

Council of the European Union

Brussels, 4 September 2018 (OR. en)

11807/18

LIMITE

COPS 297 CIVCOM 162 CFSP/PESC 780 CSDP/PSDC 466 RELEX 712 JAI 840

COVER NOTE

From:	European External Action Service (EEAS)
То:	Political and Security Committee (PSC)
Subject:	Civilian Capabilities Development Plan

Delegations will find attached document EEAS(2018) 906.

Encl.: EEAS(2018) 906

EN

EUROPEAN EXTERNAL ACTION SERVICE



CMPD – Crisis Management and Planning Directorate

Working document of the European External Action Service

of 03/09/2018

EEAS Reference	EEAS(2018) 906
Distribution marking	Limited
То	Political and Security Committee Delegations
Title / Subject	Civilian Capabilities Development Plan
[Ref. prev. doc.]	

CIVILIAN CAPABILITIES DEVELOPMENT PLAN

I. <u>Introduction</u>

- 1. This Civilian Capability Development Plan (CCDP) represents the second step in the process of strengthening civilian CSDP. It is in line with the tasking of the November and December 2017 European Council Conclusions as well as the Council conclusions on strengthening civilian Common Security and Defence Policy (CSDP) of May 2018.¹ The Concept Paper presented by the High Representative in April this year was the first step in this process. In accordance with the guidance provided in the May Council Conclusions, the Concept Paper provides the strategic basis upon which the CCDP has been developed and is being now proposed to the Member States. The next step in the process of strengthening civilian CSDP will be to agree a 'Civilian CSDP Compact' by November, in line with the May Council conclusions as well as the guidance of the European Council in its Conclusions of 28 June.
- 2. It is imperative to make civilian CSDP faster, more flexible and effective, and, at the same time, to strengthen its ability to contribute to tackling security threats and challenges along the internal/external security nexus. The core capability priorities identified almost 20 years ago at Feira remain fully valid and relevant. However, in light of today's threats and challenges these core categories of police, rule of law, civilian administration and Security Sector Reform (SSR) need to be refined and updated.
- 3. The ambition set in the Concept Paper has been endorsed as a basis for strengthening civilian CSDP in the May Council Conclusions² and building on this also the European Council in June provided its guidance.³ The objective of the Civilian Capability Plan is to identify what capabilities are needed to realise this ambition and to propose how Member States could develop them through concrete measures and actions. This document describes the key aspects of civilian capability development on the national and the EU institutional levels taking into account lessons learnt, the current state of play in civilian Missions and further developments in civilian crisis management. It defines the crosscutting elements such as training and financial incentives that can support the capability development with the aim of reaching the ambition set out in the Concept Paper. Finally, the CCDP proposes a clear set of recommendations for the way ahead.

¹ Council conclusions on security and defence in the Context of the EU Global Strategy (13 November 2017), and European Council conclusions (14 December 2017)

² Council conclusions on strengthening civilian CSDP 9032/18

³ EUCO 9/18

- 4. The CCDP is intended to help put in place a sustainable process that will enable Member States and the EU services to interact more closely in the development of civilian capabilities required for CSDP missions. It aims at achieving mid- and longterm improvements. This process should ultimately facilitate the deployment of the required civilian expertise throughout the lifespan of a Mission, including when a civilian mission is launched to respond to or prevent a particular crisis.
- 5. The EU's unique strength lies in the integrated approach to conflicts and crises, i.e. in the capacity to deploy a large variety of instruments, including civilian, political, military and development, tailored to the specific requirements. Civilian capabilities are therefore to be seen in the context of their interplay also with other capabilities. Shared analysis is crucial in ensuring coherence and conflict sensitivity of the various tools and instruments. The full EU engagement is usually outlined in a Political Framework for a Crisis Approach.
- 6. The plan identifies possible recommended measures which could facilitate developing civilian capabilities and making them available for civilian CSDP missions. The CCDP follows a qualitative approach in the identification of needs; numerical targets are not proposed at this stage and it is without prejudice to existing pooled resources for other EU-level cooperation in the field of security. It is emphasised, however, that the effective implementation of a civilian CSDP mission's mandate requires a sufficient number of assets and staff made available for the different tasks. More work will be needed to further assess the quantitative aspects and define actions that need to be put in place to address any gaps not only in qualitative but also quantitative terms. These capabilities need to be present and available at the overall European level. It is not required that all Member States should develop the whole array of capabilities to fill all gaps. The collective fulfilment of the agreed ambitions therefore requires effective coordination.
- 7. Developing civilian capabilities to meet national but also agreed European needs is a national responsibility. Their purpose is first and foremost to meet national needs but they should equally take into account the commonly agreed, European ambitions. The Concept Paper sets out how civilian CSDP missions deployed overseas can help tackle security threats and challenges originating abroad but having an important effect internally, within the Union. It must also be borne in mind that the EU's JHA agencies have developed substantially in the last years: this is a trend that will likely continue over the years to come. Civilian CSDP should therefore not be considered in isolation.
- 8. This CCDP has been drawn up in coordination with relevant Commission services and extensive consultations with Member States, which included discussions with their

