



EUROPEAN UNION POLICE MISSION  
IN BOSNIA AND HERZEGOVINA

EUROPEAN UNION  
INSTITUTE FOR SECURITY STUDIES

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Address by the Deputy Secretary General for the External Action  
Service (EAS)

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**The impact of the EU Police Mission in Bosnia and Herzegovina from 2002-2012**  
*Seminar on 10 years civilian crisis management in Bosnia and Herzegovina, the Western  
Balkans and lessons learned for the future of CSDP*  
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Ladies and Gentlemen, it is a pleasure to be here in Sarajevo at the occasion of this seminar.

The EU Police Mission in BiH (EUPM) is a “special” mission in a number of ways. First, of course, it is the first ever EU police mission, launched at the very start of CSDP in 2003. It will also soon be one of the few thus far that have been closed.

It has been amongst the first that has been operating in a theatre where the EU has made use of the majority of its instruments at its disposal. And it will be amongst the first where we have a truly comprehensive follow-on package in place to ensure sustainability of the achievements. We are making full use of, what we like to call in the post-Lisbon world, the “comprehensive approach”.

As the police and other actors that work in the criminal justice sector in Bosnia and Herzegovina have increased their standards and have developed into a more professional service in the last 10 years, we - the EU - have also further developed capabilities and skills, have drawn lessons from our action abroad, including from EUPM, and have evolved into a security provider.

The Common Security and Defence Policy (CSDP) started in this region. In the nineties, the Balkan wars demonstrated Europe's inability to deal with a war on its doorstep. At the time, the EU had no capability to act alone - NATO had to step in.

Since then, the EU has developed a range of civilian and military capabilities and is currently **deploying over 5000 experts in twelve missions and operations across the globe**. European experts are supporting the rule of law (Kosovo), training and mentoring police and judiciary (Afghanistan, Iraq, Palestinian Territories), monitoring a ceasefire agreement (Georgia), supporting security sector reform (Democratic Republic of Congo), training armed forces (Somalia, Bosnia and Herzegovina), and fighting piracy in the Horn of Africa.

We are starting to help improve the security situation in the Sahel and South Sudan - amounting to a total of fifteen missions and operations by this summer. Many of these missions and operations integrate lessons we have learned here. Over the past decade, therefore, the **EU has grown-up as a security provider.**

Post-Lisbon, a new type of crisis management is emerging. In the Horn of Africa a common regional strategy is binding together the EUSR, two three different CSDP missions flanked by a range of development and humanitarian assistance, and is supported by many partners. In my view BiH is another prime example of many EU instruments at work at the same time, ranging from diplomatic to military.

Ladies and gentlemen,

I would like to **congratulate Bosnian authorities** for their achievements in the last years and for the progress made. I would also like to highly **commend EUPM staff, the HoM and his team**, as well as their predecessors, for their very valuable and successful work over the past years. The “transition” of EUPM's work will be an important **opportunity for both of us**: for Bosnian authorities to continue on the path set out over the past decade, and for the EU to transform the comprehensive approach into action in the spirit of the Lisbon Treaty.

When the EU took over from the United Nation's IPTF, a first big step was to discontinue the executive mandate and to focus EUPM on capacity building. From the start, local ownership was key.

As **Pieter Feith** pointed out yesterday, EUPM was, to some extent, “**learning by doing**” – as CSDP had just seen the light. As CSDP developed, also our concepts developed further, such as for instance the concept on Security Sector Reform. Therefore the experience from BiH also informed the EU's conceptual approach to CSDP.

**One lesson learned** was that the initial mandate could have benefitted from the scope of activities to a wider range of rule of law actors. Recognizing that effective policing requires a more **integrated approach in BiH**, Member States reacted and adjusted the mandate of the mission to also mentor and advice other actors in the criminal justice system, such as the prosecution office and penitentiary services.

The focus on **fighting organised crime and corruption** has proven to be an important step, again for both of us, This has been taken into consideration in the planning of other CSDP missions such as EULEX Kosovo.

The interface between our external action and internal Justice and Home Affairs, is another area where we have been striving to ensure more coherence since some time now. The EU's foreign policy and our work here has an impact on people living within the EU borders.

