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NOTE

From :	Committee for Civilian Aspects of Crisis Management
To :	Political and Security Committee
Subject :	Initial Concept of Mission Support for ESDP Civilian Crisis Management Missions

Delegations will find enclosed the Initial Concept of Mission Support for ESDP Civilian Crisis Management Missions.

Initial Concept of Mission Support for ESDP Civilian Crisis Management Missions[1]

With the experience of the first years of ESDP, and having witnessed a rapid growth in the number of Civilian Crisis Management Operations (CCMOs), there is a need for a clear and comprehensive concept on Mission Support for ESDP Civilian Crisis Management missions and an indication on how Mission Support functions have been implemented within ESDP. Since the launch of its first operation, the EU has continued to develop concepts and papers addressing different aspects of Mission Support such as the report on planning and mission support capability for civilian crisis management[2], the "Policy of the EU on the security of personnel deployed outside the EU in an operational capacity under Title V of the Treaty on European Union" [3], the concept paper on procedures for the termination, extension and refocusing of an EU civilian crisis management operation[4], and the Joint information note from the Commission and the General Secretariat of the Council dated 24 March 2006 on "Simplification of procedures for EU crisis management".

Lessons learned from past and ongoing operations as well as from planning for future operations demonstrate the key importance of effective mission support to the success of ESDP Civilian Crisis Management operations. These lessons also point out the fact that the management of civilian ESDP efforts, growing in number, size and complexity, is a challenge for the EU. This is particularly visible at the initial stage of deployment where several operations have experienced setbacks in particular due to procurement delays, but these constraints have also, in some cases, had negative implications for the running of established operations. Besides the need to improve procedures and structures, the lessons learned also highlight the importance of adequate civilian mission support expertise both in the field and at headquarter level.

Against this background, it is felt necessary to have an overall concept paper on mission support that should aim at better identifying:

– the tasks and responsibilities at Brussels and field level including the importance and primacy of the security of the Mission, in particular the Mission staff,

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1 The term "Mission" also encompasses preparatory and supporting actions etc.
2 Doc. 13835/03
3 Doc. 9490/06
4 Doc. 5136/06

– the required structures at Brussels and field level,
– the human resources needed in the field in line with the requirements of the Civilian Headline Goal.

Based on this approach, the present initial concept, which is intended to be a living document, will include:

I The general description of mission support activities

II A) Key features of Mission Support in the context of ESDP
B) ESDP Mission Support in Brussels
C) Tasks corresponding to the different phases of the cycle of a mission
D) Day-to-day management

III Way ahead

I. The general description of mission support activities

In general terms, Mission Support aim is

– to identify the needs of future operations in terms of human, material, financial and security resources and their organisation through operation-specific planning,
– to manage the identified means and to ensure the arrival of appropriate goods to the mission,
– to control the means made available to the mission through legal and financial control methods,
– to facilitate the overall planning for missions in the long run based on available means, including estimation of future financial requirements, human resources, logistics etc.

These functions are implemented through the following expertise:

(a) General Support Services (Logistics, Transport, Communications, Information Technologies, Medicare/Medevac, Security Office).

Identification of the needs of the mission (premises, equipment and services), issue of technical inputs for procurement process and management of the procured means.

(b) Financing

Preparation of budget for mission related activities and for each mission, management of granted financial resources.

(c) Procurement

Acquisition of premises, equipment and services through tender procedures, re-deployment of surplus items.

(d) Human resources

Recruitment and management of staff.

(e) Legal and financial control

Legal and financial control on the use of mission assets ensuring that the mission resources are managed under appropriate principles (legality, transparency, financial regularity, efficiency, etc).

II. A)Key features of Mission Support in the context of ESDP

In the context of ESDP, Mission Support is characterized by the presence of different actors (Council Secretariat (GSC)[1], Commission, Member States and administrative staff of the CCMOs). To date, the following situation applies:

a) General Support and Services

General Support Services include:

– CIS/IT (Communication and Information Technologies).

[1] Within the Council Secretariat, a Mission Support Section has been established in DGE IX with the task of co-ordinating the different aspects related to mission support and to assist the ESDP civilian missions in their daily management. This section is collaborating closely with other responsible services in the Council Secretariat (geographical directorates, DGE Coordination Unit/RELEX, DG Administration, Legal Service, civil-military cell, EU Military Staff etc.) and as necessary relaying questions from the missions to them.

