



ESDP newsletter

#7

European Security and Defence Policy

Winter 2009



> EULEX Kosovo breaks new ground for ESDP

> Mission EUMM Géorgie : des observateurs pour veiller au cessez-le-feu

> EU NAVFOR – ATALANTA : the first EU naval operation



Camp Europa à N'Djaména, Tchad <

Dans le cadre de la Politique étrangère et de sécurité commune (PESC), l'Union européenne élabore une politique de sécurité commune, qui couvre l'ensemble des questions relatives à sa sécurité, y compris la définition progressive d'une politique de défense commune, qui pourrait conduire à une défense commune, si le Conseil européen en décide ainsi, sous réserve que les États membres adoptent une décision dans ce sens conformément à leurs exigences constitutionnelles respectives.

Parallèlement à la nomination de Javier Solana en tant que premier "Haut Représentant pour la PESC", le Conseil européen réuni à Cologne en juin 1999 a placé au cœur du renforcement de la PESC les missions de gestion des crises.

Celles-ci incluent des missions humanitaires et d'évacuation, des missions de maintien de la paix et des missions de forces de combat pour la gestion des crises, y compris les missions de rétablissement de la paix.

Ce même Conseil européen a décidé que "l'Union doit disposer d'une capacité d'action autonome soutenue par des forces militaires crédibles, avoir les moyens de décider d'y recourir et être prête à le faire afin de réagir face aux crises internationales, sans préjudice des actions entreprises par l'OTAN".

C'est sur cette base que des efforts soutenus ont abouti à la mise en place de structures politiques et militaires permanentes et à l'établissement de capacités civiles et militaires,

y compris la formulation par l'UE d'un ensemble de concepts et de procédures en matière de gestion des crises. L'Union a également conclu des arrangements relatifs à la consultation et à la participation de pays tiers à la gestion des crises. Elle a en outre défini avec l'OTAN le cadre des relations entre les deux organisations, qui comprend des arrangements permettant à l'Union de recourir aux moyens et capacités de l'OTAN.

Depuis janvier 2007, l'Union dispose d'un Centre d'opérations (OpsCentre) lui fournissant une nouvelle option pour la planification et la conduite d'opérations. Elle dispose également de forces de réaction rapide, les groupements tactiques ("EU Battlegroups").

L'Union européenne mène des opérations au titre de la Politique européenne de sécurité et de défense (PESD) depuis 2003. Six ans plus tard, vingt-trois opérations ont eu lieu ou sont en cours, dans les Balkans, au Proche-Orient, en Afrique et en Asie du Sud-Est. A ce jour, l'UE conduit 13 opérations simultanément : trois opérations militaires et dix missions civiles.

Pour un aperçu des opérations et des missions de l'UE, voir carte, page 34.

Pour en savoir plus sur le détail des opérations, consulter le site Internet du Conseil de l'Union européenne : www.consilium.europa.eu/pesd – www.consilium.europa.eu/espd

YouTube : www.youtube.com/EUSecurityandDefence



Editorial

EU crisis-management efforts have developed steadily in the last six months with the launch of three major operations.

One was long in the 'pipeline', while the other two were developed swiftly as a response to recent events.

EULEX Kosovo is finally up and running after a long planning phase. It began operations on 9 December 2008 and has been breaking new ground for the European Security and Defence Policy (ESDP) as the EU's largest civilian mission.

The mission in Georgia was a key part of the EU's efforts to contribute to a solution to the August 2008 crisis between Georgia and Russia. It met its first challenge by deploying on time after only a few weeks and has played its part in the easing of tension, even though the political challenges remain daunting, as the EU's envoy for the crisis, Pierre Morel, tells us in an interview.

The EU NAVFOR – Atalanta operation, the EU's first maritime operation, was launched to respond to the steady increase in pirate activity off Somalia and the Gulf of Aden. It is already contributing to the creation of safer conditions for the ships that sail on this important maritime route.

The *Newsletter* tries to help you share the experiences of those who got the missions in Kosovo and Georgia under way. It will focus more specifically on the counter-piracy operation in its next issue.

Beyond these high-visibility activities, the European Security and Defence Policy is advancing in many ways and on many aspects.

These include security sector reform – the EU's mission in Guinea-Bissau is a concrete example of how this policy is being implemented in the field-; building up African capabilities, e.g. through the "EURO RECAMP" initiative; reviewing the implementation of the European Security Strategy; examining and assessing international challenges, as in the Declaration on International Security endorsed by EU leaders at the end of the French presidency; progress on capabilities (European Defence Agency director Weis briefs us on how the EDA is moving from strategy to projects); consolidating the European defence equipment market through the "defence package"; and mainstreaming human rights into the European Security and Defence Policy.

This issue of the *Newsletter* tries to provide an insight into all of these diverse strands of the ESDP's dynamism.



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Covers: cover 1: EULEX Kosovo European Union Rule of Law Mission – cover 4: EUMM Georgia Romanian monitors with IDPs from Abkhazia in Saguramo



EUFOR TCHAD/RCA : présentation d'un officier autrichien au sous-préfet Abdel Djélil SALEH

> **EUFOR TCHAD/RCA : transition vers la mission des Nations unies le 15 mars 2009**

Depuis mars 2008, l'Union européenne mène l'opération militaire EUFOR TCHAD/RCA. Déployée sur un théâtre éloigné et d'accès difficile, EUFOR TCHAD/RCA contribue de manière importante à sécuriser cette zone de l'Afrique, à contenir les tensions régionales et à soutenir les efforts internationaux de protection des civils affectés par la crise régionale du Darfour.



Véhicule en patrouille sur la route de Goz Beïda

L'EUFOR conduit des patrouilles sur une zone particulièrement étendue. 400 missions aériennes de reconnaissance ont été exécutées, en complément d'imagerie satellitaire et d'utilisation de drones, pour améliorer la connaissance et le renseignement sur la zone d'action. De mars jusqu'à fin octobre 2008, environ 1200 patrouilles d'une journée ont été conduites, ainsi qu'une centaine de patrouilles de longue durée. En même temps, des opérations de grande envergure ont été conduites par chaque bataillon multinational afin d'étendre la présence d'EUFOR aux zones où elle ne dispose pas de camps permanents. L'EUFOR apporte son soutien au déploiement en cours de la Mission des Nations Unies en République Centrafricaine et au Tchad (MINURCAT). 71 000 m² lui ont été alloués dans les camps de l'EUFOR. En outre, EUFOR met en oeuvre des mesures de protection au profit des organisations humanitaires, manifestant ainsi le rôle essentiel de l'Union européenne pour faciliter l'accès à l'aide humanitaire. Le mandat d'EUFOR TCHAD/RCA prendra fin le 15 mars 2009.

À l'occasion de la revue de mi-mandat d'EUFOR TCHAD/RCA, en septembre 2008, le Conseil de l'UE avait souligné qu'une présence armée internationale serait encore nécessaire dans cette région après le départ de la force européenne pour assurer que les progrès enregistrés s'inscrivent dans la durée. L'adoption de la résolution 1861 (2009) du Conseil de sécurité qui prévoit de relever l'EUFOR par une composante militaire de la MINURCAT, représente ainsi une étape importante. La MINURCAT comprendra au maximum 300 policiers, 25 officiers de liaison, 5200 militaires ainsi qu'un effectif approprié de personnel civil.

L'Union européenne met tout en oeuvre pour créer les conditions d'une transition efficace et effective au 15 mars 2009. D'ici là, EUFOR poursuivra la mise en oeuvre de son mandat avec deux objectifs principaux: maintenir et améliorer la sécurisation de la zone et faciliter une transition sans heurts vers la force des Nations unies qui lui succèdera.

La fin de l'opération EUFOR TCHAD/RCA ne signifie pas la fin de l'engagement de l'UE dans la région. Plusieurs Etats membres envisagent de rester engagés dans le cadre de l'opération de relève par les Nations unies. L'action de l'UE se poursuivra sur le dossier du Darfour et au travers des actions de la Communauté européenne dans la région, y compris au Tchad et en République Centrafricaine.

Pour plus d'informations sur EUFOR TCHAD/RCA : www.consilium.europa.eu/eufor-tchad-rca

> **Activités du Parlement européen et des parlements nationaux sur la PESD**

Les activités sur la PESC et la PESD se développent avec le Parlement européen et les parlements nationaux des Etats membres.

Depuis l'été 2008, le Haut Représentant Javier Solana est intervenu à deux reprises au Parlement européen devant la commission des Affaires étrangères, le 10 septembre et le 5 novembre. Cette dernière intervention a eu lieu dans le cadre de la 11^{ème} réunion conjointe avec les présidents des commissions des Affaires étrangères et de défense des parlements nationaux des Etats membres. Le Haut Représentant a également rencontré le président du Parlement européen le 8 octobre et le 9 décembre et eu un échange de vues avec les membres du comité spécial du Parlement européen le 17 octobre et le 10 décembre pour évoquer, notamment, le dispositif opérationnel de certaines opérations PESD.



Meeting of EU HR Javier Solana with EP President, Hans-Gert Pöttering

S'agissant des parlements nationaux, Javier Solana est intervenu à l'occasion de la Conférence des présidents des commissions parlementaires des Affaires étrangères des parlements nationaux des Etats membres de l'UE (COFACC), le 21 juillet à Paris. Le 25 novembre, il a été reçu par les présidents des deux Chambres du parlement belge, puis il a eu un échange de vues avec les membres des commissions Europe/Affaires étrangères et Défense. Il s'est également entretenu avec la commission de Défense du Bundestag le 6 novembre à Bruxelles.

Des délégations officielles du Parlement européen ont récemment visité plusieurs opérations PESD, dont notamment le Quartier général de l'opération militaire EUFOR TCHAD/RCA au Mont Valérien le 4 juillet, suivie d'une visite sur le terrain au Tchad du 24 au 27 novembre 2008. Une délégation du Parlement européen s'est également rendu au Kosovo du 1er au 4 octobre 2008. La délégation a pu notamment s'entretenir avec les responsables de la mission civile "Etat de droit", dénommée "EULEX".

D'autres acteurs clés de la PESD ont eu des contacts avec diverses instances du Parlement européen, et notamment avec la sous-commission sécurité et défense: le Représentant spécial pour le Kosovo Pieter Feith, le Commandant des missions civiles Kees Klompenhouwer, le Directeur général de l'Etat-major de l'Union européenne, le général Leakey et la Directrice des questions de défense du Conseil de l'UE, Claude-France Arnould.

De son côté, le Représentant personnel du SG/HR pour les affaires parlementaires dans le domaine de la PESC, Michael Matthiessen, continue à œuvrer pour améliorer la fréquence et la qualité des échanges d'information entre le Parlement européen et les parlements nationaux d'une part, et les principaux acteurs de la PESD de l'autre.

> Industries et marchés publics : adoption du "paquet défense"

Les deux propositions de directives, l'une sur les marchés publics dans les domaines de la défense et de la sécurité et, l'autre, sur les transferts intracommunautaires de produits liés à la défense ont été adoptées par le Parlement européen en première lecture de la procédure de codécision, respectivement le 14 janvier 2009 et le 16 décembre 2008. Ces deux textes devraient être adoptés par le Conseil prochainement.

Présenté par la Commission européenne le 5 décembre 2007, ces propositions, accompagnées d'une communication sur la compétitivité de l'industrie européenne de la défense, formaient le "paquet défense", qui vise à consolider le marché européen des équipements de défense et la base technologique et industrielle de défense européenne.

La directive concernant les marchés passés dans les domaines de la défense et de la sécurité a pour objet d'améliorer l'ouverture et la compétitivité des marchés de défense et de sécurité en harmonisant les règles relatives aux achats d'armements, de munitions et de matériel de guerre, ainsi qu'à certains équipements de sécurité non militaires sensibles.

La directive sur les transferts, quant à elle, a pour objectif de réduire les obstacles actuels aux échanges intracommunautaires de produits liés à la

défense afin d'accroître la coopération industrielle, d'optimiser les chaînes d'approvisionnement et de générer des économies d'échelle. Elle crée ainsi un système uniforme de licences pour les transferts de produits liés à la défense au sein de l'Union européenne.

Ces deux directives devraient être publiées au Journal officiel de l'Union européenne (JOUE) en 2009 et devront être transposées par les Etats membres dans les deux ans suivant leur publication au JOUE.

> EUJUST LEX mission for Iraq receives top policing award

On 10 November 2008, the EU's Integrated Rule of Law Mission for Iraq 'EUJUST LEX' received the IACP/Webber Seavey Award for "excellence in law enforcement and leadership".

This occurred in California, at the International Association for Chiefs of Police (IACP) annual conference for police chiefs, attended by hundreds of senior police officers and criminal justice experts from around the world, including the Director of the FBI, the President of INTERPOL and the US Attorney General.

Stephen White, Head of EUJUST LEX Mission, accepted the top award – which the president of the International Association of Chiefs of Police (IACP), Chief Ronald Ruecker, described as "the world's most prestigious policing award for excellence in law enforcement and leadership" – for the work which he and his team of experts have been doing to support the rule of law in Iraq for over three years.

On receipt of the award, Stephen White who took up his EU post in March 2005 said, "[...] The EU has a vision and hope for Iraq which will see the country safe, stable and secure – where democracy, respect for human rights and the rule of law have primacy. This mission has mobilised the efforts and talents of many of the EU's major police services and their training institutions to help achieve that vision. Together, at all times involving the Iraqi people and their criminal justice authorities, we have designed and delivered an important series of training programmes and other interventions which support and will develop the capacity of those in leadership positions within the Iraqi Police Service and its judicial system".

To date EUJUST LEX has designed training courses for almost 2000 Iraqi judges, prosecutors, prison wardens and senior police officers.

More information on: www.consilium.europa.eu/eujust-lex



> European Security and Defence College and Training

In the last six months, the European Security and Defence College (ESDC) has begun the 2008/2009 academic year with the European Security and Defence Policy (ESDP) High Level Course 2008/2009.