**Now, we are at a stage where, also through EUPM support, the situation is different.** The policing standards have reached a good level. State level agencies have been established and/or strengthened. The structures to fight organised crime and corruption have been reinforced and coordination between the various levels has improved – but need to further improve.

Closing a CSDP mission sends a positive message. It shows that the crisis has largely been overcome. BiH is now **moving from a "Dayton logic" to a "Brussels logic"** and we are on a good track.

“Moving to the next level”, as **Minister Lagumdžija** rightly noted yesterday, requires consistent coordination at the domestic level, also based on structures and procedures that allow to effectively deal with the European accession process. A functional coordination mechanism for EU negotiations needs to be put in place.

In the recent years, coordination has proved to be key for the achievement of the visa-free regime. In the context of the **visa liberalisation dialogue**, BiH authorities have demonstrated a clear commitment to maintain an effective degree of coordination and achieve concrete reforms. BiH has thus successfully advanced in areas that are related to Chapters 23 (Judicial and Fundamental Rights) and Chapter 24 (Justice, Freedom and Security), possibly also the most sensitive amongst the various negotiation chapters. This positive trend needs to be maintained and BiH authorities need to adopt all measures necessary to guarantee sustainability and consistency of the progress achieved in relation to the visa roadmap.

As said, EUPM was our first civilian mission. It closes at the end of the month. I would like to refer to Hansjoerg Haber and Pieter Feith who both made the point yesterday that closing a CSDP missions is not an easy thing to do. In this regard, I would like to commend EUPM, the Commission and the EUSR/EU DEL for its excellent planning for an eventual "exit strategy" for EUPM that started already several years ago.

Now we are ready to ensure that EUPM's achievements will be sustainable as we will ensure “follow on” through other instruments. The **Commission will follow on EUPM support in a number of areas through technical assistance** provided by its pre-accession assistance programme. Also, the **office of the EU Special Representative and Head of the EU Delegation**, Peter Soerensen will continue providing support to BiH Law Enforcement agencies through a reinforced section in his office.

We will also continue with our support to BiH through **EUFOR ALTHEA**, that is now focusing on capacity building and training the armed forces in BiH. Following developments on the ground, this force also, is now almost five times smaller (1200 – to shrink to 600) as when it first deployed in 2004 (6600).

All of this shows that we remain committed to supporting the country in a spirit of partnership. Talking of “Partnership”, I am particularly happy to see that following successful negotiations, BiH and the EU are **shortly to sign a Framework Agreement for your participation in EU crisis management operations**.<sup>1</sup> It is another important step in moving closer to Europe and I am glad to see that **those that were at the receiving end of needing security assistance are now turning into security providers or peace builders** themselves. Croatia, Serbia, Albania and Montenegro are already contributing to EUNAVFOR Atalanta and EUTM, Albania is also contributing to EUFOR Althea and Croatia to EULEX Kosovo and EUPOL Afghanistan. Participation in

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<sup>1</sup> On 9 March the Council adopted the decision on signing and conclusion of the Framework Participation Agreement with Bosnia and Herzegovina which is the last stage of the EU internal decision making process. This is a very useful step forward to agree a permanent instrument, which will greatly facilitate BiH participation in on going and future EU Operations. Council's Agreement's Office is currently in contact with the relevant BiH authorities for the signature arrangements : translations, ceremony, dates and appropriate level of the signature.

CSDP missions and operations will be an opportunity for our forces and staff to learn from each others' experiences while working towards a common objective.

I do not need to remind you that **police reform is per definition a difficult and long term process**, which never really ends and which requires constant attention and adoption by the next generation. We know this from experience in our own countries - I come from a country that transitioned out of the cold war into a Member of the EU. It will surely **require continuous efforts** by Bosnian authorities to ensure that the highest standards are reached and maintained. This is a message I have passed also to the ministers I met yesterday. I assured them that they can **count on us** supporting them.

Before I conclude a few more words on partnerships. In BiH we have been working hand in hand with our transatlantic partners. As BiH moves closer to NATO, the transatlantic bond will only grow.

