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NOTE

From: General Secretariat of the Council
To: Delegations
Subject: EU Policy on Training for CSDP

Delegations will find attached the EU Policy on Training for CSDP.

EU POLICY ON CSDP TRAINING

I. INTRODUCTION

1. In the contemporary global landscape, an intricate geopolitical shift is underway, propelled by a rising tide of conflicts – in the European Union’s neighbourhood and beyond – and deepening polarisation. This transformation is redefining international dynamics, introducing challenges that require the EU to take more responsibility for its own security. **Effective and efficient implementation of the Common Security and Defence Policy (CSDP)**, as a key component of the **Common Foreign and Security Policy (CFSP)**, is essential in this context.
2. This requires well-prepared diplomats, rule of law personnel, thematic advisers, as well as law enforcement and military personnel, in all areas of EU’s foreign policy, including the EU institutions and the Member States. The primary purpose of CSDP training is to enable the effective implementation of CSDP mandates **by providing qualified staff** to all positions relevant for the CSDP, in the wider context of the CFSP. As an integral part of both civilian and military capability development, the focus of CSDP training should be on **attaining, sustaining, and enhancing the requisite proficiency** to successfully execute mandated tasks. The training offer should be constantly developed and tailored according to specific and evolving needs and requirements.
3. The implementation of CSDP takes place within a **quickly evolving threat landscape**, including in hybrid, cyber security and communication spheres, the high seas and outer-space as well as due to climate change and environmental degradation. The demarcation between the EU’s internal and external security has become increasingly indistinct. In this context, the significance of CSDP training – that must both prepare staff for the core tasks of CSDP crisis management¹, as well as constantly adapt to existing and emerging security challenges – is paramount in empowering the EU and its Member States to respond efficiently and effectively to the escalating complexities.

¹ Petersburg tasks (WEU 1992): humanitarian and rescue tasks; conflict prevention and peace-keeping tasks; tasks of combat forces in crisis management, including peace making; joint disarmament operations; military advice and assistance tasks; post-conflict stabilisation tasks. Santa Maria da Feira European Council (2000) identified as civilian crisis management priority areas policing, rule of law, civil administration and civil protection, evolving since then.

4. CSDP training and education should **contribute to the development and the promotion of a culture of excellence and to the dissemination of best practices** and to the building of a common organisational culture. It should foster a common understanding of CSDP among civilian and military staff – serving at national or EU level, in a headquarter function or in missions or operations – as well as strengthen synergies between military and civilian training, including through promoting a system for harmonisation and mutual recognition, aiming to improve the coherence, compatibility and complementarity of CSDP training activities.
5. CSDP training should **mirror the relevant EU objectives and principles**, as expressed in the Treaty on European Union (TEU) as well as key policy documents such as the EU Global Strategy the Strategic Compass for Security and Defence, the Civilian CSDP Compact, as well as the Integrated Approach to External Conflicts and Crises (see list of selected reference documents above).
6. **Cooperation with partners** is essential to support the EU’s ambition to be a global strategic player, a reliable peace enabler, and a credible security actor with a capable defence. It is important that the EU continues engaging with and supporting its partners, including in the field of training, as part of a mutual effort to promote international peace and security. This also helps creating a common sense of purpose, which will make the European Union together with its partners stronger in the world. For example, over the past 20 years, a significant number of partner countries have been contributing to EU-led crisis management missions and operations in the CSDP framework and have signed Framework Participation Agreements with the EU. The participation in CSDP training activities of candidate countries for accession to the EU, partner countries, bilateral partner countries, international and regional organisations as well as relevant Non-Governmental Organisations (NGOs) fosters a better understanding of EU external action and strengthens adherence to the EU’s key principles and objectives. Training together with partners is another efficient way to ensure alignment and facilitate a common approach.