An experimental internet-based distance-learning (IDL) course was established to support the first module of the High Level Course.

The ESDC also organised two ESDP Orientation Courses, with the aim of giving participants a solid general knowledge of the ESDP. The two courses, which were organised jointly with the French Institut des hautes études de défense nationale (IHEDN) and the German Bundesakademie für Sicherheitspolitik, took place in Brussels from 15 to 19 September and from 24 to 28 November 2008.

The ESDC, in cooperation with the Council Press Office and the IHEDN, organised in Brussels from 17 to 19 November 2008, the third ESDP Course for Press & Public Information staff (ESDP PPI Course). The 65 participants to the course were civilian and military personnel, spokespersons, press & communication officers from Member States who are working for, or designated to work for Ministers of Foreign Affairs, Defence, Interior, Justice, the EU institutions and EU ESDP missions. This course's objective was to present participants with Public and Information policy as an important element in the field of ESDP in general and more specifically in the conduct of EU international crisis management. It was also aiming at building-up strong networking opportunities among PPI staff.

The ESDC also developed new types of training activity. From 20 to 23 October 2008, a pilot course on security sector reform (SSR) was organised jointly in The Hague. Several Member States expressed their intention to organise a further course on SSR in 2009.

In addition, a seminar on leadership and decision-making in the ESDP area was organised jointly with the Italian Centro Alti Studi Difesa in Rome from 29 to 31 October 2008. Finally, a course on the planning process for European Union crisis management operations and missions was organised jointly in Brussels from 3 to 5 December 2008.

In total, the ESDC has provided training to 1543 people since it was created in 2005.

More information on the College can be found at:
www.consilium.europa.eu/esdc

> Conférence annuelle de l'Institut d'études de sécurité: "Partenariats du multilatéralisme efficace: gérer les crises mondiales"

Lors de la conférence annuelle de l'Institut d'études de sécurité de l'Union européenne, intitulée "Partenariats du multilatéralisme efficace: gérer les crises mondiales", qui s'est déroulée à Paris le 30 octobre 2008, Javier Solana, Haut Représentant de l'Union européenne pour la Politique étrangère et de sécurité commune (PESC), a prononcé un discours sur cette politique et le rôle que l'Union européenne joue dans le monde aujourd'hui.

La conférence annuelle a été l'occasion pour le Haut Représentant de faire un tour d'horizon de l'année 2008: crise financière et ses conséquences sur la politique étrangère, crises régionales, partenariats avec les États-Unis, la Russie, la Chine et l'Inde...

Les sujets et les défis à relever imposent des réponses plus complexes. Les modèles théoriques réducteurs ont fait long feu: ni "choc des civilisations", ni "fin de l'histoire", ni "village planétaire". Aucun dogme, aucun slogan n'a finalement résisté face à la complexité du nouveau siècle et de ses enjeux a rappelé Javier Solana. Le monde est entré dans une phase de transition, où l'Union européenne peut contribuer à davantage de stabilité. C'est là notre rôle d'Européens. Celui d'acteurs volontaires et responsables, a conclu le Haut Représentant.

Texte complet de l'intervention sur:
www.consilium.europa.eu/solana



Javier Solana à l'Institut d'études de sécurité de l'UE, Paris

> AMANI AFRICA/EUORECAMP: un instrument de la PESD qui vise à la formation des responsables civils et militaires africains à la gestion de crises

Dans le cadre du partenariat entre l'Afrique et l'Union européenne défini en décembre 2007 à Lisbonne, une Troïka ministérielle africaine et européenne, élargie aux ministres de la défense, s'est tenue les 20 et 21 novembre à Addis Abeba au siège de l'Union africaine. Cette réunion avait pour objet de faire le premier bilan de la mise en œuvre de la Stratégie conjointe Afrique – Union européenne et du premier plan d'action, décliné en huit partenariats, dont celui de la paix et de la sécurité.

Cette rencontre a permis de dégager les progrès sur les trois actions prioritaires de ce partenariat qui visent à:

- renforcer le dialogue politique Afrique – Union européenne et les relations avec les organisations régionales africaines sur les défis à la paix et à la sécurité,
- rendre pleinement opérationnelle l'architecture de paix et de sécurité africaine (APSA) et, notamment, son outil d'intervention, la Force Africaine en Attente (FAA) qui regroupe des capacités militaires et civiles de gestion de crises,
- examiner les conditions de financement des opérations de soutien à la paix de l'Union africaine.

Les ministres ont également participé, en marge de la réunion, à la conférence d'initialisation du cycle d'entraînement AMANI AFRICA/EUORECAMP, destiné à développer au sein de l'Union africaine les capacités à déployer la FAA dans une opération multidimensionnelle et ainsi accroître l'autonomie de l'Union africaine dans la gestion et la prévention des conflits.

Grâce notamment à ce cycle de formations et d'exercice, où seront dispensées des activités civilo-militaires, la FAA devrait être opérationnelle d'ici 2010 selon les termes du protocole de paix et de sécurité de l'Union



africaine. Le cycle s'appuiera sur un réseau de centres de formation africains et les Etats membres de l'UE pourront également dispenser, au sein de leurs centres nationaux, des formations au maintien de la paix dans les domaines civil et militaire.

Les contributions volontaires des Etats membres et la Facilité de Paix gérée par la Commission européenne constitueront les sources majeures de financement du cycle AMANI AFRICA / EURORECAMP. L'ensemble de ces participations sera finalisé au cours d'une conférence des contributeurs prévue le 6 février 2009 à Bruxelles.

Pour en savoir plus : www.amaniafricacycle.org

> "Providing Security in a Changing World" – Solana report on the European Security Strategy

High Representative Solana presented his report on the implementation of the European Security Strategy (ESS) to the December European Council. His report aims to reinforce the ESS adopted in 2003, which remains fully relevant. It examines how the strategy has worked in practice, and what should be done to improve its implementation.

It notes that a range of threats and challenges – proliferation in weapons of mass destruction, terrorism, organised crime, failing states and regional conflicts – which were identified in the ESS, still continue to threaten the EU's security. But there are different issues, notably energy security, the security implications of climate change as well as cyber security and piracy which have risen in significance since 2003. The report offers recommendations on how the EU can improve its actions on all these issues. Moreover, it underlines that globalisation is accelerating shifts in power and advocates that the EU should lead a renewal of the multilateral order. Three priority areas for further action are identified in the concluding part: capabilities, neighbourhood, and partnerships for effective multilateralism.

The December 2008 European Council also endorsed a declaration on capabilities and a declaration on international security.

> Nominations

- Chief Constable Paul Robert Kernaghan took office as the new Head of the EUPOL COPPS Mission in support of the Palestinian civil police on 1 January 2009. He succeeds Colin Smith.



Paul Robert Kernaghan <

- Major General Stefano Castagnotto took office on 4 December 2008 as the new EU Force Commander of operation EUFOR ALTHEA in Bosnia and Herzegovina. He replaces Major General Ignacio Villalein.



Alain Faugeras <

- On 25 November 2008, Colonel Alain Faugeras took office as the Head of the EUBAM Rafah Mission. He replaces General Pietro Pistolesse.

The mission has been instrumental in allowing thousands of people to cross the border at Rafah. Since the closure of the crossing point, the mission has maintained its operational capability and the European Union is prepared to redeploy its personnel at the border as soon as conditions permit.

- On 10 November 2008, Rear Admiral Phillip Jones was appointed as the Operation Commander of the first EU maritime operation, called EU NAVFOR – Atalanta.



Stefan Feller <

On 18 November 2008, Commodore Antonios Papaioannou was designated as the EU Force Commander for the operation. See article on page 20.

- On 1 November 2008, Brigadier-General Stefan Feller became the new Head of the EU Police Mission (EUPM) in Bosnia and Herzegovina (BiH). Until recently, Mr Feller was the Head of the

'Conduct of Operations' Unit in the Civilian Planning and Conduct Capability (CPCC) at the Council of the EU. He succeeds Brigadier-General Vincenzo Coppola.

- Police Commissioner Kai Vittrup was appointed as the new Head of the EU Police Mission in Afghanistan. He succeeds Brigadier-General Jürgen Scholz as from 16 October 2008.
- Mr Hansjörg Haber was appointed on 17 September 2008 as Head of the EU Monitoring Mission in Georgia, EUMM Georgia.

This appointment immediately followed the Council's decision on 15 September to launch EUMM Georgia. See article on page 14.

- Le 1er juillet 2008, le général Jean-Paul Michel a été nommé chef de la mission de conseil et d'assistance de l'UE en matière de réforme du secteur de la sécurité en République démocratique du Congo (EUSEC RD Congo).



Kai Vittrup <

EULEX Kosovo breaks new ground for ESDP

“We are focused, we are determined and we will make a difference.”



> EULEX sur le terrain



> EULEX sur le terrain

The largest civilian mission ever launched under the ESDP is finally up and running. On 9 December 2008, the integrated rule of law mission to Kosovo began operations across Kosovo.

Within hours of being launched, the Mission had its first tangible success with EULEX Customs officials playing a significant role in the interception of contraband at a customs and excise point.

Staff from the Mission's three components, justice, police and customs, will implement a mandate based on monitoring, mentoring and advising the local rule of law institutions. EULEX will retain some executive powers in sensitive areas, such as organised crime, serious financial crime and terrorism. But the central principle is local ownership.

The momentum of the mission's launch was maintained immediately with the launch of a three-part television campaign, the first ESDP mission to make its own in-house TV adverts.

Off to a good start

Political circumstances beyond the mission's control had forced a delay in commencement in operations. But, in the end, launch day went without a hitch. Full coverage was given in the Albanian and Serbian media and, as the head of the EULEX Press and Public Information Office (PPIO), Victor Reuter, stated "the reporting could hardly have been better".

But there is no doubt that expectations are high and there will be pressure to deliver results soon.

"The aim is to significantly improve the rule-of-law situation to the benefit of all the communities in Kosovo," said Yves de Kermabon.

"Our goals will not be achieved overnight. People will have to be patient. But I assure you, we are focused, we are determined and we will make a difference," he added.

The bare statistics are impressive. When fully-staffed there will be 1,900 highly experienced international judges, lawyers, police, customs and correctional officers who will be backed by 1,100 local support staff. The budget for the initial 16 months is EUR 205 million.

Throughout the summer and autumn the ground was prepared with resources being acquired from the UN or bought separately. New premises were acquired and renovated.

As the arrival of staff accelerated towards the end of the summer, more practical work was carried out by the expanding departments. The justice component took part in events in Kosovo, explaining the mandate of the mission (see page 12). A sophisticated Intranet was developed by PPIO and a website was launched with a unique interactive column where members of the public can put their questions directly to the head of mission.

One of the central elements of EULEX Kosovo is what is called the 'Programmatic Approach'. It is a system by which the success of the mission – and of the local authorities – can be measured over time (see page 12). Members of the Programme Office have been engaged in an extensive campaign to introduce and describe how the system will work. It has been fully endorsed by the local authorities.

One thing is certain. Everyone believes the rule-of-law situation in Kosovo drastically needs to improve. EULEX intends to help.

Co-operation with civil society – not only dialogue about dialogue

Co-operation between international missions and civil society has often been reduced to dialogue about dialogue. This is not the case with EULEX Kosovo. The mission has embraced the rationale for having a real and constructive working relationship with civil society organisations and for broadening the context to include more actors rather than just the 'usual suspects.'

Compared to other EU missions, EULEX has had the advantage of a long planning period before becoming operational. The principle of working more closely with civil society was established early on. In fact, it was a central part of the overall strategy.

Looking to the people for support

The support of civil society is vital to EULEX's attempts to consolidate the rule of law in Kosovo. The mission will support the local authorities in their work and, if necessary, use its correctional powers when required. The aim is to improve people's confidence in the local police and judiciary. But the mission needs the support of the people of Kosovo for real progress. Change imposed only from outside will only give limited results. Change must come from within and at grass roots level. This is where EULEX and civil society can reinforce each other's work.

One of the mission's aims is to help create an environment where people can experience for themselves the advantages of stability, predictability and security; in other words 'the rule of law'. If civil society does not support this, then EULEX will need to stay in Kosovo for ever. The people of Kosovo, as well as European taxpayers, would not appreciate such a scenario. In this context, civil society groups can be communicators of a common message, providing information and taking a lead when it comes to checks and balances in the rule of law area.

There is also a need to broaden the concept of what we mean by 'civil society'. The mission should not just co-operate with the organisations that it has always had contact with. We need to broaden the scope and, in particular, we need to focus on the population as a whole. This means the local authorities, businesses, think-tanks, academics and organisations like the Kosovo Bar Association. Most importantly, we have to target the young people of Kosovo.



> Pristina

We must not forget that the work of EULEX has a direct impact on the every day lives of people living in Kosovo. Take the example of the customs service, an area where EULEX staff will be directly involved. At first glance, customs might seem very distant from peoples' every day realities. But if, for instance, a person needs to buy medicine, then he or she wants to be certain of that medicine's origins. Customs plays a key role in determining the origins of products imported into Kosovo. So in this case, the work of EULEX customs officials will have a direct impact on that person's life.

A learning curve

Relations and cooperation with civil society are not simply matters of communication or media work. It is EULEX policy. The mission has adopted a holistic approach and all offices and components of the mission are involved. As a concrete example of this, the importance of Non-Governmental Organisation's (NGO) and civil society has been mainstreamed into the training of all EULEX mission members. During the induction course, which all staff have to go through, there is a separate session focusing on NGO and civil society cooperation. The importance of civil society is also highlighted in other key induction course presentations such as the ones on local ownership and the youth of Kosovo.



