



HIGH REPRESENTATIVE  
OF THE UNION FOR  
FOREIGN AFFAIRS AND  
SECURITY POLICY

Brussels, 30.4.2019  
SWD(2019) 173 final

**JOINT STAFF WORKING DOCUMENT**

**Joint Action Plan  
Implementing the Civilian CSDP Compact**

# Joint Action Plan

## Implementing the Civilian CSDP Compact

### 1. Introduction

The Civilian CSDP Compact (doc. 14305/18, dated 19 November 2018) is a key strategic document with the objective to strengthen the civilian dimension of the Common Security and Defence Policy (CSDP). It provides strategic guidelines and contains a coherent set of 22 commitments undertaken by the Council and the Member States in three clusters, focused on developing a civilian CSDP that is more capable, more effective and responsive, as well as more joined up with other EU instruments and with partners. It will be important to ensure a full implementation across the three clusters, as the different issues are and should remain inter-connected.

Implementation will be taken forward by Member States nationally, through National Implementation Plans (NIPs), as well as at the EU-level through this Joint Action Plan (JAP) by the European External Action Service (EEAS) and Commission services in accordance with their respective responsibilities. In the implementation process, continued interaction between the national and EU-level is essential – as well as between the different Member States in view, for example, of sharing best practices.

Against this background, this JAP provides for each commitment a short analysis and proposes concrete actions to be undertaken by the EEAS and Commission services – with the aim to support the full implementation of the Compact by early summer 2023 at the latest.

This Joint Action Plan and the identified actions are without prejudice to the institutional responsibilities of the High Representative and the Commission in the field of the CFSP and CSDP under the Treaties and the tasks of the EEAS as set out in Council Decision 2010/427/EU of 26 July 2010 establishing the organisation and functioning of the European External Action Service, and do not affect the respective procedures and institutional powers for the exercise of EU competences under the CFSP and other domains of the EU's external action, in line with Article 40 TEU.

### 2. Identified actions

#### 2.1 A more capable civilian CSDP

*Commitment 1: “Provide an increased contribution to civilian CSDP – which can take the form of personnel, equipment, training, exercise support, financial contributions or otherwise – on an individual or joint basis and based on individual national implementation plans (NIP)”*

To ensure a more capable civilian CSDP, Member States have committed to provide an increased contribution, on an individual or joint basis. A consolidated indicative National Implementation Plan (NIP) template and checklist were circulated in March 2019 to support Member States in ensuring

that the agreed level of ambition can be met through improved national assets and mechanisms. Whilst providing an increased contribution is a commitment by Member States, the EEAS can provide support, including notably by enabling the sharing of best practices and presenting an analysis of overall progress. To this end, ahead of the Annual Conference foreseen in the CSDP Compact, the EEAS will share a questionnaire with the Member States in order to facilitate the understanding of national developments and possible issues.

#### **Key actions at EU level**

- The European External Action Service, in consultation with the Commission services and in coordination with the EU Member States, will develop and consolidate a draft indicative template and checklist for the NIP by early spring 2019.
- The European External Action Service will support EU Member States to monitor progress of increased secondment ratio through regular sharing of related statistics (number of candidates, selection results, etc.).

*Commitment 2: “Review national procedures such as decision-making, financing and legislation, where appropriate, in order to enhance availability and participation of national experts in civilian CSDP missions, for example by better integrating their participation in career paths”*

This commitment is essentially for each Member State to consider in light of their specific national procedures and frameworks, with the aim to enhance the availability of national experts in civilian CSDP missions. The indicative template for the NIPs, which has been shared with Member States, also includes a checklist of practical measures that could be considered in order to make improvements in this regard. Moreover, sharing best practices, while of course fully recognising that there is no ‘one size fits all’, is another way to improve national systems. The EEAS stands ready to provide technical advice, within limited resources, including as regards developing a system to ensure enhanced awareness of the professional opportunities provided by CSDP missions.

#### **Key actions at EU level**

- The European External Action Service will provide support to Member States as required, notably in the context of the Annual Review Conferences which will provide a platform to exchange best practices and to take stock of the review of national procedures.
- The European External Action Service will assist the Member States in developing a system of enhanced awareness of professional working opportunities provided by CSDP missions.
- The European External Action Service will provide support to Member States in sharing best practices on integrating CSDP experience in national career paths.

*Commitment 3: “Increase jointly the number of seconded experts in the missions, aiming to raise the total share of seconded experts to at least 70 percent of the international mission staff, prioritising seconded staff on operational positions, while continuing to promote the effectiveness of the missions”*

Without prejudice to their commitment in other policy areas, this commitment requires Member States to prioritise civilian CSDP by allocating relevant resources and improving national procedures, incentives, enhanced information to the professionals, career paths and training opportunities, etc., as envisaged under commitment 2. At the EU-level, the EEAS can develop and share a thorough analysis as regards what positions should be prioritised for seconded staff, as well as where seconded/contracted staff offers a possible alternative. In this context, also the possibilities for third State contributions should be taken into account, as envisaged under commitment 22.

