



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 24 September 2012

14130/12

LIMITE

**CIVCOM 370
COSDP 805
PESC 1157
JAI 633
RELEX 856
COSI 76**

COVER NOTE

From: : European External Action Service
To: CIVCOM/ COSI Support Group
Subject : Strengthening Ties between CSDP and FSJ road map implementation -Progress
report

In view of the preparation of PSC/COSI meeting on 2 October 2012, delegations will find attached a progress report "State of play" on the Strengthening Ties between CSDP and FSJ road map implementation, with EEAS reference 01648/12.

Encl.: EEAS document 01648/12

EUROPEAN EXTERNAL ACTION SERVICE



**Crisis Management and
Planning Department (CMPD)**

Brussels, 24 September 2012

EEAS 01648/12

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NOTE

From: Crisis Management Planning Directorate
To: CIVCOM/COSI Support Group

Subject: Strengthening Ties between CSDP and FSJ road map implementation -Progress report

Delegations will find attached progress report "State of play" on the Strengthening Ties between CSDP and FSJ road map implementation.

"STRENGTHENING TIES BETWEEN CSDP AND FSJ " ROAD MAP IMPLEMENTATION - PROGRESS REPORT

I. BACKGROUND

The "Strengthening Ties between CSDP and FSJ - Draft Road Map" ¹ was established in December 2011, based on Member States' written contributions, the CIVCOM advice² and the Opinion of the COSI Support Group³. The Draft Roadmap contains 27 lines of action in the 5 key areas identified in point 55 of the Joint Staff Working Paper on "Strengthening Ties between CSDP and FSJ Actors - Proposals for a Way ahead"⁴.

From among these 27 lines of action, CIVCOM and the COSI Support Group indicated 12 priority lines of action.

CMPD working with the Commission and all other relevant EU actors was tasked by the PSC to be in the lead for the coordination of the development of the Draft Roadmap, with the objective to strengthen ties between CSDP and FSJ, while respecting their respective competences, and to take work forward along the lines contained in the draft Roadmap, so as to elaborate lines of action in view to obtaining concrete outcomes.

The PSC-COSI meeting of 14 December 2011 focused on the methodology for implementing the Road Map, as well as the need for contributions from Member States to carry this work forward, given the complexity and resource intensive nature of the undertaking.

A Workshop was organized on 12/13 March, gathering 80 experts from Member States and the EU, including EU agencies (EUROPOL, CEPOL, FRONTEX, SATCEN) and ICPO- INTERPOL with a view to establishing Joint Expert Panels (JEPs), a working Method & Process, as well as a Timetable.

Consequently, 8 JEPs⁵ designated on a voluntary basis were tasked to carry out identification of potential deliverables for the 12 lines of action to be initiated as a priority in short-term.

¹ doc. 18173/11

² doc. 17487/11

³ doc. 17884/11

⁴ doc. 9878/11 (ARES (2011) 549943)

⁵ JEPs are composed with 100 experts in total from Member States, EU institutions, EU Agencies and ICPO-INTERPOL.

A meeting of the informal "CSDP-FSJ Core Team"⁶ took place on Friday 14 September 2012 gathering 16 representatives of EEAS, General Secretariat of the Council, Commission and the CY Presidency. In this meeting the Core Group examined the outcome of the JEPs and discussed the methodology.

Member States have received separately the findings to date of 7 Joint Experts Panels⁷, (with the exception of the findings of the Expert Panel no 5, which were not agreed by the members of the JEP), and also the "Europol non-paper on closer cooperation between Common and Defence Policy (CSDP) missions and EUROPOL"⁸ dated 15/05/2012, setting a wider form of cooperation which has been taken into account in establishing those findings.

A table "Summary of potential actions (out of 12 priority Lines of Action)" is annexed to the present document.

II. PURPOSE:

This document aims to:

1. Report the informal "CSDP-FSJ Core Team" general assessment;
2. Identify the main targeted actions;
3. Set out the way ahead for future work taking into account experience of the methodology used thus far for the Roadmap implementation.

