



LAUREA
UNIVERSITY OF APPLIED SCIENCES

Together we are stronger

Petteri Taitto, Principal Scientist, Laurea UAS, Finland

THE CIVILIAN CSDP COMPACT

*– A new paradigm or a strategic communication
tool?*



This IECEU Policy Briefing paper is prepared during the IECEU-project, which received funding from the EU Framework Programme for Research and Innovation HORIZON 2020 under grant agreement no 653371. The content of this document reflects the authors' view and the European Commission is not responsible for any use that may be made of the information it contains.

The paradigm for the civilian aspects of the Common Security and Defence Policy (CSDP) has evolved over the years, starting from the experiences of the Balkans conflicts, which later on led to the development of Feira priorities¹. In the course of the years civilian CSDP missions shifted from monitoring and executive missions more to the capacity building, like Security Sector Reform (SSR). In practice, civilian CSDP missions are expected to do long-standing impact with short term instrument.

The recent trends in the capability development, both in the military and civilian domains of the CSDP, show that the policy development can utilise independent research to support and feed in the policy development. One example of independent research, is the IECEU project, composed of 12 different partners from different EU Member States, that has worked towards a more secure European Union by providing recommendations and proposals on new approaches and solutions for conflict prevention and CSDP missions. The IECEU project has disseminated the results of the conducted research widely for policy makers at EU and Member States levels, as well as for the academia and for the training institutions.

One of the IECEU finding is that increased specificity is needed: “*EU crisis management and conflict prevention are confronted with the complexity of the security environment calling for tailor-made solutions to each and every crisis scenario*”². This finding corresponds with the viewpoints of the EEAS, which repeatedly sees that Civilian CSDP will develop towards more specified and surgical missions. One could argue that this more specified approach will make the capability development more complex and unpredictable for the Member States that contribute the main part of capabilities, namely the personnel. This paper is loosely based on the IECEU research findings and it will further examine the avenues and opportunities, and it provides food for thoughts when developing the civilian CSDP

¹ Four priorities were identified by the European Council in Feira in 2000: police, strengthening the rule of law, strengthening civilian administration and civil protection.

² IECEU project deliverable 7.3, 2017

concept and capabilities development plan that will eventually lead to *Civilian CSDP compact* by the end of 2018.

Civilian CSDP concept, capabilities and compact

As the EU Global Strategy highlights, the Civilian CSDP should be more responsive in the future. In order to meet this requirement, the idea of Civilian CSDP compact was initiated by group of like-minded member States and it was endorsed by the European Council on 14 December 2017³. At the first phase a new forward looking Civilian CSDP concept will be created to position CSDP in the wider EU Integrated Approach to respond conflicts and crises⁴. Then, the concept is followed by the civilian capability development plan, which will be further developed to the civilian CSDP compact. So, developing concept, capabilities and compact is an iterating process with interdependencies. The process enables the discussion of the priorities, as outlined in Council Conclusions 2017. Furthermore, the concept should discuss also the typology of the Civilian CSDP missions.

New Civilian CSDP approach, as this process may be called, should combine level of ambition and realism. The IECEU project, and other independent research have scrutinized the challenges of the current CSDP missions. Below are some observations that may be considered when developing the Civilian CSDP compact.

Firstly, CSDP missions should be added value in EU Integrated Approach. Council Conclusions 2017 list a number of activities where CSDP could in the future focus on. Before taking this list as granted, Civilian CSDP priorities and typology of the missions need to be scrutinised in inclusive processes where Commission instruments are well represented. It is good to bear in mind that SSR is primarily DEVCO projects, Border security is coordinated by FRONTEX, cyber security projects are developed under the aegis of ENISA, and counter-terrorism is a Europol and other JHA activity. Instead, CSDP monitoring missions and missions with executive mandates are areas that other EU instruments do not cover. Instead of

³ Council conclusions on security and defence in the context of the EU Global Strategy. 14190/17. 13 November 2017

⁴ The EU Integrated Approach to external conflicts and crises. EEAS 10054/17. 7 June 2017

seeing other instruments as competitors, CSDP compact could seek more synergies from other instruments not only on policy, but also on operational level.

Secondly, Civilian CSDP is quantitatively a small business, as there are only few hundreds of seconded persons working in the civilian CSDP missions, and they are selected, deployed and trained through a complex and time-consuming process, which harnesses tens of people in all Member States, missions and EEAS structures on monthly basis. Highlighting the Member States key role and responsibility in the CSDP, has led to ineffectiveness, when it comes to the human resource capabilities. Another challenge is that most of the civilian capabilities are needed also in the other domains of the EU collective response towards conflicts and crisis: on EU borders, when fighting terrorism and transnational crime or combatting human trafficking.

Thirdly, efforts strengthening Civilian capabilities have not progressed as planned. A number of initiatives, like Civilian-military synergies, Civilian Response Team (CRT) pool, SSR pool, Goalkeeper, Mission Support Platform (MSP), Warehouse, Lessons Learned database, situation awareness tool, etc. have not materialised or reached the level of ambition described in the policy documents. There seem to lack an overall strategy that links capabilities and deployment processes.

