

EUROPEAN GENDARMERIE FORCE



THE EUROGENDFOR STRATEGY

A stronger EUROGENDFOR for a safer world

2025-2029



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FOREWORD

The publication of the European Gendarmerie Force (EUROGENDFOR) Strategy for the five-year period 2025-2029 marks an important milestone in the ongoing evolution of this international organisation. Over two decades have passed since the approval of the Noordwijk Declaration of Intent, the foundational document that established the principles guiding EUROGENDFOR. As we move into this new strategic period, it is essential that we reflect on both our progress and the shifting security landscape in which we operate.

Since the approval of EUROGENDFOR's first comprehensive strategy, for the period 2018-2022, and under the auspicious of the last Spanish Presidency of the of the EUROGENDFOR High-Level Interministerial Committee (CIMIN), the European Union (EU) and the broader international community have faced significant and evolving security challenges.

Although this initial strategy, extended into subsequent years, has served us well, the complexities of today's global environment demand that we reassess our mission, recalibrate our priorities, and adopt new approaches. The new EUROGENDFOR Strategy for 2025-2029 is, therefore, a necessary and timely response to these changing conditions. This document outlines a vision for EUROGENDFOR's role in a World that has become even more interconnected and interdependent, yet increasingly unstable.

The need for a new strategy was not conceived in isolation, but it is the culmination of extensive deliberation and collaboration. Spain played, under the leadership of the Guardia Civil holding the 2024 CIMIN Presidency, a pivotal role in bringing this strategic vision to fruition. One of the Spanish Presidency's priorities was to finalise the work begun under the Romanian and continued by the Italian Presidency, to ensure that the current strategy would address the needs of the future. The successful delivery of this strategy stands as a testament to the collective effort of all EUROGENDFOR Member States and their shared commitment to maintaining and enhancing the security of the European Union and its partners.

ADAPTING TO EMERGING THREATS

Twenty years after the signing of the Noordwijk Declaration, the EU and EUROGENDFOR are facing more diverse and complex security challenges than ever before. The illegal invasion of Ukraine by Russia has been a stark reminder of the volatility that can emerge within our continent and its periphery. This aggressive action has not only undermined the sovereignty and territorial integrity of a European nation but has also reverberated across the region, with profound consequences for political stability, economic security, and human rights.

Beyond Europe's borders, the EU has also been deeply affected by crises in other regions. The persistent and increasing flow of migrants from areas facing protracted conflict, political instability, or extreme resource scarcity has brought into sharp focus the direct impact of instability on EU member states. This is evident in the growing numbers of refugees and displaced persons arriving from Africa, the Middle East, and beyond. The situation in

Mali, Niger, and other fragile states further illustrate how crises in third countries have a significant influence on European security. The EU is not insulated from these global trends; rather, it is inextricably linked to them.

These security challenges are not limited to the movement of people. They include illicit trafficking of arms, drugs, and other contraband, often facilitated by transnational criminal networks that exploit the porous borders and fragile institutions of conflict-affected regions. As these networks expand, so too does the threat to European societies. The rise of cyber threats, the proliferation of disinformation campaigns, and the worsening environmental crisis all add layers of complexity to the global security environment. These cross-cutting issues are no longer peripheral concerns but have become central to the security agendas of the EU and EUROGENDFOR.

EUROGENDFOR'S EVOLVING ROLE

In this context, the role of EUROGENDFOR remains as critical as ever. This organisation was created with the vision of providing the EU Member States with an effective tool capable of deploying rapidly to crisis areas. The purpose was, and remains, to mitigate the effects of instability before they reach European shores, and to do so in a way that upholds the values that the EU holds dear: respect for fundamental human rights, the rule of law, and civil liberties. These principles, enshrined in the foundation of the EU, are at the core of EUROGENDFOR's mission and continue to guide every aspect of its daily activities.

The dual nature of gendarmerie forces—state police forces with military status—offers a unique capability in responding to international crises. Gendarmerie forces can operate effectively within both, civilian and military chains of command, making them adaptable to the full spectrum of missions, from stabilisation operations to law enforcement activities in post-conflict environments. This versatility is especially important as the distinction between civilian and military roles becomes increasingly blurred in modern conflict zones. Robust yet flexible, gendarmerie units are ideally suited to operate in the complex and fluid environments that define today's international security landscape.

