

Reforming Civilian Common Security and Defence Policy (CSDP)

This statement summarises EPLO's recent policy paper on civilian CSDP and discusses implications for the December Summit on CSDP.¹ The policy paper starts from the position that civilian CSDP is a crucial tool for the EU, in that it can serve as a vehicle for collective action on the part of the EU and its Member States, however it requires reform to build on 10 years' worth of evidence on how to effectively respond to conflict. It covers the following points:

Integration of CSDP Missions into Overall EU Strategies

CSDP missions should be used as a tool to implement overall EU objectives as set out in a country or regional strategy. This would minimise risks of wasteful and confusing duplication and ensure that the investment made in CSDP is built on by other EU activities. For discussion points on the EU and the Comprehensive Approach, please see the [EPLO website](#).

Revision of Civilian CSDP Concepts

When civilian CSDP developed it was a foresighted and cutting edge approach to conflict which has since been taken up by other international actors. However, more than ten years after the first CSDP missions were deployed it is time to update the concepts underlying CSDP in order to integrate the wealth of evidence on effective response to conflict which has been generated in the meantime. In this regard, the review of the concept for CSDP border missions is a welcome development. CSDP could benefit from the experience of individual Member States in specific areas, for example, Ireland's expertise in police reform. Member States should define their involvement in the further development of civilian CSDP.

Integration of Conflict Analysis into Mission Planning

The planning of CSDP missions should be informed by detailed conflict analysis setting out the causes, actors and dynamics of conflicts within each context. This would help ensure that missions have a positive impact on the conflict dynamics and would minimise the risks that they inadvertently exacerbate existing tensions. CSDP could use existing assessment of context carried out within the EEAS and the European Commission.

Rigorous and Participatory Evaluation of CSDP Missions

Significant positive steps have been made to improve the evaluation of CSDP missions, notably by the Capabilities, Concepts, Training and Exercises Division inside CMPD and through cautious widening of consultation during strategic reviews. This should continue and should include assessment of the impact of CSDP missions on the context, as well as development of indicators of success and wider consultation of stakeholders, including intended beneficiaries, in evaluation. The Court of Auditors Report on EULEX Kosovo and the study on the CPCC Impact Assessment Framework provide suggestions to improve evaluation of CSDP missions.

Improvement of the Relationship between CSDP Missions and Local Populations

CSDP missions should develop good working relationships with local populations, including civil society as well as government. This would help improve accountability towards some of the intended beneficiaries of CSDP, i.e. populations in conflict-affected countries. An effective consultation process, which ensures that local communities' concerns are taken into account in the planning and conduct of operations, would also improve the missions' understanding of the context in which they are operating and their ability to support the development of security and justice for people. Furthermore, local populations should be adequately informed about the mandate, activities and contingency plans of the missions and made aware of their possible impact so that expectations are realistic and a degree of trust is established.

¹ For the policy paper on civilian CSDP, please click [here](#).

Future Scenarios for Civilian CSDP

EPLO's policy paper argues that EU policy-makers should consider the different scenarios for the future of CSDP, including whether the EU should further specialise in particular types of activity in order to avoid duplication and ensure capacities are available:

Option 1: Focus on Support for Peace Processes

CSDP specialises on specific activities related to monitoring the implementation of peace agreements and to preventing the recurrence of armed conflict or, more ambitiously, supporting peace negotiations.

Option 2: Develop Niche Expertise

CSDP further develops its valuable expertise in specific activities such as police training or border management and monitoring by reviewing concepts and practices and integrating lessons learned and other relevant expertise.

Option 3: Develop and Manage Stabilisation Missions

CSDP missions deploy as short-term stabilisation tools in conflict-affected countries or regions.

Option 4: Explore the Option of Joint EU Missions

Joint missions encompass a variety of different EU instruments from short-term crisis response mechanisms to longer-term development activity.

Option 5: Maintain the Wide Range of Civilian Crisis Management Activities

CSDP continues with the broad range of civilian crisis management activities that have been developed to date but ensures that the necessary capacity exists in the EU institutions and is deployed by Member States to improve effectiveness of the missions.