II. PURPOSE AND SCOPE

7. This document **updates and replaces the 2017 EU Policy on Training for CSDP**. It aims at fostering the development of a shared European security and defence culture and at strengthening CSDP training in line with and drawing from the EU Integrated Approach to external conflicts and crises. Applying to all relevant training and education in the field of the CSDP², in the wider framework of CFSP, it establishes the key training **principles** and defines the relevant **processes, stakeholders** and **accountability** mechanisms.
8. The Policy aims to enable that **properly trained civilian and military staff is available at all levels** (political, strategic, operational and tactical), whether in missions and operations, national capitals or EU institutions. It highlights the importance of collaboration between military and civilian personnel in the area of training to enhance **civilian-military synergies**. It further strengthens the focus on constant adaptation of CSDP training offer to match the identified requirements, responding to the level of required skills and knowledge, also aiming to avoid gaps and overlaps in the training offer.
9. Taking into account that CSDP training is a shared responsibility between the Member States, EU institutions and dedicated bodies (such as training providers from Member States, third states or non-governmental training providers), the Policy lays out the framework for an **effective and adaptable CSDP training architecture** for all relevant stakeholders. In particular, the Policy defines the roles and responsibilities of the Member States, the EEAS, the European Security and Defence College (ESDC), the EU Civilian Training Group (EUCTG), the EU Military Training Group (EUMTG) and the Council in its role as the provider of strategic guidance.³

² With the exception of training provided by the CSDP missions and operations as part of their mandate, guided by their Operational Plans and/or instructions from respective headquarters.

³ EUCTG and EUMTG are the configurations of the Council preparatory bodies of the CIVCOM and the EUMCWG/HTF, responsible for the systematic process of managing CSDP training at large, including the training requirements for their respective training areas and disciplines, under the overall supervision of the PSC. They provide a platform to discuss and steer the CSDP training in the political level, supported by national training experts from the capitals.

III. CSDP TRAINING PRINCIPLES

EU objectives, principles, policies and concepts guide CSDP training

10. CSDP training should reflect and promote **EU objectives and principles** as set out in Articles 2, 3 and 21 of the Treaty on European Union, including contributing to peace and security and support for democracy, the rule of law, human rights, sustainable development and the principles of international law and the United Nations Charter. It should reflect the EU's international commitments, in particular with regard to the International Human Rights and Humanitarian Law.
11. CSDP training must reflect the **EU's relevant CFSP and CSDP policies, concepts and priorities** (see list of selected references above), which establish basic parameters and definitions as well as promote a common understanding in the planning and execution of CSDP missions and operations, whether civilian or military.
12. CSDP training needs to take the **principle of non-discrimination** into account, including equality, diversity and inclusion, to contribute to a diverse capability pool in terms of CSDP staff as well as their knowledge and sensitivity to non-discrimination. Particular attention should be given to raising awareness of and building capacity to prevent multiple and intersecting forms of discrimination, anchored in a human rights based approach. Special emphasis should be placed on gender and age sensitive approaches and to inclusion of persons with disabilities. The content of courses, selection of presenters and speakers and composition of participant groups should ensure a diversity of perspectives, backgrounds and experiences, including a civilian-military balance.

Training driven by requirements

13. Individuals assigned to CSDP missions and operations provide considerable expertise. CSDP training should amplify their ability to **apply this expertise within the unique context of their mission or operation**, enabling to deliver on mandated tasks. The training should also bridge the gap between existing expertise and operational requirements, i.e. what is needed for effective and efficient delivery on the mandates of CSDP missions and operations. This applies to staff deployed to civilian and military missions and operations, as well as to staff in charge of strategies, policy and planning.
14. All CSDP relevant staff must undergo training based on **identified requirements**. These requirements should mirror the necessary skills and knowledge essential for attaining and maintaining the desired level of proficiency to successfully execute civilian and military tasks associated with CSDP. EEAS, in an inclusive process with missions and operations as well as the ESDC network, will provide an overview and analysis of current and foreseeable requirements as guidance to inform Member States' decision-making. The requirements need to be continuously adjusted and updated to mirror the evolving landscape of existing and emerging challenges. Additionally, they should encompass monitoring and evaluation findings, along with lessons identified.