> *Members of EULEX Customs*



> *Head of mission, Yves de Kermabon*

The Kosovo Serbian community and the youth of Kosovo

The mission's philosophy regarding civil society saw concrete results during the build-up phase. EULEX staff were involved in several projects; a multi-ethnic youth camp, organised mainly by the Italian NGO Libra, and including participation from senior members of our Justice Component in a fictional trial; the organisation of an outreach campaign explaining EU values and principles; the hosting of several conferences for NGO's; and meetings with various interest groups including those representing Roma and women.

The mission has also broken new ground in its attempts to directly reach out to the people of Kosovo. A special column has been created on the EULEX website called 'Ask Yves' where people can send in their questions regarding rule of law issues to the Head of Mission's office.

The column has proved extremely popular and there has been an ever increasing number of people making the most of this opportunity. The questions have not only been coming from Kosovo but also from as far afield as Laos, Australia and Canada! The column also helps to reinforce the mission's mandate to be transparent and accountable.

The mission has also just launched a sophisticated intranet site to facilitate internal communication. There are a number of elaborate features including interactive tools such as the 'Tips and Comments' section and a 'Suggestion Box' where staff can raise issues and specific matters with each other and with senior management. One of the central aims of the intranet is to promote a common sense of identity and purpose.

Civil society will also play a key role in scrutinising the work of EULEX. There are several internal and institutional control mechanisms within the ESDP framework. But it is also extremely important that there exist external checks and balances. Scrutiny from civil society and NGOs can greatly help here and it is something that has been strongly encouraged.



> *Panel of students debate*

The EULEX Programmatic Approach

“What gets measured gets done”

The basic philosophy that will drive EULEX is known as the *Programmatic Approach* – a structured and systematic method of helping Kosovo’s rule-of-law institutions to achieve positive change. What is envisaged by EULEX is a process of reform: i.e. moving Kosovo’s police, justice and customs from their ‘current state’ to a ‘desirable state’ of sustainability, accountability, multi-ethnicity, freedom from political adherence, and adherence to internationally recognised standards and European best practices.



By EULEX Programme Office

The aim of the EULEX mission is to strengthen the rule of law institutions within Kosovo for the benefit of all its people. The heart of the programme strategy is to offer support through mentoring, monitoring and advising local police, judiciary (including correctional service) and customs following best European practices. Local ownership is the key.

The unique Programmatic Approach is designed to encourage learning and make the path of reform a joint process with shared objectives. EULEX’s ultimate goal is to improve performance and we strongly believe that incorporating benchmarks and preparing for monitoring and evaluation can also promote joint understanding.

In designing the three programmes (police, justice and customs) these principles have been crystallised into specific objectives in order to address problems which have been jointly identified with the local stakeholders during the planning phase of EULEX.

It is important to note that these assessments have been made together with Kosovo’s relevant stakeholders, and they therefore reflect a shared view of the problems and opportunities. These assessments form the basis upon which the daily work of the rule-of-law institutions and EULEX will be conducted.

In tune with the mission

Much like the work of a conductor of a large orchestra, the EULEX Programme Office has translated the broad musical theme, provided by the European Union and agreed by the local authorities, into a coherent symphony. This has involved a number of tasks.

First, it has been done by developing the detailed musical scores for the various parts of the EULEX orchestra (i.e. the EULEX experts in policing, judiciary and customs), basically providing individual mission members with their concrete and detailed tasks and objectives.



> Working meeting



> Induction training for new EULEX staff, November 2008

Secondly, by ensuring that each part of that orchestra is familiar with its musical score and is capable of playing its instruments (i.e. each EULEX expert needs to be conversant with the EULEX Programme tasks, the applicable law and relevant policies and procedures). For this reason, all mission members receive thorough induction training upon their arrival in Kosovo. In a mission with more than 30 nationalities it is imperative that everybody sings from the same hymn sheet.

Thirdly, it required the setting up of a rigorous system of communicating information between the conductor and the parts of the orchestra (i.e. an effective Programme Office, capable of coordinating programme activities and information). This is where the EULEX field staff, together with their local counterparts, will provide regular evaluations reports to be recorded and analysed.

The EULEX strategy can be viewed as an evolving cycle of performance assessment, identification and diagnosis of weaknesses, jointly agreed remedial strategies, implementation and assessment of improvements in performance. Periodic reviews will allow all the relevant parties, including the European Commission, to appraise progress, formulate or reformulate remedial strategies and make policy decisions about the exact focus of effort.



> *Changing from UNMIK to EULEX licence plates*

Each review is triggered by a comprehensive report from the EULEX Programme Office, that provides summary conclusions based on data gathered over the period, as well as recommendations that clearly link to the conclusions. These reports will inspire discussions about the nature and causes of poor performance, and result in decisions about the ways in which Kosovars – rather than foreigners – will agree and act upon the most effective solutions.

Over time, they will build up a picture of changes within the local police, judicial and customs systems which will allow EULEX to accurately report the progress of Kosovo's rule-of-law institutions. These results will then be measured against the strategic objectives agreed by EU Member States.

At the heart of the effort is the task of identifying appropriate measures of performance: the mantra applied here is "what gets measured gets done".

Résumé

EULEX KOSOVO

La mission "État de droit" de l'UE au Kosovo est la plus grande mission civile de l'UE au titre de la PESD. Son lancement sans heurts est le fruit de mois de préparations et de mise en condition de ses participants. Au total, quelque 1 900 juges, avocats, policiers, douaniers et gardiens de prison de l'UE travailleront main dans la main avec un renfort local de 1 100 personnes. Leur rôle est de suivre, de parrainer et de conseiller les institutions locales, afin d'améliorer leur fonctionnement et de renforcer l'État de droit.

La mission EULEX s'est efforcée d'impliquer la société civile locale dans son travail, le soutien de celle-ci étant essentiel à son succès.

La mission s'articule autour d'une "approche programmatique" et s'appuie sur le Bureau de programme, dont le rôle est de coordonner les activités entre les trois piliers – police, justice et douanes –, d'évaluer son impact et de faire en sorte que ses efforts soient constamment concentrés sur les domaines les plus appropriés.

Pour en savoir plus: www.consilium.europa.eu/eulex-kosovo



> *EULEX customs presentation, October 2008*

Mission EUMM Géorgie : des observateurs pour veiller au cessez-le-feu



> Guurjani – Monitors talking with IDPs in a collective centre

Jamais sans doute une mission de cette envergure n'avait été mise en place aussi rapidement. Alors que le conflit entre Russes et Géorgiens faisait rage, les 27 Ministres des Affaires étrangères de l'UE envisageaient, dès le 13 août, l'hypothèse d'une présence de l'Union sur le terrain. Ensuite, dès l'accord des Russes et des Géorgiens, le 8 septembre, tout a été très vite. En quelques semaines à peine, il a fallu définir le concept de gestion de crise de la mission, les règles qui devaient gouverner cette mission (le concept d'opération ou CONOPS), et recruter le personnel, trouver les équipements nécessaires et assurer la logistique. Autant dire une prouesse. Les observateurs n'ont souvent eu que trois ou quatre jours pour se préparer. Cependant le 1er octobre, jour prévu de démarrage de la mission, la quasi-totalité des observateurs était en fonction.

Première tâche : observer

La première tâche des observateurs est de vérifier que les conditions prescrites dans le plan de cessez-le-feu "Medvedev – Sarkozy", conclu le 12 août, sont bien respectées. Depuis le retrait des forces russes de la zone de sécurité, ils veillent surtout au respect de la libre circulation des populations, à l'absence d'armes prohibées dans les rangs des policiers géorgiens, à la présence des militaires dans leurs casernes, et se renseignent sur les différents incidents qui leur sont signalés.

Dans une région où la rumeur est reine, le seul moyen d'avoir une information est en effet d'aller sur le terrain. Chaque matin, près de l'Abkhazie ou de l'Ossétie, dans chacun des Field offices (Gori, Zugdidi, Khashuri), plusieurs patrouilles partent explorer un secteur, une route, un check point. Le principe est de mixer les équipes, les nationalités et

les profils : un expert civil, des policiers, des gendarmes. Chaque patrouille comporte deux véhicules blindés pour parer à tout problème. La situation reste en effet tendue.

L'enjeu de la visibilité

Les consignes de sécurité sont donc strictes : approche de préférence à pied, avec un signalement très clair, chasuble bleue marquée de l'UE et béret bleu, démarche lente, pour éviter tout quiproquo. Afin d'identifier les véhicules de EUMM Géorgie, des stickers bleus ont été collés de chaque côté, et des bandes bleues et jaunes fluos, ainsi qu'un drapeau sur un mat éclairé, ont fait leur apparition afin d'éviter toute méprise. Une nécessité ! Les patrouilles circulent de jour comme de nuit, 7 jours sur 7.

Des patrouilles jusqu'en Ossétie du sud

Les forces patrouillent normalement jusqu'au check point géorgien, ou jusqu'à la limite administrative, parfois au-delà pour prendre contact avec le check point russe, ossète ou abkhaze. Si vers l'Abkhazie, cette prise de contact est restée jusqu'ici limitée; vers l'Ossétie, elle est plus courante. Régulièrement, les équipes d'observateurs passent de l'autre côté, selon des règles bien établies. Le commandement russe et l'autorité de facto du ministère de l'intérieur ossète ont ainsi été informés des modalités de passage des observateurs, afin d'éviter tout quiproquo. Mais les observateurs ne se sont pas "enfoncés" plus avant sur les routes de la région.



Monitors talking with Alkhagori IDPs in Mtskheta <



Monitors talking with IDPs hosted by families near Tsovani



Visit of High Representative J. Solana, 30 September 2008

Deuxième tâche : rapporter

Sur place, les observateurs prennent contact avec les autorités, les responsables des checks points, les civils, afin de tirer un maximum d'informations, de pouvoir les recouper et les analyser. Une cellule spécifique au Quartier général est chargée de ce travail. La qualité et l'objectivité de l'information sont un élément précieux pour permettre une claire appréciation politique de la situation. Tous les jours, un rapport part ainsi à Bruxelles, complété d'une synthèse hebdomadaire et d'une synthèse mensuelle. En cas d'incident grave, un rapport spécial est immédiatement établi. De même, en cas d'accident mettant en cause un observateur, un coup de téléphone est immédiatement passé à la permanence de la Capacité de conduite et de planification civile (CCPC) à Bruxelles et au cabinet du Haut représentant, Javier Solana, pour les tenir au courant. Les observateurs signalent également à l'autorité à l'origine de l'incident (Russes, Ossètes ou Abkhazes, Géorgiens) le

problème afin qu'ils puissent agir. Tous les jeudis, une réunion générale a lieu à Tbilissi avec tous les ambassadeurs en poste (UE, Etats-Unis...) et les organisations internationales présentes (ONU, OSCE...) pour faire le point.

L'attente de la population

Même si la mission européenne en Géorgie n'a qu'une fonction d'observation, elle soulève en effet dans la population une grande attente. Il n'est que de voir les regards étonnés de la population qui observe et les enfants saluer d'un geste de la main, joyeux, ces drôles de véhicules, bleus, blancs, kakis, qui circulent sur les routes de la zone de sécurité



European Union Monitors in Zugdidi, October 2008



> EUMM Georgia



> Hansjörg Haber, Head of mission



> Départ d'une patrouille, 1er octobre 2008

pour le vérifier. Certains habitants n'hésitent pas à frapper directement à la porte de la mission, comme les parents de ces personnes retenues "en otage" à Tskhinvali, qui désespéraient de revoir leurs proches. Les contacts activés ont permis leur "libération".

Une mission riche d'enseignement

Les observateurs proviennent de différentes origines. Et ce n'est pas la moindre difficulté de cette opération que de faire travailler selon les mêmes méthodes, les mêmes capacités de réaction, le gendarme mobile ou le carabinier italien – de tradition militaire – le policier allemand ou polonais, les experts des droits de l'homme suédois ou autrichiens. Ils

n'ont pas été entraînés ensemble. Mais c'est également un avantage. Cette mission civile recèle de nombreuses difficultés et devrait être riche d'enseignements pour les missions futures de la PESD.

Pour en savoir plus: www.consilium.europa.eu/eumm-georgia
www.eumm.eu

Interview

Hansjörg Haber, Head of the EU Monitoring Mission in Georgia, EUMM Georgia



> *EUMM Georgia: Press conference of Hansjörg Haber, Head of the EU Monitoring Mission in Georgia, 24 October 2008, Brussels*

How did you manage to be operational so quickly?

■ First of all, the European Union had no choice but to deploy this mission quickly. As you might recall, the EU committed itself in the 8 September Agreement to send at least 200 observers to Georgia by 1 October.

Therefore, a preparatory team was quickly sent to the conflict zones in order to assess needs and make the necessary arrangements for the arrival of the mission. But it is thanks to the EU Member States' strong commitment to stability, security and peace in Georgia that we managed to comply with our obligation. The call for contributions sent to the Member States received a very positive reaction. And Member States did not only send personnel, but also a lot of equipment: vehicles, security and communication systems.

The EU demonstrated in Georgia that it is capable and willing to play a leading role in spreading and securing peace and stability.

EUMM monitors are not armed, do you think this is a handicap?

■ No. To the contrary, I think the fact our monitors are not armed is one of our main advantages. Armed monitors would attract aggression much more easily. By not being armed, EUMM makes it clear that we are here to monitor and gather information, but not to exercise executive powers. Being unarmed facilitates in particular our interaction with civilians in the villages and settlements.

Furthermore, I would like to add that we have one, very powerful "arm": reporting. By reporting our objective findings to Brussels and the capitals of the EU Member States, we actively fight rumours and the creation of legends. All parties must be aware that their actions will be thoroughly observed and cannot be kept secret.

What are your relations with the local population?

■ Our monitors are in general very well received by the local population in the villages they visit. In almost four months of EUMM operations, they have built up many contacts with mayors, community leaders, schoolteachers and others who provide us with valuable insights in the situation on the ground.