The new EUROGENDFOR Strategy for 2025-2029 recognises these strengths and builds upon them. It incorporates lessons learned from previous missions and aligns closely with the broader strategic priorities of the EU, notably those articulated in the EU's 'Strategic Compass.' This alignment ensures that EUROGENDFOR remains a key contributor to the EU's overarching security framework, and that we continue to operate in synergy with other EU institutions, member states, and international partners.

RESILIENCE AND FLEXIBILITY IN THE FACE OF UNCERTAINTY

The new EUROGENDFOR Strategy is fully aligned with the EU common strategic vision agreed on the Strategic Compass, focusing in three main areas: willingness to act, resilience and flexibility. The world is changing at an unprecedented pace, and so too are the threats to our collective security. EUROGENDFOR must remain agile and responsive, capable of adapting quickly to new and emerging risks. This strategy emphasises the need for specialised teams that are tailored to the specific requirements of each international mission or operation. Whether addressing the challenges of migration, responding to environmental disasters, or countering cyber-attacks, EUROGENDFOR's ability to deploy targeted, mission-specific units will be critical to its success.

Resilience, both organisational and operational, is equally essential. The security challenges of today and tomorrow are not easily solvable through short-term interventions. Long-term engagement, underpinned by a sustained commitment to capacity building, institutional development, and support for the rule of law, is necessary to address the root causes of instability. EUROGENDFOR's new strategy reflects this understanding,

placing greater emphasis on building resilience within partner countries and regions. By helping to strengthen local law enforcement institutions and supporting civil society, EUROGENDFOR aims to contribute to lasting peace and stability.

INTEGRATING CROSS-CUTTING ISSUES

In addition to traditional security concerns, the EUROGENDFOR Strategy 2025-2029 addresses several cross-cutting issues that are increasingly relevant in the contemporary security environment. The integration of environmental protection into our operational planning acknowledges the growing impact of climate change on global security, particularly in regions already vulnerable to conflict. Cybersecurity and the threat of disinformation campaigns are also key areas of focus, as digital technologies become central to both the functioning of states and the operations of hostile actors.

Furthermore, this strategy reaffirms the EUROGENDFOR commitment to the gender mainstreaming, ensuring that gender considerations are incorporated into all aspects of our work. Gender equality is not only a fundamental right but also a critical factor in building resilient and inclusive societies. By mainstreaming gender in EUROGENDFOR operations and deployments, we aim to contribute to the empowerment of women in conflict-affected areas, supporting their participation in peacebuilding and security processes.

CONCLUSION

The EUROGENDFOR Strategy for 2025-2029 represents a forward-looking vision for this international organisation. It reflects the challenges the international community faces today and the challenges we will face in the upcoming years. Even more, it is a testament to our shared commitment to protecting and promoting the security, values, and interests of the European Union and its citizens.

The new EUROGENDFOR Strategy starts with the acknowledge that the EU faces security problems that transcend its borders. The work of EUROGENDFOR is, and will continue to be, crucial in addressing these challenges at their source. With the principles of resilience, flexibility, and respect for human rights at our core, EUROGENDFOR looks to the future with confidence, prepared to meet the challenges ahead and to build a safer, more stable European Union for all.



Mercedes González Fernández
General Director of the Spanish Guardia Civil

Spanish CIMIN Presidency 2024

1. INTRODUCTION

By signing in Noordwijk (The Netherlands) the Declaration of Intent on 17 September 2004, five Countries (France, Italy, Portugal, Spain and The Netherlands) expressed their willingness to set up a European Gendarmerie Force (EUROGENDFOR) devoted to managing international crises. The EUROGENDFOR Treaty was adopted in Velsen (The Netherlands) on 18 October 2007 with the same intention. With the admission of Romania (2008) and Poland (2013), the Force consists of seven Members, one Partner, Lithuania (2009), and two Observers, Türkiye (2009) and the Republic of Moldova (2023).

