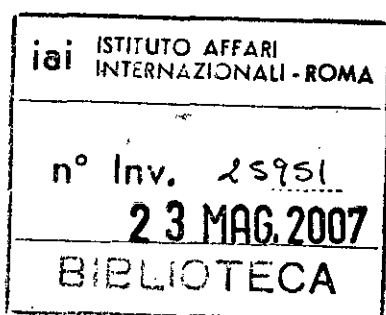
*Discussion*

13.00 hrs     **Lunch**

14.30 hrs     **Feedback, Planning, New Ideas**

16.00 hrs     **Closing Remarks**

**End of the Seminar**



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<b>Kaliber, Alper</b>	University of Birmingham
<b>Kaliber, Esra</b>	Birmingham
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<b>Latini, Diletta</b>	University of Siena
<b>Lehne, Amb. Dr. Stefan</b>	Director for Western Balkans and Central Europe, Policy Unit, Secretariat General of the Council of the European Union and EU Representative to the Kosovo Future Status Process, Brussels
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<b>Lundmark, Dr. Fredrik</b>	Riksbankens Jubileumsfond, Stockholm
<b>Major, Claudia</b>	University of Birmingham



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<b>Schwanhäußer, Axel</b>	University of Hamburg
<b>Sjursen, Prof. Dr. Helene</b>	University of Oslo
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<b>Stütze, Prof. Dr. Walther</b>	Former State Secretary; Senior Fellow, Stiftung Wissenschaft und Politik, Berlin
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<b>Touzovskaia, Natalia</b>	Institute of Europe, Russian Academy of Sciences, Moscow; University of Birmingham
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<b>Wallström, Margot</b>	Vice President of the European Commission; Commissioner for Institutional Relations and

**Wegner, Esther**

**Weisserth, Hans-Bernhard**

**Wessels, Prof. Dr. Wolfgang**

**Zielonka, Prof. Dr. Jan**

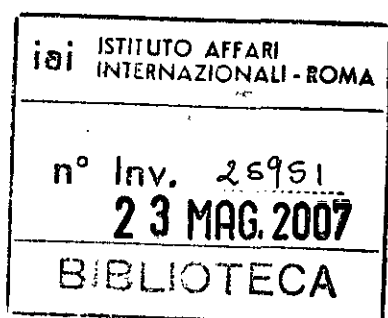
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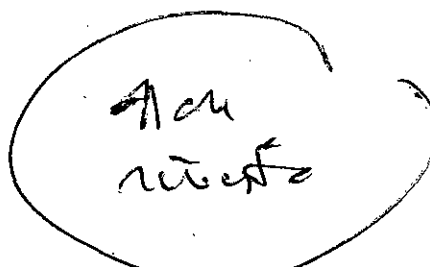
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**University of Oxford**



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BONVICINI

Draft

For discussion only

Some thoughts on  
EU Crisis Management: the need for political/institutional consistency.

1. The principle of consistency represents one of the basic requirements for effective EU crisis management operations. And thus for a number of different reasons:
  - a) the very nature of EU projection into conflict areas is a mix of civilian and military actions. Purely military operations are not yet considered appropriate, either by the basic texts of Cfsp/Esdp or by EU policies and institutions;
  - b) consistency at **horizontal level**, among EU "pillars" and/or institutions, has been, since the Single European Act of 1986, one of the main objective of the EU's reforming process, which after two decades has finally moved into proposing the most meaningful changes, in terms of coherence, in the new Constitutional Treaty.
  - c) consistency at **vertical level**, between EU institutions and the member states, is a necessary element to make crisis management work in a field (Cfsp/Esdp) where intergovernmental factors are still prevailing on communitarian tools.
2. Therefore, the principle of consistency for crisis management purposes has to work both at the highest decision making level among the key EU institutions and at operational level through the new mechanisms that have been created along the years with the aim of implementing political and security initiatives on the ground.
3. At the highest level, the today decision-making system, in terms of political/institutional consistency, is far from being a satisfactory one. Decisions which are taken inside the communitarian "pillar" not always link properly with policies conducted in the second or third "pillars". Even in budgetary terms the civilian aspects of a given joint action do not always coincide with its military components, which have to be drawn out of national budgets on the basis of an intergovernmental decision. One of the main purpose for the drafting of a Constitutional Treaty was to address this issue in order to overcome such a "de-synchronization" of different decision-making processes. The proposal was to merge external and foreign competences into a figure of a Foreign Minister, at the same time vice-president of the Commission and Chairman of the Foreign Affairs Council. On the basis of praxis, and waiting for the relaunching of the reforming process, it might be feasible to anticipate this two article of the Constitutional Treaty in order to make consistency more effective at the highest institutional level.
4. More efficient and promising is at present the operational level. A CivMil Cell is being developed with the capacity to rapidly set up an Operations Centre. It is placed under the EU Military Staff. An Establishment Team has been created to support the setting up of the CivMil Cell. It will be set up within the EU Military Staff with an independent Director (for a detailed analysis of the role and tasks of CivMil Cell see: S.Pullinger, ed. "The New EU Civil-Military Planning Cell", Joint Report by ISIS Europe and Cemiss, to be printed).
5. An Action Plan approved by the European Council (June 2004) and the drafting of a new HG2008 – adopted by the European Council in December 2004 gave strength to Civilian crisis management (CCM). Main requirements of HG2008 include the development of

deployable, integrated CCM packages; the ability to conduct concurrent civilian missions; the ability to deploy at short notice; the ability to work with the military; improved coherence of ESDP actions with and towards longer-term EC programmes; and the ability to respond to other international organisations and third partners. There are five priority areas (police, rule of law, civil administration, civil protection, and monitoring), along with strategic operational analysis on specific needs, drafting scenarios to develop assessments for the size, type and duration of missions that might be required. The main questions that remain have to do with maintaining the Member States' interest in such issues, the ability to meet the new targets, and to develop pre-emptive scenarios that are useful for facilitating early and efficient interventions. In addition, a Civilian Response Teams (CRT) principle has been developed by HG2008 in order to enhance the EU's rapidly deployable capability in CCM.

6. The advantage of the CivMil Cell is that it could provide a better link between the civilian and military missions being conducted in the same area. The EU is going to examine different ways of improving coordination between its various tools in field operations, as well as between the field and the centre in Brussels. The CivMil Cell promises to be able to support developments to improve this aspect of EU consistency. Although, in itself, the Cell will not solve the EU's coherence problems it is seen as a step in the right direction to support more effective and coordinated action.
7. A further initiative would be to develop 'a generic planning tool' or an 'integrated strategic planning tool' whereby all necessary expertise is brought together to analyse a new crisis or to deal with all stages of a crisis from intervention to stabilisation to peacebuilding, including Aid-related components. This approach requires major Commission involvement and cooperation through its various departments.
8. Progresses towards coherence are necessary if we want to favour EU and Member State development towards a true European strategic culture on defence. The risk of not achieving this strategic culture at the EU level would prevent any political aspirations and acquisition of real capabilities in Crisis management.
9. Therefore the principle of consistency has to become pivotal both at the decision making level and at the operational one. The latter being already on the right track, all efforts have to be directed to anticipate those parts of the Constitutional Treaty that might smooth pragmatically the decisional process and help to exploit, till the maximum possible extent, the already existing (but not yet tested) articles of the Nice Treaty.

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IAI, Rome

September 06

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INTERNAZIONALI - ROMA

n° Inv. 25951  
23 MAG. 2007

BIBLIOTECA

**Ph.D. project in the field of European Foreign and Security Policy Studies**

Funding foundations:

Compagnia di San Paolo (Torino/Italy), Riksbankens Jubileumsfond  
(Stockholm/Sweden), VolkswagenStiftung (Hanover/Germany)

Title of the project:

**The European Union as a crisis manager:**  
**International security and civil-military concepts from an institutionalist**  
**perspective**

- Lebanon (add)
- Lebanon process (the role of process)
- reframing process
- coherence

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Cologne, August 2006

## I. Abstract

The creation of the European Security and Defence Policy (ESDP) in 1999 paved the way for the European Union (EU) to act as an international crisis manager. Since, the Union not only aims at adding a separate military capacity to its hitherto civilian approach, but the very linkage of civilian and military means is declared to characterise a distinctive EU crisis management concept. The study analyses the specifics of the civil-military co-ordination within the EU in Brussels and on the ground and between the EU and external actors (governmental and non-governmental). The implementation in the field will be assessed on the basis of case studies (ESDP operations in Bosnia and Herzegovina (BiH) and Macedonia). Theoretically, the study explores how far the intergovernmental albeit 'brusselised' ESDP adds a new quality to the EU's actorness. The research will identify short-term and mid-term policy options for the institutional framework of EU civil-military crisis management.

horizontal  
vertical

## II. Aims of the project

The project shall contribute to a more thorough understanding of EU actorness in the field of international security policy. Specific aims of the project are:

### At the conceptual and theoretical level:

- To analyse the emerging and evolving institutional characteristics of the EU as a civil-military crisis manager and to relate the findings to the notion of EU actorness.

