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To: Delegations

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Subject: Council Conclusions on strengthening civilian CSDP
- Council Conclusions (28 May 2018)

Delegations will find attached the Council Conclusions on strengthening civilian CSDP, as adopted by the Foreign Affairs Council at its meeting held on 28 May 2018.

**COUNCIL CONCLUSIONS ON
STRENGTHENING CIVILIAN CSDP**

1. Civilian Common Security and Defence policy (CSDP) provides unique added value to the EU's global role in international peace and security. Building on its fifteen years of experience, civilian CSDP should be strengthened, taking into account the worrying transformation of the EU's strategic environment over the past years, including the emergence and escalation of conflicts around the European Union and the persistence of instability and transnational threats. In this context, a qualitative and quantitative leap forward in civilian CSDP is needed starting this year in order to bolster the EU's role as a global actor in civilian crisis management. A strengthened civilian CSDP is an essential element of the EU's joined-up approach, working alongside other EU instruments in an integrated manner, in pursuit of its Global Strategy for Foreign and Security Policy.

2. This leap requires a defined role for civilian CSDP focused on long standing priorities and tackling present and new challenges, through a new flexible, modular and scalable approach, as well as effective resourcing of the missions. The Council emphasises that the Feira priorities of strengthening police, rule of law and civil administration in fragile and conflict settings remain the core function of civilian CSDP. It also underlines the importance of Security Sector Reform (SSR) and monitoring tasks as well as the possibility of deploying CSDP missions with executive or semi-executive mandates, under agreed modalities. The Council stresses the importance of the buy-in and ownership of the host country to ensure effective and sustainable results, and to thus contribute significantly to the resilience and security of partner countries. It emphasises that civilian CSDP responds to particular situations, based on EU priorities for external action and assessed needs and requirements of the host country. This response is carried out in coherence and cooperation with relevant EU instruments and EU Member States and other international partners' activities in the framework of the integrated approach.

3. The Council notes that civilian CSDP can be used throughout the entire conflict cycle, with particular emphasis on stabilisation as well as prevention. It highlights the importance of enhanced coordination between CSDP missions and other relevant tools of EU External Action at different points of the conflict cycle. It recognises that operating across the entire conflict cycle will present different sets of challenges for civilian CSDP. The Council acknowledges the inherent value of capacity building and the role for CSDP in supporting local actors and governments to de-escalate conflict and develop a political environment conducive to capacity building.

Within this context, the Council reiterates that civilian CSDP is an important external tool of the EU's wider response contributing also to tackle security challenges, including those linked to irregular migration, hybrid threats, cyber security, terrorism and radicalisation, organised crime, border management and maritime security, as well as preventing and countering violent extremism, also taking into account the need to preserve and protect cultural heritage. It highlights that Civilian CSDP contributes to tackling such challenges across the internal-external nexus, in cooperation with JHA actors where appropriate.

4. In this context, and recalling its Conclusions of November 2017, the Council endorses the Concept Paper presented by the High Representative as a basis for strengthening civilian CSDP and further work in this regard. It agrees that civilian CSDP can contribute to achieving the EU Global Strategy's five strategic priorities: the security of the Union, the resilience of states and societies in neighbouring and surrounding regions, an integrated approach to external conflicts and crises, cooperative regional orders, and global governance fit for the 21st century. The Council reiterates the essential contribution of civilian CSDP to the fulfilment of the EU level of ambition and its three strategic priorities derived from the Global Strategy in the area of security and defence, as agreed by the Council in November 2016, namely to respond to external conflicts and crises, to build the capacities of partners, and to protect the Union and its citizens, in line with the CSDP tasks set out in the Treaty.