Let me conclude by **thanking everybody** in this room for their role in helping to strengthen the rule of law in BiH. You have done a tremendous job. To those who are bringing their work to an end here: we would very much hope to **welcome staff members of EUPM to consider working for our other CSDP missions** so that we can profit from your experience.

As we are **closing down in some areas, we are starting in others**: CSDP is alive and kicking, deploying new missions before the summer in South Sudan, the Horn of Africa and Niger. Still, **CSDP started in the Balkans and Europe and its neighbourhood remain a priority for the High Representative**. The **transition of EUPM is by no means a "good bye"**. Instead, we will continue our support to BiH authorities, as you will be supporting us in CSDP, in yet a **further step towards an ever closer partnership**.

Thank you!

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Dame i gospodo, zadovoljstvo mi je biti u Sarajevu povodom ovog seminara. Policijska misija Evropske unije u Bosni i Hercegovini (EUPM) je "posebna" misija, iz mnogo razloga. Prvi, je, naravno, činjenica da je to bila prva policijska misija, inicirana na samom početku implementacije Zajedničke sigurnosne i odbrambene politike Evropske unije 2003. godine, a uskoro će biti i jedna od nekoliko koje su okončane.

Bila je među prvim misijama koje su funkcionirale u okruženju u kojem je EU iskoristila veći dio instrumenata koje je imala na raspolaganju. Također, bit će među prvima za koje je osiguran sveobuhvatan proces nastavka praćenja aktivnosti, kako bi se osigurala održivost postignutih rezultata. Doista ovdje u velikoj mjeri koristimo ono što u „post-lisabonskom“ svijetu nazivamo "sveobuhvatan pristup".

Kako su policijske i pravosudne institucije u Bosni i Hercegovini u posljednjih deset godina unaprijedili svoje standarde i razvili se u profesionalnije službe, mi - EU - smo također dodatno razvili svoje kapacitete i vještine, na osnovu naučenih lekcija iz naših misija u inostranstvu, uključujući EUPM, i **razvili se u one koji pružaju sigurnost**.

Zajednička sigurnosna i odbrambena politika (CSDP) začeta je u ovom regionu. Devedesetih su ratovi na Balkanu dokazali nemoć Evrope da reagira na rat koji se vodio na njenom pragu. U tom trenutku, EU nije imala kapaciteta da reagira sama i NATO se morao uključiti.

Od tada, Evropska unija je razvila civilne i vojne kapacitete i trenutno **imamo preko 5,000 stručnjaka aktivnih u 12 misija i operacija širom svijeta**. Stručnjaci iz Evrope trenutno pružaju podršku vladavini zakona (Kosovo), obučavaju i nadgledaju rad policije i tužilaštva (Afganistan, Irak, Palestinske teritorije), prate sprovedbu sporazuma o primirju (Gruzija), pružaju podršku reformi sigurnosnog sektora (Demokratska Republika Kongo), obučavaju oružane snage (Somalija, Bosna i Hercegovina) i bore se protiv piratstva na Rogu Afrike.

Počeli smo pružati pomoć na poboljšanju sigurnosne situacije u Sahelu i Južnom Sudanu – sa ukupno petnaest misija i operacija do ovog ljeta. Mnoge od ovih misija i operacija integiraju lekcije koje smo ovdje naučili. U protekloj deceniji, dakle, **EU se razvila kao „pružatelj sigurnosti“**.

Nakon Lisabona, pojavila se nova vrsta mehanizma za upravljanje u kriznim situacijama. Na Rogu Afrike, zajednička regionalna strategija objedinjuje rad Ureda specijalnog predstavnika EU, dvije-tri različite CSDP misije, uz podršku različitih vidova razvojne i humanitarne pomoći i mnogih partnera. Po mom mišljenju, BiH je još jedan vodeći primjer mnogih funkcionalnih instrumenata koje EU koristi, od diplomatskih do vojnih.