#### **Key actions at EU level**

- The European External Action Service, in consultation with Commission services, will develop guidelines regarding the seconded/contracted posts ratios, in view of reaching the envisaged 70 % representation of seconded personnel across Missions.
- The European External Action Service will regularly present quantitative and qualitative human resources (HR) statistics on civilian CSDP missions to Member States, including as regards vacancies, nominations and selection.
- The Commission services, in consultation with the European External Action Service, will provide estimates of the financial impact of contracted staff vs seconded staff.
- The European External Action Service will further develop Human Resources (HR) software and other tools to standardise and improve HR policies and procedures, including the collection and analysis of HR statistics. The European External Action Service, in close cooperation with Member States, will explore the possibility of working towards a balance between representation in senior positions and overall Member States Seconded National Experts contributions.

*Commitment 4: “Develop and provide the capabilities required for the Union to undertake the full range of civilian crisis management missions, with:*

- a. The core capability categories as originally defined in Feira in 2000 of police, rule of law, civilian administration, as well as security sector reform and monitoring;*
- b. The capability needs, within these core categories, related to the EU's wider response to tackle security challenges - building on the Concept Paper and the Civilian Capability Development Plan;*
- c. Mission support capabilities (e.g. security, IT, medical care and communication) and generic capability needs (e.g. reporting, strategic communication and management skills);*
- d. Cross cutting areas such as human rights and gender/WPS.”*

The comprehensive set of capability categories for civilian CSDP identified in this commitment should be further developed in line with the process outlined in the Civilian Capabilities Development Plan (EEAS(2018) 906) essentially moving from a needs to a gap analysis that should result in a recommended set of priorities for further capability development. These priorities should provide input for national processes as well as for the training needs analysis under commitment 5. The capability development process for civilian CSDP should build on existing analysis where possible and integrate as well the short to medium term operational needs of ongoing missions, while ensuring where relevant cross-linkages to both the military capability development process and the relevant work done by JHA actors. The targeted mini-concepts as identified in commitment 21 may also contribute to the policy analysis to help identify capability needs related in particular to the EU's wider response to tackle security challenges such as Integrated Border Management.

#### Key actions at EU level

- The European External Action Service, in consultation with Commission services and in close cooperation with Member States, will support the launch of a civilian capability development process in line with the CCDP and perform regular Gap Analyses as part of a Civilian Annual Report on Capabilities to be prepared in view of the Annual Conferences.
- In this context, the European External Action Service will foster synergies where relevant with other actors and processes such as the EU's JHA actors and/or the military capability development plan.

*Commitment 5: “Train their national experts pre- and in-mission in accordance with the CSDP Training Policy, as agreed by the Council, and the guidance also given by the EU Civilian Training Group to enhance cooperation and synergies in training at EU level, including mission-relevant language training and specific training needs in new security challenges, and seizing opportunities offered by the recognised training providers in coherence and continuity with relevant EU instruments”*

Training is critical to reinforce expertise and knowledge among Member States, which in turn is essential to have high quality personnel in the civilian CSDP missions. Key to success is the interlinkage between training and recruitment. Pre-deployment training enhances a swift integration into the mission as well as the operational output. This may be complemented by in-mission training, also covering new developments and lessons. The newly established EU Civilian Training Group (EU CTG) will specify the training needs – including in language skills and identified security challenges – and training standards, and will promote a coherent and effective use of training courses provided by different training actors, including the European Security and Defence College (ESDC), national training institutes, Commission's projects and JHA agencies such as the European Union Agency for Law Enforcement Training (CEPOL) and the European Border and Coast Guard Agency (Frontex) in line with their respective mandates. In particular, work already carried out by CEPOL in this area should be taken into consideration, in order to avoid duplication and seek optimised use of resources.

#### Key actions at EU level

- The European External Action Service will advise and support the EU CTG, in consultation with Commission services and JHA agencies, to provide strategic guidance where required, on training needs, including in language skills and identified security challenges, priorities, programmes and standards based on presented capability requirements.
- The European External Action Service, in consultation with Commission services and JHA agencies as required, will advise and support EU Member States on the adaptation of training programmes and curricula pre-mission, taking into account the capability process launched under commitment 4.
- The European External Action Service will develop guidelines for in-mission training.

*Commitment 6: “Make available on a voluntary and inclusive basis, specialised teams that are limited in scope, time and size and that correspond to the needs of civilian CSDP and are able to respond, where agreed, at short notice to developments on the ground”*

The EEAS concept of specialised teams needs to be considered with other complementary concepts as part of the overall multi-layered approach, in view of strengthening the responsiveness of civilian CSDP missions.

#### **Key actions at EU level**

- The European External Action Service, in cooperation with EU Member States and in consultation with the Commission services, will develop a concept for Specialised Teams in civilian CSDP by late spring 2019, as part of the multi-layered approach, complementing existing tools such as the Core Responsiveness Capacity (CRC) or the Visiting Experts concept.