Over the years EUROGENDFOR has significantly progressed by developing its own doctrinal corpus and by carrying out complex exercises that led to the achievement of Full Operational Capability (FOC) in 2006. In addition to this, EUROGENDFOR has proven its contribution to both military and civilian missions and operations, under the umbrella of different International Organisations (IOs), thus increasing its international recognition.

In 2017, an analysis was conducted on whether EUROGENDFOR had met the expectations that existed when it was created, what could be expected from it in the future, and whether it was in a position to achieve the goals established. Such analysis led to the approval of the 2018-2022 EUROGENDFOR Strategy, establishing strategic criteria to prioritise and optimise future commitments and to reach EUROGENDFOR's full potential in participating in missions and operations, thus benefiting global peace and security.

The Strategy is an essential tool to present EUROGENDFOR's vision and enhance its communication towards IOs and other relevant stakeholders, boosting the alignment of efforts among its Member States, improving efficiency and facilitating the decision-making process when faced with new engagement opportunities. It will also serve as strategic guidance for future High Level Interdepartmental Committee (CIMIN) Presidencies and EUROGENDFOR Commanders.

As agreed upon by the Members States, the EUROGENDFOR Strategy aims at defining the way ahead by stating the Strategic Objectives and the Strategic Lines which will allow EUROGENDFOR to guide its response to new security challenges, to be reviewed by the Member States every 5 years or when formally requested by the CIMIN.

2. ABOUT EUROGENDFOR

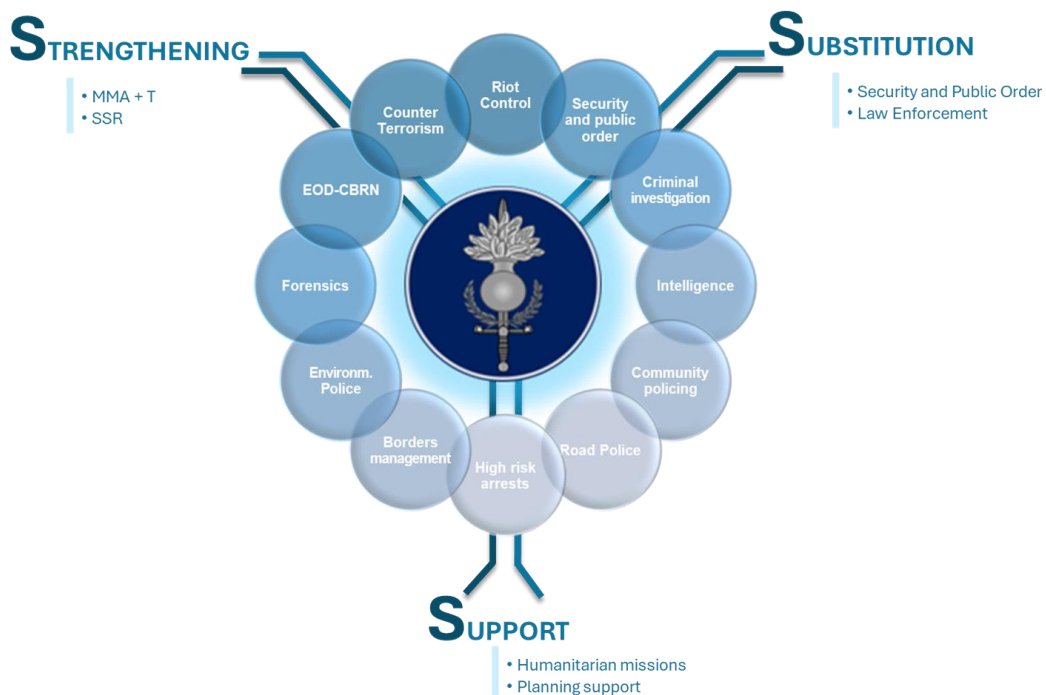
EUROGENDFOR, as a multinational police force with military status, is able to accomplish the full spectrum of police functions for crisis management. It is a flexible force due to its modular organisation and its ability to operate under military or civilian command, allowing proper cooperation, coordination and information sharing among both the armed forces and civilian assets.