We have also started to visit schools on a regular basis in order to inform them about our work and about the European Union in general. The warm welcome our monitors receive from the children is overwhelming. They really give us the feeling that EUMM's presence in Georgia is having a positive effect and inspiring confidence in the population.

After four months of mission, what is your first assessment?

■ EUMM has had a very successful start. The European Union assumed responsibility for international stability and peace right after the outbreak of the August hostilities. It brokered a ceasefire and it managed to deploy more than 200 monitors in Georgia by 1 October. As a consequence, the Russian armed forces withdrew from the adjacent areas to South Ossetia and Abkhazia by 10 October. Thousands of internally displaced persons were able to return to their homes.

After these quick successes, we are now in a phase of consolidation which is always more difficult. Stabilisation and normalisation must be secured in the mid to long term. This requires constant effort, endurance and patience. It is not easy to build up confidence among people who were facing military hostilities only a couple of months ago. But EUMM is determined to take up the challenge and demonstrate to all the parties the advantages of co-operation and the value of a secure future.



> *Début de la mission, 1^{er} octobre 2008*

Interview

Interview de Pierre Morel, Représentant Spécial de l'Union européenne pour la crise en Géorgie



> Pierre Morel sur le terrain

Pouvez-vous nous décrire votre rôle en tant que RSUE pour la crise en Géorgie?

■ J'ai été nommé au poste de Représentant Spécial de l'Union européenne pour la crise en Géorgie le 15 septembre 2008 alors que j'assurais déjà un autre mandat de RSUE, pour l'Asie Centrale, que je continue bien entendu d'exercer pleinement.

Dès le départ, l'Union européenne a fait preuve d'une grande réactivité face aux événements tragiques du mois d'août en Géorgie: après la fin des combats, la préparation de la mission de surveillance et la mise en place d'un mandat de RSUE pour la crise en Géorgie ont confirmé l'engagement de l'Union dans le règlement de la crise. Mon équipe travaille en étroite collaboration avec les membres de l'équipe de Peter Semneby, Représentant Spécial de l'Union européenne pour le Caucase du Sud, et ceux d'Hansjörg Haber, chef de la Mission de Surveillance de l'Union européenne en Géorgie.

Mon rôle consiste principalement à faciliter le dialogue entre les parties belligérantes au mois d'août, en vertu du point 6 de l'accord Medvedev-Sarkozy du 12 août – Ouverture de discussions internationales sur les modalités de sécurité et de stabilité en Abkhazie et en Ossétie du Sud – et des mesures complémentaires comprises dans l'accord du 8 septembre sur la mise en œuvre du plan du 12 août. Ces textes, agréés par tous, prévoient l'organisation, à Genève, de discussions internationales pour le règlement de la crise en Géorgie. Ces rencontres au Palais des Nations ont principalement pour but d'aborder les questions relatives aux modalités de sécurité et de stabilité dans la région, et de trouver des moyens de résoudre les problèmes rencontrés par les populations déplacées et réfugiées sur le terrain.

Chaque session se prépare pendant un mois environ, au moyen d'intenses consultations avec l'ensemble des parties. Je me suis ainsi rendu à plusieurs reprises sur place, à Tbilissi bien sûr, mais aussi à Soukhoumi et à Tskhinvali, jusque dans les points les plus sensibles, comme Gali ou Akh'algori, mais également en Russie afin de présenter la vision de l'UE et amorcer chacun des cycles des discussions internationales de Genève avec nos principaux interlocuteurs.

Quelles ont été les avancées obtenues à l'occasion des trois sessions des discussions internationales de Genève?

■ Le processus de Genève a officiellement débuté le 15 octobre, au niveau des envoyés spéciaux ou des vice-ministres. Mais le 14 au soir, le ministre des Affaires étrangères et européennes M. Bernard Kouchner, au

titre de la présidence française de l'UE, le Secrétaire général des Nations Unies, M. Ban Ki-moon, le Haut Représentant pour la politique étrangère et de sécurité commune de l'UE, M. Javier Solana, la Commissaire pour les relations extérieures et la politique européenne de voisinage Mme Benita Ferrero-Waldner et le ministre des Affaires étrangères de la présidence finlandaise de l'OSCE M. Alexander Stubb se sont réunis au siège du Secrétariat général du Conseil de l'UE à Genève pour réaffirmer la volonté de leurs organisations et institutions respectives de prendre part de façon très active au règlement de la crise géorgienne.

Nous avons connu un démarrage difficile lors de la première session du processus de Genève le 15 octobre, en raison de problèmes de procédure liés au format de ces discussions. Mais tout le monde est venu, s'est exprimé et s'est engagé pour la suite. La deuxième session a eu lieu les 18 et 19 novembre. Elle a permis la mise en place de deux groupes de travail parallèles, l'un abordant les questions liées à la sécurité et à la stabilité dans la région, l'autre les problèmes des réfugiés et des populations déplacées. La troisième session s'est tenue les 17 et 18 décembre. Les deux groupes de travail se sont à nouveau réunis afin d'élaborer chacun un texte qui puisse servir de base de travail commune sur la mise en place d'un mécanisme conjoint de prévention et de règlement des incidents et l'adoption de mesures concrètes pour l'amélioration des conditions de vie des populations déplacées et réfugiées, le libre accès des missions humanitaires et d'évaluation des besoins. Il n'a malheureusement pas été possible de parvenir à un accord formel lors de cette session, pourtant marquée par une coopération plus approfondie de la part de chacun des participants, pendant une pleine journée de débats.

Si je devais résumer chaque session des discussions de Genève, je dirais que la première a donné aux participants la possibilité de prendre contact, d'entendre, d'observer et de sonder les attentes de chacun. La deuxième a permis de franchir une barrière psychologique puisque chacune des parties a pu exposer directement son point de vue aux autres. La troisième a été dominée par l'élaboration de textes pour la mise en place de mécanismes qui sont aujourd'hui dans tous les esprits et forment la base de notre travail ultérieur.

Il est important de rappeler que toutes les parties ont pris part à ces trois sessions de travail. Co-présidées par l'UE, l'ONU et l'OSCE, ces discussions ont permis aux représentants de la Géorgie, de la Russie, des Etats-Unis et des entités abkhazes et sud-ossètes d'échanger leurs points de vue et d'engager un dialogue dans un esprit positif, avec la volonté d'aborder des problèmes par étapes, en partant des plus urgents et des plus concrets. Peu à peu, tous l'ont admis.



> Pierre Morel sur le terrain



> Pierre Morel avec G. Janvier, chef adjoint d'EUMM Géorgie

Quelles sont les principales difficultés auxquelles vous vous heurtez ?

■ Le déploiement en un temps record des quelque 350 collaborateurs de la Mission de Surveillance de l'UE, pleinement opérationnels depuis le 1er octobre, le lancement rapide des discussions de Genève le 15 octobre et l'organisation de la Conférence des donateurs à Bruxelles le 22 octobre témoignent de l'importante implication de l'UE dans les domaines sécuritaire, diplomatique et humanitaire. Faut-il rappeler que la première session des discussions de Genève s'est tenue seulement deux mois après la fin des combats du mois d'août? Dès le lancement du processus, nous nous sommes heurtés aux sensibilités, compréhensibles et prévisibles, de chacun des participants des discussions. Il y a eu initialement un rejet mutuel de certains participants vis-à-vis d'autres: les conditions qui étaient posées par les uns étaient incompatibles avec les souhaits des autres.

Le processus est certes fragile, mais il confirme aussi qu'il est indispensable de prévenir un nouveau gel de ce conflit qui dure depuis la fin de l'URSS. Nous sommes déterminés à poursuivre sur cette voie, dans le cadre du format initialement agréé. Ce n'est pas une conférence, nous nous situons dans le cadre d'un échange de vues approfondi, qui se veut productif, et au sein duquel chacun est libre de garder ses positions de principe. Peu à peu, un processus se met en place. L'urgence de la situation humanitaire et la tension toujours très vive aux abords de la frontière administrative entre l'Ossétie du Sud et le reste de la Géorgie font qu'il est crucial d'avancer pas à pas sur des problèmes concrets, définis comme tels par l'ensemble des parties.

En un temps très court, nous sommes ainsi parvenus à mobiliser l'ensemble de l'appareil institutionnel de l'Union, la présidence française a imprimé un rythme soutenu à cet exercice et nous avons relevé une forte cohésion de la part de tous les Etats membres dans la gestion de cette crise par l'UE. La mobilisation de toutes les ressources de l'Union, politiques, sécuritaires et humanitaires, nous a permis d'agir rapidement et de jouer un rôle de premier plan.

Summary

The EU's Monitoring Mission (EUMM) Georgia was set in place very quickly: on 13 August 2008, when the conflict between Russia and Georgia was raging, the 27 EU Ministries of Foreign Affairs envisaged an EU presence in the field. On 8 September, the Russians and Georgians agreed to a plan which included the European mission. And by 1 October, nearly all of the observers were operating.

The observers' first task is to verify that the conditions of the Medvedev/Sarkozy ceasefire plan of 12 August are respected. Since the retreat of the Russian forces from the security zone, they have been monitoring respect for the free circulation of populations, the absence of arms prohibited among the ranks of Georgian police and the presence of soldiers in their barracks. In addition, they gather information on the various incidents of which they are notified.

Each day, patrols explore a sector, a route, or a checkpoint, moving through Georgia as far as South Ossetia (according to rules agreed with local authorities). These unarmed patrols are made up of civil experts, policemen and constables of several nationalities. For reasons of security, the mission is clearly identified: its members wear blue tunics with the EU logo and blue berets, while the vehicles are identified with blue stickers and blue and yellow stripes and the European flag.

Pierre Morel, Special Representative of the European Union for the crisis in Georgia explains: "Within a very short period of time, we have been able to mobilise all of the Union's institutional apparatus, the French presidency has given the exercise a sustained rhythm and we have encountered strong cohesion from all of the Member States in the EU's management of this crisis."

Hansjörg Haber recounts the EUMM in Georgia was set up very quickly, with Member States reacting rapidly – sending not only personnel but also equipment, vehicles and communications equipment – to fulfill the commitment, made on 8 September, to have more than 200 people on the ground by 1 October. The fact that the monitors are unarmed facilitates the relationship with local people, enabling strong contacts to be developed and reporting objective facts back to headquarters. The success of the initial phase now needs to be consolidated as ensuring medium- to long-term stability requires constant efforts and patience.

EU NAVFOR – operation ATALANTA, the first EU maritime operation

On 8 December 2008, the Council of the European Union adopted the decision on the launch of its military operation in order to contribute to the deterrence, prevention and repression of acts of piracy and armed robbery off the Somali coast. Operation EU NAVFOR reached Initial Operational Capability on 13 December and is expected to reach its Minimum Operational Capability in February 2009.



This military operation, called EU NAVFOR – operation Atalanta, has been launched in support of Resolutions 1814 (2008), 1816 (2008), 1838 (2008) and 1846 (2008) of the United Nations Security Council (UNSC) in order to contribute to:

- the protection of vessels of the WFP (World Food Programme) delivering food aid to displaced persons in Somalia;
- the protection of vulnerable vessels cruising off the Somali coast, and the deterrence, prevention and repression of acts of piracy and armed robbery off the Somali coast.

This operation, which is the first EU maritime operation, is conducted in the framework of the European Security and Defence Policy (ESDP). Under the responsibility of the Council, the Political and Security Committee exercises the political control and strategic direction of this EU military operation.

Mandate

The operation's mandate includes, in particular, the following elements:

- provide protection to vessels chartered by the WFP, including by means of the presence on-board those vessels of armed units of the operation, in particular when cruising in Somali territorial waters;
- provide protection to merchant vessels cruising in the areas where it is deployed;
- keep watch over areas off the Somali coast, including Somalia's territorial waters, in which there are dangers to maritime activities, in particular to maritime traffic;
- take the necessary measures, including the use of force, to deter, prevent and intervene in order to bring to an end acts of piracy and armed robbery which may be committed in the areas where it is present.

As a reminder, in September 2008 the Council established a coordination cell in Brussels with the task of supporting the surveillance and protection activities carried out by some Member States off the Somali coast. The activities of the EU NAVCO cell have been transferred to EU NAVFOR.

In view of judicial prosecutions potentially being brought by the competent states, the operation can arrest, detain and transfer persons who

have committed, or are suspected of having committed, acts of piracy or armed robbery in the areas where it is present and seize the vessels of the pirates or armed robbers or the vessels caught following an act of piracy or an armed robbery and which are in the hands of the pirates, as well as the goods on-board.

The operation can liaise with organisations and entities as well as states working in the region to combat acts of piracy and armed robbery off the Somali coast.

One month on, EU NAVFOR is making a real difference in countering piracy

Four ships are in the zone at the moment: the French frigate *Floreal* sailed on 1 January from Djibouti to join the British warship *Northumberland* and the German frigate *Karlsruhe* to carry out anti-piracy duties off the Somali coast and assist with the coordination and protection of the merchant vessel "group transits" through the Gulf of Aden. Meanwhile, the Greek frigate *Psara*, which is the operation's Force Headquarter, has already concluded its World Food Programme escort mission.

Rear-Admiral Philip Jones, Operation Commander of EU NAVFOR, presented an update on his mission on 16 January 2009

The Operation Commander presented the first concrete results of the operation in support of the World Food Programme, a key task of operation EU NAVFOR. "We've already escorted five WFP ships and by the end of January it will be up to ten. As a result of that, enough food aid for 1 million people has reached Somalia's ports safely, so we've made quite a difference there." To date, 16,744 tonnes of food have been reached Somalia without any problem, increasing to over 60,000 by the end of January.

Rear-Admiral Jones also described the efforts of EU NAVFOR to establish co-operation with third states. "There are a lot of navies which have deployed into that region for the first time, and with whom we have never really worked before, such as the Chinese, Russians, Indians, Malaysians,...and a very substantial coalition of maritime forces based in Bahrain. I've briefed the Council of the EU on how we have established our co-operation with those forces such that we can all collectively be seen as a force contributing to counter piracy."

