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**REPORT OF THE WORKSHOP  
"ITALY'S PARTICIPATION IN EU CIVILIAN MISSIONS.  
CRITICAL ASPECTS AND FUTURE PERSPECTIVES"**

by Valérie Vicky Miranda

Report of the workshop "Italy's Participation in EU Civilian Missions. Critical Aspects and Future Perspectives", organized by the Istituto Affari Internazionali and the Italian Ministry of Foreign Affairs  
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2009 marks the tenth anniversary of the European Security and Defence Policy (ESDP), formally launched at the Cologne European Council of June 1999 as an integral part of the European Union's (EU) Common Foreign and Security Policy (CFSP). Since then, political, civilian and military structures have been set up, capabilities development goals identified and we have witnessed a continuous evolution of the ESDP epitomised by the significant number of crisis management operations carried out by the EU since 2003. In these last ten years, the ESDP has become one of the most important instruments of European foreign policy. Indeed, the EU, thanks also to the launch of 23 missions in four continents, has built up its credibility as a global security actor.

It is interesting to note that out of 13 ongoing ESDP missions, 11 are civilian. The latter have been deployed in several critical regions, such as the Balkans - Bosnia and Kosovo; the Middle East - the Palestinian Territories and Iraq; Asia - Georgia and Afghanistan; and Africa - Guinea Bissau and the Democratic Republic of Congo (DRC). Despite such a numerical predominance, the civilian aspects of the ESDP have not yet been sufficiently investigated while the military operations often capture the attention of both scholars and practitioners. Nevertheless, the civilian side of the ESDP is acquiring increasing relevance. The crucial role it is playing (or might play) in many of the current post-crisis contexts for state building purposes, as well as for the re-establishment of stability and of the rule of law, is now generally acknowledged.

Among EU member states, Italy holds a prominent position in the field of EU civilian crisis management. Indeed, it is the second largest contributor (after France) with specialized personnel (about 272 experts out of the 2600 total units) engaged in police training, rule of law, border control, justice reform and post-conflict monitoring. Most of the personnel are police officers, but judges, prosecutors, judicial experts, political advisors and specialists on gender, human rights and democratization issues are also present.

On the occasion of the ESDP anniversary, the Italian Ministry of Foreign Affairs, Directorate General for European Integration, and the Istituto Affari Internazionali (IAI) jointly organised a two-day workshop on "Italy's Participation in EU Civilian Missions. Critical Aspects and Future Perspectives", which was held in Rome on 4-5 November.

Drawing lessons from the experience of the last decade, the workshop was intended to assess Italy's contribution and involvement in the civilian ESDP, so as to let the public, media and professionals become better acquainted with Italian engagement in this field. In order to foster further national reflections on this issue, the seminar was also aimed at highlighting the cooperation between Rome and Brussels, from the planning to the operational phase, as well as identifying gaps that need to be filled in the near future.

## Proceedings

The workshop was divided in two main parts. The first part, on the 4 November, was held behind closed doors and included about a hundred participants, including representatives from European institutions and Italian ministries and public administrations, as well as scholars, researchers, field experts and members of the Italian Parliament. The participants took part in three parallel working groups to discuss a number of topics that are deemed crucial to increasing the effectiveness of the Italian participation in the civilian ESDP.

- The first working group was devoted to the training and recruitment of the civilian personnel. The chairman of the panel was Andrea De Guttry, Director of the International Training Programme for Conflict Management (ICPTC) at the Sant'Anna School in Pisa. The two paper-givers were Nicoletta Pirozzi, researcher at the IAI, and Annalisa Creta, researcher at the Sant'Anna School. Joel Schuyer from the Operations Unit, DG E IX, of the Secretariat of the EU Council in Brussels was the discussant. The working group gathered together 25 experts, including representatives from other European training centres, such as the German ZIF – Center for International Operations, from the Italian public administration and police officers, Carabinieri and Guardia di Finanza.

The first issues discussed related to basic and specific training for civilian experts, of which member states are in charge. Among the shortfalls identified, the panellists underlined in particular the lack of harmonization among the different curricula, the lack of synergies among European training centres and of coordination among the different Italian administrations involved in deploying personnel abroad. These problems also emerged when dealing with recruitment issues. Although acknowledging that Italy is one of the best performers in the EU in quantitative terms, the experts noted that some obstacles seem to reduce the effectiveness of the Italian engagement and to limit its contribution to multinational civilian missions. These obstacles can be seen in the lack of a coordination mechanism among national actors, a recruitment system that tends to second public service employers rather than non-governmental experts (even though the former often seem less willing and prepared to take part in international missions) and, finally, the difficulties in recruiting certain categories of personnel (such as judges, prosecutors and penitentiary officers).