– Security (EU and local mission personnel, mission assets, resources and information, as well as emergency evacuation planning).
– Medicare/Medevac (health and safety).
– Logistics (all other aspects, including *inter alia,* transport, premises, offices and office equipment, catering and camping).

In each of these fields, the aim is to:
– identify needs,
– propose means and resources required to adequately cover those needs,
– provide technical expertise in the procurement of these means and resources,
– manage the means and resources procured.

In this field, the expertise available in the GSC is divided between different services: general identification of needs is provided by mission support section within DGE IX but DGE IX does not count on its own expertise on some critical specific technical fields; additional limited support in the field of Communications and Information Systems is provided by DGA V within CGS; expertise on Medicare/medevac can be provided by the EU Military Staff (EUMS). As regards field security, by decision of the SG/HR[1], this is the competence of the Security Office. In the Commission all mission support tasks are handled by one specific unit in Directorate A of DG RELEX.

b) Financing

CFSP financing

According to the TEU, the expenditure for financing EU civilian crisis management operations under CFSP shall be charged to the budget of the European Communities except for cases where the Council acting unanimously decides otherwise (Art. 28 TEU)[2].

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1 Decision 198/03
2 Article 28 of the TEU establishes that

"1. Articles 189, 190, 196 to 199, 203, 204, 206 to 209, 213 to 219, 255 and 290 of the Treaty establishing the European Community shall apply to the provisions relating to the areas referred to in this title.

2. Administrative expenditure which the provisions relating to the areas referred to in this title entail for the institutions shall be charged to the budget of the European Communities.

Based on the article 274 of TEC and according to article 48 of the Financial Regulation the Commission implements the revenue and expenditure of the budget in accordance with this Regulation, on its own responsibility and within the limits of the appropriations authorised.

With a view to allowing the Commission to bear the operational expenses accruing to it when implementing Joint Actions, the Budget of the European Communities provides for related funds in accordance with Article 268 of the Treaty establishing the European Community. Community budgetary law applies in full when such operations are charged to the budget. In exercising its powers under Article 274 TEC, the Commission commits, contracts and disburses the budget allocated to the action.

In order to implement some of these CFSP activities (including CCMOs), after adopting the related financing decision, the Commission enters into contracts with the respective Heads of Mission[1] (referred to as CFSP Special Advisers) for the purpose of managing the operational expenditure related to the concerned operations. The related employment contracts, concluded according to Articles 5, 123 and 124 of the Conditions of Employment of Other Servants of the European Communities, provide for the establishment of an administrative structure, which is also used to handle the budget dedicated to the related operational expenditure[2].

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3. Operating expenditure to which the implementation of those provisions gives rise shall also be charged to the budget of the European Communities, except for such expenditure arising from operations having military or defence implications and cases where the Council acting unanimously decides otherwise.

In cases where expenditure is not charged to the budget of the European Communities, it shall be charged to the Member States in accordance with the gross national product scale, unless the Council acting unanimously decides otherwise. As for expenditure arising from operations having military or defence implications, Member States whose representatives in the Council have made a formal declaration under Article 23(1), second subparagraph, shall not be obliged to contribute to the financing thereof.

4. The budgetary procedure laid down in the Treaty establishing the European Community shall apply to the expenditure charged to the budget of the European Communities."

[1] This also applies to the Head of Planning Team (HoPT) when the Planning Team is established through a Council Joint Action.

[2] Commission Communication C(2004)2984 of 6 August 2004

On the other hand, the political control and strategic direction of such CCMOs remains with the Political and Security Committee (Article 25 TEU). The Commission monitors the expenditures of CCMOs notably through verification of regular reports submitted by the CCMOs, through on-the-spot control missions by Commission staff, through external audits and through approvals of requests related to mission expenditure put forward by the HoM.

Financing outside the CFSP budget

TEU Article 28(3) provides for the possibility for financing by Member States. Such financing is charged to Member States in accordance with the GNP scale, or another scale if the Council so decides (unanimously). Contributions from the Member States could also be voluntary. Funding from outside the Community budget would require a unanimous decision by the Council.

In the course of 2005, recourse was made to voluntary financial contributions from Member States on two occasions (AMM and EUBAM Rafah). In these exceptional situations, the HoM is responsible for the implementation of the budget, including for assuring transparency and accountability, vis-à-vis the contributing Member States. The general rules and procedures applicable to the budget of the Communities and the control of the Commission only concern the management of the CFSP budget.

c) Procurement

Procurement aims at acquiring the equipment, infrastructures and services that are necessary for each CCMO. Procurement is made up of a series of tools: tenders, transfers of equipment from other operations, support from other actors, etc.