Dame i gospodo,

Želim uputiti **čestitke bosanskim vlastima** na svemu postignutom proteklih godina kao i na postignutom napretku. Također, želim **pohvaliti osoblje EUPM, šefa Misije i njegov tim**, kao i njihove prethodnike za veoma dragocjen i uspješan rad u posljednjih nekoliko godina. „Tranzicija“ rada EUPM-a će biti veoma važna **prilika za sve nas**: za vlasti BiH da nastave put kojim su se kretali u protekloj deceniji, a za Evropsku uniju da transformira ovaj sveobuhvatni pristup u aktivnosti u duhu Lisabonskog sporazuma.

Kada je EU preuzela misiju od IPTF-a Ujedinjenih nacija, prvi veliki korak bilo je ukidanje izvršnog mandata i fokusiranje EUPM-a na izgradnju kapaciteta. Kao što je **Pieter Feith** juče naglasio, EUPM je, u određenoj mjeri, **“učila kroz rad”** – kao i CSDP. Kako se CSDP razvijao, naši koncepti su također evoluirali, kao što je recimo koncept reforme sektora sigurnosti. Stoga će iskustvo iz BiH takođe utjecati na konceptualni pristup Evropske unije ka CSDP-u.

**Jedna lekcija koju smo naučili** jeste da je rad Misije u inicijalnoj fazi mandata mogao imati koristi od aktivnosti koji bi obuhvatile i širi krug aktera zaduženih za vladavinu zakona. Shvativši da efikasno obavljanje policijskog posla zahtijeva **integriraniji pristup u Bosni i Hercegovini**, zemlje članice su reagirale i prilagodile mandat misije u smislu savjetodavne uloge i u sistemu krivičnog pravosuđa, odnosno tužilaštava i kazneno-popravnih ustanova.

Fokusiranje **na borbu protiv organiziranog kriminala i korupcije** se pokazao kao važan korak za obje strane. To je uzeto u obzir pri planiranju drugih CSDP misija, poput EULEX misije na Kosovu.

Povezivanje naših vanjskih aktivnosti i pitanja unutrašnjih poslova i pravosuđa je još jedno područje gdje već duže vrijeme težimo ka osiguravanju veće koherentnosti. Vanjski poslovi EU i naš rad ovdje imaju utjecaja na ljude koji žive unutar granica EU.

**Mi smo sada u fazi kada je, također što se tiče podrške kroz rad EUPM-a, situacija drugačija.** Standardi rada policije su postigli zadovoljavajući nivo. Institucije na državnom nivou su uspostavljene ili je njihov rad unaprijeđen. Strukture potrebne za borbu protiv organiziranog kriminala i korupcije su ojačane, a koordinacija između različitih nivoa je unaprijeđena - mada uvijek ostaje prostora za poboljšanje.

Zatvaranje CSDP misije šalje pozitivnu poruku. To pokazuje da je kriza u velikoj mjeri prevaziđena, i da prelazimo sa „dejtonske“ na „briselsku“ logiku, te da smo na dobrom putu.

„Prelazak na sljedeći nivo“, kako je jučer primijetio **ministar Lagumdžija**, zahtijeva stalnu koordinaciju na domaćem nivou, koja je također bazirana na procedurama i strukturama koje dozvoljavaju efikasno bavljenje pitanjima EU integracija. Funkcionalni mehanizmi koordinacije za pregovore sa EU moraju postojati.

Tokom prethodnih godina, koordinacija se pokazala presudnom za postizanje bezviznog režima. U kontekstu **dijaloga o liberalizaciji viznog režima**, BiH vlasti su demonstrirale jasnu opredijeljenost ka održavanju efektivnog stepena koordinacije i postigle konkretne reforme. Stoga je došlo do postignuća u segmentima koji su vezani za Poglavlje 23 (Pravosuđe i temeljna prava) i Poglavlje 24 (Pravda, sloboda i sigurnost), koja su vjerojatno među najosjetljivijim poglavljima pregovora. Ovaj pozitivni trend je potrebno održati, i BiH vlasti moraju usvojiti sve mjere koje su neophodne za garantiranje održivosti i konzistentnosti napretka postignutog u odnosu na mapu puta za liberalizaciju viznog režima.