Résumé

Le 8 décembre 2008, le Conseil de l'Union européenne a adopté la décision de lancement de l'opération militaire en vue d'une contribution à la dissuasion, à la prévention et à la répression des actes de piraterie et de vols à main armée au large des côtes de la Somalie.

Cette opération, dénommée EU NAVFOR – opération Atalante, est la première opération navale de l'Union européenne dans le cadre de la PESD. Elle a été lancée à l'appui de plusieurs résolutions du Conseil de sécurité des Nations unies en vue de contribuer : à la protection des navires du Programme alimentaire mondial (PAM) qui acheminent l'aide alimentaire aux populations déplacées de Somalie, à la protection des navires vulnérables naviguant au large des côtes de Somalie, ainsi qu'à la dissuasion, à la prévention et à la répression des actes de piraterie et des vols à main armée au large des côtes de la Somalie.

Le mandat de l'opération inclut notamment les éléments suivants : fournir une protection aux navires affrétés par le PAM, y compris par la présence à bord des navires concernés d'éléments armés de l'opération, en particulier lorsqu'ils naviguent dans les eaux territoriales de la Somalie ; protéger les navires marchands naviguant dans les zones où elle est déployée ; surveiller les zones au large des côtes de la Somalie, y compris ses eaux territoriales, présentant des risques pour les activités maritimes, en particulier le trafic maritime ; prendre les mesures nécessaires, y compris l'usage de la force, pour dissuader, prévenir et intervenir afin de mettre fin aux actes de piraterie ou aux vols à main armée qui pourraient être commis dans les zones où elle est présente.



> HR Solana and Rear-Admiral Jones



> Départ du PSARA, port du Pirée, Grèce

Le renforcement de la sécurité maritime au large des côtes de la Somalie grâce à EU NAVFOR – Atalante s'inscrit dans le cadre de l'action globale de l'UE en termes politiques, sécuritaire et humanitaire pour la stabilisation de la Somalie.

The Operation Commander underlined what he considers to be the biggest success of the operation so far, namely the interaction with the merchant shipping community. "We have established our website, the Maritime Security Center for the Horn of Africa, and we have been extraordinarily pleased with the level of merchant shipping companies which have registered. Clearly that's something they do because they recognise the value of the advice they receive from it: how to take self-protective measures, how to route their vessels to achieve maximum protection and escort, how to receive alerts on pirate attacks which are taking place, and how to understand what level of protection we're able to provide."

However, according to Rear-Admiral Philip Jones, the pirates are still there. "There's evidence that they are leaving the shores of Somalia in broadly the same numbers they always have been. But I think the change we have seen is a much more effective ability to deter pirate attacks by merchant ships. They are taking effective protective measures, in many cases advised by us on how to do that. We are seeing many more pirate attacks resisted, and many more ships being able to deter those pirate attacks. But pirates are very agile, they learn quickly, and they will undoubtedly come back with new tactics and we must be ready to move our operation to the next stage, too."

A comprehensive EU approach

EU NAVFOR is to be seen in the context of the EU's global and comprehensive approach to the Somali crisis, covering its political, security and humanitarian aspects.

The EU has welcomed the signing by the Transitional Federal Government and the Alliance for the Re-Liberation of Somalia in Djibouti on 19 August 2008 of the peace and reconciliation agreement and supports the ongoing political process. The EU has called on all parties in Somalia to join this political process in order to restore peace, security, stability and development in Somalia.

At the political level, the critical goal is to deliver a new constitution, adopted by referendum, and to have democratically elected institutions

by the end of the transitional period. To this end, the European Union supports the efforts of the UNSRSG in the Djibouti peace process.

The EU and its Member States support the African Union military mission to Somalia (AMISOM) financially, in terms of planning and through capacity-building. Furthermore, the EU supports the Somali police force, including through capacity-building, with the aim of increasing its effectiveness and its training and to combat abuses and grave human rights violations.

The Joint Strategy Paper for Somalia for the years 2008-2013 provides an EC 10th European Development Fund (EDF) allocation of EUR 215.8 million, to cover three main sectors of co-operation: governance, education and the productive sectors, particularly rural development.

Through the Instrument for Stability, the European Commission plans to address the issues of security in critical maritime routes in its 2009-11 indicative programme.

For more information about the operation:
www.consilium.europa.eu/eunavfor-somalia

Operational parameters

EU Operation Commander : Rear-Admiral Philip Jones

EU Force Commander : Commodore Antonios Papaioannou

The EU Operational Headquarters : Northwood, United Kingdom.

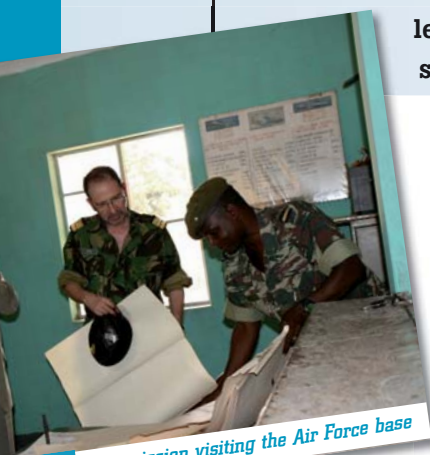
The operation is planned for a period of 12 months.

At any one time, EU NAVFOR will include up to six frigates and three maritime patrol aircrafts. Approximately 1,200 people will be taking part in the operation at any one time.

Budget : The estimated financial reference amount for the common costs of the operation is EUR 8,3 million.

Stakes are high for EU SSR mission to Guinea-Bissau

Guinea-Bissau, a former Portuguese colony in Western Africa which reached independence in 1974, is going through difficult times. During the night of 23 November 2008, four months after another aborted coup d'état, the country witnessed an alleged attempt to assassinate the President of the Republic. These events are the result of the destabilisation that the country has been experiencing over the last years which is gravely hampering its institutional, political, economic and social development and affecting the legitimate aspirations of its population. The EU is trying to help notably by supporting Security Sector Reform, a key objective for the country.



> The mission visiting the Air Force base



> Working meeting, 18 June 2008

Even though it can be said that in the recent past the situation has somewhat improved, much needed reforms, especially in the area of rule of law, suffer because of the weakness of some local institutions, incapable of dealing with drug trafficking, illegal immigration and crime in general and the widespread corruption and sense of impunity that exist in the country. In addition to that, the lack of own resources and the years of war experienced by the country have left many other internal problems, and amongst them chiefly the issue of the pensioning of ex-freedom fighters (i.e. the combatants in the 1973-74 independence war, and their relatives) currently serving in the armed forces, in the police and in the administration. This issue has been pointed out by many specialists as the number one problem to be solved in order to succeed in any reform actions.

This negative panorama is not only limited to the advanced age of members of the military and police and the lack of training, but encompasses virtually inexistent equipment and facilities, for example uniforms, means of communication, means of transport, armament, installations and barracks. In the same way, the lack of an adequate legal framework naturally contributes to the current counter-productivity of the defence forces. All these factors, together with the lack of financial means to invest in the sector, contribute to aggravating the problems and weakening the legitimacy of the state and the ensuing application of the law.

International support for defence and security reform

The government of Guinea-Bissau, with the support of the international community and, in particular, the European Union, has been seeking for a few years support to overcome these constraints which are an impediment to the development of the country. It is in this context, and in addition to ongoing European Commission efforts, that the European Union decided last year to launch a mission within the framework of its European Security and Defence Policy (ESDP) whose main aim is to refine the existing plans for the reform in the three areas: army, police and prosecution services.

The mission was officially launched in June 2008 for a period of up to 12 months. It has been undertaken in partnership with the country which keeps the ownership of the Security Sector Reform (SSR) process. It is conducted in close co-operation with other EU, international and bilateral actors and with a view to facilitating subsequent donor engagement.

This ESDP mission is the first to operate in a multidisciplinary manner, combining military as well as civilian aspects. It is the first mission entirely planned and conducted under the newly established permanent headquarters for EU civilian crisis management operations – the Civilian Planning and Conduct Capability (CPCC) in Brussels.

Sensitive situation for society

The current situation in the armed and security forces is very delicate as they not only exert an overwhelming influence in the public and political life of Guinean society but also suffer from a wide array of difficulties at different levels to fulfill their institutional tasks.

The recent census of the military clearly shows an inverted pyramid whereby more than half of the staff is composed of officers. This logically implies inadequate armed forces, with little training and preventing access of new recruits who could rejuvenate the armed forces and make them more flexible.



> Veterans workshop, 1 September 2008



> Head of mission Juan Esteban Verástegui, military workshop, 21 October 2008

The mission, designated as 'EU SSR Guinea-Bissau', is providing the local authorities with advice and assistance on SSR in order to contribute to creating the conditions for implementation of the National SSR Strategy (adopted by the authorities of Guinea-Bissau and endorsed by the international donors' round table for Guinea-Bissau at its meeting in November 2006).

Mission is aiming high

The main objective of the mission is to operationalise the National SSR Strategy through assisting in the development of detailed implementation plans for downsizing/restructuring the armed forces and security forces; help develop similar detailed plans for reorganisation/restructuring of police bodies into four services, including the definition of a legal framework and mainstreaming of the counter-narcotics effort; assist in the planning and development of an effective criminal investigation capacity; assist the Interpol National Central Bureau in Bissau; assist in the planning of and advise on the organisation of short-term training activities for the Judicial Police, as required, and advise the Guinea-Bissau Prosecution Service on the development of transitory prosecution and criminal assets seizure capacity. Moreover, the mission is assisting in the development and articulation of capacity-building needs, including training and equipment, facilitating subsequent mobilisation of, and engagement by, donors. Early this year, the mission is due to assess the potential for continued ESDP engagement in support of the next phase, which is the implementation of the reform.

The mission is headed by Spanish General Juan Esteban Verástegui and includes 15 military and civilian advisers, plus support and local staff assigned to work with the Army, the Navy, the Air Force, the Judicial Police, the Public Order Police, the Prosecution Services and the Secretariat of the Committee for Technical Coordination, the national structure in charge of the day-to-day management of the reform process. The financial reference amount to cover expenditure relating to the mission is around EUR 5.6 million.

The National SSR Strategy, the starting point for the reform, defines a three-level structure as a model for the coordination of the reform: the Ministerial Committee constitutes the first level, followed by the Steering Committee at the second level and, finally, the Committee for Technical Coordination.

The first step of the mission was to establish "mutual trust" between the national authorities and the mission staff. Local stakeholders now not only have accepted the "local ownership" principle for the SSR process, but have also accepted the need to remain committed to SSR.

A vital role for the Guineans

The legal SSR framework in the country presents a fragmented landscape. It includes a complete but never implemented military legal body and an almost non-existent legal framework covering the different police bodies. In recent months, together with its respective Guinean counterparts, the mission has gone through the existing legal framework and prepared new draft laws and regulations where they were missing.

In this context, four workshops have been organised in all sectors in addition to one specifically devoted to the pivotal and transversal problem of the so-called "Country Freedom Fighters" that has to be solved once and for all because of its impact on the whole SSR process. In support of the cornerstone idea that SSR is a Guinean-driven process, these workshops have been officially organised by the Committee for Technical Coordination supported by ESDP mission staff.

The mission is gradually, though not without difficulties, reaching its objectives: in addition to the specific work accomplished, for example related to the review and further development of legal frameworks, the definition of a structure for the police, the repair and operationalisation of the linkage between Guinean police and Interpol, the foundations for creating a National Guard, the identification of specific equipment needs, etc, it can count success for having reached out to the public and to those government officials so far unaware of the meaning of SSR, its implications and challenges.

Interview with the Head of Mission :

General, what does Security Sector Reform (SSR) mean?

■ Security Sector Reform has emerged as a key concept in policy and academic circles in recent years. As stated by the international community, notably the OECD's Development Assistance Committee, SSR takes a holistic approach to the security sector that, on one hand recognises the importance of militarised formations other than the regular armed forces in (civil-military) reform efforts, and on the other hand recognises that the role of security and security sector actors in political and economic reform is important and complex. SSR is a central element in any process of post-conflict transition. It plays an important role in different areas such as democratisation, good governance, economic development, professionalisation and conflict prevention, creating a secure environment conducive to other political, economic and social developments, through the reduction of armed violence and crime. It should be seen as a political and governance issue and not simply as a technical activity.

You have spent about nine months now in Guinea-Bissau. In your opinion, what are the main difficulties/challenges your mission and this reform are facing?

■ It is a very short question which deserves a longer answer. Our first challenge was to establish a solid relationship with our counterparts in both political and technical terms. It is easy to understand that the process of any reform in such critical areas as those of defence, police and justice demands solid and mutual trust that takes quite a lot of time to build up.

Unfortunately, some facts, such as the dissolution of the Parliament in August along with the change of some holders of portfolios involved in the reform, the turmoil in the same month with the aborted putsch, and the alleged attempt to assassinate the President do not help much in our work. Also, the country went through an electoral process in

November 2008 that will have an impact in our trust-building, because this will lead most probably to a new network of relationship for the different advisors.

However, we are optimistic because in spite of those difficulties we recovered our contacts very quickly after the change in government, through the help of the Committee for Technical Coordination.

Of course, we have also made some progress in relation to our operational benchmarking, even though I have to acknowledge that we are behind our schedule. The whole legal framework has been analysed and we are working hard in helping the Guineans to develop the missing laws, mainly in the police sector where the lack of legal support was actually the worst.

We are also learning a lot about the deep roots of the problems and the reality of the country that you cannot learn from books. After this period of working jointly with the Guineans, we have already identified some areas where we should focus the future initial implementation work. We have to prepare very good plans in order to solve the lack of technical knowledge and professional skills in all sectors. But we also have to develop, in parallel, physical support in resources and equipment already missing to an unthinkable extent.