The current mechanism to finance CCMOs is based on the concept of *ad hoc* procurement: each time a new mission is envisaged (or additional equipment or services are required for an ongoing mission) it is necessary to start procurement procedures from the beginning. Such procedures call for approval by the Commission at two separate stages: before the tender file is sent to tender applicants and before the contract(s) resulting from tender procedures are awarded.

Negotiated procedures

In consideration of the specificity of CCMOs, Implementing Rules to the Financial Regulation of the European Communities[1] enable the use of Negotiated Procedures, even with only one single tender, after the Commission has given its agreement. Operations carried out in crisis situations are explicitly considered to satisfy the test of extreme urgency, which is one of the cases where negotiated procedure with a single tender may be undertaken. This means that all CCMOs can benefit from the use of this procedure after prior agreement by the Commission[2].

Framework contracts

Following a tasking of the Council, the Council Secretariat and the Commission prepared a joint document aimed at facilitating the procurement procedures proposing the creation of a catalogue of framework contracts to speed up the procurement of CCMOs. Following the agreement on the joint information note dated 24 March 2006, the Council Secretariat and the Commission are at present working on the development of a catalogue of framework contracts for CCMOs which are based on the idea of anticipation: through the prior identification of contractors, equipment and services will be available in advance for operations following a specific request to the pre-selected contractors (defining time and quantity). This system, when appropriately managed, should make a significant contribution to rapid and effective deployment through allowing for more flexibility, accelerating the delivery of goods and services to the mission and reducing the risk of abuse.

[1] Article 242 and Article 244, paragraph 1 point (a) in connection with paragraph 2 and article 168 paragraph 2 of the Commission Regulation 1261/2005 20 of July 2005 modifying regulation 2342/2002 of 23 December 2002

[2] The notion of the crisis situation is, as a rule, included as a recital in each Joint Action establishing a CCMO and is subsequently transposed to the Commission's financing decision. The crisis notion was not included in the Joint Action for EUPM, which means that this mission has, more than other CCMOs, had to resort to the use of normal procurement procedures as specified by the EC Financial Regulation.

Transfers of equipment

Mission assets bought using CFSP budget should primarily serve the objectives of CFSP/ESDP, mainly in the form of support to other existing missions or to future missions under Title V of the Treaty where this will contribute to the overall effectiveness and efficiency of the operations in question (in line with the concept paper on procedure for the termination, extension and refocusing of an EU civilian crisis management operation[1]). In addition and particularly in cases where the sustainability of the objectives of a mission may be jeopardised in the short-term, equipment could also be handed over to the beneficiary country or to non-profit organisations therein.

The Council Secretariat and the Commission identify possibilities for equipment transfer and advise missions on related matters. Under guidance from the Council Secretariat and after consultations with relevant Council bodies, as appropriate, possible decisions on the transfer of equipment are taken at the end of each CCMO, and the transfer is subsequently organised through a tri-partite agreement (HoM of the closing mission, recipient, Commission) allowing for a quick and orderly transfer of goods from the mission to a third-party beneficiary.

d) Human Resources

Human Resources deal with the recruitment and management of personnel. Due to its nature, ESDP requires experts in several technical fields that are provided by Member States and EU institutions or are contracted[2].

Different types of specialised staff working in support of ESDP operations are:

Seconded National Experts

Specialised staff seconded by Member States to the European institutions to work on specific technical fields of mission support in Brussels. They are paid by their respective governments, although they get some additional allowances on the budget of the EU institutions.

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1 Doc. 5136/06

2 In this context, reference is made to the importance of ensuring appropriate training for personnel working in ESDP.

Seconded Personnel to CCMOs

Specialized staff provided by Member States, or seconded by EU institutions and put at the disposal of HoMs make the bulk of manpower working in ESDP operations. They are paid by their respective governments/institutions, although they may receive some additional allowances (e.g. per diems) on the budget of the mission.