*Commitment 7: “Make available and utilise, where agreed, national or multinational structures and facilities that will help support the strengthening of civilian CSDP in full complementarity with and in support of existing EU structures”*

The main responsibility for this commitment is with Member States, with the aim to provide formed units that could be put at the disposal of civilian CSDP missions in a more systematic manner, or potentially also to provide other kinds of support to strengthen civilian CSDP (e.g. training), where agreed. The EEAS already has an arrangement (exchange of letters) in place to cooperate with the European Gendarmerie Force. Establishing further forms of cooperation will need to be taken forward inter alia on the basis of a cost-benefit analysis, in transparency with all the Member States.

#### **Key actions at EU level**

- The European External Action Service, in close cooperation with EU Member States, will promote the review and enhancement of arrangements related to its cooperation with existing multinational formations, such as the European Gendarmerie Force (EGF), and will also consider any new national or multinational structures offered by Member States.

## **2.2 A more effective, flexible and responsive civilian CSDP**

*Commitment 8: “Deploy civilian CSDP missions with modular and scalable mandates within the scope of Art. 42 and 43 TEU, including, where appropriate, executive or semi-executive tasks under agreed conditions. Such mandates should allow for activation of additional tasks, projects or modules within the scope and objectives of the missions, upon PSC decision where applicable and subject to strategic analysis, with due consideration for the crisis management procedures. Mission mandates and their duration should be aligned with Mission objectives and the situation on the ground and could be, where relevant, longer and multi-annual, based on a Council decision”*

This commitment is based on policy analysis provided in the Concept Paper on the strengthening of civilian CSDP - EEAS(2018) 435 -, in particular paragraphs 20 – 23, and subsequent guidance by the Council. This approach to the design and implementation of mission mandates will be taken forward

in full respect of the crisis management procedures<sup>1</sup>, subject to decisions by the Council. It also links with the implementation of other commitments of the Compact that are focused on enhancing responsiveness in terms of procedures and capacities.

The possibility of conferring the implementation of certain tasks to a group of Member States in accordance with Article 44(1) TEU could also be further explored in this context.

#### **Key actions at EU level**

- The European External Action Service, in consultation with Commission services as required, will explore in the context of future planning opportunities for modular and scalable mandates based on the Crisis Management Concept (CMC), Strategic Reviews (SRs) and Strategic Analysis (SAs) which maintain sufficient clarity for each mission in terms of scope and resources.
- The European External Action Service, in consultation with Commission services, will propose to the Member States longer mission mandates where appropriate and having in mind the usefulness of periodic strategic assessments and reviews, including possible alignment with the mission's budget, through Strategic Reviews or when launching new civilian missions.
- The European External Action Service will enhance full implementation of existing concepts regarding benchmarking, Initial Operation Capacity (IOC) and Full Operational Capacity (FOC) and operational assessments.

*Commitment 9: "Promote and encourage swifter operational decision-making for civilian missions: reducing the time that it takes to deploy on the ground and enabling effective and flexible conduct.*

*Deployment and adaptation or addition of tasks and postures should be based on an early assessment of needs and related cost implications.*

*Review and streamline where possible planning and decision-making steps, in preparation and implementation of political agreement by the Council to deploy the mission as well as mission management during the conduct phase;"*

Swift decision-making ultimately depends on the political will from the outset. Whilst experience shows that when sufficient collective will exists CSDP missions can be launched in a relatively short timeframe, including through the use of fast-track planning under the existing Crisis Management Procedures (CMP). A more flexible use of the existing provisions of the Treaty could substantially enhance the effectiveness of the decision-making process. For instance, once the Council has decided to establish a civilian CSDP mission, the relevant decisions of the Council could expressly provide for the use of implementing decisions, in accordance with Article 31 (2), 3<sup>rd</sup> indent TEU.

Should there be the desire to draw together CSDP and JHA agencies into existing or new CSDP mandates then the Commission services and relevant JHA Agencies (including their governing bodies) should be timely involved and closely associated in the planning process from the outset.

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<sup>1</sup> Suggestions for crisis management procedures for CSDP crisis management operations 7660/2/13.

### Key actions at EU level

- The European External Action Service will support Member States to make best use of the guidelines in the Crisis Management Procedures (CMP), including the fast track option to reduce the time that it takes to deploy on the ground and to enable effective and flexible conduct once deployed.
- The European External Action Service, in consultation with Commission services, will include a broad outline of the cost implications of any revisions proposed in Strategic Reviews.

### Commitment 10: *“Enhance Human Resources management by inter alia:*

- a. Inviting the High Representative to review the EEAS recruitment policy and procedures for the missions in close coordination with Member States, so as to optimise the use of the human resources made available by Member States, to speed up recruitment and to better align EEAS and national procedures.*
- b. Inviting the High Representative to work together with the Commission services, the Council and the Member States on the review of the employment status of international contractual staff.*
- c. Reviewing the Code of Conduct and Discipline for civilian CSDP missions, based on a proposal by the High Representative.”*

As regards the EEAS recruitment policy and procedures for civilian CSDP missions, a review is underway which will lead to improvements in the recruitment and selection process.