After the third meeting of the 'Group of Friends of Guinea-Bissau' held in Brussels on 4 November, I considered that the possibility of creating a pension fund, internationally funded, could give us the master key in order to solve in a fair and safe way the retreat of certain people which, in parallel, could also solve the everlasting argument of the National Freedom Fighters. Without any doubt, if this proves successful, we would have paved the way for the mission to fully achieve its goals.

But if I have to say what has been our major challenge, I must confess that the acceptance of the "Local Ownership" concept for the Guinean SSR actors and more largely by the Guinean society, which is undoubtedly paramount in the implementation of the reform itself, should be considered our biggest success for the time being.

The ESDP mission aims to contribute to the stability and development of the country. Since this is a long-term task, we count on complementary efforts of all who can be instrumental in finding solutions in the mid and long term to overcome the economic and social weaknesses of Guinea-Bissau. It is reassuring to see in this context that the interest of the international community and their offers to provide assistance to Guinea-Bissau has increased since the arrival of our ESDP mission. In this context, it is necessary to highlight the excellent co-operation with the European Commission, both in theatre and in Brussels.



Résumé

La réforme du secteur de la sécurité en Guinée-Bissau

La première mission couvrant de manière intégrée l'ensemble du secteur de la sécurité – du civil au militaire – dans le cadre de la Politique européenne de défense et de sécurité (PEDS) a été lancée en juin 2008 afin de soutenir la réforme de l'armée et des services de police en Guinée-Bissau. En dépit des problèmes générés par un coup d'État avorté, d'une tentative d'assassinat du président et des changements d'interlocuteurs après les élections, la mission de réforme du secteur de la sécurité (RSS) progresse. Elle vise à assister les autorités dans la restructuration des forces armées et des services de police afin de permettre à ces derniers de jouer leur rôle dans des domaines tels que les enquêtes criminelles, la lutte contre les stupéfiants et la collecte de preuves dans le cadre de procédures judiciaires, ainsi que de développer le cadre juridique permettant de mener ces missions à bien. La mission de RSS soutient la formation, aide à obtenir l'équipement et les fournitures nécessaires et facilite la contribution des donateurs.



> Security Sector Reform Conference, May 2008

What do the member states and third states contribute?

■ First of all I would like to express my gratitude to those member states which sent seconded personnel to the mission: Sweden, France, Spain and especially Portugal which is the major personnel provider covering more than 60% of our mission advisors.

In addition, we are awaiting a US prosecutor who ideally should join us in February.

Of course, the member states also granted, through the Community budget, EUR 5.6 million as the mission budget until 31 May 2009.

Should the mission be extended, member states have to be ready to provide continued support in terms of adequate personnel. This issue is important for success and therefore I intend to mention it in my upcoming six-monthly report.



> Le chef de mission, Juan Esteban Verástegui, lors d'une interview

Politique européenne de sécurité et de défense – Dix années de progrès

> par Christine Roger

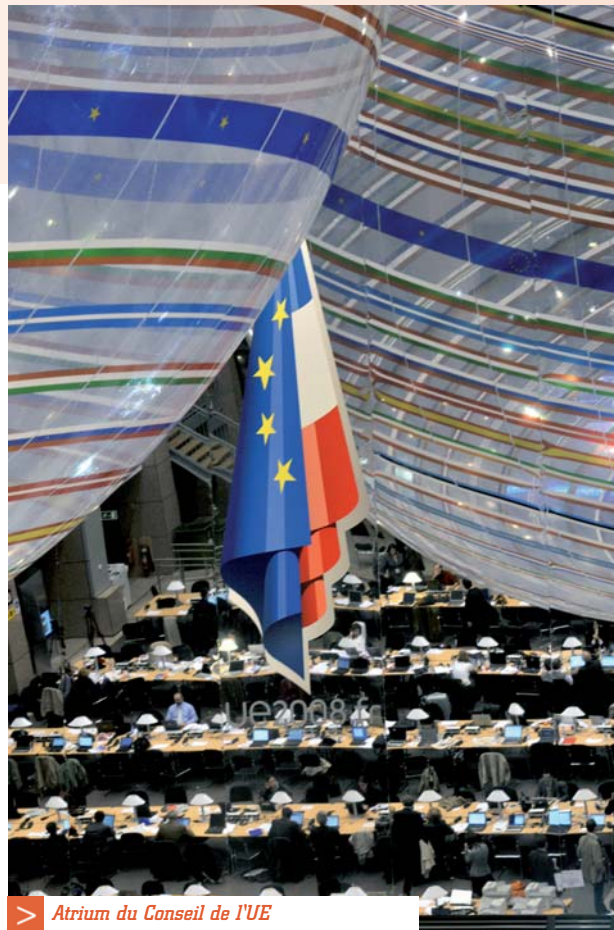
A l'issue de la présidence française du Conseil du deuxième semestre 2008, Christine Roger, Ambassadeur, représentant de la France auprès du Comité politique et de sécurité, revient sur les dix années qui ont vu le développement de la PESD contribuer à l'affirmation de l'Europe sur la scène internationale.

Au cours des années 1990, la crise dans les Balkans avait révélé les difficultés à unir les Européens. A l'été 2008, le conflit en Géorgie a permis de mesurer les progrès accomplis. Recherche du cessez-le-feu, déploiement, en quelques semaines, d'une mission d'observation de près de 300 personnels, aide humanitaire et reconstruction... : l'Union européenne a apporté une réponse rapide et efficace à une grave situation de crise.

En 2003, l'Union mettait en place sa première opération de gestion de crise, en Bosnie-Herzégovine. Cinq années plus tard, avec une stratégie européenne de sécurité renouvelée et des structures adaptées, l'Union conduit simultanément trois opérations militaires conséquentes, dont une opération terrestre à vocation humanitaire au Tchad et en République centrafricaine et une opération navale de lutte contre la piraterie au large des côtes somaliennes, dix missions civiles, dont la mission EULEX qui vise à consolider les institutions du Kosovo et la mission EUPOL de soutien à la réforme de la police en Afghanistan, et deux missions de réforme du secteur de la sécurité en Afrique. Au total, quelque vingt-trois opérations de gestion de crise dans les domaines militaire et civil sont à mettre à l'actif de l'Union, au bénéfice de régions aussi diverses que l'Afrique, les Balkans occidentaux, le Caucase du sud, l'Asie ou le Proche et le Moyen-Orient.

Ces actions opérationnelles s'appuient sur un développement capacitaire structuré. Il permet d'organiser les efforts nationaux, notamment grâce au travail de l'Agence européenne de défense. Bientôt, les projets menés actuellement, comme la constitution d'une flotte européenne de transport aérien ou la modernisation des hélicoptères, contribueront à améliorer la projection de nos forces sur les théâtres d'opération. C'est tout le sens de la déclaration sur le renforcement de la politique européenne de sécurité et de défense adoptée par les chefs d'Etat ou de gouvernement lors de la réunion du Conseil européen des 11 et 12 décembre 2008.

Ce dynamisme européen s'explique par la volonté collective des Etats membres de construire, étape par étape, une véritable capacité



> Atrium du Conseil de l'UE

européenne de gestion de crise. Ensemble, nous définissons la réponse que l'Europe peut apporter aux conflits et travaillons, avec d'autres partenaires comme les Nations unies ou l'OTAN, à renforcer la sécurité internationale.

Les défis restent nombreux. Créer les capacités nécessaires pour les opérations militaires et pour les missions civiles. Consolider pour ce faire la base industrielle et technologique de la défense européenne. Utiliser au mieux les instruments opérationnels dont dispose l'Union, comme les groupements tactiques ou le centre d'opérations. Renforcer la cohérence entre les actions de reconstruction et de développement, menées par la Commission européenne pour le compte de l'Union, et les opérations et missions de la PESD.

Mais, dix ans après le sommet franco-britannique de Saint-Malo, qui avait conclu à la nécessité de donner à l'Union une capacité d'action extérieure autonome, et près de dix ans après la réunion du Conseil européen de Cologne qui a fondé la politique européenne de sécurité et de défense, l'Europe s'affirme avec force comme un acteur international légitime, reconnu et recherché.



Mainstreaming human rights and gender into ESDP

by Riina Kionka, Personal Representative of High Representative Javier Solana for Human Rights

"Our bodies have become the battlefield." This is how Julienne Lusenge, Coordinator of the NGO SOFEPADI in the Democratic Republic of Congo, summed up the horror of sexual violence in her country.

Today's conflicts affect civilian populations in particular. Women have become strategic targets, sometimes on a massive scale, for example when rape becomes a tool of war and ethnic cleansing. Violence against women as a weapon of war can terrorise and destroy entire communities, an atrocity which is made worse when cases go unpunished.

But women are not only victims of war. They can and should also play an active role in making and keeping the peace.

In November 2008, the Council stepped up European Union efforts to tackle sexual violence in armed conflict and to ensure the full and equal participation of women in the promotion of peace and security in all the EU's external policies. Javier Solana High Representative welcomed this move on 8 December 2008, saying:

"I am delighted that the EU has today adopted new commitments that make women's rights and the fight against sexual violence as a tactic of war a priority throughout the EU's external relations policies and actions."

The new commitments made in November 2008, together with additional earlier instruments, puts the European Union in a good position to play a leadership role in this field through its crisis-management operations and missions.

Answering major concerns

When speaking of mainstreaming human rights and gender into European Security and Defence Policy (ESDP), three questions usually come up:

- First, why do we pay so much attention to human rights and gender in European Security and Defence Policy?
- Second, what tools do we have to do this job?
- And third, how will implementing these commitments fully raise our effectiveness in the field?

First, we pay so much attention to human rights and gender in ESDP because the promotion and protection of human rights is one of the objectives of the EU's Common Foreign and Security Policy. ESDP is one of the tools we have for implementing Common Foreign and Security Policy, so the starting point is obvious. We are talking about a guiding principle for ESDP operations.

In recent years, crisis-management operations – whether military, civilian or a combination of the two – have emerged as a key instrument for tackling fragile situations. We should keep in mind that the operations are not an end in themselves. As Javier Solana remarked some years ago, "We are not in the business of doing this for its own sake, but in support of the values and principles for which the European Union is respected worldwide."

Second, we have a number of tools at our disposal to go and tackle the job. Ever since the first ESDP mission was launched in 2003, the EU has developed guidelines, checklists and other instructions aimed at integrating the human rights and gender perspective into operations and missions. Besides key human rights themes, such as combating torture, helping human rights defenders, or working toward the abolition of the death penalty, all of which are indirectly related to crisis management, there are a number of guidelines and instructions directly relevant to ESDP.

These include guidelines on children affected by armed conflict; those on international humanitarian law (which provide guidance *inter alia* on how to deal with detainees in a situation of armed conflict); a new guideline adopted in December 2008 on violence and discrimination against women; and revamped instructions on how to implement UN Security Council Resolutions 1325 and 1820 on women, peace and security in ESDP operations and missions. These documents are further strengthened by the adoption in November 2008 of the joint Council/Commission 'Comprehensive EU Approach to the Implementation of UNSCR 1325 and 1820 on women, peace and security'. This broader document ties together CFSP and ESDP efforts and incorporates development co-operation and humanitarian aid considerations.

Resolution 1325 on women, peace and security was adopted by the UN Security Council in 2000. It says that the international community must take into special account the vulnerable situation of women in times of war. But it also seeks to frame the question not only in terms of women as victims but as active participants in making the peace, and outlines ways to involve women at all decision-making levels in peace-building and conflict resolution and humanitarian efforts. Seven Member States have already set goals for themselves in their National Action Plans to implement Resolution 1325: Austria, Denmark, Finland, the Netherlands, the United Kingdom, Spain and Sweden.

Resolution 1820 was adopted on 19 June 2008 by the UN Security Council: its focus is narrower, on combating the use of sexual violence as a tool of war.

In short, we have had a good framework in place since 2005. This framework mandates that human rights and gender be included in all operations from the planning stage on and has requirements, among other things, in the area of training, the appointment of human rights and gender advisers, and on improving the gender balance in our operations and missions.

Better crisis management

However good the framework may be, the real challenge is in its implementation. This leads to my third point: paying attention to human rights, especially gender, enables the EU to do a better job in its crisis management operations:



- Paying attention to gender means that the EU assists 100% – not 50% – of the population we have been asked to help. By covering a greater share of society, we fulfill our mandates better and in a fairer manner.
- Paying attention to gender aspects and women’s needs gives a head start to reconstruction and development. Often, in places of conflict where the men are away fighting, it is the women who keep society functioning. They tend the fields, care for the children and the elderly, run the households and communities, and provide security in their own neighbourhoods. But to do all of this, their own basic security needs must be met.
- Paying attention to gender gives us more sustainable solutions to the problems that caused the conflict in the first place. There is evidence to suggest that the more unequal societies are in terms of gender, the more prone they are to conflicts. This should not come as a surprise – for years, development specialists have known that the larger the gap between the rich and poor, the greater the likelihood of social conflict. There is a well-documented connection between gender equality and poverty reduction as well.

This is why gender mainstreaming is a globally mandated requirement embodied in the Third UN Millennium Development Goal. It is also why former UN Secretary-General Kofi Annan famously said five years ago in London that “the human family will not enjoy development without security, it will not enjoy security without development, and it will not enjoy either without respect for human rights”.

Human rights and gender are two different areas, although there is some overlap. Mainstreaming human rights into ESDP operations and missions means that every operation should seek to promote the EU’s core themes in this sector, as defined in various instruments.

Gender can be seen more as an approach to a military or civilian task, a tool to make us more effective in fulfilling those tasks. Gender refers to the particular roles and relationships, personality traits, attitudes, behaviour and values that society ascribes to men and women. These can and do vary widely within and across cultures and can change over time. Gender, therefore, refers to learned differences between men and women, while sex refers to the biological differences between males and females.