### At the empirical level:

- To analyse systematically the linkage between civilian and military instruments since the creation of the European Security and Defence Policy in 1999, taking into account the variety of EU member states' interests (focus on France, Germany, Sweden and the United Kingdom)<sup>1</sup>. The implementation in the field will be assessed on the basis of case studies in Bosnia and Herzegovina (BiH) and Macedonia where both civilian and military ESDP operations have been conducted. The EU's co-operation with international governmental organisations like the United Nations (UN), the North Atlantic Treaty Organisation (NATO) and the Organisation for Security and Co-operation in Europe (OSCE) will be considered as well as its co-operation with non-governmental organisations in the field of aid and development.

EU/UN

### At the strategic level:

- To identify short-term and mid-term policy options for the institutional framework of EU civil-military crisis management (institutional coherence), taking into account the notion of "effective multilateralism" (European Security Strategy (ESS), 2003).

coherence

<sup>1</sup> The focus on these four countries has been chosen because the „big three“ (F; G; UK) can be seen as the three most influential member states in ESDP with regard to the shaping of the institutional framework of EU crisis management and to providing civil-military capabilities for ESDP operations. At the same time, their basic (transatlantic) security policy orientations and traditions differ strongly. In addition, for the analysis of the linkage between civilian and military crisis management instruments, Sweden is especially relevant: It is a neutral state which took a leading role among EU member states to further enhance the civilian aspects of EU crisis management.



### III. Analytical framework

Many authors have dealt with the new, military attribute for EU actorness from a normative point of view. Their key concepts refer to the EU being a 'civil power' and/or a 'military power'.<sup>2</sup> The proposed study aims at taking another perspective: rather than defining the EU's "civilian" or "military" character, it will analyse the impact of EU civil-military crisis management (institutions and procedures) on the character of the EU integration process. In fact, the linkage of civilian and military instruments in EU crisis management can be seen as a crucial aspect for the EU's evolving actorness. *max*

One of the leading scholars in foreign policy research, Christopher Hill, points out that there is an EU Foreign Policy "existing alongside those of the Member States and acting as a centripetal force".<sup>3</sup> Following Hill, relevant factors for actorness are the capability to constitute effective strategic choices and to pursue coherent action to implement the decisions taken at the EU level. In this context, conceptualising the role of institutions – providing incentives and constraints for collective political action – constitutes a major task for research on EU crisis management.

The study proposes an analytical framework with which to explore the interplay of civilian and military actors in the policy-making process of EU crisis management. In the EU terminology, the civil-military interface is referred to as "Civil-Military Co-ordination (CMCO)". CMCO encompasses "civil-civil and civil-military co-ordination as well as 'internal' (intra- and inter-pillar) and 'external' (between EU and other actors)".<sup>4</sup> For analytical purposes, the study conceptualises the development of the EU civil-military crisis management as a two-stage process: *→ civil member states*

- **Stage I:** conceptual and institutional set-up (1999-2003)
- **Stage II:** EU civil-military crisis management in practice and conceptual / institutional refinement (2003 – ongoing).

Taking into account the characteristics of the EU foreign policy system<sup>5</sup>, the analysis basically refers to two main concepts: interests and institutions. Building on insights from new institutionalism and organisational process approaches, two complementary models are developed in order to explain the specifics of the EU civil-military co-ordination.

#### *Model I: Rational choice institutionalism*

The study argues that the convergence of EU member states' preferences (though not a convergence of their motives) account for the conceptual and institutional

<sup>2</sup> See for example: Schlotter, Peter (Ed.) (2003): Europa – Macht – Frieden? Zur Politik der Zivilmacht Europa", Baden-Baden.

<sup>3</sup> Hill, Christopher (2004): Renationalizing or Regrouping? EU Foreign Policy Since 11 September 2001, in: Journal of Common Market Studies, Vol. 42, No. 1, pp. 143-163, p. 145.

<sup>4</sup> Council of the European Union (2002): Civil Military Co-ordination, Doc. 12307/02, Brussels, 24 September 2002, p. 2.

<sup>5</sup> See White, Brian (2001): Understanding European Foreign Policy, Houndmills, Hampshire/New York.

set-up of EU civil-military crisis management (stage I). Thus, rational choice institutionalism and the "logic of anticipated consequences"<sup>6</sup> offer appropriate analytical tools in order to explain the outcomes of this initial phase. Referring to preliminary findings, EU member states' interests can be categorised with regard to three cleavages in EU civil-military crisis management: (1) intergovernmentalism versus limited supranationalism, (2) emphasis on civilian instruments versus emphasis on military instruments and (3) autonomous action versus multilateral/ transatlantic action.

The bargaining of positions becomes more complex after entering the operational phase (stage II). First, the impact of additional institutional actors such as the European Commission has to be taken into account. Second, principal-agent relations in the multi-level and multi-actor system of EU civil-military crisis management have to be dissected (see for example the relations between EU member states – Council of the EU – EU Special Representatives on the ground). The dynamic of 'Brusselisation',<sup>7</sup> exemplified by the work of the Political and Security Committee (PSC), is a central factor of the civil-military institutionalisation process.

#### *Model II: Organisational process*

By focusing on the structural factor of EU civil-military crisis management, Model II shall complement the insights derived from Model I. Model II explains decisions as outputs of an organisation – the EU – "functioning according to regular patterns of behaviour, usually referred to as standard operating procedures [SOPs]"<sup>8</sup>. This model enables the in-depth analysis of the evolving day-to-day EU crisis management which cannot be explained by analysing the bargaining of actors' preferences, but by referring to a "logic of appropriateness"<sup>9</sup>. Most important, it directs the focus on learning processes which become institutionalised as SOPs. SOPs, programs (cluster of SOPs) and repertoires (the sum of programs available to an organisation)<sup>10</sup> can be understood as prerequisites for an organisation's actorness at the conceptual level.

Standard  
operating  
procedures  
(SOPs)  
Learning  
processes

#### **IV. Hypotheses (selected)**

##### *Institutional dynamics*

The two models – rational choice institutionalism (Model I) and organisational process (Model II) – are based on assumptions about institutional dynamics of international political orders such as the EU civil-military crisis management

<sup>6</sup> March, James G./ Olsen, Johan P. (1998): The Institutional Dynamics of International Political Orders, in: International Organization, Vol. 52, No. 4, p. 949.

<sup>7</sup> Allen, David (1998): Who speaks for Europe? The search for an effective and coherent foreign policy, in: Peterson, John/ Sjørnsen, Helene (eds.): A common foreign policy for Europe? Competing visions of the CFSP, London, pp. 41-58.

<sup>8</sup> Carlsnaes, Walter (2002): Foreign Policy, in: Carlsnaes, Walter/ Risse, Thomas/ Simmons, Beth A. (eds.): Handbook of International Relations, London, p. 337.

<sup>9</sup> Cf. March, James G./ Olsen, Johan P. (1998), pp. 951-952.

<sup>10</sup> Cf. Allison, Graham/ Zelikow, Philip (1999): Essence of Decision. Explaining the Cuban Missile Crisis, New York, 2nd ed., pp. 178-179.

system, namely the logic of consequences (model I) and the logic of appropriateness (model II). As March and Olsen point out, the two logics are "not mutually exclusive"<sup>11</sup>, their relationship is open to contrasting interpretations.<sup>12</sup> Drawing on the respective literature, the study refers to the following three working hypotheses:

1. The influence of actors' preferences increases when actors perceive a decision to be fundamental (rule-setting). Conversely, the influence of ideational factors (such as norms and identities) and organisational aspects (such as SOPs) increases with the degree to which actors perceive a decision to be a refinement within already established constraints.<sup>13</sup>
2. The influence of actors' preferences increases if they are precise and the more collective identities and rules are ambiguous. Inversely, the influence of ideational factors (such as norms and identities) and organisational aspects (such as SOPs) increases the more collective identities and rules are clear and the more the actors' preferences are imprecise.<sup>14</sup>
3. Action becomes "more rule-based in a specific situation the greater the accumulated experience in that situation"<sup>15</sup>.