III. "CSDP-FSJ CORE TEAM" GENERAL ASSESSMENT:

The informal "CSDP-FSJ Core Team" noted that:

- Difficulties were encountered to nominate coordinators for expert panels (lack of volunteers to act as JEP coordinators) which contributed to the delays.
- The use of electronic means for carrying out the panel's work was not entirely successful without the organization of meetings gathering all experts from the panels. It may be noted that the set up of a functional mail box, which was initially forecasted with EEAS technicians, proved not to be possible and the request for establishment of a shared platform is still pending.
- **The outcomes of the JEPs are somewhat uneven:** some JEPs have advanced at a faster pace than others, with concrete projects on the table; others are still in an exploratory phase. This is largely due to the uneven participation in the JEPs. Member States were on the whole eager to join in the exercise (some Panels list up to 23 participants), and some Member States experts were committed to the work and made valuable contributions. However, participation was of an observatory or even "monitoring" nature in very many cases, and this impacted on results,

⁶ "CSDP-FSJ Core Team" is steering work on each of the lines of action, ensuring a proper coordination and supervision of work carried out by the "Joint Expert Panels" and is assessing the conformity of the performance with relevant institutional setting as well as the legislations applicable. "CSDP-FSJ Core Team" role and tasks are addressed in the Road Map (doc. 18173/11)

⁷ General considerations of panels as well as detailed proposals might be considered.

⁸ File no 2620-222

- The JHA Agencies (Europol, Frontex, CEPOL and Eurojust) were strongly involved in the entire process and have significantly contributed to it.

IV. MAIN TARGETED ACTIONS

The following actions have been assessed by Core Team members and considered as valuable actions to be addressed (list non-exhaustive). They are based on the JEPs current findings, although addressing sometimes cross cutting actions.

AREA 1: COMPREHENSIVE SITUATIONAL AWARENESS AND INTELLIGENCE SUPPORT TO THE EU

Action: - A draft Toolkit Handbook on Intelligence Led Policing (ILP) for Civilian Missions" is now close to finalization. The objective of this handbook is to help civilian CSDP missions to support the implementation of an ILP model in the host country, in the framework of their mandate when it is part of it. The implementation of the handbook will contribute to the standardisation of this approach.

This building block will further serve the purpose of Area 1, and in particular the actions which might follow from the questions set out below:

- is Intelligence Led Policing indeed a building block for the intended support of the EU?
- are the definitions used in the Handbook a valuable basis for gathering intelligence "supporting the EU"?
- how to organise the different steps of the intelligence cycle to serve the support of the EU?
- how to disseminate Information/Intelligence gathered by CSDP missions at the EU level?

AREA 2: EXCHANGE OF INFORMATION AND MUTUAL SUPPORT

Action: Elaborate proposals for developing cooperation between the EU and ICPO-INTERPOL: To establish a framework international agreement which allows exchange of information and cooperation at various levels and in a range of activities. There is a need to request a mandate from the Council (opening of negotiations with an international organisation pursuant to Article 218 TFEU).

Meetings have already taken place and contacts has been established between respective EEAS and ICPO-INTERPOL legal services.

Action: On the basis of a political mandate given by the Council, conclusion of a general framework arrangement between the HR and EUROPOL facilitating the exchange of information between Europol and CSDP missions. Such an arrangement could be activated with a view to exchanging personal data only if authorized by the Council decision establishing the concerned CSDP mission.

Establish a wider arrangement encompassing the development of sub-actions related to EUROPOL.

Action: On the basis of a political mandate given by the Council, conclusion of a general framework arrangement between HR and FRONTEX facilitating the exchange of information between FRONTEX and CSDP missions and any other topics related to the cooperation within the framework of CSDP missions and beyond. This action would encompass the development of sub-actions related to FRONTEX. Review of existing Administrative Arrangements, and FRONTEX participation on CSDP planning.

Action: Identification and designation of a Point of Contact in all EU Agencies (competent also to deal with operational requests) and in EEAS Crisis Management Structures.

AREA 3: IMPROVING MECHANISMS IN THE DECISION MAKING PROCESS

Further work is needed and guidance may be required on specific issues.

Action: Making MS more aware of the importance of force generation to CSDP missions:

- at various levels and by different actors: COSI, PSC, COSI SG, JAIEX, CIVCOM, EEAS, Commission, and GSC through Civilian capability Development Plan, Goalkeeper software environment - notably its roster application "Registrar" and the High Level Seminars.
- ad hoc "core groups" of most affected and interested stakeholders and countries could be set up, e.g. on Libya, to discuss needs and available resources for a possible EU action.

Action: Improve the information flow:

- distribute to all stakeholders the GSC document on the distribution of Council documents
- EEAS to provide a contribution on the distribution of EEAS documents.

Action: Looking into sharing info and decision-making in the context of missions/operations:

- to be decided by the relevant actors. It could be envisaged to have HR addressing JHA Council and having JHA experts in FFMs covering for a possible new CSDP Mission.