Focus on qualitative and continuous learning

15. CSDP training should be conducted in line with **international educational standards, good practices and the latest research in the area of educational approaches**, including on measurable learning outcomes. Learner-centred as well as interactive design and delivery of training should be the standard. CSDP training should utilise a diverse array of available training methods and state of the art techniques, tailored to the specific circumstances. This may encompass online or classroom-training, self-study (including e-learning), blended learning and practical training, including simulations and exercises – especially for safety and security training.

16. **CSDP training should be ‘qualitative’**, focusing on quality, critical thinking skills and deeper understanding of information and concepts, rather than just the quantity or memorisation of facts or surface-level knowledge. To achieve this, it should involve critical analysis, application of knowledge to real-world scenarios, and the development of problem-solving skills.

17. **An improved quality assurance system for pooled and shared CSDP training is needed and** will be further developed under the coordination of the ESDC, building on the existing framework, to align training standards and guarantee that training meets the identified requirements. It should include standardised training material and common course concepts, guidelines for conducting training, as well as assessment mechanisms, specifically for mandatory and recommended training courses. Furthermore, progressive creation of a certification mechanism is an important part of this process. For training not suitable for formal certification, best practice quality assurance mechanisms should be taken into consideration and actively shared amongst the CSDP training community. These allow identifying potential risks or problems early on, implement preventive measures, monitor performance, gather feedback, and make necessary improvements to continuously enhance quality and optimise outcomes. Where applicable and appropriate, this can also include recommended training paths (specifically on the civilian side, considering that military training already applies established training paths for specific positions).

18. Traditional training produces limited return unless it is complemented by continuous practice of the subject matter and via interactive methods, in particular on-the-job and experiential learning. This is why the training requirements should include guidance on **maintaining and enhancing the long-term sustainability of learning results**. Creating communities of practice and encouraging active and timely exchanges between members is one way to achieve this. Training outcomes should be further improved through simulations involving various scenarios. It is advisable to enhance proficiency by extending and diversifying the time spent in traditional training through practical exercises⁴.

⁴ In line with the Exercise Policy of the European Union under the Common Foreign and Security Policy (CFSP), ST 8909/14, dated 1 April 2014, complemented by the Guidelines for the Scheduling and Implementation of EU Exercises, ST 18048/1/13, dated 1 April 2014

19. **Lessons identified from various aspects of CSDP**, spanning from policy formulation and planning to execution (missions, operations and exercises) – along with other relevant activities from other fields – should contribute to the refinement of policies, concepts and operational guidelines, enabling learning from experience. This acquired knowledge should be integrated into CSDP training and shared with all relevant stakeholders, including the Member States and the Commission. All stakeholders in CSDP, in particular CSDP missions and operations, should invest in **knowledge management and organisational learning**, including monitoring and evaluation, lessons processes, as well as knowledge sharing tools such as online portals. These serve to store and disseminate knowledge, lessons and best practices.
20. With a view to harnessing the wealth of experience and expertise in CSDP missions and operations, **guidance and methodologies for knowledge retention** should be developed by and shared across Member States. **Continuous monitoring and evaluation** of the effectiveness of training is important, throughout the training process, allowing for adjustments in the delivery of training and the allocation of resources.

Duty of care

21. **Training is closely linked to the duty of care** for all staff both with regards to themselves and the environment they operate in and contribute to. Well-trained personnel is less likely to make errors, and is better equipped to handle potentially dangerous situations, contributing to the overall safety, effectiveness and success of missions. It is therefore essential that all staff recruited for CSDP missions or operations receive **standardised relevant pre-mission training** as a prerequisite for deployment⁵. It should cover the specificities of CSDP and its operating environment(s), including cultural and security aspects and their interlinkages. For staff deployed to countries with high/critical risk, a standardised and certified Hostile Environment Awareness Training (HEAT) or **equivalent national training**, is mandatory and complements the Pre-deployment training. Available training in relation to mission security is also important to ensure, as part of an overall package in the area of duty of care.