#### *Relations between civilian and military actors: preliminary findings*

- The less clear responsibilities and hierarchies are defined in the respective mandates the more conflictual the implementation of civil-military crisis management will be.
- Imprecise mandates for EU crisis management operations lead to a de facto blurring of a theoretically established division of labour e.g. between ESDP and COM operations (short-term assistance versus long-term capacity building) thereby foiling the conceptual framework of EU civil-military crisis management.
- Civilian actors are more likely to perceive civil-military crisis management as a situation of rivalry than military actors.
- Civil-civil co-ordination tends to be more problematic in terms of institutional coherence than civil-military co-ordination.
- The more contact persons represent the EU during a civil-military crisis management process, the more difficult is the establishment of co-operation with external actors.

<sup>11</sup> Cf. March, James G./ Olsen, Johan P. (1998), p. 952.

<sup>12</sup> Cf. March, James G./ Olsen, Johan P. (1998), pp. 952-954.

<sup>13</sup> Cf. Jupille, Joseph/ Caporaso, James A. / Checkel, Jeffrey T. (2002): Integrating Institutions: Theory, Method, and the Study of the European Union, ARENA WP 02/27, [http://www.arena.uio.no/publications/wp02\\_27.htm](http://www.arena.uio.no/publications/wp02_27.htm).

<sup>14</sup> Cf. March, James G./ Olsen, Johan P. (1998), p. 952.

<sup>15</sup> Cf. March, James G./ Olsen, Johan P. (1998), p. 953.

Task → evaluate  
the compatibility  
of the contribution  
of the EU with the  
needs for coherence

## V. Methods

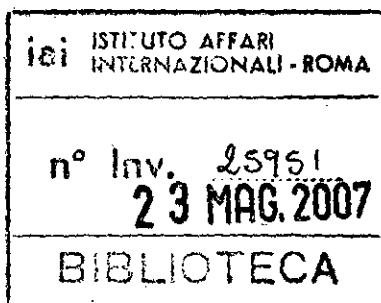
- Systematic **qualitative text analysis** of relevant documents (primary sources)
- Analysis of relevant literature (theoretical and policy-oriented approaches)
- In-depth **interviews** with experts and relevant civilian and military actors (see also: "VI. Working programme and time schedule")
- The thesis will gather empirical data in the context of **comparative case studies** with regard to ESDP operations. The data will be analysed by using primarily qualitative methods. Due to the comparatively new policy field of ESDP, the related research has to deal with small N. The study focuses especially on EU's crisis management action in Bosnia and Herzegovina (BiH) and in Macedonia. These two case studies have been chosen because they represent two different types of comprehensive civil-military EU crisis management: in Macedonia, there has been a *sequence of*, first, a military operation ("Concordia", March-December 2003) followed by, second, two civilian police missions ("Proxima", December 2003-December 2005; "EUPAT" (December 2005-June 2006). In Bosnia and Herzegovina (BiH), in contrast, the EU conducts a civilian police mission (EU Police Mission, EUPM, January 2003- ongoing) and *at the same time* its so far biggest military operation ("EUFOR-Althea", December 2004- ongoing). Even if the two cases cannot be directly compared in terms of size (Concordia: 400 personnel; Proxima: 200 personnel; EUPM: 500 personnel; EUFOR-Althea: 7000 personnel), they are telling in terms of the linkage of civilian and military instruments in EU crisis management.

## VI. Working programme and time schedule

The working programme for the doctoral thesis encompasses a preliminary stage until the beginning of the grant in March 2006 and a 2-year period of full time work on the thesis. For details on the time table, the organisational steps and the planned work progress, please see below:

Time table	Organisational steps	Work progress and expert interviews
October 2005 - February 2006	Preparatory work	Systematic research for literature and documents (continuing) Refinement of the thesis' outline; development of hypotheses (continuing) Drafting the conceptual and theoretical framework; definition of key terms Collecting data, including expert interviews in Bonn (Ministry of Defence) and Brussels (General Secretariat of the Council of the EU; Permanent Representation of the Federal Republic of Germany to the EU; NATO)
March 2006	Beginning of full time work on the Ph.D	Drafting of the introductory chapters

June 2006	First case study: field research in Macedonia	Expert interviews in the capital Skopje (Macedonian administration officials; EU Police Advisory Team (EUPAT); EU Delegation; OSCE Mission Headquarters; NGOs dealing with peacebuilding in cooperation with the intl. community; local researchers) and in the municipalities Kumanovo and Lipkovo (OSCE field stations)
July 2006	Berlin (Germany)	Expert interviews with German administration officials in Berlin (Ministry of Defence; Ministry of Foreign Affairs)
September 2006 –October 2006	Sojourn at the Centre of International Studies, Cambridge (UK)	Discussing the thesis' research design (concept, hypotheses) and preliminary findings with leading experts in European Foreign Policy research (Prof. Christopher Hill; Dr. Geoffrey Edwards) and other PhD students at the Centre of International Studies
	London (UK)	Expert interviews with British government representatives
December 2006	Presentation of the study's concept and preliminary findings in the Ph.D. seminar of the Institute for Political Science, University of Cologne	Discussing the thesis' research design (concept, hypotheses) and preliminary findings with other PhD students  Refining of the research questions in view of the sojourn in Brussels (January 2007)
January 2007	Sojourn at the Permanent Representation of the Federal Republic of Germany to the EU (Brussels, Belgium)	Expert interviews with relevant actors at the European level
	Paris (France)	Expert interviews with French administration officials
April 2007	Stockholm (Sweden)	Expert interviews with Swedish administration officials
July 2007	Second case study: field research in Bosnia and Herzegovina (BiH)	Expert interviews with relevant actors in Bosnia and Herzegovina (BiH)
October 2007	Presentation of the study's results in the Ph.D. seminar of the Institute for Political Science, University of Cologne	Discussion on the strategy for finalising the Ph.D. thesis
until March 2008		Final draft of the thesis Identification of policy options with regard to future EU crisis management



## **Policy Learning in the European Union on Civilian Crisis Management: The Case of Externally Assisted Police Reform**

Report for the conference "An EU Foreign and Security Policy with Global Reach? Actors, Procedures, Capabilities and Effectiveness" organised in the Framework of the European Foreign and Security Policy Studies Programme, 12-16 September 2006, in Brussels, Belgium.

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## Aims and Objectives of the Research

The European Union (EU) is becoming increasingly involved in civilian crisis management, including police reform efforts, as its numerous missions across the globe demonstrate. Over the years, the EU has asserted itself as a serious political actor to be contemplated with. Its lengthy experience in external action has led to the development of a 'European approach' to crisis management and to the realisation of the need "to be more active, more coherent and more capable" (European Security Strategy, 2003:11). EU efforts in police reform in post-conflict societies are illustrative of this need. The European Union through its participation in police reform efforts in other multilateral frameworks and through its own activities in civilian crisis management, humanitarian aid, and democracy promotion has accumulated important experience and numerous 'lessons learned' that inform its police reform activities. This study concentrates on the experience and 'lessons learned' obtained through the *implementation* of police reform operations and programmes in post-conflict ethnically divided societies, also drawing from the literature on EU democracy promotion and EU humanitarian aid in post-conflict societies, to examine whether the EU has informally developed an *acquis* in the area of police reform. Specifically, this study aims to examine how the European Union learns from what it accomplishes in police reform in post-conflict societies, where it fails, and how can improve its participation in this field.

learning factor  
as a  
bottom  
up process  
to the  
need of  
institutional  
building  
in the  
EU

Sub-questions include,

1. What explains the patterns of EU learning?
  - 1.1. To what extent is EU learning linked to the particular character of the EU institutions and/or instruments?
  - 1.2. To what extent do political objectives in EU Member States impact on the implementation of police reform policies?
2. How does the European Union create a common 'institutional memory' within its institutions to use in future police support operations?
  - 2.1. Is it possible to create a common institutional memory within the European Union on externally assisted police reform?
  - 2.2. What are the consequences institutionally at the EU level?
  - 2.3. To what extent do these lessons affect the political process, that is, policy-makers in the EU Member States?
  - 2.4. What are the obstacles of transferring lessons from past experience the implementation of future police reform policies?