Action: To list products/documents provided by EU Agencies currently addressed specifically to EU institutions or working groups/decision-making bodies which may be of interest for all other stakeholders.

AREA 4: IMPROVING COOPERATION IN PLANNING EU EXTERNAL ACTION

Action: A study on the feasibility for contacts and cooperation between EUROJUST and CSDP missions should be conducted.

Action: The need for potential expertise of FSJ actors which goes beyond CSDP aspects (e.g. Crisis Platform), should be taken into account during the revision of crisis management procedures (CMP) in the light of the lessons learned from their testing in the EU Crisis Management Exercise ML

The expertise dedicated to the dossier "Strengthening Ties between CSDP and FSJ" including those provided by EU agencies, could be engaged in/contribute to the ongoing revision of crisis management procedures and be reflected in the new document on Crisis Management Procedures to be drafted this year and adopted in Dec 2012.

AREA 5: CAPABILITIES: HUMAN RESOURCES AND TRAINING

Action: Carry out a mapping exercise of how many CSDP crisis management structures staff possess FSJ expertise working in designated posts, including at senior level.

Action: Elaboration of an Awareness Course/ Modular Training Package on the CSDP/FSJ nexus, structures and instruments with a particular focus on understanding the internal/external security interface.

Action: Elaboration of an Awareness Course/Modular Training Package on Security Sector Reform, targeting primarily Police Officers working on Institution Building with a particular focus on Police Services;

Action: Elaboration of an Awareness Course/ Modular Training Package on Mentoring, Monitoring and Advising (MMA) tasks for Police Officers in CCM contexts (especially through methodology and pedagogy for MMA).

V. WAY AHEAD

The broad approach chosen to carry out the work, going beyond the inter-institutional aspects, and involving the EU Agencies and ICPO-Interpol and Member States experts, has generated successful findings.

It was important to include Member States from the very beginning of the process, in order to encourage their contribution, ensure transparency and to allay fears of "competence creep". Indeed, an essential part of the project was to foster a greater understanding between CSDP and FSJ actors of their respective objectives and where they overlap. Nevertheless, the whole methodology process has proven cumbersome, labour intensive and yielding less than optimum results. The JEPs are too large but with little real participation. This formula is poorly adapted for the next phase of the work where smaller focused group of experts (project teams), actively participating with an end product in mind, are required.

The informal "CSDP-FSJ Core Team" proposes to move ahead, along the following lines:

- lines of actions to be clustered and cascaded, as much as possible;
- reduction and reconfiguration of informal JEPs to form informal project teams composed of only dedicated and active personnel with the required expertise for development of the specific identified actions;
- maintenance of the informal "CSDP-FSJ Core Team", which, given its inter-institutional nature, should continue to guide work;
- CMPD, working with the Commission and all other relevant EU actors, will continue to be in the lead for the coordination of the development of the Road Map;
- review of progress by the end of 2012.

As indicated in the road map, Member States will be kept regularly and fully informed on progress made in all lines of action through the relevant Committees and Working Groups.

ANNEX

Table
Summary of potential actions (out of 12 priority Lines of Action)

AREA 1: COMPREHENSIVE SITUATIONAL AWARENESS AND INTELLIGENCE SUPPORT TO THE EU

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
1	Establish Intelligence-led policing for relevant CSDP civilian missions, taking into account, inter alia, EUROPOL experience as intelligence led law enforcement agency in the EU.	<p>While the Joint Expert Panel 1 investigated this line of action, A draft toolkit Handbook – ILP for Civilian Missions” was prepared with a working group of representatives of Member States, EUROPOL, CEPOL, CPCC and CMPD, providing a useful platform to explore this line of action.</p> <p>This building block will further serve the purpose of Area 1, and in particular the actions which might follow from the questions set out below:</p> <ul style="list-style-type: none"> - Is Intelligence Led Policing indeed a building block for the intended support of the EU? - Are the definitions used in the Handbook a valuable basis for gathering intelligence “supporting the EU”? - How to organise the different steps of the intelligence cycle to serve the support of the EU? - How to disseminate Information/Intelligence gathered by CSDP missions at the EU level? 	1	<p>Core Team proposal:</p> <p>The development of these actions will need further involvement of INTCEN and EUMS.</p>
2	Examine the conditions for a CSDP mission to gather personal data in a Host Country and transfer those data to a Member State or to any relevant EU Body. Sub action: Elaborate a legal framework for technical police cooperation with a host country, in full respect of the EU data protection regime.	Not handled yet by the Joint Expert Panel.	1	

