



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 17 October 2011**

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**LIMITE**

**COSDP 965  
PESC 1295  
CIVCOM 470  
CSDP/PSDC 607  
COSI 83**

**COVER NOTE**

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From: : European External Action Service  
To: : Political and Security Committee  
Subject : Strengthening ties between CSDP and FSJ  
- Elements of a draft Road Map

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Delegations will find attached the EEAS document of 13 October 2011 with ARES reference (2011) 118322 on Strengthening ties between CSDP and FSJ- Elements of a draft Road Map.

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Encl.: EEAS document ARES (2011) 118322

# EUROPEAN EXTERNAL ACTION SERVICE



**Crisis Management and  
Planning Directorate - CMPD**

**Brussels, 17 October 2011**

**ARES (2011) 118322**

**LIMITE**

## **NOTE**

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From:	Crisis Management and Planning Department
To:	Political and Security Committee
Subject:	Strengthening ties between CSDP and FSJ - Elements of a draft Road Map

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Delegations will find attached Elements of a draft Road Map for Strengthening ties between CSDP and FSJ.

The list of Actions to be initiated is set out in Annex 1. An illustrative diagram for the way ahead is set out in Annex 2.

## **Strengthening ties between CSDP and FSJ**

### **- Presentation of Elements of a draft Road Map -**

#### **I. BACKGROUND**

1. On 13 May 2011, the Political and Security Committee (PSC) noted the Joint Staff Working Paper on "Strengthening Ties between CSDP and FSJ Actors - Proposals for a Way ahead", doc. ARES (2011) 549943 of 6 May 2011, and had an exchange of views.
2. The PSC tasked CIVCOM to provide advice on the paper, taking into account the PSC discussion, after which it would revert to the issue.
3. On 23 May 2011, CIVCOM issue an advice (10596/11) on Strengthening Ties between CSDP and FSJ actors. CIVCOM recognized the potential for enhanced cooperation in all the five areas outlined in the document of 6 May 2011 (doc. ARES (2011) 549943):
  - Comprehensive Situational Awareness and Intelligence support to the EU;
  - Exchange of information and mutual support;
  - Improving mechanisms in the decision making process;
  - Improving cooperation in planning EU external action;
  - Capabilities: Human Resources and Training.
4. CIVCOM considered that "Comprehensive Situational Awareness and Intelligence Support to the EU", as well as "Capabilities-Human Resources and Training" had the potential to yield concrete outcomes in the short-term, subject to further exploration.
5. CIVCOM emphasized that follow-up work on all the above mentioned areas should be needs-driven and result-oriented, and stressed the need for a roadmap to be elaborated including i.e. priorities, tentative timelines, and an indication of the relevant actors to take work forward in these areas.
6. At the PSC meeting of 27 May 2011, the PSC took note of the CIVCOM advice, set out in doc. 10596/11, and endorsed its recommendations. On that occasion, the PSC invited the CMPD to draw up, together with all relevant actors, including the Commission, a draft Road Map to take work forward on the basis of this advice, and to revert back to the PSC in the third quarter of 2011.

7. Drafting a roadmap was also welcomed by the COSI members at the informal meeting with PSC on 1 June 2011
8. The present document (Elements of a draft Road Map) aims to respond to the tasking, in identifying 27 lines of action within the 5 specific areas, and relevant stakeholders to carry out their development in accordance with proposed time lines.

## II. METHODOLOGY

9. In order to set up the Elements of a draft Road Map on the basis outlined above, a **systematic approach has been chosen to meet** expectations with concrete achievements, **building on existing resources.**
10. **This approach aims to ensure that competent Council bodies** can evaluate progress achieved and provide guidance for further work at key milestones in the development of the respective lines of action to be initiated (Annex 1).
11. CMPD lead the drafting of the Elements of a draft Road Map, and has ensured the overall coordination of the work among the representatives of the EEAS, Commission and the GSC and the Chairman of the COSI Support Group.
12. The lines of action in the 5 key areas were identified by an informal "CSDP-FSJ Core Team" consisting of representatives of the EEAS (CMPD, CPCC, EUMS, SITCEN, Multilateral relations & Global governance, Policy coordination Division, Conflict Prevention & Security Policy, Legal Affairs), Commission (DG Home, FPI), GSC (DG H)", and the chairman of the COSI Support Group.
13. The Elements of a draft Road Map process respects the following principles
  - the need to ensure mutual benefits for both CSDP and FSJ actors;
  - full respect of the competencies of the different institutional actors;
  - full respect of the role of Member States and their national legislations.