Contracted Personnel to CCMOs

- Local Contracted staff: non-specialized staff (for example drivers, translators etc), making the bulk of the assistant-level manpower working for ESDP operations. They are paid from the budget of the mission.
- International Contracted Staff: very specialized staff, complementary to the Seconded staff, working in ESDP operations. They are paid from the budget of the mission.

e) Legal and Financial Control

As a part of the mechanism designed to implement budgets granted to CFSP-financed operations, the Commission maintains the legal and financial control over the implementation of the budget granted to Heads of Mission.

This type of control is exercised both ex-ante, by approvals of requests put forward by the HoM related to mission expenditure, and ex-post, by monitoring of expenditure incurred by the mission through verification of mission reports, on the spot control missions by Commission staff and external audits. One of the important tasks is the assessment of, and advice on, the control mechanisms established by the Head of Mission for the sound financial management of Community funds.

f) Security

Crisis management operations are - by their very nature - never risk free and may take place in hostile or even highly hazardous environments[1]. The security of EU and local mission personnel and mission activity must therefore be a consideration of paramount importance. This was recognized by the Council in adopting the "Policy of the EU on the security of personnel deployed outside the EU in an operational capacity under Title V of the Treaty on European Union"[2].

The security considerations include in particular:

- early identification of organisational, procedural and physical minimum security operating standards and security needs arising from a particular environment based on the risk factor it has been assigned by the EU Joint SITCEN, including the possible need for the mission to organise the protection - which may include the use of commensurate and appropriate force - of its personnel, to be detailed in relevant planning documents;
- hostile environment and other security training, appropriate to the environment deployed in;
- impact of the security environment on other elements of Mission Support, in particular logistics and procurement;
- adequate provision for all organisational, procedural and physical security costs in the mission budget in accordance with the above policy and its supporting procedures and guidelines.

II. B) ESDP Mission Support in Brussels

The strategic level of mission support includes the definition of the general frame of the budgetary aspects of ESDP civilian operations, including indications of budgetary needs to be fed into the overall budgetary exercise of estimates of the needed level of the annual CFSP budget, strategic tools related to a timely recruiting of staff, providing comprehensive procurement mechanisms, developing general concepts and foreseeing the improvement of these instruments[3].

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1 See doc. 11422/06 on Risk ratings for EU risk assessments for field deployments outside the Union.
2 See doc. 9490/06
3 In this context, reference is also made to the "Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions - Reinforcing EU disaster and Crisis Response in third countries", dated 20 April 2005.

The Council Secretariat and the Commission work in assisting the missions to implement their mandate. The Council Secretariat, as appropriate jointly with the Commission, helps improve mission support related aspects of CCMOs by developing the necessary conceptual papers (standardisation of per diems, rapid disbursement of funds at the earliest stages of missions, procurement and framework contracts, termination of missions and re-deployment of assets, CRTs, standardisation of the use of Technical Fact Finding Missions (FFM) etc).

Following the establishment of the CFSP budget by the budgetary authority, its implementation falls under the responsibility of the Commission. Based on an initial draft budget prepared by the Council Secretariat and the Commission and in parallel with the preparation of the Joint Action, the Commission prepares the legislative Financial Statement for each CCMO, specifying the budgetary needs for the operations. The Council Secretariat shares its assessments with the Commission on the current budget spending and on strategic management of the available resources.

On procurement, following an agreement on the improvement of procurement procedures[1], the Council Secretariat and the Commission have started developing framework contracts which will speed up the acquisition of goods and services to the mission. Their aim is the development of a catalogue of pre-contracted services and equipment. As regards the management of missions assets, the Council Secretariat will start working on the creation of a living database of inventories and their availability for supporting missions.

On General Support Services, the Council Secretariat and the Commission contribute to the identification of standard material needs and to the development of standard technical solutions for handling the usual needs in CCMOs.

On human resources, the Council Secretariat works on developing tools aiming at ensuring that the required mission staff will be made available within the necessary timeframe, contributes to the definition of standard staff regulations and service models for missions and on mission personnel management. Work relations between HoM and his/her international and local staff are defined in the Commission's Communication on the Rules on CFSP Special Advisers and their staff (C(2004)2984 of 6 August 2004).

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[1] See the Joint information note from the Commission and the General Secretariat of the Council dated 24 March 2006 on "Simplification of procedures for EU crisis management".

Legal and financial control structures and functions lay within the Commission. Controls can address both the regularity of actions (financial principles, legality) and their appropriateness from the point of view of costs and efficiency.

II. C)Tasks corresponding to the different phases of the cycle of a mission

Mission Support activities are essential for the existence of the mission and should cover the entire "mission cycle", which is composed of the following phases:

- planning,
- implementation,
- closing down.