AREA 2: EXCHANGE OF INFORMATION AND MUTUAL SUPPORT

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
1	Identify and review existing Administrative arrangements between General Secretariat of the Council (GSC) and EU agencies to enable EEAS to be a participant (instead of the GSC).	<p>- In the area of exchange of information between EU GSC and EU agencies, the three following documents need to be considered and may need to be reviewed in the future:</p> <ol style="list-style-type: none"> 1. Framework for mutual collaboration and exchanging classified information between Europol and the GSC (exchange of letters between SG/HR and Director of Europol) (doc. 14050/05 dated 7 November 2005). 2. Council Conclusions on possible cooperation mechanisms between civilian ESDP missions and EUROPOL as regards the mutual exchange of information on 5-6 June 2008⁹. 3. "Administrative arrangement between Frontex and the GSC on the exchange of classified information"(doc. 5273/09 dated 13 January 2009). 	2	<p>Core Team proposal:</p> <p>The three documents should be reviewed as a matter of priority. In the light of the review of these documents certain other linked documents need to be reviewed. This work must be undertaken in the general framework of establishing agreements between the High Representative and EU Agencies.</p>

⁹ Doc. 7821/3/08.

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
2	<p>Identify developing involvement of FSJ actors (in particular EU agencies) (<i>such as EUROPOL, FRONTEX and EUROJUST</i>) in CSDP missions).</p> <p>Sub action: Explore and elaborate clear rules and methods of cooperation between CSDP missions and EU Member States law enforcement services (<i>including the possibility for CSDP missions to host liaison officers</i>) when operating within an EU concerted action (external activities of internal security) in relation with Host Country services.</p>	<p>1. <u>EU Agencies:</u></p> <p>EUROPOL:</p> <p>1. Develop EUROPOL involvement at early stages (like the planning phase) where proven techniques of threat assessment could be beneficial to decide on the scope and mandate of the future mission.</p> <p>2. Establish a general regulatory framework facilitating the exchange of information between Europol and CSDP missions (high Representative), including personal data if appropriate.</p> <p>3. Developing a better information (methods and mechanisms) for CSDP missions of Europol and FRONTEX analytical capacities to upgrade CSDP mission awareness and ability to support Host Countries in fighting Organized Crime and Corruption.</p> <p>4. Witness protection mechanism: in cases where missions do not have the capacity to protect and relocate witnesses, a possibility of support from EUROPOL, for carrying out these functions could be explored.</p> <p>5. Organize the conditions for participation of Europol experts to CSDP Missions to reinforce a CSDP mission for a limited period of time.</p>	3	<p>On the basis of a political mandate given by the Council, conclusion of a general framework arrangement between the HR and EUROPOL facilitating the exchange of information between Europol and CSDP missions. Such an arrangement could be activated with a view to exchanging personal data only if authorized by the Council decision establishing the concerned CSDP mission.</p> <p>Establish a wider arrangement encompassing the development of sub-actions related to EUROPOL</p> <p>As an overall principle, it is recalled¹⁰ that contribution of FSJ actors in CSDP activities should take place in accordance with the mandate as well as in the planning and evaluation phase, and where there is clear added value to be gained i.e no automaticity.</p>

Comment [RA1]: The references to Frontex analytical capacities in a paragraph dealing with the cooperation with Europol is not appropriate. Please move this to the next paragraph dealing with Frontex.

¹⁰ CIVCOM Advice 10596/11

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
2	<p>Identify developing involvement of FSJ actors (in particular EU agencies) (<i>such as EUROPOL, FRONTEX and EUROJUST</i>) in CSDP missions).</p> <p>Sub action: Explore and elaborate clear rules and methods of cooperation between CSDP missions and EU Member States law enforcement services (<i>including the possibility for CSDP missions to host liaison officers</i>) when operating within an EU concerted action (external activities of internal security) in relation with Host Country services.</p>	<p>FRONTEX:</p> <ol style="list-style-type: none"> 1. Establish the conditions for optimize the exchange of information and sharing analytical products between FRONTEX and CSDP missions. 2. Organize the conditions for possible participation of FRONTEX experts to reinforce a CSDP mission for a limited period of time (in line with Guidelines on the use of "Visiting Experts" in the context of civilian CSDP missions doc. 7896/2/12). 3. Organize the conditions for possible participation of Member States' border guards, who are listed in the FRONTEX Pool for European Border Guard Teams to reinforce CSDP mission for a limited period of time, the existing legal framework permitting. 4. The potential offered by EUROSUR (European Border Surveillance System) to reinforce High Representative – Frontex cooperation in the areas of common interest taking duly into consideration the developments ongoing under the EU legislative process. 5. Disseminating EU/National best practices regarding border management capability development and cooperation in the field of training of border guards. 6. Establishment of a general working arrangement between HR and FRONTEX covering the aspects above and any other topics related to the cooperation within the framework of CSDP missions and beyond. 	3	<p>On the basis of a political mandate given by the Council, conclusion of a general framework arrangement between HR and FRONTEX facilitating the exchange of information between FRONTEX and CSDP missions and any other topics related to the cooperation within the framework of CSDP missions and beyond. This action would encompass the development of sub-actions related to FRONTEX. Review of existing Administrative Arrangements, and FRONTEX participation on CSDP planning Action 2 is subsequent to 1.</p>