14. The work has led to:

- A breakdown into 27 lines of action for the 5 areas identified in the Joint Staff Working Paper on "Strengthening Ties between CSDP and FSJ Actors, subdivided into:
  - 12 Actions to be initiated as a priority in short-term (immediately < 6 months);
  - 15 Actions to be initiated in medium-term (> 6 months);
- A tentative indication of possible "**Joint Expert Panels**" to carry forward the development of each line of action at a second stage;
- An estimated date for deliverables of the line of action (*after the launch of the action*).

15. For the sake of clarity, an illustrative diagram for the way ahead in strengthening ties between CSDP and FSJ is set out in Annex 2, which includes a presentation of the Elements of a draft Road Map to PSC and COSI.

### **III. IMPLEMENTATION OF THE DRAFT ROAD MAP**

16. On approval of the list of actions to be initiated, the "CSDP-FSJ Core Team" will continue to steer work on each of these lines and oversee the undertaking.

17. CMPD, working with the Commission and all other relevant EU actors, will be in the lead for the coordination of the development of the draft Road Map, in accordance with the respective competences. The "CSDP-FSJ Core Team" will confirm the "**Joint Expert Panels**" that will carry forward the development of each line of action, nominating for each "**Joint Expert Panel**" a coordinator, as well as establishing tentative deliverables, timelines, and financial and human resources implications, where applicable.

18. The process will be conducted in full respect of the decision-making processes and institutional competencies applicable to CSDP and the area of FSJ.

19. In order to reflect the cross-cutting, multi-disciplinary and inclusive nature of this undertaking, participation of relevant EU entities, experts from EU Member States and other expertise as appropriate will be sought.

20. The "Joint Experts Panels" will comprise a balanced mix of above expertise as needed. These "**Joint Expert Panels**" will be of an informal nature and participation will be on a voluntary basis.

#### **IV. RECOMMENDATIONS**

21. It is recommended that PSC:

- Has a preliminary exchange of views on the Elements of a draft Road Map;
- Notes the Elements of a draft Road Map as a living document;
- Invites CIVCOM to provide advice on the Elements of a draft Road Map.

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

## List of Actions to be initiated as a priority in short-term (immediately &lt; 6 months)

No	Line of Action	Indicative Actors <sup>1</sup>	E.D.D. <sup>2</sup>
1	Establish Intelligence-led policing for CSDP civilian missions.	EEAS ( <i>SITCEN</i> / <i>CMPD/CPCC</i> ) Commission (DG HOME) FRONTEX	< 1 year (already under development in <i>CPCC/EEAS</i> )
2	Analysis of the needs to enhance the framework for more comprehensive exchange of information, analyses and assessments between relevant CSDP and FSJ actors, including in the domain of crisis management. ( <i>As a first step the document "Framework and Guidelines for Intel Support to the EEAS" (EUMS 7215-11) covering Intelligence support to EEAS is meeting the objectives for external security. Internal security concerns have to be addressed in a comprehensive manner to complete the scope of this line of action</i> )	EEAS ( <i>EUMS/SITCEN</i> / <i>CMPD/CPCC...</i> ) Commission (DG HOME) EUROPOL FRONTEX	< 1 year