Planning phase

In the planning phase, Mission Support objective is to accurately identify all human, material (equipment, services, premises) and financial resources required for the envisaged operation including necessary security requirements to be in compliance with Minimum Security Operating Standards and in particular requirement needs that may result from a SITCEN analysis and/or the Security Office's security analysis. At early stages of planning, a proper risk analysis should be carried out and the corresponding mitigation plans have to be foreseen. Following an identification of needs, Mission Support should propose technical solutions to cover them, to provide a structured budget accurately expressing the cost of the proposed solutions and to schedule the required implementing actions (financial, human resources and procurement).

In order to implement these tasks, the Council Secretariat, with input from the Commission, identifies needs based on the type of operation and proposes the required means to cover those needs (type of communications, profile of transport fleet, etc), including initial estimations of costs, lists of goods and services needed, technical specifications and required technical staff to run these means. In order to proceed to a more precise assessment, a technical Fact Finding Mission is deployed in the crisis area. The Commission is associated in the FFM. Presidency and other Member States experts should be included, as appropriate.[1]

Based on the gathered information, the Council Secretariat proposes a Plan of Necessities for the upcoming CCMO providing the above-mentioned estimations for the financial, human and material needs indicating technical solution and assessing their possible costs.

Upon this information, the Commission and the Council Secretariat prepare an initial draft budget that serves as a basis for the Financial Statement to be presented by the Commission. The Council Secretariat will prepare the Joint Action. Following the approval of the budget, the Commission contracts the HoM[2]. Upon signature of the contract and a request from the HoM, the Commission will disburse an advance payment to the project bank account already opened by the HoM. The Council Secretariat supports the HoM in dealing with the technical details and with the accomplishment of the initial financial formalities.

Based on the findings of the FFM, the Council Secretariat will also start preparing a draft schedule of implementing actions (in particular dealing with procurement and staff recruitment) that will enable an orderly deployment. Council Secretariat experts will identify mission vacant positions, prepare call for contributions and job profiles, arrange the advertisements and management of applications, assist during the selection process and provide information on the conditions of services. The Council Secretariat will also take care to arrange induction courses for the selected personnel.

The scheme of the control mechanism applicable to each mission reflects the above-mentioned principle of entrustment of budgetary tasks to the HoM and the control under the responsibility of the Commission.

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1 See Guidelines on Fact-finding missions, doc. 15461/02

2 See Communication C(2004)2984 of 6 August 2004.

Implementation phase

In the implementation phase, the overall responsibility for mission support in each mission lies with the HoM[1]**.** The essential responsibility of the HoM with regard to the security of his/her mission staff and his/her mission, and the requirement to coordinate with the Security Office, are laid down in each Joint Action and in the Policy of the European Union on the security of personnel deployed outside the EU in an operational capacity under Title V of the Treaty on European Union and its supporting procedures and guidelines. The operational level of Mission Support during the implementation phase aims at providing support and advise to the chain of command and to the mission, including on the use of operational tools (framework contracts, recruitment of staff, etc).

The Council Secretariat plays an active role in advising the HoM, based on the information provided by the mission through a standardized Reporting System to the chain of command. This advisory role is very evident on mission support issues where the Council Secretariat assists the mission in dealing with routine and non-routine problems (inter alia transfer of equipment or expert support between missions).

The Council Secretariat also assists in co-ordinating and in advising the HoM on budgetary implementation both regarding regular CFSP funding and in the case of non-CFSP contributions (donor funds, financial contribution from Member States).

Based on its role in relation to ESDP operations considered as a whole, the Council Secretariat elaborates on the possible use of assets from some ESDP missions in support of other missions and provides appropriate guidance to HoMs regarding their proposals to the Commission, which has the legal competence to agree these proposals. Appropriate provisions on the exchange of assets should be included in the legal basis of the missions concerned.

The mission support section in the Council Secretariat also informs and advises the chain of command on the status of missions regarding the means they have at their disposal for the implementation of their tasks, (financial, human and material resources) and transmits back to missions the inputs received from the chain of command.

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[1] See footnote 2 on p. 5

The Commission is responsible for the function of legal and financial control and supervision at an operational level . In addition to the regular monitoring of expenditure through mechanisms outlined elsewhere in this paper, the Commission advises and supports the missions on all aspects of daily resource management such as procurement, preparation of tenders, contracts for employment of staff, and on the establishment and application of control systems for the sound management of Community funds.