ministries and services (Ministries for Foreign Affairs (MFA), Ministries of the Interior (MoI), police, border guard, Ministries of Defence (MoD), Ministries of Justice (MoJ) and other relevant national line ministries).

II. <u>Civilian Capabilities Indicative Needs Assessment</u>

- 9. The so-called **Feira priorities** of civilian CSDP: police, rule of law and civil administration, as well as security sector reform, remain fully valid. There is however a clearly articulated desire among Member States to refine the balance between the priorities beyond the predominant focus on police and to integrate the needs stemming from the 'new' security threats and challenges. Civilian capability development should therefore bring a renewed, balanced dimension between the core priorities, updated in light of the new security challenges (including those linked to irregular migration, hybrid threats, cyber security, terrorism and radicalisation, organised crime, border management and maritime security, as well as preventing and countering violent extremism, also taking into account the need to preserve and protect cultural heritage), based on relevance and added value as elaborated in the Concept Paper.
- 10. The need for **faster and more responsive** action requires additional capabilities and capacities at EU level (such as the Core Responsiveness Capacity, the Warehouse II and other measures developed by EEAS and Commission services) but also national readiness to contribute more effectively to CSDP missions. The issue needs to be addressed by Member States in their general management and decision-making, including human resources management, with a view to pooling and making experts available, and ensure the necessary logistics to equip and move them fast to the mission area. Lessons can be drawn from the quick deployment of EU Advisory Mission (EUAM) Iraq, only one month after the adoption of the Council Decision establishing and launching the Mission.
- 11. **Early and preventive** action by CSDP requires enhanced shared analysis capacities as well as situational awareness and the capacity to regularly provide and update strategic foresight. The high number of conflicts e.g. in Africa underline the need for reinforcing adequate expertise for early and preventive action. The involvement of CSPD is part of a broader effort engaged at EU level on prevention with the Early Warning System process.⁴

⁴ EEAS/Commission services non-paper: The EU as a Global Player on Conflict Prevention (SI_2018_229_1_ANNEX_TO_DOCUMENT_EN_V1_P1_978716)

- 12. Within civilian CSDP there may be as well a requirement for certain types of military expertise (monitors, advisors, maritime experts, etc.), so further developing **civ-mil synergies** also as part of the capability development process would be beneficial. To support a civ/mil approach both in Brussels and in CSDP missions and operations on the ground, additional planning capacities are required on both the civilian and the military sides.
- 13. Specific emphasis should be laid on ensuring the availability of expertise in **human** rights and gender policies, given the increased demand for it. In this regard, it is recommended to develop capabilities also to help implement a due diligence policy to ensure that EU support to security forces in the context of CSDP missions is in compliance with and contributes to the implementation of EU's human rights policy and is consistent with the promotion, protection and enforcement of international human rights law and international humanitarian law as well as the principles laid down by the United Nations on women, peace and security.
- 14. Civilian Missions also require **generic skills** such as Mission support functions and chief of staff functions (political advice, human rights and gender mainstreaming, reporting, planning, press and public information, etc.). Support functions (human resources, procurement, security, communications, etc.) are fundamental for a Mission's functioning, as are management skills. It is key therefore that Member States continue developing also such capabilities which have been identified after a thorough analysis in 2017⁵, and not only focus on the operational skills required.
- 15. Over the years, there has been an evolution towards more and more **contracted staff**. As an international position in a mission is only changed from seconded to seconded/contracted⁶ after it has not been possible to fill this position when advertised as seconded, one way to identify current gaps in terms of capabilities, provided (or not) by Member States, is to look at the internationally contracted staff, both in terms of absolute numbers and trends as well as the numbers per mission and category of expertise.⁷ In December 2005, 11% of the total number of international staff in the Missions were contracted. In 2017, 19 seconded positions were converted to