## List of Actions to be initiated in medium-term (&gt; 6 months)

No	Line of Action	Indicative Actors	E.D.D.
3	Elaborate proposals for an enhanced role for SITCEN/EU Situation Room (EEAS), in line with EU agencies, in information sharing, in conjunction with the strengthening of its links to EU Delegations. ( <i>The objectives are partially covered by the document "Framework and Guidelines for Intel Support to the EEAS" (EUMS 7215-11), but internal security elements remain to be addressed</i> ).	EEAS ( <i>EUMS/SITCEN ...</i> ) Commission (DG HOME) FRONTEX	> 1 year (already under development in <i>EEAS</i> )

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<sup>1</sup> List non exhaustive

<sup>2</sup> EDD: estimated delivery date of the line of action (e.g. Proposals) after the launch of the action

No	Line of Action	Indicative Actors	E.D.D.
4	Elaborate proposals for working mechanisms between SITCEN/EU Situation Room (EEAS, EUROPOL, FRONTEX in developing their threat and risk assessments which cover both internal and external dimensions of security. <i>(The document "Framework and Guidelines for Intel Support to the EEAS" (EUMS 7215-11) covers the external dimension of security. Internal security elements remain to be addressed).</i>	EEAS (EUMS/SITCEN...) Commission (DG HOME) EUROPOL, FRONTEX	> 1 year (guidelines and details for external security are under development in EEAS)
5	Elaborate a legal framework for technical police cooperation with a host country, to allow a CSDP strengthening mission (as opposed to an executive/substitution mission mandate) to gather personal data in a host country and transfer those data to a Member State or to any relevant EU Body..	EEAS (SITCEN, CMPD, CPCC...) GSC Commission (DG JUST) EUROPOL FRONTEX	> 1 year
<b>Total:</b>	<b>2 short-term priorities, 3 medium-term priorities</b>		
<b>5</b>	<b>5 Actions for AREA 1</b>		



## AREA 2: EXCHANGE OF INFORMATION AND MUTUAL SUPPORT

## List of Actions to be initiated as a priority in short-term (immediately &lt; 6 months)

No	Line of Action	Indicative Actors <sup>3</sup>	E.D.D <sup>4</sup> .
1	Review existing Administrative arrangements between General Secretariat of the Council (GSC) and EU agencies to enable EEAS to be signatory party (instead of the GSC).	EEAS (CMPD/ CPCC/ Legal Affairs) GSC Legal Service Commission	< 1 year
2	Identify developing involvement of FSJ actors (in particular EU agencies) ( <i>such as EUROPOL, FRONTEX and EUROJUST</i> ) in CSDP missions). Sub action: Explore and elaborate clear rules and methods of cooperation between CSDP missions and EU Member States law enforcement services ( <i>including liaison officers</i> ) when operating within an EU concerted action (external activities of internal security) in relation with Host Country services.	EEAS (CMPD/ CPCC) Commission (DG HOME, DG JUST) EU agencies (EUROJUST)	1 year
3	Elaborate proposals for developing cooperation between EEAS CSDP structures and ICPO-INTERPOL in the wider context of co-operation between CSDP and FSJ, ( <i>taking into account the existing legal and working arrangements with EUROPOL and other EU agencies<sup>5</sup>.</i> ) Sub action: Establish a framework arrangement between EU (HR) and ICPO-INTERPOL for CSDP missions and operations.	EEAS (CMPD/ CPCC) EUROPOL ICPO-INTERPOL Commission	1 year

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<sup>3</sup> List non exhaustive

<sup>4</sup> EDD: estimated delivery date of the line of action (e.g. Proposals) after the launch of the action

<sup>5</sup> The ongoing cooperation and coordination with international organisations in the field of law enforcement (in line with EU Council conclusions on 23/11/ 2009) offers a sound basis for the current initiatives in the field of ICPO-INTERPOL/CSDP missions.