In some cases, exploring synergies and field-level cooperation with other international actors such as the UN and the OSCE can make an important contribution to mission support, in particular during the early stages of the mission and especially with regard to security.

Closing Phase

An ordered management of the exit process of a mission is of a paramount importance. Following the Council decision on the closure of the mission, a termination plan is prepared by the HoM, in co-ordination with the Council Secretariat and the Commission. This plan is divided to the operational and support sub-plans[1]**.** The real aim of these plans is the cancellation of all contractual arrangements related to the life of the mission, such as the restitution of premises; the control of the status of the equipment, the cessation of relations with services-providers; and the dismissal of staff (including local staff) according to appropriate rules and procedures.

The following step is the implementation of the termination plan. Subsequent reductions of both staff and means have to follow closely the decrease of operational activities.

Regarding the specific issue of equipment, inventory checks and classification of items (fully useful, susceptible to repair etc) take place, and are followed by the disposal of items (through shipment for re-deployment, donation, destruction, etc. as appropriate, basically under the responsibility of the experts in procurement, with the possible support of the mission's legal adviser).

[1] See Concept paper on procedure for the termination, extension and refocusing of an EU civilian crisis management operation, doc. 5136/06

A decision on the storage of archives and files is adopted.

The whole liquidation process takes place under the responsibility of the Head of Mission, with the assistance of Council Secretariat and the Commission (e.g. exit plans are elaborated by the relevant experts of each mission and are submitted to the Council Secretariat for advise). The emphasis on the security of mission personnel and mission activity must remain a primary consideration throughout this phase. The Council Secretariat aims to make sure that procedures and concepts for closing down (and refocus, downsize, etc) are properly implemented, providing appropriate guidance to the HoM regarding his/her proposal to the Commission on the closure of the mission, including the final destination of mission assets. The Council Secretariat will also facilitate appropriate co-ordination between ESDP operations regarding the transfer of equipment and support between missions. The Commission has an important role in this phase, since the HoM has to report in detail on the proper use of the financial resources including all assets made available to the mission by the Community budget.

Before the real closure of any activity on the ground, the HoM presents a final report and a financial statement to the Commission for approval. An audit (previously contracted by the mission) is performed by external auditors, the bank accounts are cancelled and any remaining funds are returned to the Commission.

An additional specific financial report on these last actions is delivered to the Commission.
This post-operational phase can cover a period of three to six months, depending on the size and duration of the mission.

Council bodies, in particular the Political and Security Committee and the Committee for Civilian Aspects of Crisis Management, contribute to the planning, implementation and closing phases as detailed in the Crisis Management Procedures[1].

[1] Doc. 11127/03

II. D) Day to Day Management

The day-to-day Mission Support in the field consists mainly of procuring and managing the means granted to missions, their renewal (rotations of seconded staff; identification of new needs and the procurement of the required equipment, services and premises; the renewal of contracts with providers, etc), the regular presentation of financial reports for the purposes of the control performed by the Commission, and the co-ordination of all these activities. To ensure that the duty of care of the EU with regard to the security of its missions is fulfilled, as stipulated in the EU Policy on the security of personnel deployed outside the EU in an operational capacity under Title V of the Treaty on European Union[1], the security of the mission personnel and mission activity will be reviewed and inspected for compliance by the Security Office at regular intervals or as often as mandated by the SG/HR or the Deputy Secretary-General or as indicated by the security situation.

As regards the legal and financial control, the Commission assesses the appropriateness of the management done by the mission based on the rules applicable, i.e., those for procurement, labour and in general those contained in the Financial Regulation and other implementing rules (what can be called "Control of Regularity"). In addition, the Commission also assesses the appropriateness of the specific technical options (type and number of intended vehicles, ratios member of the mission/ computers etc) intended by the mission to cover the identified needs. i.e., the Commission assesses if they are appropriate from a cost/effectiveness point of view.

In the mission organisation chart the HoM will foresee the presence of a mission support branch, usually referred to as Mission Administration.

The aim of the Mission Administration is to maintain and develop coherent administrative tasks and competences, with appropriate allocation of resources and information, in order to maximise the effectiveness of the operational activities for a CCM operation.