### Key actions at EU level

- The European External Action Service, in close cooperation with EU Member States, will review the recruitment and selection procedures for civilian CSDP missions as well as the call for contributions (CfC) cycle by mid-2020.
- The European External Action Service will work together with Commission services the Council and Member States, to review the employment status of international contractual staff and propose options for its improvement, including their financial impact.
- The European External Action Service, in consultation with the Commission services on issues regarding Mission Support functions, will review generic Job Descriptions, taking into consideration new realities and challenges from Missions and Member States.
- The European External Action Service will continue and finalise work on a Human Resources (HR) database and other software tools including Goalkeeper.
- The European External Action Service, in coordination with EU Member States, will organise an Annual technical HR Workshop with Member States’ representatives involved at national level in selecting experts for CSDP Missions.
- The European External Action Service, in coordination with Member States, will further mainstream disciplinary standards, including in communication efforts and training.
- The European External Action Service, in coordination with Member States, will develop options for a possible review of the Code of Conduct and Discipline for civilian CSDP missions by the end of 2019.



*Commitment 11: “Be able to launch a new mission of up to 200 personnel in any area of operation within 30 days after a Council decision, with all the necessary equipment provided by the Strategic Warehouse in line with the multi-layered approach and Core Responsiveness Capacity. Where agreed, specialised teams and multinational formations such as the European Gendarmerie Force can be used to contribute to this goal.”*

This commitment builds on several other commitments and should be considered as part of the wider work strand related to civilian capability development and responsiveness, also taking into consideration the actions taken with regards to the Warehouse and the Specialised teams. Member states making staff available in a timely manner will also be key to deliver on this. In this context, possibly also specific measures could be considered, for example pre-configured IT kits and services.

#### **Key actions at EU level**

- The European External Action Service, in consultation with the Commission services, will integrate this commitment into the capability development process for Civilian CSDP as well as other relevant work strands such as enhancing responsiveness of civilian CSDP missions, developing the Warehouse III and the Specialised Teams concept.

*Commitment 12: “Further enhance responsiveness by:*

- a. Fully staffing the Core Responsiveness Capacity and increasing its number up to 50 experts, available for quick deployment;*
- b. Achieving full operational capability for the Strategic Warehouse in the spring of 2019 in line with its terms of reference;*
- c. Reinforcing mission support resources both at HQ level, including the Mission Support Platform, and in the field as needed, and on the basis of an assessment.”*

This is a very critical part to enable responsiveness and quick deployment of missions. Since the presentation of the Joint paper “Enhancing responsiveness of civilian CSDP” in September 2017, the European External Action Service and the Commission have implemented a number of measures to improve the responsiveness of civilian CSDP Missions. Through this commitment, the EEAS and the Commission will build on the achievements to date in the three relevant work strands – the Core Responsiveness Capacity, the strategic Warehouse and the Mission Support Platform (MSP) - while keeping Member States duly informed of each development.

The IT strategy for centralised and standardised IT services for civilian CSDP missions, to be developed and implemented by the Mission Support Platform, should provide Missions with the opportunity to enhance effectiveness and efficiency of their IT services and structures and ensure their business continuity. Finally, the further work on the Warehouse should also be taken into account in this context. This could also look into the interoperability with other security actors such as the European Border and Coast Guard.

#### **Key actions at EU level**

- The European External Action Service, in consultation with the Commission services and EU Member States, will assess needs and identify additional profiles for the Core Responsiveness Capacity (CRC).
- The Commission services, in consultation with the European External Action Service, will continue monitoring the implementation of contractual obligations related to the Warehouse.
- The European External Action Service, in consultation with the Commission services, will assess the need for further resources in the Mission Support Platform (MSP) and present this to Member States in line with the agreed schedule at Working Group level (CIVCOM/RELEX).
- The European External Action Service and Commission services will develop and present the Warehouse III.
- The European External Action Service will develop an IT Strategy for centralised and standardised IT services delivered by the Mission Support Platform (MSP).

*Commitment 13: "Identify targeted operational benchmarks in operational planning documents to monitor and measure results and progress towards a well-defined end state and transition strategy. Carry out the evaluation of the operational impact of missions, taking into account the financial aspects, in order to identify best practices and possible improvements in mission management;"*

Planning documents for civilian CSDP missions already include benchmarking to enable the monitoring and evaluation of progress in the implementation of the mandate towards its end state. Furthermore, it is important to carefully distinguish between the output, the outcome (operational assessment) and the impact of missions. The latter is broader than the first two (which are taken up in the course of mission reporting and strategic reviews respectively) and is only possible after a certain time of mission implementation. It should be done by default and at least after termination of a mission. Transition strategies in particular need to be developed with the relevant Commission services as they (often) involve actions and processes to be undertaken or managed by the Commission.