## List of Actions to be initiated in medium-term (&gt; 6 months)

No	Line of Action	Indicative Actors	E.D.D.
4	Analyse and identify overarching cooperation frameworks ( <i>exchange of information and mutual support</i> ) to strengthen the linkage between CSDP activities at strategic and operational level and EU agencies ( <i>EUROPOL, EUROJUST, FRONTEX</i> ).	EEAS (CMPD/ CPCC/ Legal Affairs) Commission EU agencies (EUROJUST)	1 year
5	Upgrade cooperation between CSDP missions and EUROPOL: Exchange of information - evaluate the arrangement for the Exchange of Personal Data between EUROPOL and EULEX Kosovo. - identify the need/advantage of extending this arrangement to other missions. - Identify any obstacles to cooperation between CSDP police missions and EUROPOL and establish proposals to eliminate them for the implementation of the information exchange process. Explore possible areas of cooperation beyond exchange of information between CSDP missions and EUROPOL in full liaison with FSJ actors	EEAS (CMPD/ CPCC) EUROPOL Commission (DG HOME)	> 1 year
6	Elaborate measures for supporting the host country effort to better integrate and cooperate with EU and other international networks in the field of police and justice ( <i>such as EUROPOL, EUROJUST, FRONTEX and ICPO-INTERPOL</i> ).	EEAS (CMPD/ CPCC) Commission (DG HOME) EU agencies (EUROJUST) ICPO-INTERPOL	> 1 year
<b>Total</b>	<b>3 short-term priorities, 3 medium-term priorities</b>		
<b>6</b>	<b>6 Actions for AREA 2</b>		

**AREA 3: IMPROVING MECHANISMS IN THE DECISION MAKING PROCESS**

**List of Actions to be initiated as a priority in short-term (immediately < 6 months)**

<b>No</b>	<b>Line of Action</b>	<b>Indicative Actors</b>	<b>E.D.D<sup>6</sup></b>
1	Analyse and assess complementary roles of different Working Groups and make proposals to set up mechanisms facilitating a coordinated and concerted action. 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. On the basis of the document " a Draft working method for closer cooperation and coordination in the field of EU security (10715/11.doc)" "explore new possibilities for more concerted action.	EEAS (CMPD/ CPCC) GSC Legal Service Commission (DG HOME)	6 months <i>(work already under development)</i>
2	Identification of information of common interest which could be shared amongst the relevant Working Groups <i>with GSC, Commission and EEAS structures</i> ). This may include: strategic/policy threat assessments, planning documents, reports of projects, reports of Fact Finding Missions ( <i>FFMs</i> ), as appropriate and site visits.	EEAS GSC Commission (DG HOME)	1 year
<b>Total</b>	<b>2 short-term priorities</b>		

**List of Actions to be initiated in medium-term (> 6 months)**

<b>No</b>	<b>Line of Action</b>	<b>Indicative Actors</b>	<b>E.D.D.</b>
3	Establishment, development and diffusion of joint impact evaluation reports on selected thematic FSJ and CSDP activities ( <i>when operating in the same geographical area</i> ). <i>sub action:</i> A feasibility study may be carried out with a view to setting up a methodology and tools for impact assessment and through it, develop benchmarks and indicators of performance to ensure a harmonized approach to evaluation in the area of SSR/Rule of Law.	EEAS GSC Commission (DG HOME)	> 1 year
<b>Total</b>	<b>2 short-term priorities, 1 medium-term priority</b>		
<b>3</b>	<b>3 Actions for AREA 3</b>		

<sup>6</sup> EDD: estimated delivery date of the line of action (e.g. Proposals) after the launch of the action

**AREA 4: IMPROVING COOPERATION IN PLANNING EU EXTERNAL ACTION****List of Actions to be initiated as a priority in short-term (immediately < 6 months)**

No	Line of Action	Indicative Actors	E.D.D. <sup>7</sup>
1	Develop proposals for improving planning process for civilian CSDP missions, identification of interconnections and support activities between CSDP and FSJ sub action: Establish conditions for allowing/improving FSJ expertise to be associated at the early phases of strategic planning of CSDP missions, including for FFMs.	EEAS (CMPD/ CPCC) GSC Commission (DG HOME) EU agencies	Within 1 year
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> ).	EEAS Commission (DG HOME) CEPOL	Within 1 year