- The second working group, chaired by Fulvio Attinà from the University of Catania, dealt with the lessons learned from the already deployed EU civilian missions. The group featured Giovanni Grevi, research fellow at the EU Institute for Security Studies (EU-ISS) of Paris, as a speaker, Gen. Giovanni Manione, Director of the EU Civil-Military Cell, and Antonio Tanca, from the EU Council Secretariat in Brussels, as discussants. The audience included high-level scholars, representatives of Italian and European institutions and field experts working in the EU missions, the speakers discussed a series of operational aspects, trying to identify how to improve the missions' effectiveness.

The main concerns raised related to planning capability (still lacking especially for civilian-military cooperation), mission support, interoperability among the contributing countries and the possibility of providing the EU missions with executive tasks (as in

the ongoing Eulex Kosovo mission). During the discussion other shortfalls emerged, such as those related to training, equipment, personnel safety and security and cooperation among the various categories of civilian officers. The overall conclusion was that the lessons learned process should be further developed and enhanced in terms of regularity and coordination among the different institutions (and even within a single institution), both at the European and national levels.

- The third working group examined the legal and financial aspects of the Italian participation in ESDP civilian missions. The session, chaired by Natalino Ronzitti, Professor of International Law at Luiss University of Rome and Scientific Advisor at the IAI, benefited from the contributions of Luigi Gianniti, Secretary at the Italian Senate's Foreign Affairs Commission, as the main speaker, and of Sergio Masini, representative of the Italian Prime Minister's Office, as discussant. The panellists, together with other experts from the Italian Parliament, focused on the most problematic (or sensitive) aspects of the current system for the deployment of Italian personnel in EU civilian missions. This group proposed new possible funding mechanisms that would allow resources to be obtained in a more rapid way and on a more regular basis, coupled with more effective legal frameworks.

The second part of the workshop was held on the 5 November and was open to the press and the public. The aim was to report on the results of the experts' working groups, summed up in the final recommendations, and to give information on the importance of the EU civilian missions and on the related Italian involvement.

To this end, high-level professionals took part in the discussion: Stefano Silvestri, President of the IAI; Piergiorgio Cherubini, CFSP/ESDP coordinator at the Italian Ministry of Foreign Affairs; Alfredo Mantica, Italian Under-Secretary of State for Foreign Affairs; and Kees Klompenhouwer, Head of the EU Civilian Planning and Conduct Capability (CPCC) in Brussels.

Ambassador Bjuner and of Ambassador Klompenhouwer, after praising the significant Italian contribution to the EU missions, described in detail what is happening at the EU level as far as civilian ESDP is concerned. Most of the issues they raised confirmed what had emerged from the previous day's working group meetings. The core of their speeches concerned the future of EU priorities in the field of civilian missions, also in light of the upcoming entry into force of the Lisbon Treaty. Both of them pointed out the need for the EU to strengthen its role as a global actor. The ESDP may prove crucial to this end. However, past and present missions have made evident some challenges which the EU has to face in the near future.

The first challenge concerns the supply side, in terms of both personnel and equipment. On one hand, the establishment of national strategies, including, *inter alia*, specific provisions to improve and expand civilian experts' basic and core training, is highly recommended. On the other hand, member states should make more efforts to fill in the existing capabilities' shortfalls and to develop more rapid and pro-active responses. Equipment related issues are usually dealt with from a military perspective and for ESDP military operations. However, they are also crucial in the civilian sphere, as they play a pivotal role in ensuring civilian officers' safety and security and mission success.

A second challenge for the EU is the achievement of better political connectivity, which implies a better coordination among EU member states and among EU institutions and pillars. The final aim should be to develop a concerted strategy that could foster EU credibility and reliability and could also have positive effects on the relationship with the hosting country. Strictly connected to this aspect is the implementation on the field of a real comprehensive approach, entailing in particular better civilian-military cooperation. This is now widely recognized at the EU level as shown by the increasing relevance that civil-military coordination is acquiring in European and national reflections.

Lastly, EU representatives underlined the need to make better use of the lessons learned and the best practices processes. These are deemed vital for the future success of the ESDP and yet they are still too fragmented and are not regular procedure.

The ambassadors' comments were complemented by a documentary on the Italian participation in ESDP civilian missions, as well as by a series of speeches by experts recently or currently deployed in the different EU civilian missions. They included specialists from EUBAM Rafah in the Palestinian Territories (Gen. Pietro Pistolese, Head of Mission), EULEX Kosovo (Alberto Perduca, Head of the Justice Unit, and Giovanni Santoro, Head of the International Police Cooperation Units), EUMM Georgia (Rosaria Puglisi, Political advisor), and EUPOL Afghanistan (Graziano Patriarca from the Guardia di Finanza).