archive

## Hypothesis

The hypothesis that is put to the test in this study is,

*"The European Union carries out police reform in post-conflict ethnically divided societies efficiently because of its common values, the increasing integration process in the field of security and defence, and its extensive experience in police reform missions through other international organisations."*

positive  
hypothesis



Academic scholars, policy makers, and officials in the EU institutions and the EU Member States frequently proclaim that 'shared values' bind the European continent and herald EU action as being based on common EU values. In Maastricht, for the first time, EU Member States incorporated in the Treaty the objective of a 'common foreign policy', whose objectives, as defined in Article J.1 of Title V, included "safeguard[ing] the common values, fundamental interests and independence of the Union". Hence, since the Maastricht Treaty's entry into force in 1993, the European Union as such can make its voice heard on the international stage, express its position on armed conflicts, human rights and any other subject linked to the fundamental principles and common values which form the basis of the European Union and which it is committed to defend. While the provisions on the Common Foreign and Security Policy (CFSP) were revised by the Amsterdam Treaty (1999) and Nice (2003), both times they retained the important prerogative of protecting EU 'common values'. These values, as elucidated in the Charter of Fundamental Rights of the European Union and most recently in the Draft Constitution, include human dignity, fundamental rights, democracy, the rule of law, tolerance, and respect for obligations and international law. EU officials argue that this common European tradition and culture are at the heart of the Union's quest for a common security strategy and ultimately lead to more coherent and cohesive policies. My research sets out to test this assumption by examining the extent to which these common values coincide with EU political objectives and interests in police reform efforts. In doing so, the research studies the objectives of police reform programmes, their implementation, as well as EU strategies in this field to explain the broader political objectives and compare these with the values the EU is said to embody.

religious  
elements

Although the Common Foreign and Security Policy (CFSP) is and will most probably continue to be dependent on the political will of each individual EU Member State, the significant advances in the European Security and Defence Policy (ESDP) in the 1990s constitute a qualitative leap in the European integration process—"deepening," in the EU's shorthand. In effect, the debate about CFSP and ESDP has occupied a central role within the broader debate over constitutional and institutional reform within the European Union. In this sense, the Draft Constitution points at integration and joint action as a new instrument of compulsory character guaranteed by the new legal and constitutional framework of the EU. Furthermore, since the signing of the Saint-Malo declaration in 1998 by Jacques Chirac and Tony Blair, the European Union is rapidly moving towards developing the ESDP and therefore acquiring a full range of instruments and institutions. Andreani (2000) explains that institutions matter for the EU in a unique way; they reinforce political decisions, provide for fairness and predictability, and inspire EU countries with a sense of purpose and belonging. Consequently, it is believed that well-developed and coherent institutions and instruments lead to consistent and sound policies and action. The study tests this part of the hypothesis by exploring the workings of the EU institutions (in the three Pillars) involved in post-conflict police reform to consider their ability to co-operate with each other, learn from each other, and transfer lessons from other fields and past experience to police reform missions.

// coherence

The EU *acquis* as such in the field of police reform and the experience of EU Member States in this domain in the framework of other international organisations (the WEU, UN, and OSCE) renders their contribution to post-conflict police reform efforts more

effective. The previously competitive relationship between regional organisations and the UN has been replaced in recent times by a more cooperative spirit. There is therefore an opportunity to learn from past mistakes. The recent Brahimi Report, produced in the United Nations, which is the seat of the political and normative legitimacy of the international community and the powerhouse of the same values as those upheld by the European Union, might contain lessons for police reform. The United Nations Civilian Police play a crucial role in UN peacekeeping operations and other UN field missions, a context in which EU Member States also participate. In the current 13 different UN missions around the globe, European police officers go on patrol, provide training, advise local police services, help ensure compliance with human rights standards and assist in a wide range of other fields. In addition, in 1998, the Organisation for Security and Cooperation in Europe (OSCE), which also encompasses many EU Member States, began police monitoring. This experience can lead to informed decisions as to the design and organisation of police reform missions, which can deal with the root-causes of the conflict and address them in a targeted manner and in a more efficient manner. My research examines this assumption through the study of police reform efforts in the Western Balkans, where many international actors are active on the ground.<sup>1</sup> It aims to understand how the different actors engage with the reforms, with each other, and with the national government to determine whether and how the EU is learning from its experience in police reform in this region.

Cooperation  
with international  
institutions

Balkans

## Summary of Results from Ongoing Research

My research has thus far dealt with conceptualising and defining 'European security', 'civilian crisis management', and 'European policing'. My research deconstructs these terms using critical theory as an analytical framework. In doing so, the study asks, What security issues are addressed through EU efforts in police reform? Whose security do the programmes/ operations dealing with police reform aim to safeguard? And how is this done? The study first investigates the EU's self-images of security and civilian crisis management as these are expressed in various official EU documents, so as to establish the underlying conceptions of security at work. It then examines how 'European policing' is conceptualised vis-à-vis EU understanding of security today and analyse the practice of 'European policing' through an examination of the tools, instruments and resources available to the EU for policing in divided societies. The work examines these concepts in the framework of EU missions, operations and programmes in the Western Balkans, which is the case study for my PhD thesis.

### - Conceptualising European Security in the Western Balkans

A study of the EU documents (and the academic literature) demonstrate that the EU has developed a distinctive approach to security, which is broad and comprehensive and is founded on the premise of interdependence between the diverse dimensions of security – political, socio-economic, ecologic, cultural and military – and which therefore sets objectives and applies instruments in all these fields. Secondly, EU

Cooperation

<sup>1</sup> This study builds on research on and fieldwork conducted in Macedonia, which is the case study of my PhD study.

security is no longer framed by the clear-cut distinction of the inside and the outside but through the interpenetration of the domestic and the external security realms. As a result, two simultaneous and mutually contradictory processes of building security vis-à-vis 'outsiders' in today's Europe, especially in the Balkans, are observed: one pulling toward inclusion and one pushing towards exclusion. This becomes clear through an examination of three parallel processes and the discourses attached to them, which illustrates how European security is conceptualised today and what ideals and values it embodies. These are the process of 'deepening', 'widening', and 'hardening/ securitising' of EU foreign policies that has far-reaching transformative effects on the internal coherence of the European foreign policy and the level of engagement in crisis regions.

1) internal  
external  
aspects

The 'widening' of the scope of activities of EU foreign policy is expressed in the level and extent of engagement in conflict-torn regions through the EU Enlargement Policy and the European Neighbourhood Policy. It is based on the belief that exclusion and political and economic marginalisation of neighbouring states could have dramatic consequences for wider European security. From the third country's viewpoint, the perspective of moving to the next stage in relations with the Union is a powerful incentive (a pull factor) for countries to transform themselves and to adopt EU standards and values. In addition, EU enlargement has meant moving closer to zones of instability and turmoil, which has made the case of improving capabilities and developing a credible ESDP even more compelling. Consequently, the EU has built up its institutional capacity by establishing permanent political and military staffs and has developed new instruments, tools and resources in Brussels for the implementation and conduct of crisis management programmes and operations both in the Council Secretariat and the European Commission, a phenomenon also known as 'deepening'. EU enlargement has also led the EU to strengthen its external borders. As a result, a defensive approach to EU internal security has developed, whereby a 'security continuum' is created along which the issues of immigration and asylum are closely linked to concerns with organised crime, terrorism and anti-drugs policy. This means that the distinction between internal and external security has become blurred, leading to what scholars call today the internal-external security nexus. The inclusion of internal security objectives in the CFSP has 'hardened' the EU foreign policy and provided a 'push factor' for third countries, including the Western Balkans.

### **Civilian Crisis Management: An EU Concept?**

Given the contradicting elements of 'European security', it is not surprising then that the notion of EU 'civilian crisis management' also remains ambiguous. To some degree, the absence of a definition for 'civilian crisis management' is a problem of language. Although a legalistic analysis would situate civilian crisis management under Pillar II, all three Pillars are involved in this field. The aim of the civilian crisis management mechanism is even more vaguely defined than the military aspects of crisis management. It seems then that the civilian ESDP component can be summed up as seeking to address crisis-related problems that tend to be neglected by the international community, are undertaken by the Council, have a distinct security component and emphasise the urgency of the situation (requiring a 'rapid reaction'). 'Civilian crisis management' also lies at the core of a human security-based approach to global security that the EU claims to advance. This makes the European

Commission, as a development actor, an important actor in civilian crisis management, concentrating on long-term transformation efforts and institution building. In addition, the EU concern with the internalisation of external threats has led to the involvement of JHA in crisis management, whether through the monitoring of the EU's borders, cross-border activities, prevention missions and the definition of policing standards to be 'exported' to third countries. Although there are ongoing discussions on how to define 'crisis management' both in the Council and the Commission, scholarly and policy work on this issue has so far focused on the EU institutional and legal reforms that result from the adoption of the CFSP/ ESDP, rather than what the objectives of the crisis management project are and how they drive such reforms.