Gender mainstreaming is often mistaken as referring solely to a policy to ensure more jobs for more women in the security field, or for organising how deployed men and women should get along in the field. In fact, gender mainstreaming is about taking into account the differing roles and relationships, behaviours and so forth between men and women as we manage crises in the field.

For the EU, a more sustainable peace means that it is less likely to have to return to a given area of conflict soon. That is reason enough to pay attention to gender.

- Paying attention to gender both in our approach and the composition of our missions raises our effectiveness. In many parts of the world where the EU has deployed operations and missions, female peacekeepers are able to do jobs that men, for cultural or religious reasons, cannot, such as:
 - Perform body searches on women at roadblocks, checkpoints, airports and such;
 - Work with local women’s organisations to gather information and intelligence in societies where men and women may not mix;
 - Serve as positive role models for local women to join the armed and security forces;
 - Perform vital functions in cases of sexual abuse: experience shows that both men and women who have been victimised sexually are more likely to talk about it to female soldiers than to male ones;
 - Mix more easily with the local population: local men and women tend to see female peacekeepers as more approachable and less threatening than male peacekeepers.
- Another example mandated in the EU’s renewed 1325 implementation instructions adopted in November 2008 is the need for ESDP operations and missions to have regular contact with local women’s groups in theatre. This brings all kinds of benefits, such as, the local women are able:
 - > To identify and communicate about security threats facing the communities: it is often these women, not our EU experts flying in, who know where the combatants and weapons are;
 - > To facilitate talks between local communities and the EU operation mission;
 - > To provide advice and technical expertise;
 - > To raise awareness in their communities of security policy and the EU’s role. This increases security for our deployed men and women because the locals know the EU has come to help.

These are just a few examples of how a human rights and gender approach can make ESDP operations more effective and put the European Union at the forefront in mainstreaming.

Résumé

De plus en plus, la violence à l'encontre des femmes devient une stratégie délibérée dans les zones de conflit mondiales. En décembre, le Conseil a pris de nouveaux engagements visant à faire des droits des femmes et de la lutte contre la violence sexuelle une priorité dans toutes les actions extérieures de l'UE, sur la base de ses engagements existants en matière de droits humains.

La gestion des crises, via la Politique européenne de sécurité et de défense (PESD), est à présent un élément essentiel des relations extérieures de l'UE, et les droits humains doivent être au cœur de toutes les opérations. C'est notamment ce à quoi l'Union et ses États membres se sont engagés conformément aux résolutions de l'ONU.

Un exemple sur le terrain en République Démocratique du Congo

Depuis 2007, les deux missions PESD en République Démocratique du Congo, EUSEC RD Congo et EUPOL RD Congo, comptent dans leurs rangs un conseiller Genre et deux conseillers Droits de l'Homme/Protection des Enfants. Cette décision des États membres de l'Union européenne tient compte du lien étroit de ces aspects avec les avancées de la réforme du secteur de sécurité.

La mission EUPOL RD Congo, mission européenne de police ayant pour mandat de contribuer aux efforts congolais de réforme et de restructuration de la police à travers son conseil et son assistance et qui compte près de 20% de personnel féminin, veille à l'intégration des questions de Genre dans ses activités internes et externes.

Sur le plan pratique, un pourcentage féminin minimum a été requis et respecté dans la mise en place de la future Police de Recherche et d'Intervention (PRI) d'une unité de Police Judiciaire de lutte contre la criminalité violente, dont la formation a été organisée conjointement par la Police Nationale Congolaise et EUPOL RDC avec le financement de la coopération bilatérale allemande.

Les Conseillères Genre et Droits de l'Homme participent au Secrétariat Exécutif du Comité de Suivi de la Réforme de la Police (CSRFP), organe mixte de concertation de niveau interministériel et de partenariat international.

Afin de contribuer à assurer la cohérence des efforts, les experts EUPOL au sein du CSRFP travaillent en étroite collaboration avec la mission onusienne en RDC (MONUC) et la PNC concernant le projet de formation des unités de lutte contre les violences sexuelles dans le cadre de la Stratégie onusienne de Stabilisation pour l'est de la RDC.

Une journée de réflexion sur ce thème a eu lieu au siège de la mission EUPOL RDC début novembre 2008. Présidée par la Conseillère Principale des Nations Unies sur les violences sexuelles en RDC, cette Table Ronde a réuni les agences onusiennes œuvrant dans ce domaine, les parties prenantes nationales et le CSRFP.

Cette action de la mission s'inscrit dans le cadre de sa contribution au processus de stabilisation à l'est de la RDC « dans ses aspects liés à la police et aux questions d'égalité des sexes » et à l'harmonisation de ces efforts avec le processus national de la réforme.

Inclure la dimension de genre dans les opérations de la PESD permet de garantir une résolution des conflits plus efficace, durable et rapide, en plus de faciliter la reconstruction. Dans l'élaboration des missions de la PESD, l'UE fera en sorte que des femmes soient, dans la mesure du possible, déployées et que des contacts soient noués lors des opérations avec des groupes locaux de femmes.



> *EUPOL RDC: formation des femmes à la future Police de Recherche et d'Intervention*

Actuellement, une Conseillère Genre et deux Conseillers Droit de l'Homme/Protections des Enfants travaillent de manière mutualisée et pour EUPOL RDC et pour EUSEC RDC à Kinshasa et Goma. Deux autres postes de Conseillers Genre, basés à l'est de la RDC, ont été créés.

La mission EUSEC RD Congo a, entre autres, mené à bien un projet pilote aux effets tangibles et durables au profit des femmes et familles des Forces Armées de la RDC: la réhabilitation du foyer social de la 7ème Brigade Intégrée à Maluku. Coordonnés par la mission, la rénovation du bâtiment et l'équipement de deux salles de classe ont été financés par le Royaume-Uni pour un montant de EUR 9 000 et ont bénéficié d'un soutien logistique de l'armée belge.

Dénommé « La Gloire des Femmes » par la partie congolaise, ce foyer, géré par les femmes de la base de Maluku, vise à renforcer leurs capacités de prendre leurs vies en main. Il offre des activités de sensibilisation sur les droits des femmes, des cours d'alphabétisation ainsi que des formations en couture et d'autres métiers. Destiné à être un lieu de rencontre, le foyer social a également pour but d'améliorer les relations civilo-militaires.

Outre ce microprojet, la mission EUSEC RDC a poursuivi des activités de sensibilisation sur le rôle de l'armée dans la lutte contre les violences sexuelles et l'approche Genre destinés aux futurs commandants des brigades au Groupement des Ecoles Supérieures Militaires à Kinshasa. La mission EUSEC RD Congo est prête à accueillir un plus grand nombre de personnels féminins pour mener ses activités.

En RDC, les violences sexuelles constituent une réalité quotidienne partout dans le pays, bien que la gravité de la situation à l'est du pays attire plus particulièrement l'attention du monde entier. Ces projets pourraient être ainsi considérés comme une goutte dans l'océan. Néanmoins, ils témoignent de l'engagement ferme des deux missions PESD en RDC de travailler pour une réforme du secteur de sécurité au profit de tous les congolais et congolaises.

EDA: from strategies to projects

By Alexander Weis, Chief Executive



> Press briefing, D. Zandee, (left) Head of Planning and Policy Unit and Alexander Weis, Chief Executive of EDA



> Javier Solana and Alexander Weis, EDA Steering Board, 10 November 2008

> EUFOR TCHAD/RCA

The European Defence Agency, created in 2004 to support the European Union Member States in their efforts to improve the military capabilities needed for ESDP, uses a unique way of working: the integrated approach. For the first time ever, the four communities, all needed to produce ESDP capabilities, have been brought together under one roof: military capability planners, research and technology experts, armament co-operation programmers, and industry and market. It could also be said that all parts of the chain, linking demand to supply, now sit around the same table.

Strategic framework

This coherent and integrated approach requires a set of strategies, closely linked to each other, to guide the activities of the Agency and its 26 participating Member States.

Since November 2008, the European Defence Agency has its strategic framework in place. The EDA Steering Board has endorsed four strategies:

- The Capability Development Plan (CDP), defining future capability needs – the overall strategic tool, the 'driver' for R&T investment, for armaments co-operation and for the defence industries;
- The European Defence Research & Technology (EDRT) strategy, defining in which technologies to invest and how to do this more efficiently;
- The European Armaments Cooperation (EAC) strategy, spelling out the process of how to get from harmonised military requirements to timely and cost-effective armaments co-operative programmes; and
- The European Defence Technological and Industrial Base (EDTIB) strategy, describing the future European defence industrial landscape, based on three Cs – capability-driven, competent and competitive.

The Agency is capability-driven. The CDP is the "overall strategic tool", driving R&T, armaments and industry. It is not a 'plan' in the traditional sense of the word, prescribing the number of tanks, aircraft and ships the Member States should have. Rather, it describes the future challenges and threats European armed forces will have to face and how these will impact on the military requirements for crisis-management operations. It concludes, for example, that knowledge-based operations will become even more important, increasing the need for capabilities to gather, analyse, fuse and distribute information. It also underlines the importance of the human factor, a trend which is already visible today in multifaceted operations.

Concrete projects

The CDP is not just theory. Twelve initial priorities have been selected for improving European military capabilities. Most of these are not surprising as they are related to existing shortfalls, i.e. helicopters, counter-improvised explosive devices, network enabled capability, and logistics. Others result from longer-term analysis. Nevertheless, action will be required now to be able to deal with future threats and challenges, for example in areas such as counter-man portable air defence systems and mine counter-measures in littoral waters.

Based on the CDP, EDA is moving forward with concrete projects and initiatives.

Some of these are already under way, while others have been activated more recently, in particular by the Ministerial Steering Board on 10 November 2008. An overview of the most important projects and initiatives includes:

- Helicopters: The problem is not a lack of helicopters. There are about 1,700 helicopters in the military inventories in Europe, but many of these are not available for crisis-management operations for two reasons: crews are not trained to fly in different environments, such as deserts or mountainous terrain; and helicopters are not technically equipped for these environments. EDA is tackling



> Alexander Weis, Press briefing, Brussels, 10 November 2008

Résumé

Créée en 2004, l'Agence Européenne de Défense (AED) a vocation à soutenir les efforts des États membres de l'UE pour améliorer leurs capacités de défense et soutenir la Politique Européenne de Sécurité et de Défense (PESD).

Depuis novembre 2008, l'Agence a un cadre stratégique complet qui facilite la réalisation de sa mission de manière intégrée et cohérente. Le Plan de Développement des Capacités et les trois Stratégies européennes pour la recherche et la technologie de défense, pour la coopération en matière d'armements et pour la base industrielle et technologique de défense orientent ainsi ses activités.

Récemment, l'Agence s'est orientée vers la concrétisation des 12 priorités établies par le Plan de Développement des Capacités à travers des projets concrets, parmi lesquels l'amélioration du déploiement d'hélicoptères et le déminage maritime.

both elements. Immediate measures will already produce some training capacity in 2009. In 2010, a 'Helicopter Tactics Training Programme' will start to train crews at the European level in a structured manner. In the medium term, the Agency is working a menu of options for *upgrading helicopters*. This menu will be presented in spring 2009. Finally, there is the long-term track. France and Germany have announced that they would bring their bilateral initiative for a 'Future Transport Helicopter' (2020+) to EDA, thus opening up the project to other interested Member States.

- **Air transport:** defence ministers from Belgium, Czech Republic, France, Germany, Greece, Italy, Luxembourg, the Netherlands, Portugal, Romania, Slovakia and Spain signed a Declaration of Intent on 10 November to launch EDA work on establishing a *European Air Transport Fleet* (EATF). The EATF aims to reduce European air transport shortfalls by pooling aircraft such as the A400M and C130. Different forms of pooling will be considered: additional procurement; making existing or ordered aircraft available; using flight hours; training, logistics and maintenance. Signature of a Letter of Intent is planned for mid-2009 and EATF operational status is foreseen for the timeframe 2014-2017.
- **Maritime:** the CDP points to increasing future risks and challenges at sea, in particular in littoral waters. Ten Member States – Belgium, Estonia, Finland, France, Germany, the Netherlands, Poland, Portugal,

Romania and Sweden, plus Norway – have decided to combine their efforts under the EDA's roof for the replacement of the existing generation of Maritime Mine Counter-Measures (as of 2018). Another group of seven Member States (Finland, France, Germany, Poland, Portugal, Spain and Sweden) will begin preparations for the development of a Future Unmanned Aerial System, able to take off and land on a ship's deck, to increase the capability of wide-area surveillance.

- **Space-based earth surveillance:** space-based observation satellites are indispensable for information gathering. On 10 November 2008, five Member States (Belgium, France, Germany, Greece and Spain) signed a Letter of Intent on the Multinational Space-based Imaging System (MUSIS), the aim of which is the continuity of services from 2015 onwards. The MUSIS partners intend to bring the project to EDA and open it up to participation by other Member States.

There are many other areas where EDA is working on concrete solutions for identified capability needs: CBRN, logistics, UAVs, etc. All these activities are proving that the Agency is making a difference with what happened in the past: producing clear results in solving capability gaps and delivering the output required for a credible and effective European Security and Defence Policy.

More on: www.eda.europa.eu

Clippings

THE INDEPENDENT

> Leading article : The EU's new test in the Balkans

Wednesday, 10 December 2008

The European Union has begun, after much delay, its mission to strengthen law and order in Kosovo. Some 2,000 civilian officials have started taking over police, court and customs duties from the United Nations. Early reports say that the initial stages of the handover went without a hitch. The whole process is due to take several months.

Already, though, there are two pieces of good news here that risk being submerged in the global and regional economic gloom, but should not be. The first is that, despite all the expressions of hostility from Serbia and forecasts of ethnic clashes inside Kosovo, the region's independence, declared in February, has gone more smoothly than many dared hope. Flare-ups have been few and far between. [...]