⁵ Pre-mission training refers to pre-deployment and basic training. Pre-deployment training for international seconded staff is a national responsibility of Member States, which have different ways of conducting it for civilian and military personnel to be deployed to CSDP missions and operations. Pre-deployment training for international contracted staff is the responsibility of the respective CSDP mission or operation.

Ensuring proper conduct and discipline

22. A key component of CSDP effectiveness and efficiency is the **proper conduct and discipline** of staff deployed to missions and operations. Appropriate training strengthens the accountability and credibility of the EU through reinforcing the understanding of and the adherence to generic standards of behaviour and codes of conducts⁶. Respect of codes of conduct helps to create safe and secure working environment for all. Proper conduct and discipline with regards to local communities builds trust in EU missions and operations, and protects the image of the EU.
23. In order to **prevent sexual harassment, exploitation and abuse (SHEA)**, training modules on this issue should be provided regularly to all staff working in CSDP related tasks. All staff members need to be able to recognise, detect, prevent and act according to established procedures, whether they are a victim of SHEA or witness such behaviour.

Building and maintaining capabilities

24. In the broader framework of **civilian and military CSDP capability development**, it is crucial that training cover a wide variety of CSDP tasks, spanning decision-making, planning, conduct and horizontal topics at all levels (political, strategic, operational and tactical). Any training design and delivery needs to be informed by both capability development processes as well as the capability needs.
25. Capability development is divided into different areas/clusters, and training can be planned accordingly.⁷ Commonly defined and agreed detailed military capability standards are essential for military training. To contribute to the **military training programme**, the EUMC has agreed on a list of training categories called ‘Disciplines’ that focus training and education efforts to achieve CSDP requirements. These military disciplines are conceptualised in terms of domains, functions, capabilities or whatever framework is deemed necessary to provide the focus required to drive military training and education activities, thus facilitating coordination and synchronisation of efforts. When possible and necessary, the commonality between EU and NATO standards and criteria will be preserved and improved, including in

⁶ As stipulated for each mission and operation, however the principle of knowing and adhering to a code of conduct can be covered in training from a general point of view.

⁷ Established military capability areas for CSDP include 1) Command, Control and Consult, 2) Inform, 3) Engage, 4) Protect, 5) Prepare, 6) Project, and 7) Sustain. Civilian capability areas and clusters are not yet established, but will be introduced under the Civilian Capability Development Process (CCDP)

the area of aligned training, with due respect to the decision-making autonomy of the EU and NATO in this context and respecting inclusiveness of all EU MS, with the aim to improve the interoperability, readiness and effectiveness of the forces deployed for CSDP Missions and Operations.

26. For the military side, informing the medium and long-term term planning, the European Defence Agency produces updated **Capability Development Plans (CDP)**, in close cooperation with its Member States and with the active contributions of the EU Military Committee (EUMC) supported by the European Union Military Staff (EUMS). The purpose of the periodic CDP revision is to provide a full capability picture that supports decision-making at EU and national levels regarding defence capability development. It looks at future security scenarios and makes recommendations about the capabilities European militaries may need to react to a variety of potential developments while maintaining the initiative and freedom of action. All these work strands interlink with training needs and the development of training requirements.
27. In civilian CSDP, the **Civilian Capabilities Development Process (CCDP)** identifies needed capabilities and capacities to strengthen civilian CSDP and makes suggestions for their development by EU Member States. It provides a structured and regular approach, allowing for coordinated efforts in capability development in Member States and on the EU level. Specific elements of the development of civilian training capabilities are further defined in the Civilian CSDP Compact 2023-2027, including the link to training via potential training paths.
28. In the context of the CCDP, the development of training capabilities must be coherent with the development of human resources, considering that properly trained national experts are the core asset for a successful and effective implementation of civilian CSDP. Training paths for specific positions in CSDP missions and operations could be elaborated and be taken into account in the CSDP Training Programme. Training targeting the leadership cadre available for EU CSDP missions and operations needs special attention, including with regard to **gender-responsive leadership**.