### **'European Policing' in the Western Balkans**

Although work on the elaboration of an 'EU policing' doctrine is on-going in the EU institutions, EU police reform at the moment is addressed as an 'add on' rather than an objective integral to the whole range of different external policies. Thus, elements of it can be found in EU's human rights, development, crisis management and security (CFSP/ ESDP) policies as well as the emerging security sector reform policy.

The available EU discourse on the issue implies that, at one level, EU policing has the more immediate prosaic role of trying to maintain peace and security. This, at least, is the stated aim of the CFSP/ ESDP. Only initial steps have been taken toward the conceptualisation of police missions in the Council and one of the problematic aspects of EU police efforts is that the military were responsible for setting the framework and drafting the first texts for EU crisis management concepts and guidelines. This is perhaps one of the reasons why ESDP police interventions seem to follow the logic that implants a concern with 'hard' policing, notably crime fighting and control, responding to trafficking and migration policies. This means that the short-term needs of Western powers to fight terrorism, which emphasise police effectiveness, are developed at the expense of the long-term aspiration to promote democratic policing, such as assistance and human rights protection for trafficked persons that are highly relevant to the attainment of the conditions leading to political, social, and economic reconstruction. A close study of the implementation of ESDP police missions and the instruments available to the Council for police missions, points to this 'minimalist' approach to international policing.

At another level, 'European policing' is intended to aid the various Balkan states in the wider reform of their civic institutions, a long-term approach which falls more clearly under the EU development, enlargement and peacebuilding policies. The focus on Justice and Home Affairs, including immigration and asylum and the fight against organised crime (which are fundamental facets of police reform), is merely implied in the Union's human rights policy. Police reform is also included in the Union's development policy, specifically conceived within the framework of 'structural stability', that is, a situation involving sustainable economic development, democracy and respect of human rights, viable political structures, and healthy social and environmental conditions. In this context, police reform is prominent in the EU documents dealing with the emerging security sector reform (SSR) policy of the Union, which is part of the broader framework of rule of law and long-term

Security  
Sector  
Reform  
(SSR)

institutional reforms, attached to institution-building. Therefore, 'European policing' is also linked to the 'good governance' agenda, which is a long-term process and this 'maximalist' approach is conducted by Commission instruments.

### - Defining 'European Policing Standards'

Official documents referring to policing – whether they are Commission communications, Council mandates, EU press releases, speeches by EU officials – all point to the EU's quest to "support the development of an efficient and professional police service based on *European standards of policing*". These standards are used both in defining objectives in post-conflict policing and as benchmarks for assessing performance and the advancement of reforms. However, one cannot find anywhere an account of what these standards are, nor do EU officials in Brussels or EU police officers on mission provide much clarification on the issue. A basic conceptual difficulty is that the term 'police', which has different meanings in different countries, since the police are rooted locally, trained and employed to work in a domestic context and are rarely 'internationalised'. Rather, it is 'best practice', knowledge and experience of the different EU Member States that contribute to the strategic approach to police reform in third countries. In addition, a universal, one-size-fits-all model for border management is neither provided by the EU *acquis* for all border services, nor by its "Schengen" standards when it concerns the flows of persons. Again, it is the experiences and best practices from EU Member States, and more recently the experience of accession and candidate countries, that are used to provide indications for establishing proper border management systems.

Standards  
(Evaluation -  
Organ)

can be done  
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### - 'European Policing' in Practice: Challenges and Prospects

The refocusing on justice and home affairs issues has meant the simultaneous creation, deployment and implementation of different EU instruments on police reform in the Community, inter-governmental and JHA Pillars. Yet, in the absence of a common EU-wide view on policing institutions and conduct, ESDP police missions and Commission mechanisms are faced with implementing overlapping activities and much competition sometimes leading to incoherent reforms. Efforts at better coordination at the strategic level have been initiated through regular reviews of the coherence of EU's external policies and instruments (for example through the creation of the 'Stability Instrument').

However, co-operation between Community instruments and ESDP capabilities has been far from comprehensive and this is due to the competition between the two institutions. Beyond the budget control however, the Commission has never been invested with a similar central role in the CFSP. It has fought for a long time against its weak role in the CFSP, but has lost all major engagements. It has succeeded neither in getting a Commissioner named as High Representative, nor in having the Policy Unit placed under it. It has become clear that Solana's new position and the structures which support him – i.e. the 'Brusselising' principle in the CFSP – work at the expense of the Commission. The effect of this institutional fencing off has been to separate rather than integrate the EU's broad range of non-military tools. This also points to a larger problem with EU policing: that of the priority of targets. It is still not

coherence

Commission  
High Representative

clear whether short/ medium-term reforms address the individual police officer; the institutions of the police force; or relations between policing and other authority institutions of the state. In addition, it is not clear where the emphasis of reforms should be: on short-term or long-term efforts in police reform.

Beyond the complexities among EU institutions themselves, the international organisations that are active in police reform are locked in a relationship of inter-dependence. Conflicts over competences have become unavoidable and every institution/ organisation is not only protective of its prerogatives but also wants to expand them. The quest to accommodate other international and regional organisations involved in policing in post-conflict societies is the result of the fact that the EU is a relative latecomer to police aid and missions. There are particular difficulties in accommodating the OSCE in police reform efforts, for example, which feels that it has greater competence in this field.

### **Preliminary Conclusion**

The articulated goal of the European Union (similar to other international actors) is that EU security encompasses democratic and efficient rule of law. However, reforms are driven by politics and policy choices, and are devoid of the conceptualisation of the deeper causes of crime. Rather than dealing with the main causes of crime (poverty and abuse of human rights, for example) or the way crime develops – therefore tackling the long-term reform of the police – policies are aimed at the consequences of organised crime (effective policing).

Because institutional adaptation and the development of concepts, capabilities, and instruments for EU crisis management and 'European policing' have been dictated by practice rather than principle, the EU has been *re-active* rather than *pro-active*. This in turn has meant that the EU has focused on operational issues, such as mission planning and support, rather than strategic and conceptual issues regarding 'European policing'. The EU 'learns-by-doing' on a case-by-case basis. But this 'trial and error' methodology has generated increasingly cumbersome modes of action. The concentration with working with 'what we've got' can yield some important lessons, but actually it is by questioning the underlying values and structures on which European security is based that the EU will be able come up with a clear understanding of where the EU is headed in crisis management and draw the right lessons from its experience on the ground.

the rule of law

### **Planned Interviews**

Due to the nature of the topic and the limitations of the literature on EU policy learning, fieldwork in Brussels is essential to conduct semi-structured interviews with EU officials (in the European Commission, Council and relevant EU Parliamentary Committees as well as MEPs), NGOs and think tanks reflecting on these issues (See working programme below). The aim of the interviews is to better understand how the EU co-ordinates its efforts in police reform; how it works with other international organisations in this area; and what and how the EU, as an institution, has learned from its experience in police reform, democracy promotion and where the challenges

faced are to some extent similar to post-conflict/ transitional societies. Interviews are also necessary to work out how the EU defines 'police reform' and 'crisis management'. Since the ongoing debate within the EU institutions on 'how to do better', which was triggered by the adoption of the European Security Strategy, is open to researchers and practitioners based in Brussels, my presence there has helped immensely in gathering primary information and engaging in fruitful debates.<sup>2</sup>

### **Working Programme and Time Schedule<sup>3</sup>**

February-May 2006 and mid-September 2006-February 2007: Visiting Research Fellow at the Institut d'Etudes européennes, Université Libre de Bruxelles, Belgium.

- **Tasks accomplished/ to accomplish during this time include:**

1. Conduct library research (in the library of the European Commission, the Institut d'Etudes européennes, the general library of the Université de Bruxelles and the College of Europe in Bruges) on the development of EU institutions in the CFSP/ ESDP, on EU public administration, and on existing mechanisms for EU institutional learning in the European Commission and the Council Secretariat-General;
2. Conduct interviews with relevant EU officials and think tanks based in Brussels working on institutional developments in the CFSP and on the 'lessons learned' in the EU external policy;
3. Participate in ongoing debates taking place among NGOs and think tanks in Brussels, as well as at the EU level (EP Public Hearings). For example, open debates on civilian crisis management for specialised researchers have been organised in the European Parliament bringing together Commission and Council officials as well as relevant NGOs and researchers (as explained above).

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June-July 2006: Sojourn at the Dept. of Peace Studies, University of Bradford, UK.