Kao što sam rekao, EUPM je bila naša prva civilna misija, koja se završava krajem mjeseca. Želim se osvrnuti na riječi Hansjorg Habera i Pietera Feitha, koji su jučer naglasili da zatvaranje CSDP misija nije jednostavan posao. S tim u vezi, želio bih pohvaliti EUPM, Evropsku komisiju i EUSR/Delegaciju EU za izvrsno planiranje "izlazne strategije" EUPM-a, koje je počelo već prije nekoliko godina.

Sada smo spremni osigurati održivost postignuća EUPM-a, kao i "nastavak" kroz druge instrumente. **Komisija će nastaviti sa pružanjem podrške u velikom broju područja koja zahtijevaju tehničku pomoć** iz programa predpristupne pomoći. Također, **Ured specijalnog predstavnika i šef Delegacije EU**, Peter Sorensen će nastaviti sa pružanjem podrške agencijama za provođenje zakona u BiH radom novog odjela.

Također ćemo nastaviti sa pružanjem podrške BiH kroz **EUFOR ALTHEA**, koji se sada fokusiraju na izgradnju kapaciteta i obuku oružanih snaga u BiH. Nakon razvoja događaja na terenu, ove snage su, također, sada skoro pet puta manje (sa 1200 na 600) u odnosu na sami početak 2004. godine (6600).

A sve ovo ukazuje na to da ostajemo posvećeni pružanju podrške zemlji u duhu partnerskog odnosa. Kada govorimo o partnerstvu, posebno mi je drago napomenuti da će, nakon uspješnih pregovora, BiH i EU **uskoro potpisati Okvirni sporazum za vaše**

**učešće u EU operacijama upravljanja u kriznim situacijama.** To je još jedan važan korak na putu ka Evropi, i drago mi je da vidim da **oni koji su primali pomoć sada postaju oni koji je pružaju ili oni koji pomažu pri održavanju mira.** Hrvatska, Srbija, Albanija i Crna Gora već učestvuju u EUNAVFOR Atalanta i EUTM, Albanija također učestvuje u EUFOR Althea, a Hrvatska u EULEX Kosovo i EUPOL Afganistan. Učešće u CSDP misijama i operacijama će biti prilika za naše snage i osoblje da uče iz iskustava drugih, radeći na postizanju istog cilja.

Ne trebam vas podsjećati da je **reforma policije sama po sebi težak i dugotrajan proces,** koji, u stvari, nikada ne završava, i koji zahtijeva stalnu pažnju i usvajanje generacija koje dolaze. To nam je poznato iz iskustva u našoj zemlji – ja potičem iz zemlje koja je prošla kroz tranziciju iz hladnog rata u članicu EU.

Postizanje i održavanje najviših standarda će zahtijevati stalni angažman bosanskih vlasti. Ovo je poruka koju sam prenio i ministrima sa kojima sam se susreo jučer, i kojima sam naglasio da **moгу računati na našu podršku.**

Prije nego završim, htio bih dodati još nekoliko riječi o partnerstvu. Mi smo u BiH intenzivno saradivali sa našim transatlantskim partnerima, i, kako se Bosna i Hercegovina približava NATO-u, transatlantska veza će biti sve jača.

Dozvolite mi da se na kraju **zahvalim svima** u ovoj prostoriji na njihovoj ulozi u procesu jačanja vladavine zakona u Bosni i Hercegovini. Obavili ste ogroman posao, a onima koji završavaju svoju misiju ovdje želim reći: nadamo se da ćemo biti u mogućnosti da **poželimo dobrodošlicu osoblju EUPM-u u našim budućim CSDP misijama,** kako bismo profitirali od vašeg iskustva.

Sa **završetkom aktivnosti u nekim područjima, počinjemo aktivnosti u drugim:** CSDP već aktivno funkcioniра, nove misije već prije ljeta počinju sa radom u Južnom Sudanu, Rogu Afrike i Nigeru. Ipak, **CSDP je počela na Balkanu i Evropi, i njeno susjedstvo ostaje prioritet u radu visokog predstavnika. Tranzicija EUPM ni na koji način nije „zbogom“.** Naprotiv, nastavljamo pružati podršku BiH vlastima, kao što ćete i vi podržavati nas kroz rad u CSDP, **što je sljedeći korak ka još intenzivnijem partnerskom odnosu.**

Hvala!