IV. CSDP TRAINING PROCESS

29. In the CSDP training process, each training provider⁸ conducts its own courses to address the commonly identified needs, thereby supporting the fulfilment of the CSDP training requirements in line with this Policy.
30. The CSDP training offer should relate to CSDP training requirements and match the recommendations and learning outcomes as described in the **Training Requirement Analysis Reports (TRA)**. The ESDC shall contribute to this process. The training requirements and TRAs should be regularly updated on the basis of overall policy developments and lessons identified. TRAs – conducted through a structured process – should be translated into standard training concepts and curricula, allowing training providers to improve the quality and relevance of their training offer.
31. The joint civilian-military **CSDP Training Programme**⁹, which constitutes a list of offered courses by Member States training providers, enables the Member States to pool and share available and relevant training opportunities. It supports the planning of CSDP training with the objective of closing gaps and preventing overlaps. Updates to the training programme can be done at any point in time according to the evolving requirements. In addition, it can further assist Member States, looking at the training requirements and the available courses, to follow priorities and ensure training that is relevant to the current CSDP missions and operations mandates.
32. The implementation of the CSDP Training Programme through conduct of CSDP training is an **individual effort of Member States, supported by the ESDC through coordination and advice**. When available, CSDP standard training materials should be used for the implementation of training and education activities.

⁸ E.g. member states' civilian and military institutes, colleges, academies, universities, institutions and other actors dealing with training for security and defence policy issues within the Union

⁹ The CSDP Training Programme consists of a living list of courses in Schoolmaster <https://goalkeeper.eeas.europa.eu/goalkeeper/>. Training providers should include their courses there as soon as these are planned.

33. The **ESDC annual report, presented to the Council**, as well as the EEAS tri-annual **Comprehensive Assessment Report on Training for CSDP (CART)** assess the state of play of CSDP training and the status of implementation of this policy. Both analyse how the CSDP training responds to the training requirements and to the wider capability needs, and suggest measures for improvements.
34. Based on the assessment in the CART, the **EUCTG and the EUMTG provide strategic guidance** on CSDP training, including with regard to the implementation of the CSDP Training Policy and its review, when deemed useful.

V. CSDP TRAINING ARCHITECTURE

Roles and Responsibilities

35. The training of personnel for CSDP missions and operations is primarily the responsibility of the **Member States**. Each Member State preserves full discretion with regard to the organisation of its own training system. Member States are responsible to provide strategic guidance for CSDP training, through the relevant Council configurations¹⁰. They have the responsibility to ensure adequate training for the seconded staff deployed to CSDP missions and operations, based on the common CSDP standards as set by the Council, as well as for sharing best practices.
36. The **EEAS** is responsible for coordinating the EU Policy on CSDP Training, supporting its alignment with the wider EU objectives and the relevant policies. A dedicated EEAS entity provides implementing guidelines and reports on overall progress through the CART. It advises Member States on the implementation of this policy, including the role and function of the ESDC, and represents the EEAS in relevant Council discussions, supported by other EEAS entities, which contribute to the relevant policy developments and their implementation, as well as to the identification of training requirements.

¹⁰ PSC, CIVCOM, PMG, EUMC, as well as EUCTG and EUMTG.