- **Tasks to complete during the sojourn:**

1. Complete literature search on change and learning as conceptualised in the organisation theory literature and policy learning;
2. Based on the data collected in the EU institutions and libraries in Brussels, begin to develop and formulate a framework for the EU policy learning and the creation of EU institutional memory in the field of civilian crisis management;
3. Participate in relevant academic conferences and research methodology training seminars.

<sup>2</sup> One such example is the conference entitled "European Civilian Intervention Capabilities: Bringing the Concepts together and the Next Steps Forward", which was organised by the Green Party in the European Parliament in March 2005. A series of EP Public Hearings on different aspects of the EU foreign policy have also been launched.

<sup>3</sup> I have been awarded a one-year grant, starting in February 2006 and ending in February 2007.

## **Annex I: Academic Activities (February-September 2006)**

### **Conference Papers**

“European Policing’?: A Critical Approach to EU Crisis Management Efforts”. Paper prepared for the European Foreign Policy Conference 2006, organised by the London School of Economics and King’s College London, in London, UK, 30 June-1 July 2006.

“Police Reform in Macedonia: Testing EU Coherence and Effectiveness on the Ground”. Paper presented for the first Workshop of the University Association on Contemporary European Studies (UACES), Specialist Group “European Union Conflict Prevention and Crisis Management”, organised at the London School of Economics, in London, UK, on 2 February 2006.

“EU Police Reform in Macedonia: Assessing Cross-Pillar and International Co-operation”. Paper prepared for the conference entitled “Evaluating EU crisis management Civil and military Aspects”, organised by the Institute for European Studies, Free University of Brussels and the Berheim Pole on Peace and Citizenship, in Brussels, 21-22 September 2006.

“European Policing’?: A Critical Analysis of the EU Crisis Management Efforts with Special Reference to Macedonia”. Paper prepared for the Association for Nationalism Studies (ASN) Conference entitled “Globalisation, Nationalism and Ethnic Conflicts in the Balkans and Its Regional Context”, Belgrade, Serbia, 28-30 September 2006.

“European Policing’? A Critical Analysis of the EU Crisis Management Efforts in the Western Balkans”. Paper as part of a proposal for a Young Researchers Workshop entitled “Fighting Crime and Terrorism in the Backyard: European Internal Security Policies in the Balkans”. ECPR Standing Group on International Relations, summer 2007.

### **Lectures**

“Implementing Police Reform in Macedonia: Lessons (Not) Learned on EU Coherence and Effectiveness”. Lecture prepared for the Conference “Dayton in Comparative Perspective”. Course entitled “Divided Societies IX: The Challenge of Institution-Building”, 18-28 April 2006, in Dubrovnik, Croatia.



## **Annex II: Publications (February-September 2006)**

### **Book Chapters**

EU Police Mission *Proxima*: Testing the 'European' Approach to Building Peace. In A. Nowak (ed.) *Civilian Crisis Management: The EU Way*. Chaillot Paper No. 90. Paris: European Institute for Security Studies, June 2006, p. 69-86. Available at [www.iss-eu.org](http://www.iss-eu.org)

Implementing Police Reform in Macedonia: Lessons (Not) Learned on EU Coherence and Effectiveness. In Emerson, M. and Gross, E. (eds) *Growing Pains – The Emerging EU Crisis Management Capabilities*. Brussels: Centre for European Policy Studies. (forthcoming)

### **Relevant Articles**

"EU Police Reform in Macedonia: 'Learning by Doing'?", *CFSP Forum* 4(4), July 2006. Available at [www.fornet.info](http://www.fornet.info)

### **Book Reviews**

"Book Review of Richard Caplan, *Europe and the Recognition of New States in Yugoslavia*. Cambridge: Cambridge University Press, 2005. 240 pages, 45.00 GBP, ISBN 0521821762 (hardcover)", *Southeast European Politics* VI(3) (forthcoming 2006).

"Book Review of Yiannis Papadakis, *Echoes from the Dead Zone: Across the Cyprus Divide*. London/ New York: I. B. Tauris, 2005. 257 pages, ISBN 1 85043 428 X (hardcover)", *Peace, Conflict and Development: An Interdisciplinary Journal* 9, July 2006.

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INTERNAZIONALI - ROMA

n° Inv. 25951  
23 MAG. 2007

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## ***EU Civilian Crisis Management: Enhancing Training, Recruitment and Deployment Standards***

### **• AIM OF THE PROJECT:**

The conceptualisation of the EU as a global actor in the present international environment will depend on its ability to respond to complex challenges and threats. The new conflicts require a comprehensive external approach, which is based on a constructive civilian engagement in the entire crisis management cycle. *+ military*

In particular, civilians can play an increasingly important role in peace missions by supporting the democratisation process, the establishment of the rule of law, the respect of human rights, the participation of civil societies and the settlement of viable administrations.

The EU has great ambitions in the field of civilian crisis management and significant progress has been made since the 2000 Feira European Council. However, the efficiency of its decision-making process is still hampered by the structural lack of internal co-ordination and its civilian capabilities remain critically underdeveloped, particularly in comparison with their military counterparts. *61*

Taking into account the future scenarios for ESDP activities and missions, this project will assess how civilian experts might best be trained, recruited and deployed in order to effectively perform conflict prevention, crisis management and peacebuilding tasks within a more efficient and coherent EU framework for civilian crisis management.

### **• PARAMETERS OF THE RESEARCH:**

My project will focus on training, recruitment and deployment of civilian personnel for EU missions in the specific framework of ESDP. Other EU civilian crisis management mechanisms, capabilities and activities will be taken into account only if relevant for this analysis. As concern the areas of EU civilian crisis management, the fields of Police and Civil Protection will not fall in the main scope of the project. The research will focus on the following functional areas: Rule of Law, Democratisation and Good Governance, Election Monitoring, Human Rights, Gender, Civilian Administration, including reintegration of combatants, refugees and displaced persons; Conflict Management; Press, Public Information, Media Development; Mission Administration and Support.

### **• GENERAL RESEARCH METHODOLOGY:**

- Literature;
- Structured and semi-structured interviews;
- Primary documentary sources;
- Internet sources;
- Conferences, workshops and seminars;
- Participation in training courses;
- Research in the field.

- **FIRST PLANNED INTERVIEWS:**

CIVCOM and PMG Representatives, Council Secretariat DG IX (Pedro Serrano, Bruno Hanses, Ola Almgren, Veronica Cody, Peter Hedling), EUMC (General Rolando Mosca Moschini), EUMS (General Heinrich Brauss, Roland Zinzius), European Commission (Alexander McLachlan, Giancarlo Chevallard, Patrick Dupont, Inger Buxton), European Group on Training (Prof. Andrea de Guttry - Scuola Superiore Sant'Anna, Erik Wemmerstrom - Folke Bernadotte Academy, Postert Markus - ZIF), European Parliament (MEP Ana Gomes, Gerrard Quille), EU Member States (Kirstin Hedstrom - Defence Ministry, Sweden; Marica Cicconi - Foreign Affairs Ministry, Italy; Haikio Antti - Ministry of Interior, Finland); NGOs (Senja Korhonen - KATU, Finland; Matteo Menin - Centro Studi Difesa Civile, Italy; Tim Wallis - Peaceworkers UK; Nicolas Berger - EPLO; Alessandro Rossi - Nonviolent Peaceforce); UN (Catriona Gourlay - UNDP; UNHCHR; DPKO), OSCE (Thomas Neufing - Training Co-ordinator), Prof. Robert Rotberg - Harvard University.

- **GENERAL SUMMARY OF THE WORK:**

Due to a series of administrative and bureaucratic delays, I formally started my research in the framework of the EFSPS programme in July 2006. However, I worked extensively on EU civilian crisis management since September 2005, gaining valuable research and professional experience in this sector. During the first months of research in the framework of the EFSPS programme, I had the occasion to conduct some preliminary documentary review and Internet-based research, combined with literature review at the library of the College of Europe (Bruges, Belgium). Being based in Brussels, where I worked within an independent research organisation in the field of conflict prevention and crisis management – International Security Information Service (ISIS) Europe – and collaborated with a platform of European NGOs and think tanks active in the field of peacebuilding – European Peacebuilding Liaison Office (EPLO) – I also had the occasion to participate in numerous events and activities strictly related to the topic of my EFSPS project. Finally, I collaborated with the Scuola Superiore di Studi Universitari e di Perfezionamento Sant'Anna (Pisa, Italy) in the implementation of training activities in the framework of the EC Project on Training for Civilian Aspects of Crisis Management.