5. Against this background, the Council supports the broad ideas and the level of ambition set out in the Concept Paper and in particular calls for the operationalisation of the renewed strategic approach to civilian CSDP in order to:
- a. Improve the effectiveness of civilian CSDP by:
 - Strengthening and speeding up CSDP planning through relevant decision-making structures and simpler and faster procedures, under the political control and strategic direction of the Political and Security Committee in accordance with Article 38 TEU, with a view to determining the specific tasks for a civilian CSDP mission in a particular situation;
 - Basing such planning on EU shared conflict analysis, normally through the Political Framework for Crisis Approach (PFCA) as a key tool in this regard;
 - Integrating into the planning phase a regional approach, where appropriate, thereby ensuring maximum coherence of the mission's objectives with the goals established by regional EU strategies that concern the host country;
 - Developing on this basis clearly defined mandates to allow for more modular, scalable civilian CSDP missions within the scope of Art. 42 and 43 TEU, including, where appropriate, executive or semi-executive mandates under agreed conditions;
 - Developing planning documents which identify benchmarks to monitor progress and enable periodic strategic reviews, in cooperation with other relevant EU instruments, programmes and activities;
 - Enhancing the quality and impact of civilian CSDP missions by taking into account lessons learned, impact-focussed monitoring and evaluation, best practices and operational feedback in planning, conduct and transition strategies;
 - Further increasing the responsiveness of civilian CSDP missions, from better situational awareness, decision-making and planning to deployment, building on the progress already made in this regard;
 - Reviewing the EEAS recruitment procedures for the missions, in close coordination with Member States and the Commission;

- Developing further practical measures to promote a joined-up European approach, based on civil-military synergies within CSDP as well as close cooperation with the Commission and non-CFSP actors as part of the EU's integrated approach to conflicts and crises with a view to coherence and coordination with the wider EU engagement, including developmental, stabilisation, humanitarian and political dimensions;
 - Further improving coordination and seeking complementarities with ongoing and planned EU activities, notably development cooperation and crisis response and stabilisation programmes, inter alia the IcSP. This includes by coordinating the strategic planning of CSDP missions and the programming by EU actors at an early stage to facilitate the synchronisation with and the seamless transition to other types of EU engagement ensuring a continuum of the EU action and impact in the country or region at stake, or to transition to local actors or other international organisations;
 - Foster synergies and complementarity between civilian and military CSDP missions deployed in the same theatre;
 - Mainstreaming of human rights and gender into all activities and ensuring compliance with international law, in particular international human rights, refugee and humanitarian law, taking fully into account the UNSCR 1325 on Women, Peace and Security and subsequent resolutions, and the protection of civilians, throughout the planning and operational phases of the missions;
 - Continuing improvements to strategic communication to enhance the visibility of civilian CSDP and its contributions to the provision of security.
- b. Further develop the effectiveness of civilian CSDP in addressing threats and challenges along the internal/external security nexus, by:

- Enhancing where appropriate the coherence and cooperation between civilian CSDP and actions undertaken by the EU in the external dimension of Justice and Home Affairs (JHA), and in the security-related aspects of development programmes and neighbourhood policy, fully respecting the competences and legal bases of each instrument and driven by situation-specific assessments and planning in a joined-up manner from the outset;
- Considering the possible CSDP lines of operation identified in the Concept Paper in view of the future planning for civilian CSDP missions, in close consultation with Member States;
- Developing improved coordination modalities at EU level respecting relevant decision-making procedures (including between relevant Council formations and preparatory bodies and between the planning structures of CSDP and JHA actors), with Member States and in the field, as well as in the next steps in civilian capability development;
- Fostering synergies between the CSDP and JHA actors on the operational level with the aim to increase information exchange to improve situational awareness, planning, deployment and operational impact in the field and strengthen cooperation in the field of training and development of capabilities. Relevant JHA actors could be consulted, where appropriate, from initial planning phase of the civilian CSDP mission, starting with the PFCA. Additionally, further arrangements in order to embed JHA experts in relevant CSDP missions could be put in place, where needed;
- Building on ongoing work to facilitate cooperation with agencies and other actors in the area of JHA, in relation to the collection and exchange of information, where the mandate of the mission and relevant data protection rules so allow;
- Identifying in detail the capabilities civilian CSDP requires to maintain effective response to the Feira priority areas (police, rule of law and civil administration) including SSR and monitoring, also to address the security challenges identified above, noting the growing demand for Member State resources in this area.