#### **Key actions at EU level**

- The European External Action Service will develop well-defined end state and elements for transition strategies in Crisis Management Concepts and Strategic Reviews and Analysis, involving relevant Commission services as required.
- Building on the joint work already undertaken within the framework of the Joint Communication "Elements for an EU-wide strategic framework to support security sector reform", the European External Action Service, in consultation with Commission services, will develop a methodology for evaluation of CSDP missions.

*Commitment 14: "Strengthen efforts within the framework of the EU Integrated Approach, to ensure ownership and buy-in at local and regional level in order to achieve effective and sustainable results"*

Working in an integrated approach entails bringing together the various actors involved, including at the local, national, regional and international level. It further ensures synergies between the wide

array of tools and instruments at the EU's disposal. Working with all actors and partners as well as through all instruments available, the multiple dimensions to a conflict can be addressed more effectively. Complex conflict contexts require a whole range of actions and actors. The integrated approach aims to ensure coherence and complementarity between long-term and short-term engagements, aligning crisis-response and stabilisation actions, development cooperation and peacebuilding. Local actors may very well point to where the gaps are and identify needs for complementary actions. This will not only allow for local and regional actors to be involved, but more directly bear the fruits of EU engagement, which will further enhance ownership and buy-in.

#### **Key actions at EU level**

- The European External Action Service will continue to reach out to the relevant host State authorities, international and/or regional stakeholders as well as local actors and civil society organizations to further enhance buy-in throughout political-strategic and operational planning as well as during the implementation phase.
- The European External Action Service will continue to ensure that the host State authorities concur with – and have a clear understanding of - the Mission's mandate, and that those authorities commit to take all necessary measures for the effective running of a mission, the implementation of its mandate, the necessary protection of its personnel, and provide the necessary privileges and immunities.
- The European External Action Service, in consultation with the Commission services, will ensure and strengthen where appropriate explicit linkages to relevant EU policy and strategy in mission strategic and operational planning documents, including strategic reviews as well as end state and transition strategies.

*Commitment 15: "Work with the Commission to ensure a robust CFSP budget, and its rapid, flexible and efficient use to support new and ongoing civilian crisis management missions, in order to respond to the new level of ambition. This would allow for multi-annual forecasts and prioritisation, while also maximising synergies with complementary funding from the EU budget."*

*Invite the High Representative and the Commission to explore, in full respect of their respective mandates and budgets, concrete incentives to support Member States in their capability development including by considering synergies with or contributions from relevant EU instruments in addition to the CFSP budget."*

The Institutions in charge of the overall EU budgetary decision-making process are responsible for setting a robust CFSP budget within the Multiannual Financial Framework (MFF), agreed upon by the Member States and reflecting the EU's level of ambition. While the CFSP budget has clearly defined ceilings within the agreed MFF, in its implementation all tools provided by the Financial Regulation are used to adapt it dynamically to changing demands and priorities, thereby ensuring a flexible and efficient use of available resources. This requires first realistic budget setting for each civilian Mission, in line with its capacities to disburse funds, but also increased reactivity to identify allocated funding not used by Missions to move it to areas where additional funding is needed and can be implemented in a satisfactory manner.

The CFSP budget covers the cost of civilian CSDP Missions, but also the costs of other CFSP actions such as EU Special Representatives, non-proliferation and disarmament programmes and stabilisation actions ex Article 28 TUE etc. To ensure an overall strategic coherence, from both a thematic and geographic point of view, timely and informed prioritisation in the allocation of available resources is essential as well as the early identification of additional financial needs. In a context where civilian CSDP Missions may evolve towards longer and multiannual mandates (see above, commitment 8), multiannual forecasts, in addition to regular budgetary forecasts for the ongoing year, should inform Member States' priority setting in the allocation of CFSP budget. These forecasts should take into account Missions' agreed mandates and absorption capacity, as well as overall available resources and contingency needs in CFSP budget.

#### **Key actions at EU level**

- The Commission services, in consultation with the European External Action Service, will analyse mission expenditure by category and absorption rate, with a view to better inform budgetary planning and thus enhance efficiency.
- European External Action Service will raise awareness of financial constraints in the CFSP budget and their impact on political and security objectives to relevant stakeholders with a view to ensure a more robust CFSP budget.
- The Commission services, in consultation with the European External Action Service, will conduct mapping of possible incentives to support Member States in their capability development including by exploring synergies with or contributions from relevant EU instrument in addition to the CFSP budget, in full respect of their respective mandates and budgets.
- The Commission services, in consultation with the European External Action Service, will conduct an analysis of evolution of mission budgets and absorption rates in relation to the overall CFSP budget.
- The European External Action Service, in consultation with the Commission services, will timely present multiannual forecasts on the foreseen use of CFSP budget, on the basis of Missions' agreed mandates and taking into account Missions' absorption capacity, available resources and contingency needs, to inform Member States' priority setting in the allocation of CFSP budget within the ceiling of the MFF.