- **DETAILED SUMMARY OF THE WORK, WORKING PROGRAMME AND FIRST HYPOTHESES:**

- 1) **The new role of the EU in international security:**

The scope of this part of my research project is to review the main theoretical contributions to the debate on the international role of the EU, critically analysing the conceptual models elaborated in the past decades and questioning their validity in the post-Cold War security environment. This preliminary analysis will suggest a new comprehensive concept of security and a new model for the EU's role in international crisis that combines civilian and military approaches and concerns the different phases of the conflict management cycle. During the last months, I conducted some preliminary research at the College of Europe under the supervision of Prof. Dieter Mahncke. The further elaboration of the theoretical approach of my research project will be carried out in the next few months, mainly relying on the documentary resources available at the College of Europe and Internet-based resources.

*first and soft power*  
*mixing*  
In my original research proposal, I started this part with the assumption that the conceptual models elaborated between the 1970s and the 1990s to define the international role of the EU – the EU as a civilian or military power – seem no longer appropriated. Facing the new challenges and threats of the current international context, the EU should adopt a comprehensive approach to peace and security that combines civilian and military instruments and is based on what H.-G. Ehrhart has recently defined as a “cooperative security provider” model. This model derives from the new security dilemma and is based on the following ideas: external relations have to keep up with both the security-political challenges and the real expectations of world society; a policy dealing with complex challenges has to be inclusive and overcome the artificial assumption that civilian and military approaches are exclusive; the military power has to be checked by civilian norms as defined in international public law; the complexity of the security challenge renders non-state actors indispensable for dealing effectively with problems that are essentially social in nature; coping with the new challenges to peace and security requires intensive multilateral cooperation.

*in model*

*(?) how?*

With the development of ESDP as part of CFSP and its comprehensive approach to security, the EU has defined its own specific framework for external action that is now in the process of refinement. The experience gained during the 1990s in violent conflicts, such as in the Balkan wars and further still in the Kosovo war of 1998, showed that external interventions need to approach various level of the affected society and involve a variety of actors and expertise so as to build local capacities to sustain the prevention, de-escalation and peace building process. Therefore, to contribute effectively to international security in the post-Cold War era and to be defined as a global actor in the new environment, the EU needs to enhance its civilian capacities for conflict prevention, crisis management and post conflict peacebuilding in the framework of ESDP. This idea of the EU as a unique security actor, that is distinct from other organisations because of the range of instruments it brings to the international community in order to respond to security challenges, is at the heart of the new European Security Strategy (ESS) and needs to be further implemented in the framework of the Civilian Headline Goal 2008, adopted in December 2004.

*→ but it is still lacking too much to come*

## 2) EU Civilian Crisis Management:

Since St Malo in 1998, military crisis management developments have attracted more attention than developments in civilian crisis management (CCM).

It is true that significant progress has been made since the original civilian target was set out at the Feira European Council in June 2000 (in the four areas of police, rule of law, civil administration and civil protection). Following the adoption of an Action Plan for civilian aspects of ESDP at the European Council of June 2004, a Civilian Capabilities Commitment Conference has been held in November 2004 with the task of reviewing the actual EU's civilian capabilities. At the Conference, the quantitative targets set in Feira have been exceeded and another area for the EU CCM has been identified in the monitoring and other support functions (support to the EU Special Representatives and multifunctional missions), for a total of over 12.000 personnel. However, this gives us little indication of their actual deployability, readiness and sustainability.

In the Civilian Headline Goal 2008, adopted by the European Council in December 2004, key commitments identified through a need-based analysis - using illustrative scenarios to assess the size, type and duration of civilian responses that might be required - have been set out for the first time. At the same time, the EU has deployed a series of civilian and police operations since 2003 - EUPOL PROXIMA (FYROM), EUPM (BiH), EUPOL KINSHASA (DR Congo), EUJUST THEMIS (Georgia), EUJUST LEX (Iraq), AMM (Indonesia), EUBAM RAFAH and EUPOL COPPS (Palestinian Territories) - and is now in the process of preparing another mission in Kosovo in the field of rule of law and police reform.

However, EU's civilian crisis management capabilities remain critically underdeveloped, particularly in comparison with their military counterparts, and the sector as a whole needs to become more professional. Major obstacles in the development of EU CCM can be identified in the lack of a coherent and integrated approach in EU crisis management, clearly demonstrated by the conceptual, operational and financial difficulties for the affirmation of the internal civilian-military co-ordination (CMCO), together with the structural separation between the pillars, and the overlapping of competencies in the area of civilian crisis management between the first - EC

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C. coherence  
inside  
CCM  
and  
with  
ESDP

(( competence and second - CFSP competence pillars.

This part of the project aims at identifying outstanding capacity gaps in the EU CCM in the framework of ESDP, focussing on both its decision-making process and its operational capabilities. A preliminary analysis will be conducted on the EU CCM concept, together with the assessment of the institutional developments in this field and the current institutional framework. This analysis is aimed at underlining the outstanding obstacles in EU intra-pillar and inter-pillar co-ordination, as well as in civil-civil and civil-military co-ordination.

This will be followed by the evaluation of the operational capacities of the EU in civilian crisis management, which will rely on the selection of key cases among the operations conducted by the EU in the framework of ESDP since 2003. In particular, the analysis of the ESDP operations conducted by the EU in the last few years will be instrumental for a clear assessment of the role played by the civilian personnel, from the planning to the deployment phase, as well as in the operational implementation of the missions in the field.

A last part of this section will be devoted to the identification of the future scenarios for EU civilian crisis management in the framework of ESDP. The EU is currently carrying out several ESDP missions with diverse mandate in very different areas. As recently affirmed by Pedro Serrano, the Director of DG E IX of the Council General Secretariat, it must be aware that the EU is but one of the various actors which may be called on to intervene in a crisis situation, the ESDP is but one of many instruments in the EU's toolbox and, last but not least, the ESDP is a scarce resource. All these considerations imply a urgent and deep reflection on the general purpose of these missions and the scope of ESDP action. For the purpose of this research project, it will be particularly interesting to investigate the most suitable scenarios for future ESDP missions, in order to identify the added value of civilian interventions and the tasks to assign to civilian personnel. In this perspective, a specific relevance will assume the assessment of what kind of mission will be prioritised: stabilisation missions, aimed at the separation of warring parties or the maintenance of peace in a conflict area; strengthening missions, aimed at the reform/restructuring/construction of local institutions mainly through advice, training and monitoring; substitution missions, which entail the performing of executive functions.

where  
these  
definitions  
originate from?

The main instruments of the research will be the information collected through interviews with relevant actors in the EU institutions, NGO community and personnel on the field, combined with documentary sources.

Being based in Brussels, I already had the opportunity to regularly and closely follow the last institutional and operational developments in EU civilian crisis management, including in civil military co-ordination. I had some preliminary discussion with Member States representatives (CIVCOM and PSC at the Council of the EU), EU officials (Council General Secretariat - DG IX, EUMC, EUMS, European Commission – DG RELEX, European Parliament – Policy Unit), NGOs and independent researchers. At the European Parliament, I attended the monthly meetings of the Sub-Committee on Security and Defence and a Public Hearing on the European Security Strategy and the future of ESDP - 13 July 2006. I also participated in numerous conferences, workshops and seminars. Finally, I consulted and analysed a series of primary documentary sources.

on the top Civilian Cell  
In particular, I started my research on some of the ongoing and planned developments in EU CCM, in particular on Civilian Response Teams (CRTs), European Civil Peace Corps (ECPC) and Civilian-Military Cell, focusing on their impact and added value in the current institutional and operational framework. I also specifically analysed the most recent civilian missions in the framework of ESDP (Aceh Monitoring Mission, EUPOL COPS, EUBAM Rafah, EUPT Kosovo), assessing the effectiveness of the institutional procedures and mechanisms for planning and implementation, along with the strategic, financial and operational aspects of deployment. Defence

### 3) Training, recruitment, deployment:

The development of a comprehensive EU capacity for civilian crisis management requires not only structures and procedures to take and implement decisions in real time, but also operational capabilities to deploy in the field. The possibility to rely on well-trained civilian experts ready to be deployed within a short amount of time is crucial to enhance the effectiveness of the EU CCM. The aim of this part of the project is to identify future steps in order to enhance the EU recruitment, training and deployment standards, taking into account the current EU CCM framework and the future scenarios for ESDP missions: to improve the quality and the consistency of EU training activities, to develop the range and the effectiveness of current rostering mechanisms, and to ensure that those trained are also willing and able to take part in EU operations.