⁵ List of Generic Civilian CSDP Tasks and Requirements (6166/17)

⁶ Some positions are currently advertised as seconded/contracted also initially, but only as previous experience has shown that such expertise in other missions is difficult to recruit as seconded. Hence, these statistics give us a good overview of where we have a lack of expertise coming from Member States

⁷ Looking at figures from nominations and applications, **it is easier to recruit contracted positions**. This applies to both women and men. The percentage of female applicants for contracted positions is higher than the percentage of nominations for seconded positions In 2017 CPCC received approximately 4 nominations per seconded position and 13 applications per contracted position

seconded/contracted⁸ due to difficulties in getting the seconded positions filled. In April 2018, that figure had grown to 41%. There are more applications for contracted than for seconded positions.⁹ If this trend continues, it means that by 2022 more than half of all international staff in CSDP Missions would be contracted.

- 16. Some Member States' services expressed concerns about this trend since they consider that the quality of seconded staff is often higher. Further consideration should be made by Member States: secondment guarantees Member States' ownership whereas moving towards contracted agents actually diminishes it significantly.
- 17. Annexed to this CCDP is an initial list of capability needs on the basis of the identified security challenges and projected ambitions as developed in light of the **catalogue of possible civilian CSDP lines of operation or tasks in the different security fields,** within the scope of Art. 43 TEU. It needs to be considered in conjunction with the generic skills needed for all Missions, and would form part of the updated core civilian CSDP priorities. It is important to ensure that all CCDP related activities concerning the security and justice sector are duly coordinated and part of an integrated approach between CSDP and other relevant EU actors, including EU programmes and JHA agencies if relevant, respecting their respective mandates and legal frameworks.

III. <u>Civilian Capability Development at national and EU level</u>

18. To guide the development of the required civilian CSDP capabilities by the Member States, supported at the EU level and in synergy with different EU tools (JHA, integrated approach), and as called for by the Council in May, a **structured review process** should be set up. Under the control of the Political and Security Committee, supported by CivCom, this annual process should focus on improving the availability of capabilities required for civilian CSDP missions now and in the future, based on the following steps: (1) Capability Needs Assessment, (2) Requirement List, (3) Gap analysis and (4) periodic review (report and conference):

⁸4 positions in EULEX Kosovo, 6 positions in EUCAP Somalia, 8 EUCAP SAHEL Mali, 1 EUPOL COPPS

⁹ In the EUAM Ukraine Odessa field office the average number of candidates reached 6.5 per seconded position and 49 per contracted position. For regionalisation CPCC received on average 1 application per seconded position

- 1) **Capability Needs Assessment (CNA)**: the CNA included in the CCDP will be the starting point to review the Training Needs Assessment (TNA) of the EU Civilian Training Group set up to implement the New Training Policy adopted by the Council in 2017;
- 2) **Requirement List (RL)**: Description of the qualities and quantities required;
- 3) **Gap Analysis (GA)**: A GA includes information on existing, available or inexcess assets, with a specific focus on the gaps and needs. The GA should be based on a questionnaire to Member States, Commission services, agencies and partners. It should identify priority areas for further capability development;
- 4) **Annual Capability Review (ACR)**, report and conference; reporting on the development of capabilities, lessons and best practices, with a view to identifying further recommended actions.
- 19. This structured process should reflect that national capability development is to be considered as part of a regular planning, conduct and reporting cycle, including budgetary planning and reporting. Therefore, capability development is inevitably a mid- to long-term endeavour rather than a short-term activity. Capability development in the Member States is also part of a broader (i.e. not necessarily CSDP related) strategic development in the state's public administration. It is an administrative process to plan, build and maintain those means that are needed to be delivered, in accordance with agreed objectives and set impacts, including those identified in CSDP. The capabilities made available by Member States to the EU are necessarily derived from the national capability development process in the Member States.