EUROGENDFOR delivers robust, flexible, self-sustained and high-performance assets, with rapid-deployment and advanced planning capabilities through its Permanent Headquarters (PHQ), taking advantage of the interoperability and unique expertise of gendarmeries for crisis management operations, performing the full spectrum of police tasks, in line with the stability policing concepts.

The bridging capabilities of EUROGENDFOR enable the fulfilment of security, safety and defence missions, while improving coherence among civilian and military assets, during all stages of a crisis management mission or operation.

With a view to the definition of the required capabilities, the following generic scenarios, in which EUROGENDFOR can be requested to intervene, have been identified:

- Substitution – Restore security and public order, as well as perform any kind of law enforcement tasks such as criminal investigations, traffic regulation, community policing and intelligence;
- Strengthening – Monitoring, Mentoring, Advising and Training (MMA-T), as well as Security Sector Reform (SSR) tasks;
- Others – Humanitarian missions and provision of planning capacities.



STRUCTURE

EUROGENDFOR is organised on three levels:

- **Strategic** - represented by the CIMIN where each Member State is represented. The CIMIN gathers representatives of the appropriated ministries of each Party, as well as the General Commanders and Directors of the Forces, to exercise political control and strategic direction of EUROGENDFOR, by taking decisions and endorsing guidelines, which must be unanimously adopted.

The CIMIN is supported by a Working Group (WG) that prepares the meetings, under the coordination of the CIMIN Presidencies, and by a Financial Board (FB).

- **Operational** - comprising the modular and deployable EUROGENDFOR PHQ, led by the EUROGENDFOR Commander. The PHQ is the sole permanent body of the organisation, functioning as Joint Staff, composed of a structured group of gendarmes, selected and deployed from the Member States, which includes rotating key positions and flagged non-key positions.
- **Tactical** - composed of robust units, specialised teams and police experts, constituted and organized in a modular and projectable format, in accordance with the needs and specific requirements of each mission or operation, gathered from the resources made available by the Member States.



MISSION

EUROGENDFOR aims to strengthen international crisis management capacities and contribute to global peace and security by making available operational units, teams, or individuals to be engaged or to be placed at the disposal of the EU and also NATO, UN, OSCE and other IOs or ad hoc coalitions, in order to perform all police functions within the scope of crisis management.

VISION

EUROGENDFOR aims at being an operational, pre-organised, robust, modular and rapidly deployable instrument, consisting exclusively of police forces with military status of the Parties, to ensure all police functions in a crisis scenario, through substitution or strengthening, during all phases of a crisis management operation, under the aegis of IOs.

As such, the vision for EUROGENDFOR is: **“To be internationally recognised as a reliable Force for its unique support in the pursuit of global peace and security.”**

VALUES

The following core values can be highlighted:

INTTEGRITY: we are committed to the highest standards of honesty, honour, ethical conduct, and dignity in all situations.

TEAMWORK: we achieve more when we cooperate.

RESPECT: we acknowledge and recognise the value, worth, rights and freedoms of the people.

UNITY: we are stronger when we stand united.

SERVICE: we always serve selflessly.

TRUSTWORTHINESS: we build trust through responsible actions and honest partnerships.

3. STRATEGIC FRAMEWORK

The EU Global Strategy (EUGS) sets the EU level of ambition in the security and defence domain, based on the three strategic priorities of: i) responding to external conflicts and crises; ii) developing the capabilities of partners, and; iii) protecting the Union and its citizens.

From this level of ambition, the EU shall be effective in executing a set of CSDP missions and operations, both military and/or civilian. Recent geopolitical shifts and the subsequent deterioration of the security situation in Europe's Eastern neighbourhood, the Western Balkans, the Sahel region and the Middle East have raised expectations about the European Union's contribution to crisis prevention, stabilisation, and peacebuilding.

More than ever, at a time when we witness the return of war in Europe, caused by Russia's full-scale unlawful invasion of Ukraine, the EU faces a wide range of challenges and threats, especially for countries located in the Black Sea region.