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
2	<p>Identify developing involvement of FSJ actors (in particular EU agencies) (<i>such as EUROPOL, FRONTEX and EUROJUST</i>) in CSDP missions).</p> <p>Sub action: Explore and elaborate clear rules and methods of cooperation between CSDP missions and EU Member States law enforcement services (<i>including the possibility for CSDP missions to host liaison officers</i>) when operating within an EU concerted action (external activities of internal security) in relation with Host Country services.</p>	<p>EUROJUST</p> <ol style="list-style-type: none"> 1. Taking into account the revised Eurojust Decision and the specific mandate of Eurojust, exploring common areas of interest between CSDP and EUROJUST activities. 2. Establishment of a cooperation framework between CSDP and EUROJUST. It would support further the set up of technical arrangements at mission level (e.g. Memorandum of Understanding). <p>EU Satellite centre (SATCEN)</p> <ol style="list-style-type: none"> 1. In the frame of EUROSUR (Establishing the European Border Surveillance System) FRONTEX would establish a cooperation framework with the EU Satellite Centre, and other EU Agencies in providing the service for the common application of border surveillance tools. <p>Establish conditions for allowing other exchanges of information between FRONTEX and EUSC to take place, as appropriate, in particular if FRONTEX would be involved to reinforce CSDP missions.</p>	3	<p>1. Statement of Intent is not concrete. further exploration between EEAS and EUROJUST is sought to elaborate areas of cooperation.</p>

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
2	<p>Identify developing involvement of FSJ actors (in particular EU agencies) (<i>such as EUROPOL, FRONTEX and EUROJUST</i>) in CSDP missions).</p> <p>Sub action: Explore and elaborate clear rules and methods of cooperation between CSDP missions and EU Member States law enforcement services (<i>including the possibility for CSDP missions to host liaison officers</i>) when operating within an EU concerted action (external activities of internal security) in relation with Host Country services.</p>	<p>EU Agencies Common potential actions:</p> <ol style="list-style-type: none"> 1. Establishing a legal framework to allow a strengthening Mission type¹¹ to gather crime-related personal information in a host country and process them, including their exchange with Member states and EU agencies concerned. 2. Establishing common approach and methodology for supporting development of a local capacity to share criminal information/intelligence integrating the Europol and/or Interpol network(s). 3. Identification and designation of a Point of Contact in all Agencies (competent also to deal with operational requests) and in EEAS Crisis Management Structures. 4. Drafting Guidelines on the use of visiting EU agencies experts (modalities of participation of experts sent by EU agencies to reinforce/support CSDP missions, or Liaison officers hosted by CSDP missions) on the model of the Guidelines on the use of "Visiting Experts" in the context of civilian CSDP missions doc. 7896/2/12). 	3	

¹¹ At the Nice European Council (7, 8 and 9 December 2000), two generic concepts of ESDP police missions based on previous experiences were defined:

- Strengthening of local police services. (...EU police missions would be deployed essentially to educate, train, monitor, mentor and advise the police service in the Host Country (HC));
- Substituting for local police services, notably where local structures are failing.