#### - Training:

Following the conclusions of the European Council meetings in Feira 2000 and Göteborg 2001, steps have been taken to prepare civilian personnel for crisis management activities, in particular civilian ESDP operations and relevant Community projects. Currently, EU civilian training in ESDP is delivered on the basis of a EU Training Concept in ESDP and through three main channels: by Member States and their national training institutes, by the European Security and Defence College and by the European Group on Training under the auspices of the European Commission.

Recent assessments conducted by the Council Secretariat on the basis of a questionnaire issued to all staff in civilian missions have underlined a series of shortfalls that need to be addressed:

even though there are a number of EU training structures in place, only 4% of mission member respondents have received training at the EU level; there is no direct link between training and recruitment; the training of personnel for civilian crisis management operations is dispersed and unco-ordinated; the contents of existing courses are diverse, not standardised, although work was carried out in this direction in the framework of the EC project on Training for Civilian Aspects of Crisis Management; pre-mission and in-mission training is not provided in a coherent way to all mission members; one third of mission members receive no pre-deployment training.

] ?  
validation  
institution ?

Moreover, the current developments in EU crisis management create new training requirements for civilian personnel: the increasing number of crisis management operations and their more diversified nature; the development of EU rapid response including Civilian Response Teams (CRTs); the development of new concepts, i.e. DDR, SSR, Comprehensive Planning and the mainstreaming of gender issues.

While training will likely remain dispersed, efforts should be made to identify minimum standards, also in co-operation with the UN and the OSCE, improve the match between generic training and recruitment and work to ensure that all personnel receive pre-deployment and in-mission training. The participation of a broad range of actors - including NGOs, local staff, women - should be ensured and the transfer of know-how to others - i.e. new EU Member States, the African Union, etc. - should be promoted.

This part of the project specifically aims at identifying current shortfalls and future steps in EU training concepts, standards and activities, with the scope of enhancing EU civilian capacities for the whole spectrum of conflict management tasks.

In June I already had the opportunity to participate in the organisation of the EU-UN Workshop "International Support to Democratic Transition in Post-Conflict Situations, Towards a Shared EU-UN Approach on Training for Civilian Personnel Working in Field Operations" - Brussels, 1-2 June 2006. This workshop was organised by the Scuola Superiore Sant'Anna (Pisa, Italy) on behalf of the EC Group on Training and with the financial support of the European Commission, with the overall objective to propose a coherent and viable strategy in order to operationalise the Joint Declaration on EU-UN Co-operation in Crisis Management.

UN / EU

More specifically, the Workshop was focused on various issues related with the training of civilians that will operate in transition and post-conflict situations and work in the following areas: rule of law, human rights, public administration, electoral assistance and humanitarian relief. Although the attention was mainly devoted to the specific training needs of civilians working in the field, possible forms of co-operation and synergy with existing training opportunities for the military and police forces were also taken into account during the workshop. The workshop saw the active participation of more than 60 people representing the European group on training as well as other relevant European training and academic institutions, the European Commission and the European Council, EU member states, various UN agencies and offices and the OSCE.

I had the privilege to contribute to the final report containing the workshop final recommendations for consideration of the EU-UN Steering Committee. A series of proposals have been underlined on how to enhance training standards for EU personnel: develop training for specific target groups whose training needs have been not adequately addressed so far, such



as staff working at the HQs and local staff; establish an effective dialogue with the various national focal points for training and recruitment; seriously consider the possibility of making training compulsory, starting with ensuring that Member States provide training for seconded personnel; develop EU inter-pillar co-operation on training; develop agreed core content for professional work of field officers and to develop career paths in different areas of expertise; duly evaluate training activities and properly assess their final outcome through the development of relevant indicators; implement training activities that include both people from HQs and from the field; work on a bottom-up, operational and lessons learned basis.

Specific recommendations have been also identified for reinforcing EU-UN co-operation on training: ensure a wide exchange of information between the two organisations on scheduled training courses; share training material, curricula, lecturers; create a common learning environment through, *inter alia*, exchange programmes; ensure regular EU-UN communication and cooperation on training through the creation of an informal forum/regular meetings of training experts; develop some kind of common approach to training, recruitment and deployment through the establishment of common research initiatives; develop common criteria for training evaluation; security, communication, human rights and DDR have been identified as possible areas for joint EU-UN initiatives on training; training courses offered by one organisation should reserve some spots to members of the other organisation; professional profiles within the two organisations should be harmonised; implement EU-UN joint training of trainers.

As concern the future work programme, an examination of the existing training initiatives in different functional areas in the EU (Member States and national training institutes, ESDC, EGT), along with the analysis of EU documents on training concepts and requirements, will back the assessment of the shortfalls in current EU approach to training. The impact of the last developments in EU CCM on training needs will be taken into account, together with specific issues like EU-UN cooperation on training, EU training for AU personnel, civil society participation, inter-pillar and civil-military co-ordination. Suggestions will be proposed to enhance training standards on the basis of what is needed in the field, widen the scope and the audiences of training courses in the EU, promote the consistency of training initiatives within the EU and with those implemented by other actors. For this purpose, my research will extensively rely on the assessment of future scenarios for ESDP missions conducted in the previous part of the project: the objective is to clearly identify training needs on the basis of the tasks that civilian personnel is likely to perform in future ESDP missions.

During the second part of my project I will have the possibility to conduct my research at the Scuola Superiore Sant'Anna under the supervision of Prof. de Guttery: I will follow the preparation and running of the training courses organised in the framework of the International Training Programme for Conflict Management and the European Pilot Project on Training for Civilian aspects of Crisis Management. In particular, in October 2006 I will take part in the EU-UN Training Course on Human Rights in Pisa. I will also conduct research in the field, in order to assess the training needs and shortfalls of civilian personnel in EU missions. Furthermore, I will rely on the findings of interviews I will conduct with the main stakeholders in the field of training of civilian personnel (EU institutions, UN, OSCE, AU, international NGOs, experts from national training and academic centres). Finally, I will have the occasion to participate in international conferences, workshops and seminars organised on this topic under the Finnish and German presidencies of the EU.

## - Recruitment:

The scope of this part of the research project is to collect empirical information and data on the structure and functioning of the EU recruitment processes of civilian personnel for ESDP missions, in order to identify shortcomings and challenges. A comparative analysis of the existing rostering mechanisms in international organisations (UN, OSCE), EU Member States and international NGOs will be conducted in order to suggest possibilities of improvement of the EU system, in particular as concern the selection of qualified personnel from a broad range of expertise and available for deployment at short notice. The information will be collected through interviews, Internet sources and documentary review. The first period of research, mainly focused on Internet and documentary review, has led to the collection of first findings and elaboration of preliminary hypotheses, which are summarised below.

There is an increasing demand in the EU for a greater number and range of qualified and potentially rapidly deployable civilian personnel for ESDP missions. Recruitment for ESDP missions is decentralised, conducted via contact points in EU Member States. Many EU Member States have developed pools or rosters of experts who are potentially available for deployment on ESDP missions in line with the Civilian Headline Goal 2008. Examples include the Post Conflict Reconstruction Unit (PCRU) in UK, the Norwegian Resource Bank for Democracy and Human Rights (NORDEM) in Sweden, the Centre for International Peace Operations (ZIF) in Germany. However, pools and rosters developed in different EU Member States differ widely in terms of range and quality of civilian personnel selected. For example, in some EU Member States the selection of civilian personnel is restricted to civil servants and recruitment practices do not generally reach relevant experts that are employed in the private, NGO or academic sector. Women are generally under-represented in the nominations of Member States.

A possible solution could be identified in the creation of a EU central roster, but the experience gained in different contexts (UN DPKO) proved that such a centralised roster could be difficult to manage. The decentralisation option seems more feasible, but there is a need to make the existing rosters compatible through harmonisation and standardisation. For the time being, the Council Secretariat has only developed generic job descriptions and sets minimum experience standards for strategic, managerial and technical-level position. Furthermore, options should be developed and implemented in order to ensure the inclusion in existing rosters of experts from the private/NGO/academic sector. This could be ensured through the development of back-up arrangements for identifying suitable experts, including through linkages with specialised NGO roster managers or developing modalities whereby independent civilian experts can be directly contracted to participate in ESDP operations, including financial provisions for the recruitment of external experts directly by the Head of Mission. Finally, appropriate mechanisms should be identified in order to ensure the inclusion of a proportionate number of women in national rosters.

EU central  
roster

→ a much  
more  
uniform  
than the  
current

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