The EU adopted the Strategic Compass for Security and Defence in 2022, as an ambitious plan of action for strengthening the EU's security and defence policy by 2030, and updated the Civilian CSDP Compact one year later. In line with this new framework EUROGENDFOR continuously enhances its capability to support the EU's crisis management missions and operations, especially in complex and high-risk scenarios.

Flexible mission mandates and an effective multi-layered approach are necessary to better respond to the current conflict environment. Stakeholders widely recognise that a quick reaction required to achieve the desired end-state in the regions affected by a crisis. Having in mind the integrated, modular, scalable and multi-layered approach, there is a growing demand for robust, rapidly deployable and self-sustainable assets, along with more effective mandates and better coordination among military, police and civilian instruments.

Considering that boundaries between internal and external security tend to disappear, while the need for merging civilian, military and police capabilities is growing, Gendarmerie-type forces combine the perfect set of skills for crisis management and are excellent instruments for boosting resilience across different areas from the perspective of all policing capabilities.

Still, there is a gap to be covered regarding tangible, clear and effective arrangements among EUROGENDFOR Member States and the EU, as well as NATO, UN, OSCE and other IOs, or ad-hoc coalitions, in order to facilitate the engagement and rapid deployment of such high-performance assets, primarily through robust units and specialised teams.

A more comprehensive assessment of the main external and internal factors and their implications for EUROGENDFOR has been conducted, resulting in a SWOT analysis.

EUROGENDFOR activities will be focused on the following geographical areas:

- The EU's Eastern Neighbourhood.
- The Mediterranean area.
- The Western Balkans.
- Africa (notably the Sahel region and the Gulf of Guinea).
- The Middle East.
- Latin America and the Caribbean.

4. STRATEGIC OBJECTIVES

According to the aforementioned SWOT analysis, the following Strategic Objectives (SO) have been set:

- SO 1** | Improve EUROGENDFOR capabilities and interoperability to enhance its role as key stability policing instrument for crisis management.
- SO 2** | Strengthen commitments, readiness, autonomy and streamline the decision-making process.
- SO 3** | Foster synergies and partnerships with key stakeholders.
- SO 4** | Raise awareness about EUROGENDFOR and boost its visibility.



SO 1**Improve EUROGENDFOR capabilities and interoperability to enhance its role as key stability policing instrument for crisis management.**

- Line 1.1** EUROGENDFOR will remain firmly committed to the respect and promotion of human rights in all its actions.
- Line 1.2** EUROGENDFOR shall develop operational guidelines for human rights and gender mainstreaming throughout the planning and conduction of missions, taking into account all international instruments comprising the UN Women, Peace and Security Agenda (UNSC Resolution 1325) and other relevant documents, including EU's Gender Action Plan III.
- Line 1.3** EUROGENDFOR will mainstream efforts to address security-related challenges linked to climate and environmental aspects in the internal work of the missions, in line with all relevant international provisions on the matter.
- Line 1.4** EUROGENDFOR should enhance the use of its robust units and specialised teams with rapidly deployable capabilities in areas affected by crises, namely by striving to ensure the continuous readiness of a core capability.
- Line 1.5** EUROGENDFOR will seek to keep available the needed assets and capabilities for the rapid deployment of its forces, notably its core capability, preferably taking advantage of EU funding projects to create and maintain a strategic reserve of assets on stand-by mode.
- Line 1.6** EUROGENDFOR shall continuously foster interoperability and promote high common standards among its assets to ensure high-performance levels, notably through joint trainings and exercises.
- Line 1.7** EUROGENDFOR shall contribute to or manage projects within relevant frameworks contributing to global peace and security.
- Line 1.8** EUROGENDFOR shall further boost integrated planning capabilities, including cyber, intelligence and also to counter hybrid threats, while promoting the use of technological assets in missions.
- Line 1.9** EUROGENDFOR will seek continuous modernisation, notably by making use of innovations from MS.