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
2	<p>Identify developing involvement of FSJ actors (in particular EU agencies) (<i>such as EUROPOL, FRONTEX and EUROJUST</i>) in CSDP missions).</p> <p>Sub action: Explore and elaborate clear rules and methods of cooperation between CSDP missions and EU Member States law enforcement services (<i>including the possibility for CSDP missions to host liaison officers</i>) when operating within an EU concerted action (external activities of internal security) in relation with Host Country services.</p>	<p><u>Member States:</u></p> <ol style="list-style-type: none"> 1. Explore and elaborate clear rules and methods of cooperation between CSDP missions and EU Member States law enforcement services (<i>including the possibility for CSDP missions to host Member States liaison officers</i>) when operating within an EU concerted action (external activities of internal security) in relation with Host Country services". 2. Targeted actions on National Capabilities: <ul style="list-style-type: none"> - Examine the feasibility of deployment of pre-identified Teams (national or multi-national) to support CSDP activities (CSDP mission) (e.g. Indicate possible mitigation or red lines for any deployment) (preparation of a questionnaire/inventory of niche capabilities is ongoing covering these aspects and should be addressed to EU Member States in the second semester 2012). - Examining the conditions for benefiting the experience of Law enforcement Joint multinational Teams set up in the framework of COSPOL projects ¹², or operating outside of EU Borders in the framework of Member States bi-lateral arrangements. - Organizing better information and communication between EU Member States bilateral or multilateral activities and CSDP activities on the ground. 	3	<p>This sub action has been redrafted.</p>

¹² "Comprehensive Operational Strategic Planning for the police" in the framework of the EU policy cycle for organised and serious international crime (doc. 15358/10)

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
3	<p>Elaborate proposals for developing cooperation between EEAS structures and ICPO-INTERPOL in the wider context of cooperation between CSDP and FSJ (<i>taking into account the existing legal and working arrangements with EUROPOL and other EU agencies</i>). Sub action: Establish a framework arrangement between EU (HR) and ICPO-INTERPOL for CSDP missions and operations.</p>	<p>1. To establish a framework <u>agreement</u> which allows exchange of information and cooperation at various levels and in a range of activities.</p> <p>2. Use of this agreement can then be decided on a case by case basis as emerging missions are considered.</p> <p>-----</p> <p><u>Areas of cooperation with ICPO-INTERPOL in the field of Common Security and Defence Policy (CSDP) are developed:</u></p> <ul style="list-style-type: none"> - <u>Mutual consultation;</u> - <u>Exchange of information;</u> - <u>Support for the development of Host Country National Police and other Law Enforcement Agencies;</u> - <u>Interim law enforcement/ executive mandate;</u> - <u>Technical cooperation;</u> - <u>Training.</u> 	4	<p>Elaborate proposals for developing cooperation between the EU and ICPO-INTERPOL: To establish a framework <u>international agreement</u> which allows exchange of information and cooperation at various levels and in a range of activities. <u>There is a need to request a mandate from the Council (opening of negotiations with an international organisation pursuant to Article 218 TFEU).</u></p>

AREA 3: IMPROVING MECHANISMS IN THE DECISION MAKING PROCESS

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
1	<p>Analyse and assess complementary roles of different Working Groups and make proposals for modalities for facilitating a coordinated and concerted action.</p> <p>Sub action: Develop the conditions to set up a shared agenda meeting between relevant fora in view of enhancing the coordination for concerted actions on targeted areas.</p> <p>On the basis of the document "Draft working method for closer cooperation and coordination in the field of EU security" (10715/11), explore new possibilities for more concerted action.</p>	<p>1. Organize joint meetings:</p> <ul style="list-style-type: none"> - further work is still needed. <p>2. Making MS more aware of the importance of force generation to CSDP missions:</p> <ul style="list-style-type: none"> - at various levels and by different actors: COSI, PSC, COSI SG, JAIEX, CIVCOM, EEAS, Commission, and GSC through Civilian capability Development Plan, Goalkeeper software environment - notably its roster application "Registrar" and the High Level Seminars, - ad hoc "core groups" of most affected and interested stakeholders and countries could be set up, e.g. on Libya, to discuss needs and available resources for a possible EU action. 	5	<p>Document available for panel 5 has not been agreed among the JEP experts, and accordingly should not be distributed to CIVCOM and COSI SG.</p>
2	<p>Identification of information of common interest which could be shared amongst the relevant Working Groups with GSC, Commission and EEAS structures. This may include: strategic/policy threat assessments, planning documents, reports of projects, reports of Fact Finding Missions (FFMs), as appropriate and site visits.</p>	<p>1. Improve the information flow:</p> <ul style="list-style-type: none"> - distribute to all stakeholders the GSC document on the distribution of Council documents, - EEAS to provide a contribution on the distribution of EEAS documents. <p>2. Looking into sharing info and decision-making in the context of missions/operations:</p> <ul style="list-style-type: none"> - to be decided by the relevant actors. It could envisaged HR addressing JHA Council and having JHA experts in FFMs covering for a possible new CSDP Mission, <p>3. To list products/documents provided by EU Agencies currently addressed specifically to EU institutions or working groups/decision-making bodies which may be of interest for all other stakeholders.</p>	5	