**List of Actions to be initiated in medium-term (> 6 months)**

No	Line of Action	Indicative Actors	E.D.D.
3	Analyse the conditions for improving communication strategies on CSDP missions impacts, in correlation with other activities of external policies ( <i>CSDP and External dimension of internal security</i> ) and the impact this can have on EU internal security.	EEAS Commission	> 1 year
4	Elaborate proposals for enhancement of trust and confidence with the Host Country with due respect for local ownership in the early stage of mission planning. Possible revision of legal arrangements with HC.	EEAS (CMPD/ CPCC/ Legal Affairs) GSC	> 1 year

<sup>7</sup> EDD: estimated delivery date of the line of action (e.g. Proposals) after the launch of the action

No	Line of Action	Indicative Actors	E.D.D.
5	Following the establishment of arrangements with relevant FSJ actors, including EU Agencies, review planning doctrines/concepts/Training and exercises accordingly. sub action: Revise the EU CSDP training concept in the broader content of training for the EEAS ( <i>looking for:</i> - <i>better coherence among various training actors at both EU and national levels,</i> - <i>standardization of core courses,</i> - <i>networking and sharing of information on course provision<sup>8</sup>).</i>	EEAS (CMPD/ CPCC/EUMS) Commission (DG HOME)	To be determinate in accordance with lines of action deliverables
<b>Total</b>	<b>2 short-term priorities, 3 medium-term priorities</b>		
<b>5</b>	<b>5 Actions for AREA 4</b>		

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<sup>8</sup>As emphasized in the seminar "Training in the context of CSDP - Way forward" on 7 September 2010.

## AREA 5: CAPABILITIES: HUMAN RESOURCES AND TRAINING

## List of Actions to be initiated as a priority in short-term (immediately &lt; 6 months)

No	Line of Action	Indicative Actors	E.D.D. <sup>9</sup>
1	Establish proposals for improving CSDP crisis management structures in Brussels with adequate FSJ expertise in designated posts, including at senior level.	EEAS (CMPD/ CPCC) GSC Commission (DG HOME)	Within 1 year
2	Explore the reinforcement of EU Delegations (specifically where CSDP, FSJ or MS 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.	EEAS GSC Commission (DG HOME) EU agencies	Within 1 year
3	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 the European Training Scheme policy (ETS).	EEAS (CMPD/ CPCC) GSC Commission (DG HOME) CEPOL	Within 1 year

## List of Actions to be initiated in medium-term (&gt; 6 months)

No	Line of Action	Indicative Actors	E.D.D.
4	Improve bases for common minimum standards for CSDP missions training ( <i>generic training, pre-mission mission-specific training</i> ) in line with current CEPOL common curricula and other training providers ( <i>e.g. ESDC</i> ), taking into account the European Training Scheme policy (ETS).	EEAS (CMPD/ CPCC), GSC Commission (DG HOME), CEPOL	Within 1 year

<sup>9</sup> EDD: estimated delivery date of the line of action (e.g. Proposals) after the launch of the action

No	Line of Action	Indicative Actors	E.D.D.
5	Analyse the possibility to set up a provision "on line" of a "documentary fund"/repository of support documents and best practices shared by CSDP actors, FSJ actors and the Commission in the area of SSR/Rule of Law ( <i>seeking harmonization of information available for all actors operating within an external area of responsibility</i> ).	EEAS, GSC Commission EU agencies	Within 1 year
6	Elaborate initiatives and measures (including exploring the opportunity to upgrade the legal framework for police and justice cooperation ) to improve the provision to Civilian CSDP Missions of qualified human resources from the FSJ sector (including EU agencies).  Sub action: Establish proposals for fostering temporary reinforcement of CSDP missions with specific expertise of Member States' FSJ teams and/or individual FSJ actors.	EEAS (CMPD/ CPCC) GSC Commission (DG HOME) EU agencies	> 1 year
7	Establish proposals for new methods for coordinating training programmes among CEPOL, ESDC, EUROPOL EUROJUST and FRONTEX as well as relevant MS training institutions supported by EC projects, in the context a new framework for CSDP training in the EEAS <sup>10</sup> . sub action: Elaborate proposals for cross-participation of CSDP and FSJ actors in their respective training events	EEAS (CMPD/ CPCC), GSC Commission (DG HOME, JUST), CEPOL EU agencies (EUROJUST)	> 1 year
8	Establish proposals for a recognition of qualifications/ professional experience gained in CSDP missions, (to make deployment gainful and attractive to both services (mor knowledgeable and experienced personnel) and individuals ( career perspective), including possibly through partnership with EU training academies.	EU MS EEAS GSC, Commission	To be determinate
<b>Total</b>	<b>3 short-term priorities, 5 medium-term priorities</b>		
<b>8</b>	<b>8 Actions for AREA 5</b>		
<b>Total</b>	<b>12 short-term priorities, 15 medium-term priorities for the 5 AREAS</b>		
	<b>27 Actions for the 5 AREAS</b>		