SO 2**Strengthen commitments, readiness, autonomy and streamline the decision-making process**

- Line 2.1** EUROGENDFOR Members shall deploy an adequate number of personnel to participate in crisis management missions and operations.
- Line 2.2** EUROGENDFOR Members, Partners and Observers will continue to enhance the deployability of their contingents, in line with their commitments to ensure a rapid and flexible response.
- Line 2.3** EUROGENDFOR Forces shall seek to further involve the respective political entities in EUROGENDFOR's activities and establish the needed mechanisms to streamline the decision-making process.
- Line 2.4** EUROGENDFOR shall foster the digital transition, while promoting the use of technological assets for internal and external communication and decision-making.
- Line 2.5** EUROGENDFOR shall consolidate its financial architecture to manage externally-funded projects (notably EU funds).

SO 3**Foster synergies and partnerships with key stakeholders**

- Line 3.1** EUROGENDFOR will seek to enhance cooperation with the EU entities dealing with crisis management and security, primarily by strengthening the EU rapid response mechanisms integrated into the CSDP Compact.
- Line 3.2** In relations with the EEAS, seek to expand and deepen working links, aiming in the medium-term at making the PHQ a formally recognised partner and fully integrated capability in European crisis response structures.
- Line 3.3** EUROGENDFOR should seek to contribute to NATO efforts aimed at projecting stability, particularly through Stability Policing tools.
- Line 3.4** EUROGENDFOR should maintain its proactive approach towards the UN, focusing on providing Police Units and specialised police assets for UN missions, preferably as part of the UN "Vanguard Capability", as a strategic reserve of a joint military and police force, to reinforce or to rapidly establish new missions.
- Line 3.5** EUROGENDFOR should foster collaboration with the OSCE and explore possible ways of cooperation with other IOs and agencies, pursuing and contributing to multidimensional and interagency approach dealing with the complex security challenges, while contributing to the internal/external security nexus.

- Line 3.6** At the strategic level, the annual EUROGENDFOR Presidency will fully implement existing coordination tools with the EU and UN and should develop such tools with other relevant IOs, as determined by the CIMIN.
- Line 3.7** EUROGENDFOR shall explore the possibility of developing permanent links with key IOs such as the EU, NATO, UN and OSCE, notably through liaison officers, to anticipate integrated planning and boost coordination.
- Line 3.8** As a unique tool in the field of international crisis management, EUROGENDFOR should strengthen the use of the PHQ and its advanced and integrated police planning capacities, for the benefit of the relevant IOs and stakeholders in the field of crisis management.
- Line 3.9** EUROGENDFOR shall promote the accession of new Members, as well as the adhesion of Observers and Partners in compliance with the Treaty of Velsen.

SO 4

Raise awareness about EUROGENDFOR and boost its visibility

- Line 4.1** The EUROGENDFOR Member States, the annual CIMIN Presidency and the PHQ will continuously improve EUROGENDFOR's visibility.
- Line 4.2** EUROGENDFOR shall develop awareness-raising activities at all levels, notably among political actors, IOs and within the forces themselves, highlighting EUROGENDFOR's successes.
- Line 4.3** EUROGENDFOR shall seek to regularly develop initiatives and increase its participation in relevant forums with experts to showcase its added value and experience in crisis management.

5. IMPLEMENTATION AND CONTROL

The Member States, the Forces and the EUROGENDFOR Structures, notably the CIMIN Presidency and the PHQ, are responsible for fulfilling the Strategic Objectives, according to the aforementioned Strategic Lines.

The different strategic initiatives, at all levels, must be reasoned in order to streamline and facilitate the strategic alignment process.

To this end, a Strategic Implementation Plan (SIP) should be developed.

Monitoring and evaluation shall be regularly carried out by the Forces and CIMIN Presidency, but mainly at the PHQ level, which is responsible for collecting and sharing data on the implementation of the EUROGENDFOR Strategic Objectives.



FRANCE
Gendarmerie Nationale



ITALY
Arma dei Carabinieri



POLAND
Żandarmeria Wojskowa



PORTUGAL
Guarda Nacional Republicana



ROMANIA
Jandarmeria Română



SPAIN
Guardia Civil



THE NETHERLANDS
Koninklijke Marechaussee



LITHUANIA
Public Security Service



MOLDOVA
Inspectoratul General de Carabinieri



TÜRKIYE
Jandarma



UKRAINE
National Guard



LEX PACIFERAT