Implications for the December Summit on CSDP

The December Summit on CSDP provides an opportunity for Member States to take decisions on civilian CSDP. In the run-up to the Summit, military CSDP has been the focus of extensive debate, sometimes eclipsing the larger civilian dimension. EPLO believes that the agenda needs to be balanced and that the Summit should allow at least equal space for discussion of civilian CSDP. The recent decision of High Representative Ashton to include civilian CSDP under the first and second agenda points is welcome in this regard.

For military CSDP, specific "deliverables" – i.e. decisions to be taken by the Member States – are on the table, mainly concerning pooling and sharing of resources and funding to the European defence industry. For civilian CSDP, it has been harder to define similar deliverables; EPLO makes some suggestions below.

Suggested issues for discussion under agenda item ("basket") one:

- Effectiveness of civilian and military CSDP
- Efficiency of CSDP processes
- Capabilities required for effective and efficient CSDP
- Integration of CSDP into an overall EU approach
- Scenarios for the future of CSDP
- Decisions on priorities for civilian CSDP and areas where the EU can become a world leader and where it should develop niche expertise.

Possible Deliverables for Civilian CSDP

Effectiveness of Civilian CSDP

- Clarity on Member States' expectations for the future of CSDP
- Decisions on the main lines for the future of CSDP (scenarios for the future) and its role in overall EU external action
- Acknowledgement by Member States of the specificity of concepts for civilian CSDP
- Commitments to review and update the concepts and policy underlying civilian CSDP
- Request to the crisis management bodies to review CSDP concepts and policy and decide on a list of concepts and respective timeline for review
- Commitments to adequately staff the policy team in CMPD
- Commitments on the use of conflict analysis in planning missions (using assessment developed in the EEAS and in the European Commission when possible) and endorsement of a mechanism to integrate conflict analysis into CSDP
- Endorsement of suggestions on evaluation of CSDP missions, by, for instance, developing indicators for measuring results and impact and providing guidance on involvement of external actors and possible assessment frameworks
- Launch of a framework for evaluation to be applied throughout 2014 and reviewed
- Recognition that civil society is a strategic partner and commitments to enhance further collaboration.

Efficiency of CSDP Processes

- List of decisions on improving civilian CSDP processes (see in particular the German non-paper on civilian CSDP)
- Amendment of the Financial Regulation so that money can be dispersed swiftly during the planning phase and for preparatory activities
- Agreement on permanent capacity inside the crisis management structures to support setting up and running of missions
- Standardised templates for basic planning documents to set up missions.

Capabilities for CSDP

- Commitment on the part of Member States to adequately staff the missions they agree to, including identification and deployment of civilian experts
- Decisions on capabilities in areas of niche expertise where the EU could be a world leader; identification of lead Member States for areas of niche expertise
- Commitment to strengthen the policy team inside CMPD by e.g. seconding additional staff to work on policy and to reinforce cooperation with other parts of the EEAS.

Using the EEAS Review

Some of the issues could also be tackled as part of the mid-term review of the EEAS or the debates on it:

- Amendment to the Decision that established the EEAS so that the crisis management bodies do not report directly to the HR/VP but are integrated with the rest of the EEAS
- Clarity on role of senior managers in EEAS, including on who is responsible for CSDP.

Co-operation with Justice and Home Affairs (JHA)

The shortfall of civilian capabilities is partly due to the lack of co-operation between CSDP and JHA in Brussels and at Member State level, and the difficulty of convincing Ministries of the Interior and Justice to commit staff to CSDP.

- Acknowledgement of the link between external and internal security challenges
- Commitment to further develop and implement plans at national level to gain the support of relevant ministries in identification and deployment of mission staff, including recognising benefits and incentives required
- Endorsement of increased co-operation between CIVCOM and respective working groups in Brussels in line with the roadmap for strengthening ties between CSDP and Freedom, Security and Justice (FSJ)
- Request Ministries of Interior and Justice to regularly engage in discussions of CSDP and demonstrate their contribution to CSDP.