The second reason for praising Eulex, as the mission is called, is that this sort of operation – to encourage and underpin the rule of law in places where it is deficient – is precisely the sort of thing that the European Union should be doing. It is a further stage in the EU's projection of its influence beyond its borders and a way of spreading the EU ethos of tolerance, collegiality and flexibility – but always within the framework of the law. If successful, the Kosovo mission could be a model for future operations elsewhere in the region and the world.

As a civilian operation, Eulex, does not affect the internal debate about whether the European Union should have its own standing army. It is worth noting, however, that the military force under the EU flag that took over from Nato in Bosnia-Herzegovina four years ago had its mandate uncontentiously extended at the start of this year.

A decade after the former Yugoslavia shamefully exposed the EU's reluctance to act outside its borders and its general regional ineffectiveness, these two operations – harnessing the EU's hard power and soft power – serve to demonstrate how much has changed.

LE SOIR

> L'Europe à l'abordage de la flibuste

Martin Pascal,
8 décembre 2008

Atalante, la première opération navale européenne, est opérationnelle au large de la Somalie.

Les pirates ne désarment pas. Samedi, certains d'entre eux ont attaqué un bateau néerlandais au large des côtes tanzaniennes, sans toutefois réussir à en prendre le contrôle. Les pirates, apparemment originaires de Somalie, ont tiré sur le bateau, qui a pris feu. Celui-ci est toutefois parvenu à leur échapper. Aucun membre de l'équipage n'a été blessé.

Cette nouvelle attaque survient alors que l'Union européenne lance ce lundi la première opération navale de son histoire, "Atalante", en envoyant six navires de guerre et trois avions de surveillance aux trousses des pirates somaliens qui multiplient les attaques au large de la Corne de l'Afrique. Une région entre golfe d'Aden et océan Indien qui est devenue l'une des plus dangereuses du monde pour les navires, le Nigeria et l'Indonésie arrivant ensuite dans l'ordre statistique.

Au moins huit pays – Allemagne, Belgique, Espagne, France, Grèce, Pays-Bas, Royaume-Uni et Suède – y participeront, sous le commandement d'un officier britannique, le vice-amiral Phillip Jones. Une première dans les annales de l'Europe de la défense.

Installé à Northwood, au nord de Londres, sur une base navale servant à la Royal Navy et à l'OTAN, le QG d'"Eunavfor Atalanta" compte quelque 80 officiers. Un bon millier de marins participent à la mission qui est placée sous mandat onusien.

Premier objectif: protéger les navires du Programme alimentaire mondial (PAM) qui livrent une aide humanitaire à la Somalie où l'absence de réel gouvernement entretient le chaos et la misère de la population. Les navires européens patrouilleront également pour dissuader les pirates d'attaquer les navires marchands, voire faire feu sur eux s'ils passaient outre.

Les attaques se sont multipliées cette année au débouché du détroit de Bab el Mandeb par lequel passent 12 % du commerce maritime et 30 % du pétrole brut mondial. Mais la piraterie fréquente d'autres eaux: en octobre dernier, l'institut d'études britannique Chatham House, avait estimé qu'elle aurait rapporté entre 18 et 30 millions de dollars depuis le début de l'année. [...]

Une frégate belge, le Louise Marie, devrait participer à la mission au second semestre 2009, pour une durée de quatre mois, a décidé vendredi dernier le gouvernement sur proposition du ministre de la Défense, Pieter De Crem. [...]

ANSA

> Missione Eufor, un pezzo d'Europa in cuore AFRICA/ANSA comandante Ganascia, prepariamo passaggio consegne a ONU

dell'inviata Marisa Ostolani
(ANSA) – N'DJAMENA (CIAD), 27 ottobre 2008

La bandiera blu' con le 12 stelle gialle dell'Unione europea sale lentamente mentre i vari inni nazionali accompagnano il rito dell'alzabandiera che ogni lunedì mattina alle 8 segna l'inizio della settimana per i militari europei nel quartiere logistico della missione Eufor a N'Djamena, la capitale del Ciad.

I soldati salutano sull'attenti il brigadiere generale francese Jean-Philippe Ganascia, comandante delle forze sul terreno. "E' un appuntamento al quale non manco mai, e' un rito che conferma la coesione realizzata in questa forza multinazionale e che simboleggia fisicamente la presenza dell'Europa nel cuore dell'Africa". C'e' orgoglio e fierezza nelle parole di Ganascia, raccolte dall'ANSA nel Camp Europa di N'Djamena. Il campo in se', soprannominato 'piccola Venezia' per le opere realizzate di scavo e raccolta dell'acqua che rendono la base militare completamente autonoma dalle risorse locali, e' una storia di successo. Giunta a meta' del suo mandato, che scadrà il 15 marzo prossimo, Eufor sta preparando attivamente la transizione alla forza internazionale dell'Onu che proseguirà l'assistenza ai profughi del Darfur e della Repubblica Centrafricana, agli aiuti umanitari e al personale delle Nazioni Unite. Ma un primo bilancio porta a dire che con la sua missione numericamente piu' significativa, in un terreno estremamente impegnativo per le condizioni geografiche e climatiche, oltre che politiche e di sicurezza, l'Europa della Difesa ha vinto la sua sfida piu' importante.

"Il nostro bilancio non e' fatto di cifre, ma misuriamo il risultato della nostra presenza con le tante donne che non sono piu' aggredite, con gli uomini che possono recarsi ai villaggi senza essere depredati, con il tam tam diffuso nei 500 villaggi che incontriamo sul nostro territorio e che assicura: 'dove c'e' l'Eufor si dorme tranquilli!'"

Ad oggi, Eufor puo' contare in Ciad e Centrafrica 3.232 soldati, di 19 paesi diversi (22 in totale contando anche i 500 soldati di Mont Valerien, nei pressi di Parigi, dove il generale irlandese Patrick Nash dirige le operazioni, ndr). A novembre si aggiungeranno un centinaio di militari russi, che porteranno anche quattro elicotteri: una 'dote' estremamente importante per una missione che si snoda lungo i 1.700 km di larghezza del Ciad e che pattuglia ai confini con il Sudan e la Repubblica Centrafricana un territorio uguale piu' o meno alla superficie dell'Italia. "E' veramente troppo, troppo presto per dire che il Ciad e' un paese piu' sicuro. La situazione di sicurezza e' sempre estremamente fragile. I problemi maggiori oggi non sono i ribelli organizzati, ma i criminali, i banditi che hanno impunita' assicurata", afferma Ganascia.

I centinaia di migliaia di rifugiati, scappati dagli orrori del Darfur, e quelli interni, sfuggiti ai raid dei ribelli, si sentono piu' tranquilli, ma restano nelle decine di campi allestiti lungo i confini. "Sono ancora pochi quelli che ritornano nei loro villaggi", riferisce Ganascia. "Non vedremo ancora per molto colonne di persone che partono nel senso opposto finche' tutti i problemi di sicurezza non saranno risolti". [...]

Le Monde

> Les observateurs européens se déploient en Géorgie

Marie Jégo
3 octobre 2008

Les deux cents premiers observateurs de l'Union européenne (UE) chargés de s'assurer du retrait russe de Géorgie ont entamé leur mission, mercredi 1er octobre. Conformément au plan de paix signé par les présidents russe et géorgien le 12 août, ces observateurs non armés vont surveiller le démantèlement des positions russes à l'ouest et au centre du pays et coordonner l'arrivée à terme de policiers géorgiens dans ces zones.

Au total, 300 hommes seront déployés dans quatre régions, parmi elles figurent la ville de Gori près de l'Ossétie du Sud ainsi que le port de Poti sur la mer Noire, cibles des attaques russes pendant la guerre russo-géorgienne d'août 2008.

D'ores et déjà, certains observateurs ont été autorisés à pénétrer dans la zone tampon autour de l'Ossétie du Sud, la région séparatiste géorgienne, enjeu du conflit déclenché, le 7 août, entre la Géorgie et la Russie. Au moment de la guerre, c'est essentiellement dans cette zone que des milices ossètes se sont acharnées sur les villages géorgiens, brûlant les maisons, pillant et harcelant les habitants, sous l'oeil approbateur de l'armée russe.

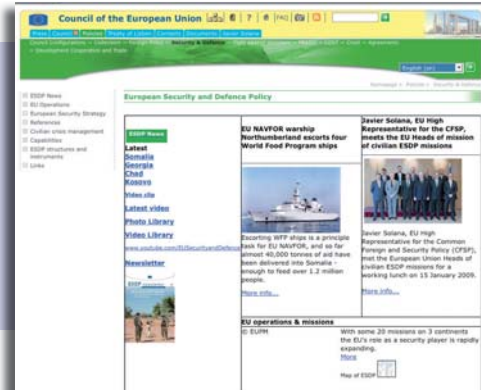
"Les observateurs se déploient même dans la zone de sécurité", s'est félicité le chef de la diplomatie européenne, Javier Solana, à l'occasion d'une réunion informelle des ministres européens de la défense, mercredi, à Deauville. L'UE s'attendait à ce que la Russie traîne des pieds. La veille du déploiement de la mission, Vitali Manouchko, porte-parole des forces russes "de maintien de la paix", avait prévenu que les observateurs de l'UE ne pourraient pénétrer dans la zone tampon attenante à l'Ossétie. "Faute d'accord" entre l'UE et la Russie sur la mission de surveillance, celle-ci "aura seulement accès à la limite sud de la zone de sécurité", avait déclaré le militaire russe.

Modalités floues

Après quelques palabres, mercredi, les observateurs ont finalement pu entrer dans la zone, mais l'incertitude demeure. "Nous avons reçu de la partie russe des assurances au niveau politique comme quoi nous pourrions effectuer des patrouilles. Au niveau militaire, c'est compris différemment", a expliqué Hansjrg Haber, le chef de la Mission de surveillance de l'UE en Géorgie (MSUE). La partie russe s'inquiète notamment de "la sécurité" des observateurs. Apparemment, les modalités de déploiement et de fonctionnement de l'ensemble de la mission restent floues [...].

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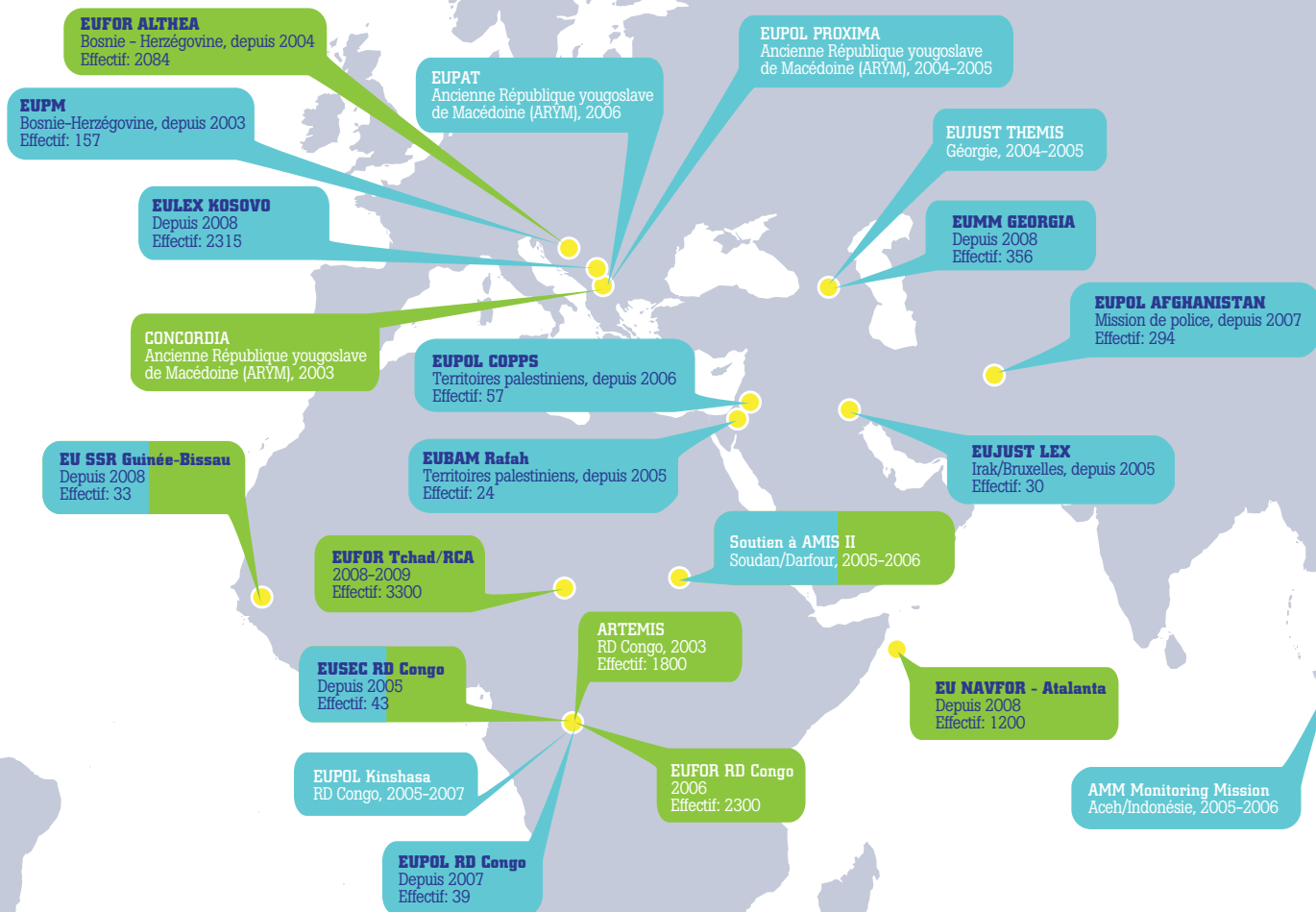


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