*Commitment 16: "Provide a more in-depth and systematic mainstreaming of human rights and gender aspects in all civilian CSDP missions, including by appointing as a general rule dedicated advisers in gender and human rights. Actively promoting an increase in the representation of women among international experts at all levels of the mission, based on increased national contributions and in line with agreed EU and international policies and guidelines;"*

In relation to mainstreaming human rights and gender in mandate implementation, the EEAS conducted a baseline study in 2016 to take stock of gender and human rights perspectives in CSDP planning and implementation. ISP, CPCC and missions are moving forward in implementing the recommendations of the baseline study, which was endorsed by the Political and Security Committee (PSC). For example, more gender advisers, who ideally are single hatted, have been deployed to CSDP missions, CPCC has a fulltime gender adviser, and operational tools for integration of a gender

perspective have been developed. Operational guidelines on human rights have to incorporate coherence with the human rights due diligence and the risk management methodology set out by the EU-wide strategic framework to support SSR, and follow up with missions on the implementation of the Operational Guidelines on gender mainstreaming (Operational Guidelines on gender mainstreaming, issued by the Civilian Operations Commander in June 2018).

Regarding the participation of women, efforts are needed to improve gender balance in missions, including in operational and management positions. Above all, this requires more female candidates from Member States. The percentage of women's participation in CSDP civilian missions has only changed marginally over the past decade, and is particularly low among international seconded staff.

#### **Key actions at EU level**

- The European External Action Service will continue enhancing a human rights and gender perspective in political-strategic and operational planning (both, lines of operation and recruitment) and review including putting more emphasis into conducting specific gender and human rights analysis.
- The European External Action Service will provide human rights and gender training for Missions and CPCC staff and, in consultation with EU Member States, increase tailor-made training opportunities for civilian personnel in CSDP Missions on human rights, gender equality and Women, Peace and Security
- The European External Action Service will develop Operational guidelines on human rights and follow up with missions on the implementation of the Operational Guidelines on gender mainstreaming, issued by the Civilian Operations Commander in June 2018.
- The European External Action Service will organise a workshop/seminar with the UN and EU MS on enabling and preventing factors for engaging more women in peacekeeping (agreed on at the UN-EU Steering Committee).
- The European External Action Service will continue ongoing work on the implementation of the recommendations from the Baseline Study in 2016 and will conduct a follow-up study

### **2.3 A more joined up civilian CSDP**

*Commitment 17: "Strengthen shared analysis and situational awareness with relevant EU actors"*

The Early Warning System methodology exemplifies the EU Integrated Approach, as it involves the EEAS, Commission services, Member States and civil society organisations; in-country and in headquarters, at all stages of the process. The preparatory risk scanning aimed at identifying early warning priorities is reviewed by relevant services and shared with EU Member States for input and discussion at the PSC. For the identified priorities, in-country all EU actors are consulted, including the field staff of the Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO), EU Special Representatives, CSDP missions, representatives of Member States and EU Delegations.

It promotes a shared assessment of conflict risks that stimulates timely, relevant and coherent responses to prevent the emergence, re-emergence, or escalation of violence by developing options

for new responses or fine-tuning those that already exist. Moreover, it builds on and reinforces existing EU tools, including civilian CSDP missions.

#### **Key actions at EU level**

- The European External Action Service, in consultation with Commission services, is continuously enhancing the EU conflict Early Warning System by strengthening its integrated nature and scientific underpinning. The European External Action Service will strengthen the early development of response scenarios including conflict prevention measures to address potential emerging crisis, thereby involving Member States in the analysis process and in formulating possible options.
- The European External Action Service, in consultation with Commission services, will review the dissemination of mission reports, including the sharing of relevant mission analytical products with JHA and other EU actors as relevant.

*Commitment 18: “Implement a more integrated approach in programming and implementation of crisis response actions, stabilisation activities and development cooperation actions on the ground, and invite the Commission and the High Representative, as appropriate, to present concrete proposals in this regard. Civilian CSDP missions, other CFSP actors and development actors, taking into account the European Consensus on Development, should seek synergies and implement actions in a fully coordinated and mutually reinforcing manner, including with a view to increase resilience and effective transition strategies;”*

For coordinated planning, programming and implementation, joint analyses and shared assessments are key. A shared vision on the conflict dynamics, the conflict drivers and a collective identification of entry points promotes aligning positions and programmes with agreed common objectives, even if not jointly implemented. In line with the Council Conclusions on the Integrated Approach to External Conflicts and Crisis (5266/18), the EU has been working towards the institutionalisation of conflict analysis by ensuring up-to-date conflict analyses which can provide crucial guidance during all phases of the conflict and are essential for the formulation of conflict prevention responses, EU programming and the design of major EU interventions in conflict sensitive countries/regions. Possible technical coordination with Union Civil Protection Mechanism operations, when deployed in the same area as civilian CSDP missions, could also be explored.