[1] Doc. 9490/06

Mission administration branch

The Mission Administration branch deals with all activities and services developed by departments, units or offices that have the obligation to respond to the operational, legal or administrative needs and commitments of the CCMO. The Mission Administration develops internal guidance and handbooks on administrative support matters, and in coordination with relevant units, handles operational matters. Regarding reporting, the Mission Administration produces the related administrative mission reports (weekly, monthly, semester, etc.).

The Mission Administration branch is composed of either contracted or seconded staff or, in most cases, combination of the two. The percentage of contracted personnel in Mission Administration is usually higher than in any other branch within ESDP missions. In principle, the standard fields of expertise within this branch of "Administration" are the following:

- Chief of Administration, responsible for the command and coordination of the branch and the support and advice to the chain of command, as well as for developing inter-unit plans and coordination, setting goals and deadlines and defining procedures and responsibilities.
- Expert in Finance, responsible for budgets, cash and banks, accountancy, reports,etc.
- Expert in Logistics, responsible for all offices and premises, supplies, transports and inventories.
- Expert in Communications (radio, telephones, etc).
- Expert in Human Resources, responsible for the management of seconded as well as local and international contracted staff, including performance appraisal.
- Expert in Information Technologies, responsible for computers, nets, etc.
- Expert in Procurement, responsible for tenders, action related to re-deployment of equipment from and to other missions, agreements with other institutions, etc.
- Expert in Medicare/medevac, responsible for the organisation of the response to any health related issues, i.a., prevention, illnesses, injuries, evacuations etc.

In all ESDP missions, the Mission Security Officer and his/her staff will report directly to the HoM and will have a functional reporting line to the Security Office in order to assist him/her in his/her responsibilities as defined in the Policy of the EU on the security of personnel deployed outside the EU in an operational capacity under Title V of the Treaty on European Union[1] and its supporting procedures and guidelines.

Sufficient desk-officer level staffing of the Mission Administration branch is necessary for effective day-by-day mission support. Depending on the size of a mission, the scheme outlined above can be modified, i.e. reinforced with more experts for large missions and assigning two or more areas of responsibility to one expert in small missions. Assistants (usually local staff) may support the experts.

The Mission Administration branch is the natural counterpart of the Mission Support section in Council Secretariat and of the Commission. The responsibility for the implementation of the administrative tasks of CCMOs lies within the missions themselves but the Commission and the Council Secretariat provide advice at any level in administration-related matters.

III WAY AHEAD

The final objective of mission support is to ease and simplify the planning, launching, implementation and closing of operations.

In order to arrive at a robust mission support concept setting out a vision for Mission Support in the field and at Brussels level, within the current framework and taking into account the efforts already underway, detailed in the Joint information note on Simplification of procedures for EU crisis management[2], further work, with all relevant actors, needs to be undertaken in the following areas:

- Technical work to further identify problems and bottle-necks and propose appropriate solutions.
- Training of relevant mission personnel and other appropriate measures to ensure awareness and the correct application of existing and future policies and procedures.

[1] Doc. 9490/06
[2] 24 March 2006

- Continuation of efforts to address procurement delays, in particular through further development and application of framework contracts.
- Further exploration of possibilities to modify procedures for the financing of missions from the CFSP budget, notably through the use of the preparatory measures budget line.
- Further identification and addressing of needs for other improvements such as the development of specific standard operational tools for mission support management (accountancy and inventory software, logistics software, software providing real time information to the mission chain of command, standard curriculum for training in mission support).
- Mission support and rapid deployment of particular police elements, especially in situations where immediate deployment is needed.
- Development of a CHG 2008 list of required mission support capabilities to establish appropriate quantitative figures of mission support personnel for ESDP missions, identify shortfalls, envisage possible solutions and make a first rough outline of costs involved in contracting the required personnel.
- An appropriate comparison with the current well developed structures and procedures of international organisations active in crisis management (such as the UN and the OSCE) to help in developing procedures and defining the needed human resources at headquarters level.
- Drawing inter alia on the different types of specialised staff outlined above, ensuring adequate civilian mission support expertise both in the field and in the Council Secretariat and the Commission at headquarters level.
- Exploring how to build synergies between civilian and military mission support, including best practice exchange.
- Examining possible synergies between missions in theatre, including the possibility of sharing of assets and services, as appropriate, between missions.

Committee for Civilian Aspects of Crisis Management and the Foreign Relations Counsellors Working Party will regularly review the implementation of this document and give guidance to the work of the Council Secretariat and the Commission.