AREA 4: IMPROVING COOPERATION IN PLANNING EU EXTERNAL ACTION

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
1	<p>Develop proposals for improving planning process for civilian CSDP missions, identification of interconnections and support activities between CSDP and FSJ, focusing also on internal security issues (e.g. fight against terrorism, trafficking in human beings, <i>etc.</i>).</p> <p>Sub action: Establish conditions for allowing/improving FSJ expertise to be associated at the early phases of strategic planning of CSDP missions, including for FFM.</p>	<ol style="list-style-type: none"> 1. Organize involvement of FSJ actors/ agencies in the mission preparation, assessment and mission planning process by : <u>Identification and implementation of a Point of Contact in all Agencies;</u> <u>Establishing threat assessments for the early planning phase (Conditions and modalities for enabling EUROPOL support in CSDP planning; Return on investment from EU Agencies should be encouraged).</u> 2. Streamlining discussion (and consultation of) in JHA working groups and committees such as COSI, to support CSDP planning objectives: <u>COSI, COSI Support Group or other JHA working groups</u> (e.g. drugs, terrorism, police cooperation, judicial cooperation, migration). 3. Improving CSDP planning structures and planning methodology: <u>CSDP planning methodology should be reviewed;</u> <u>During the mission planning phase liaison officers/experts should work closely together with the mission planners; Revision of CSDP planning documents should be undertaken;</u> <u>Explore upgrading diversity and flexibility of the CRT experts pool and SSR pool for CSDP planning, through inclusion of/ access to experts from Commission Expert rosters, as well as Member State experts in the FSJ area;</u> <u>Create a desk of “FSJ Actions” within the CPCC; inserting a “FSJ Actions” paragraph in CMC¹³, CONOPS¹⁴ and the OPLAN¹⁵.</u> 4. Train and exercise the FSJ actors in planning procedures: <u>in the preparation and the running of the EU CRISIS MANAGEMENT EXERCISE - MULTILAYER 2012 the testing of the proposal for revised Crisis Management Procedures.</u> 	6	<p>CPCC expressed reservation against the presented outcomes JEP 6, in particular "1.3". It seems depart from the (wrong) assumption that CPCC plans and conducts missions without much FSJ expertise, which of course is not correct.</p> <p>The creation of a desk of “FSJ actions” within the CPCC” proposed by the panel will be assessed by EEAS Crisis Management Structures.</p>

¹³ Crisis Management Concept
¹⁴ Concept of Operations
¹⁵ Operation Plan

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
2	Analyse the conditions for improving streamlining of programmes and projects amongst EU stakeholders (<i>CSDP and External dimension of internal security</i>) operating in a common external area of responsibility (<i>Region, HC</i>).	<ol style="list-style-type: none"> <li data-bbox="496 421 904 719">1. <u>Identification of coordination mechanisms at country level</u> between EU delegations, Member States representations (FSJ actors) and CSDP missions, in a selection of priority areas; <u>ensure full coordination of geographical desks, EU Delegations and Commission services via inter- service consultations.</u> <li data-bbox="496 752 855 869">2. <u>The reinforcement of EU Delegations with FSJ expertise should be sought</u> (this action falls into the competence of JEP 7). <li data-bbox="496 902 879 1077">3. <u>CSDP missions may provide expertise to support E.C. programmes.</u> CSDP missions coordinate with EU entities implementing cooperation development aid. <li data-bbox="496 1111 887 1261">4. Frontex according to its new mandate can perform technical assistance project in Third Countries and benefit from EU external relations financial instruments. <li data-bbox="496 1294 866 1411">5. <u>A study on the feasibility for contacts and cooperation between EUROJUST and CSDP missions may be conducted.</u> 	6	<p data-bbox="1027 421 1182 712">The line of action 2 needs should be analysed in close cooperation with the work to be carried out in the line of action 1.</p> <p data-bbox="1027 931 1182 1682">The need for potential expertise of FSJ actors which goes beyond CSDP aspects (e.g. Crisis Platform), should be taken into account during the revision of crisis management procedures (CMP) in the light of the lessons learned from their testing in the EU Crisis Management Exercise ML.</p>