6. The Council highlights the importance of intensifying cooperation with countries hosting CSDP missions as well as enhancing partnerships with partner countries and organisations. Synergies and interactions with relevant international partner organisation, in particular the UN, NATO and OSCE, as well as AU and ASEAN on common issues of policy and standards should be mutually beneficial and promote overall coherence. Additionally, the Council supports further cooperation with partner countries to provide contributions to civilian CSDP missions, through agreed procedures.

Responsiveness

7. The Council welcomes the ongoing progress in strengthening the responsiveness of civilian CSDP missions. With particular emphasis on the multi-layered approach, implemented in an inclusive manner, it highlights:
 - a) That the Core Responsiveness Capacity (CRC), consisting of a reinforced Mission Support Platform as well as resources placed in existing Missions, is now operational.
 - b) That the CRC can be complemented through rapidly deployable assets and planning elements from Member States, as well as, where agreed, specialised teams – limited in scope, size and time – and multinational formations such as the European Gendarmerie Force, in support of a flexible and modular approach.
 - c) That, whilst encouraging stronger synergies in logistical support to CSDP missions and building on the work already undertaken, including on the Mission Support Platform, the Council adopted on 26 April 2018 a Decision on the new warehouse. The warehouse capability will acquire, store, maintain and replenish a strategic stock of key equipment and assets needed for the rapid deployment of a civilian CSDP mission to any area of operation within 30 days.

Next steps

8. The Council looks forward to the presentation, by summer 2018, of a Civilian Capability Development Plan (CCDP), elaborated in close consultation with and taking into account relevant information from Member States, Commission services and JHA actors (including agencies). This will lay out the next steps in the development of civilian capabilities.

Recognising Member States competence in developing civilian capabilities, building capacities and providing expertise for civilian CSDP missions, the CCDP should:

- be underpinned by a comprehensive assessment of needs, including those on the ground;
- set out which quantitative and qualitative capabilities are in need of development, taking into account the competences available in Member States, and propose a range of appropriate tools such as training and education, organisational measures and concrete incentives, including financial ones, to improve availability;
- propose how to further enhance responsiveness;
- utilise the forthcoming EU Civilian Training Group to identify common training requirements, taking into account also pre-deployment and in-mission training;
- make concrete proposals which are conducive to increased participation of national experts considering different national career paths and make civilian CSDP missions more attractive for the sending authorities;
- take into account difficult areas of staffing in ongoing missions as well as the single set of resources available for domestic purposes, operational actions by JHA actors and other relevant international organisations, maximise possible synergies and ensure coherence in the pursuit of the development of civilian capabilities at the EU level;
- explore options within the CFSP budget, as well as possible synergies with other financial instruments. The Council also encourages the Commission to explore possible complementary funding within its mandate and budget.

To achieve a better match between capability needs, EU priorities and Member States capacities, a process for reviewing capabilities should be foreseen in the CCDP and launched during 2019. This review process should be linked with discussions and outlooks for the CFSP budget to enable more long-term planning and prioritisation within Member States.

9. Building on this ongoing work, the Council looks forward to the Civilian CSDP Compact by November 2018 to launch the implementation of the renewed strategic approach, in order to live up to the Level of Ambition derived from the EU Global Strategy. It should encompass a political commitment by the Member States to engage collectively in the capability development process and a commitment from the EEAS and the Commission to make effective use of available tools and resources to contribute to this process. It could also incorporate more ambitious commitments by groups of Member States to cooperate and share best practices in order to develop specific capacities on a modular basis. In preparation for this Compact, it invites the High Representative in cooperation with the Commission and in consultation with the Member States to prepare the necessary concrete proposals to support the operationalisation of the renewed strategic approach, including with a view to incentivising and facilitating such collective and modular commitments in the Compact. High level discussions could support this process, when appropriate.

10. The Council invites the High Representative, in close consultation with the Member States and in cooperation with the Commission, to take work forward in this regard within the relevant frameworks and report on the implementation of a strengthened civilian CSDP, as part of the yearly report on the implementation of the Global Strategy.