<sup>10</sup>While bearing in mind that pre-deployment training is the responsibility of Member States.

# Way ahead

*July 11*                      *19/10*    *20/10*

PSC

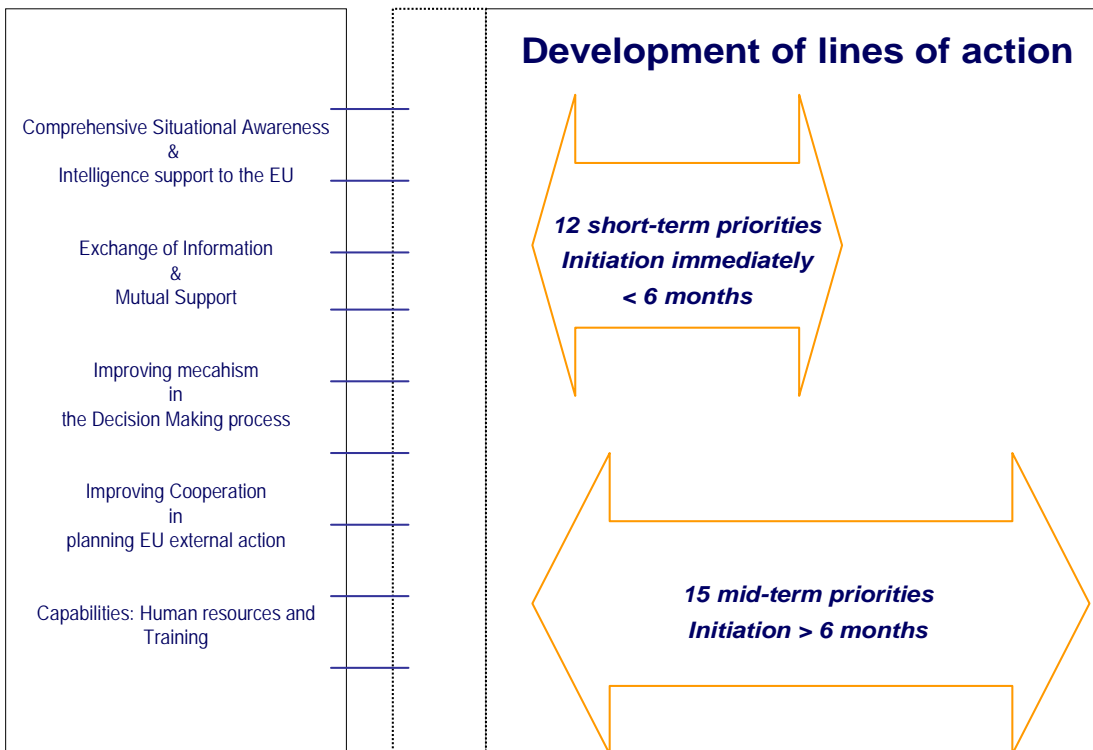
COSI

**5 Areas**

**27 Lines of action**

Core Team Meetings

Identification of lines of action (Roadmap)



Early work on potential « quick wins »