#### **Key actions at EU level**

- The European External Action Service, the Commission services and EU Member States, will - building on the work so far - further reinforce the implementation of the relevant elements of the EU’s Integrated Approach to external conflicts and crises for CSDP (capacity of CSDP missions to support mediation processes, implementation of the Security Sector Reform Communication and work strand on strengthening EU response to crisis).
- The European External Action Service and Commission services will ensure the timely and effective sharing of information concerning the planning, implementation and monitoring/evaluation of their respective actions where relevant.

- Commission services, in consultation with the European External Action Service, will explore options for cooperation between the Union Civil Protection Mechanism with civilian CSDP missions, when deployed in the same area.

*Commitment 19: “Foster synergies and complementarity between the civilian and military dimensions of CSDP, including in areas of capability development and the operational planning and conduct of missions deployed in the same theatre, in particular in mission support”*

CSDP provides an inherent potential for civilian/military synergies, bearing in mind the differences and specificities of the civilian and military dimensions respectively, including the legal restraints regarding their funding as set out in the Treaty on European Union (TEU). In terms of capability development, the first priority is to initiate a civilian capability development process following the Compact (commitment 4). In doing so, possible bridges with the ongoing military (Headline Goal) process should be considered. In terms of planning, the EEAS already provides integrated strategic planning for both civilian and military CSDP; the operational planning and conduct is taken forward through different chains of command and related structures. However, in the design of the new Military Planning and Conduct Capability (MPCC), established by the Council in June 2017, also the requirement for civilian/military coordination has been reflected by the set-up of a Joint Support Coordination Cell (JSCC) with its civilian counterpart, CPCC. It enables civilian and military experts dealing with missions in the same theatre to find common solutions to shared challenges.

#### **Key actions at EU level**

- The European External Action Service will, in cooperation with Member States, where appropriate and to the extent possible, promote cooperation between the civilian and military capability development processes with a view to identifying mutual support and/or synergies.
- The European External Action Service will ensure systematic coordination, when relevant, in ongoing processes from strategic planning to operational planning and conduct, including by strengthening the role of the Joint Support Coordination Cell (JSCC) provided by MPCC and CPCC.
- The European External Action Service will align where relevant respective civilian and military operational planning methodologies and templates.
- The European External Action Service, in consultation with Commission services as regards the relevant financial aspects, will develop an options paper on possible future ways of civ-mil cooperation including for example in the area of logistics and situational awareness building on earlier work done in this area, by the end of 2019.

*Commitment 20: “Promote closer mutually reinforcing cooperation and synergies between civilian CSDP missions, Commission services and JHA actors, building on their respective unique roles and within their mandates, as well as added value, from strategic planning to operational conduct and information sharing, including by strengthening the JHA related expertise within relevant CSDP structures. This also includes involving, where appropriate, Commission services and JHA actors in consultations, concept development, planning, assessments and evaluation in full respect of the institutional framework”*



The EU Global Strategy (June 2016), the Renewed Internal Security Strategy (October 2017) and the European Agenda on Security (April 2015), highlight the strong nexus between internal and external security. Improving linkages between CSDP missions/operations and JHA agencies is a key component of this activity. Cooperation agreements are in place between the European External Action Service and several JHA agencies, including EUROPOL, the European Border and Coast Guard Agency (Frontex), EUROJUST, and the European Union Agency for Law Enforcement Training (CEPOL), focussing on enhancing cooperation on improving situational awareness and exchanging information, capacity building and technical assistance and institutional support. Several EU documents such as the EU Maritime Security Strategy Action plan and the operational set of measures to enhance the EU response to migrant smuggling<sup>2</sup> call for improving cooperation and information sharing between CSDP Missions and operations and JHA agencies within the existing legal framework.

Additionally, a relevant framework has been set-up to include JHA agencies expertise' in civilian CSDP Missions through the visiting experts framework (EEAS (2016) 371). A majority of civilian CSDP Missions already cooperate with JHA agencies, though more can be done to mainstream collaboration and develop information exchange, still bearing in mind the legal provisions on the exchange of personal data. In this regard, the new Regulation establishing the European Border and Coast Guard will further clarify the purpose of the cooperation between the European Border and Coast Guard Agency and EU missions and operations.

#### **Key actions at EU level**

- The European External Action Service, in consultation with Commission services, will develop specific concepts for civilian CSDP stemming from the new security environment ('mini-concepts').
- The European External Action Service, in consultation with Commission services, will develop and implement concrete proposals for CSDP-JHA cooperation – building on 2017 joint paper focusing on the overall cooperation (including concept development, consultations and information exchange, WK 9396/2017 REV 2) and the mini-concepts.
- Building on PSC-COSI, further increase synergies between Council working groups dealing with internal and external security should be explored.
- The European External Action Service will develop proposals for closer interaction with Member States line ministries, also considering the request to strengthening the JHA related expertise within relevant CSDP structures.
- The European External Action Service, in consultation with Commission services, will involve, where appropriate and in line with their respective mandates, the relevant JHA actors when developing future Political Frameworks for Crisis Approach (PFCAs) and Crisis Management Concepts (CMCs) and in the operational planning of missions. The Commission will participate as appropriate. JHA actors' engagement with the European External Action Service and relevant CSDP structures and missions in the planning and implementation of these actions will take place where appropriate and if foreseen in their respective legal bases.