37. **The ESDC is the lead institution coordinating the implementation of this policy and coordinating CSDP – and the wider CFSP – training¹¹**, in close coordination with the MS, in particular EUCTG and EUMTG, EU-funded projects and relevant national training institutions. It enables pooling and sharing of CSDP training as a network of civilian and military training providers in the Member States, which are the implementers of the training and education activities both under the ESDC umbrella and outside. The ESDC aims to support national and international training centres through advice on international educational standards, good practices and the latest research on CSDP. Furthermore, it supports the EU's public diplomacy initiatives through its training activities in the European neighbourhood and beyond.
38. The ESDC manages the overall CSDP Training Programme, in close cooperation with the EEAS, by encouraging MS training providers to list their open courses, as well as by reporting annually on gaps and overlaps in relation to the training offered by Member States. The ESDC will also report periodically on the implementation of this policy, taking into consideration the discussions in different Council configurations and the drafting of the CART.
39. The ESDC should ensure that **Training Requirement Analyses are kept up to date** as well as that identified requirements are translated to standard training concepts and curricula. This allows Member States training institutions to improve the quality of their courses, based on lessons identified and relevant policy developments.
40. The ESDC develops modalities for standardisation and certification, including quality assurance mechanisms. Furthermore, the ESDC advises training providers on evaluation procedures and aggregates evaluation results from courses conducted under the ESDC umbrella, while also further developing quality assurance mechanisms, including modalities for standardisation and certification.

¹¹ Without prejudice to the competences of Member States in the field of training of experts to be deployed to CSDP missions and operations.

41. In the **Council**, the revision of this policy is in the hands of the **Political and Security Committee (PSC)**, following the advice of **CIVCOM**, **EUMC** and **PMG**. The **EUCTG** and the **EUMTG** are responsible to provide strategic guidance in the area of CSDP training in the wider context of CFSP, as tasked and guided by the Council. They assess the implementation of the CSDP Training Policy and the Training Programme and decide on the CSDP civilian and military training requirements, based on recommendations and advice provided by the ESDC and the EEAS. They also decide the modalities for quality assurance of CSDP pooled and shared training, with the support of the ESDC and the EEAS.
42. **CSDP Missions and Operations** are responsible for contributing to the elaboration of training requirements, in relation to the needs on the ground; for sharing best practices and identifying lessons; as well as for ensuring that contracted (and as useful, local) staff receive the appropriate training, in particular pre-deployment training and HEAT. They are furthermore responsible for developing and conducting induction training, complementing the pre-deployment training, aligned with identified CSDP requirements and high educational standards.
43. **Justice and Home Affairs (JHA)** actors and related agencies, including CEPOL and Frontex, are potential contributors in the area of CSDP training and can support missions and operations on the ground, where relevant and agreed. National or multinational structures and facilities may provide support to Member States as appropriate and where agreed, in an inclusive manner in full complementarity with and in support of existing EU structures and policies.

Training partners

44. CSDP training forms part of the **global training architecture** in the field of peace, security and defence. It needs to constantly explore synergies and avoid overlaps, in close cooperation and coordination with other relevant international actors. When appropriate, it should complement and profit from training activities carried out by the UN, OSCE, NATO, AU and other international organisations, such as the European Gendarmerie Force (EUROGENDFOR), or individual partner countries. Courses developed by or for these entities can have content responding to CSDP requirements, and using these training opportunities can be a resource effective way to pool and share beyond the CSDP specific courses.

VI. CONCLUSION

45. CSDP training as a common effort is instrumental in ensuring that CSDP staff in capitals, in the headquarters and in the field possess the necessary skills, knowledge, and cultural understanding to navigate complex and changing security scenarios as well as to communicate with diverse stakeholders and represent the European Union with professionalism and integrity. Ultimately, it is a key component in enhancing the efficiency and impact of the CFSP and the CSDP.
46. The Member States should implement the CSDP Training Policy, with the support of the EEAS and the ESDC.
47. The policy will be complemented by implementing guidelines, which will be reviewed regularly. The Policy will be reviewed no later than five years after its adoption or as deemed useful.

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