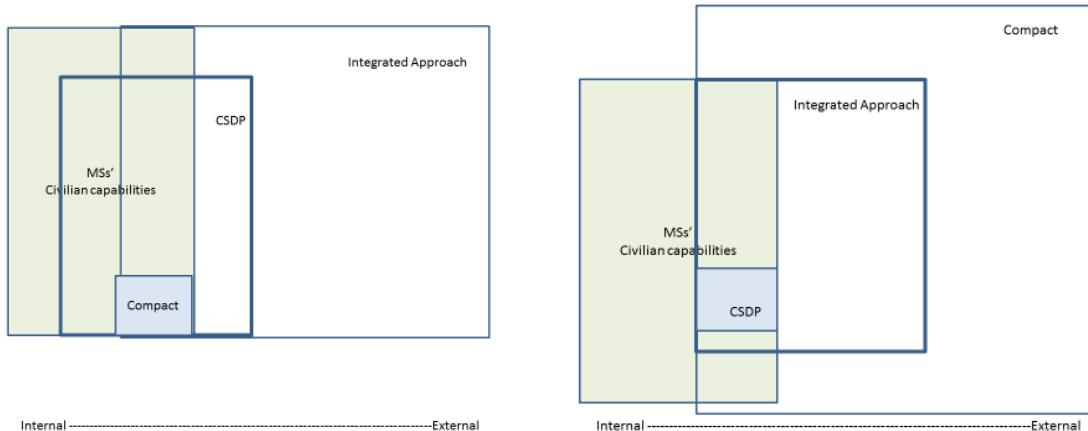
Fourthly, the roles and levels of the stakeholders seem to be unclear in the capability development and operational processes. Newly established Military Planning and Conduct Capability (MPCC) and CPCC have created a joint coordination cell, to contribute to the logistics and mission support of the missions. Mission Support Platform was officially established in 2015 for the same task, but it has not yet been fully activated. In addition, the Civilian Training Working Group, led by Civcom, to define training requirements, to do planning and programming, and eventually evaluate itself, has never convened. Field security skills standards are not harmonised in the EU, or not even in the EEAS where delegations and CSDP mission personnel have different training requirements. All of this creates additional work, and is taking time from real strategy work.

And lastly, the allocation of scarce resources is a perpetual challenge. Civilian

planning and also conduct capability has severe deficits. Usually operational headquarters can manage 1-2 operations at the same time. How many missions CPCC can manage?

Towards a new paradigm - or a strategic communication tool?

It is not yet fully defined, what the compact should entail, and therefore any discussion is welcome to make this process as inclusive as possible. The level of ambition of Civilian CSDP compact is largely dependent on the Member States stance towards it. As far as the content remain open, at least two following pictures can describe the conceptual positioning of the CSDP compact:



Picture: Civilian CSDP Compact conceptual positioning options

In the first option, Civilian CSDP compact can be seen as pragmatic work plan and guideline, with concrete partnership plans and milestones. In this option the compact could even entail memorandum of understanding with agencies conducting field missions and contracts with service providers.

The second option is a strategic communication tool for all those working in the field of the civilian CSDP. The civilian CSDP compact combines descriptions of civilian CSDP concept and capability development plan and the compact focuses on describing the roles and responsibilities of the stakeholders on the process.

The CSDP is a Member States owned activity and process, and it is relying on the

Member States capabilities. Capabilities are not just equipment, procurement, standards and funding - but first and foremost competencies of the personnel. The development of the CSDP capabilities cannot be separated from the other capability development strands, such as European border guards or EU Civil Protection Mechanism capabilities.

In the military domain the Permanent Structured Cooperation (PESCO) has materialized to projects and one of them is German initiative of creating a European Union Training Mission Competence Centre (EU TMCC), to accelerate the provision for EU training missions due to a higher situational awareness regarding trained, educated and available personnel for current and future EU training missions.⁵ This kind of resource hubs could be one solution to lessen the burden of CPCC, and clarify roles of operational headquarter, where situation, planning and conduct functions all require additional resources. The UN Department of Peacekeeping Operations, and its Integrated Training Service, has centralised civilian personnel pre-deployment training to Entebbe (earlier Brindisi), and this training model could be an example to create civilian CSDP training capacity and lessons centre.

Another solution to respond to the CPCC acute need of additional resources could be creation of a real standing capacity in order to improve responsiveness. Reinforcing Eurogendfor with relevant conflict analysis, mediation, training and mission support capabilities would make immediate improvement to responsiveness. Member States could second experts to Eurogendfor for 1-2 years, and this would enable rapid response to establish new missions whenever needed. This capacity could also be used for mobile training teams, planning to make alternative courses of actions, drafting guidelines, conducting surveys etc.

After all, it is good to recognise that a lot of research, with recommendations how to improve effectiveness of the CSDP missions has already been done. When preparing the Civilian CSDP compact, this research is available, and it is recommended to include different stakeholders widely to the planning process.

⁵ <https://www.consilium.europa.eu/media/32020/draft-pesco-declaration-clean-10122017.pdf>.

Policy dialogues and workshops are eventually paving the road to common shared understanding of the compact, and hence connecting all more closely to the new strategy.