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<sup>2</sup> DOC 577/18 and DOC 15252/18



- The European External Action Service and the Commission services (including JHA agencies) will promote regular information exchange between CSDP and relevant JHA agencies within the limits of their legal frameworks.

*Commitment 21: "Ensure operational output of such CSDP-JHA cooperation on the basis of their respective mandates by considering where appropriate new lines of operations or pilot projects in new or ongoing CSDP missions, also building on targeted mini-concepts, in response to local needs and in cooperation with the relevant Commission services and JHA actors. Pilot projects should also take into consideration the three priorities of the Level of Ambition as set out by the Council, focussing on building and strengthening the capacity of partners to prevent conflict, build peace and address pre- and post-crisis needs, and be implemented in line with the crisis management procedures"*

This commitment builds on commitment 20, with a view to ensuring that the work to reinforce mutually beneficial synergies and cooperation between CSDP and JHA actors also finds an expression in the operational output. This could be inter alia in the form of a new line of operation or new tasks within the mandate of a civilian CSDP mission or in a more direct way involving JHA actors in the ground, embedded in the CSDP mission. Key is to consider the lessons learned of earlier pilots, such as the Crime Information Cell (CIC) in CSDP operation EUNAVFOR MED Sophia, to carefully examine the legal parameters (notably as they relate to information sharing) and available resources and to respond to local needs and ensure local ownership.

#### **Key actions at EU level**

- The European External Action Service, in consultation with Commission services and JHA agencies, will - based on the aforementioned "mini-concepts" - explore opportunities to subsequently propose pilot(s) within existing and possible future civilian CSDP missions where the most appropriate, feasible and effective synergies between CSDP and JHA mandates can be achieved.
- The European External Action Service, in consultation with Commission services and JHA agencies, will identify new lines of operation in OPLANS to be proposed where appropriate as regards closer CSDP-JHA cooperation. Commission services will act in an equivalent manner as appropriate when considering actions by JHA agencies.

*Commitment 22: "Intensify cooperation with countries hosting CSDP missions as well as enhancing mutually beneficial partnerships with partner countries and organisations in particular the UN, NATO and OSCE, as well as AU and ASEAN on common issues of policy and standards.*

*Promote contributions of Third States to civilian CSDP missions on a case by case basis and support further cooperation with them to this end according to agreed procedures"*

CSDP Missions usually work closely with a range of partners in theatre, first and foremost the countries hosting them but also other international actors engaged on the ground. To facilitate such cooperation with international partners, the work of the civilian CSDP missions is being addressed already in existing formats of dialogue, for example with the United Nations and NATO. Member States will be duly kept informed of such dialogues.

There is a long-standing policy and procedure to include contributions of third States to civilian CSDP missions, under the control of the PSC. The possibilities for further promoting such contributions should be further considered in the wider context of enhancing the association of contributing partners which share EU values to CSDP.

#### **Key actions at EU level**

- The European External Action Service will continue to include civilian CSDP in the different formats for dialogue and cooperation with partner countries and organisations, EU/UN in particular, also in close cooperation with the African Union in light of civilian missions in Africa.
- The European External Action Service will further integrate the relevant modalities to facilitate third country partners' participation in civilian CSDP missions which will result from discussions on the implementation of a more strategic approach on CSDP partnerships.
- The European External Action Service will organise regular familiarisation days, also regarding existing frameworks such as the agreed EU-UN joint framework for coordinated planning.
- The European External Action Service will strengthen its systematic consultation with local representatives of respective partner organisations during Fact Finding Missions (FFM) and Technical Assistance Missions (TAM).

### **3. Way forward**

The annual review process envisaged in the Compact, with the first Annual Conference foreseen by the second half of 2019, should enable Member States to take stock of progress both at national and EU-level across the three clusters and to provide a further impetus where necessary. More detailed preparations will be taken forward by the EEAS, consulting with all relevant stakeholders.

A communication strategy was considered essential at different levels: to communicate the results of the Compact to the European public and to partners, but also at national level to ensure that all national actors and line ministries are buying into the process to strengthen civilian CSDP and see the benefits. The EEAS stands ready to provide its inputs.

- The European External Action Service and the Commission services will present regular updates on progress on this Joint Action Plan to Member States.
- The European External Action Service, in consultation with the Commission services, will support facilitation and follow-up of NIPs and the national process in the Member States.
- The European External Action Service, in consultation with the Commission services and Member States, will design and develop the annual review process in line with the Compact with the aim to prepare for a first Annual Review Conference in the second half of 2019.
- The European External Action Service will continue to support the implementation of the Civilian CSDP Compact through its ongoing communication efforts to enhance the visibility of CSDP, its added value and opportunities for individuals and Member States. It will also provide Member States with an input paper containing common master messages in support of their national communication efforts.