AREA 5: CAPABILITIES: HUMAN RESOURCES AND TRAINING

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
1	Establish proposals for improving CSDP crisis management structures in Brussels with adequate FSJ expertise in designated posts, including at senior level.	<ol style="list-style-type: none"> 1. Develop Human resources policy of the EEAS, especially concerning the relevant CSDP crisis management structures. 2. Making the FSJ expertise one of the key priorities for securing sufficient and appropriately qualified personnel throughout these structures. 3. Limitations of the existing establishment plan for EEAS which are likely to persist at least over the medium-term. 4. Mapping how many CSDP crisis management structures staff possess FSJ expertise and are working on the designated posts, including at senior level. 5. Recourse to both 'regular' and 'cost-free' SNEs (as described in the EEAS Regulation on SNEs) as the most feasible solution. 6. Plan temporary reinforcements of CSDP crisis management structures with staff possessing FSJ expertise to cover main surges of strategic or operational planning, strategic reviews and other relevant activities carried out by these entities. 7. Balancing the EEAS personnel policy principle of autonomy and wider scope of its personnel priorities vis-à-vis Member States' clear interest in enhancing CSDP 	7	<p>Action 1: Statement of Intent is not sufficiently concrete.</p> <p>Development of a common reflection on the mobilisation of EU expertise for internal or external security purposes should be sought.</p> <p>Action 4: Mapping exercise to be undertaken.</p>

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
		<p>crisis management structures with relevant FSJ expertise.</p> <p>8. Defining FSJ-relevant requirements in the area of 1) cooperation with IOs, international and local actors; 2) information exchange/sharing; 3) training.</p> <p>9. Identifying existing arrangements and instruments which might be available for temporary reinforcements, inter alia through enhanced use of Civilian Response Teams (CRT)¹⁶ pool and EU Security Sector Reform (SSR)¹⁷ experts pool, with a possible adaptation of principles contained in the concept on Visiting Experts in civilian CSDP Missions. Looking forward towards a global reflection on sharing expertise (mobilisation of EU expertise) for the benefit of EU Bodies and Institutions.</p>		

¹⁶ CRTs doc. 15371/09 of 4 November 2009

¹⁷ draft document on deployable European expert teams (14576/1/08 REV 1)
Security Sector Reform - deployable European Expert Teams - Establishment of a pool of experts and deployment of experts (13246/09)

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
2	Explore the reinforcement of EU Delegations (specifically where CSDP, FSJ or Member States actions are already in place, or envisaged) either on a temporary or permanent basis with FSJ expertise. In this respect, EU Delegations to international organisations (<i>e.g. UN, AU</i>) as well as to third states should be considered.	<ol style="list-style-type: none"> 1) Defining main FSJ functions in the priority EU Delegations (especially where CSDP, FSJ or Member States actions are already in place, or envisaged) and required key tasks these experts should perform, either as core tasks or through temporary reinforcements. 2) Make use of Pool of SSR Experts: Allow Heads of Delegation to make requests. 3) Inform Heads of Delegation about all opportunities/expert pools which already exist. 4) EU Delegations should be able to benefit from the expertise of SSR pool of experts when projects on SSR are already implemented (reorientation is needed) or are on the way to being implemented. 5) Looking into possibilities of ad hoc pooling resources and staff from Member States' embassies in support of the EU Delegations. 	7	<p>Action 2, 3 and 4 should be clustered.</p> <p>Action 5: definition of situations/needs should be first delineated.</p>

No	Line of Action	Potential actions identified	Joint Expert Panel	CSDP/FSJ Core Team Comments
3	<p>Establish proposals for new CEPOL training courses for police to be deployed in the wider Rule of Law operations within the CSDP framework and FSJ external activities, taking into account other training frameworks, e.g. ESDC, ENTRI, Member States training institutes, EU agencies, relevant activities conducted under other EU instruments, especially the Instrument for Stability (IfS) programmes, and in line with the European Training Scheme policy (ETS).</p>	<ol style="list-style-type: none"> 1) Elaboration of an Awareness Course/ Modular Training Package on the <u>CSDP/FSJ nexus, structures and instruments</u> with a particular focus on understanding the internal/external security interface. 2) Elaboration of an Awareness Course/Modular Training Package on <u>Security Sector Reform</u>, targeting primarily Police Officers working on Institution Building with a particular focus on Police Services. 3) Elaboration of an Awareness Course/ Modular Training Package on <u>Mentoring, Monitoring and Advising (MMA) tasks for Police Officers in CCM contexts</u> (especially through methodology and pedagogy for MMA). 4) Offering access of such course as a priority to Host Country (HC) FSJ officials interacting with our CSDP missions on the ground.. 5) Revising CEPOL's existing <u>Draft Common Curricula on Civilian Crisis Management</u>, with the aim of building a “common vocabulary” for officials deployed to EU Missions. 	8	Action 4 is contained in actions 1, 2, and 3.