### **Outcome and follow-up**

In light of the results that emerged during the experts' meetings on 4 November and the high-level interventions at the workshop's public session on the day after, it was possible to put forward a series of final recommendations as a basis for future reflections on the civilian ESDP and on the Italian involvement.

The adoption of a national strategy for civilian crisis management (as those already issued by other European countries, i.e. Sweden and Finland) was strongly encouraged. Such a national document was deemed particularly useful in providing the guidelines for future developments in three main areas: training and recruitment, lessons learned process, and financial and legal regulations.

With reference to civilian experts' training and recruitment, scholars and practitioners agreed on the following:

- Better coordination, cooperation and partnership among existing Italian centres of excellence should be encouraged.
- To this end, a network of national training centres could be established. Joint-training courses should be set up and given to both non-governmental experts and administration officers in order to provide civilian experts with the same training background.
- Civilian training should be improved with the aim of optimizing the limited resources available in terms of personnel and giving more attention to their quality. In this vein, basic training courses with curricula harmonised at the European level should be organised.

- As far as recruitment procedures are concerned, a more effective dissemination strategy should be put in place. For instance, posts available in EU missions should not only be better advertised by the individual administrations, but should also reach non-governmental experts.

- The establishment of a single roster containing all potential civilian officers to be deployed in a mission is strongly recommended. Such a roster should include employees of the national administrations as well as non-governmental experts. As an alternative, each administration should be equipped with its own roster and a general coordination mechanism should be established at the national level, possibly led by the Ministry of Foreign Affairs.

- In order to encourage the secondment of public service employees to EU missions, new regulations providing incentives in terms of career promotions, as well as financial and social security, should be introduced.

- In the long term, an inter-ministerial committee (or at least a “control room”) in charge of the coordination and the exchange of information among the different administrations and actors involved when Italy takes part in an EU civilian mission should be set up.

Concerning the lessons learned process some rather operational suggestions were put forward:

- Particular attention should be paid to the planning phase, trying to better assess the situation on the ground so as to best prepare the EU mission, deploy the needed resources and have more clearly defined tasks.

- The issue of the multi-nationality of missions should be addressed more in depth by finding ways to ensure the interoperability of all experts deployed and to overcome the obstacles due to their different language, cultural and professional backgrounds.

- In the civilian ESDP, there is often a gap between the demand and the supply sides. It is important to acknowledge that this cannot be overcome without appropriate financial resources and without adequate political will. The latter is strongly connected with the political dimension of the ESDP, often epitomised by the clash between the EU interests and those of member states and among member states themselves. To this end, the new perspectives opened by the Lisbon Treaty should be carefully assessed.

- Within the framework of the so called “comprehensive approach”, cooperation and coordination among the instruments provided by the three institutional pillars and among military and civilian actors should be enhanced.

- Particular efforts should be made out to share the mission’s objectives and instruments with the local authorities, even if they are weak. This would help establish a friendly and cooperative environment in which to operate, especially when the EU mission has to perform executive tasks.

Finally, with reference to legal and financial issues:

- The legislature should organize in a more consistent and organic way the legislation that regulates access of civilian officers to and their participation in EU civilian missions, paying particular attention to the effective coordination among the various national administrations.

- From the financial point of view, it is strongly recommended that a budget line for civilian missions be included within the public ordinary budget. This would allow consideration of the deployment of national officers in civilian missions abroad as an ordinary administrative activity, in line with the consolidation of ESDP as one of the several instruments of the national foreign policy.

As a first follow-up of this two-day workshop, the ZIF – Center for International Operations in Berlin has agreed to share with the Italian Ministry of Foreign Affairs its civilian personnel roster software. This will allow the Italian Ministry to manage in a more systematic and integrated way the non-governmental experts to be potentially seconded to EU and other international civilian missions. Contacts are ongoing for a formal Memorandum of Understanding between the two parties.

Furthermore, the Italian Ministry of Foreign Affairs has encouraged the other national institutions involved in the workshop to continue working together and coordinating their efforts in the field of the civilian ESDP. The objective is the elaboration of a strategic document on the Italian participation in EU civilian missions, in line with the recommendations of the EU Council Secretariat and those of the Rome workshop. To this end, the Ministry and the IAI will promote further meetings and initiatives to foster the establishment of smoother and more effective coordination.