Findings

20. Developing civilian CSDP capabilities should thus address bottlenecks in the current process and promote the sharing of best practices between Member States. In preparation of the CCDP, meetings with the 'line ministries' (Interior, Justice, Police services) of Member States have produced a number of useful findings. Though there were obviously some differences, a number of common issues have emerged, which are covered in the paragraphs below.

Structural issues

21. Legislation. The Member States need to have certain administrative structures and mechanisms in place, including an appropriate legal framework to make national experts available for CSDP missions. Due to current legislation, some Member States

cannot second retired police officers or other civil servants (e.g. prosecutors), nor other persons who are not directly employed by the State, thus strongly limiting the ability to contribute in critical areas for civilian CSDP. It also means that secondments of active personnel will produce gaps in the ministries and services at home.

- 22. Suggested way forward: map national legislations and, where required, **review them** to make secondments possible of civil servants who are no longer on active duty. This entails also reviewing duty of care, as different rules would be applicable. A good solution, applied by at least one Member State, is to **create extra vacant posts that are temporarily occupied** by retired or contracted persons being seconded to missions. Another solution used by several Member States is to second personnel through a dedicated pool of experts, for example attached to the Ministry of Foreign Affairs.
- 23. Career path. Whereas for the military a mission abroad is a requirement in their career path, there was practically consensus among the line ministries that this is not the case among civil servants. Serving abroad is not only not viewed positively colleagues have to take up the slack of those leaving, understaffed offices see their situation worsened but often rather as an obstacle. Persons who may be seconded often hesitate because they are not sure that upon return they will still find their jobs and may actually be given jobs below their rank.
- 24. EU commitments under the Women, Peace and Security Agenda (UNSCR 1325) include for example the need to improve the gender balance of national security forces, through positive action measures for women in their career development paths. On a medium and longer term, this will lead to a better gender balance in CSDP missions as one of the strategies for gender mainstreaming, which also include gender and human rights training for all staff, the appointment of gender and/or human rights advisers and focal points, gender specific provisions in the code of conduct and dedicated trainings, etc.
- 25. A further reason for reluctance among line managers to second staff is that when seconded, it is not infrequent that such staff eventually resigns from their jobs in order to become contracted staff, going from one (international) mission to another.
- 26. Suggested way forward: given how deeply rooted this situation is, providing a solution is equally challenging because the underlying causes for these policies may be very different. Adequate guarantees of reinstatement, assurance of career profile remaining unaffected, parental leave and adequate pay incentives are among the tools that could be used, by the seconding National Administrations, if necessary via introducing the appropriate national legislation.

Budgetary issues

- 27. The staff seconded to EBCGA and Europol receive subsistence **allowances** and per diems from the Agencies during their secondment. During the deployment of border guards and other relevant staff from the Member States to operational activities of the EBCGA, Agencies fully reimburse eligible costs (e.g. travel, daily subsistence allowances, including accommodation) to the sending national authorities.
- 28. This is not the case for CSDP missions, which only pay for per diems. Full salaries are paid only to contracted staff. This explains why there has been a growing, steady shift towards contracted staff for all Member States. As the percentage of contracted staff is highest in the high-risk environments, it can be inferred that the security situation and living conditions are major factors for MS not being able (or willing) to second.¹⁰ As indicated above, some Member States' services expressed concerns about this trend since they consider that the quality of seconded staff is often higher.
- 29. Possible solutions: financial considerations lying at the heart of the problem should be addressed. Only one Member State has decided this year to increase its budget for civilian CSDP by 15% in real terms following the level of ambition set in the Concept. Financial incentives from the EU seem to be the main expectation from the Member States. Considering synergies with or contributions from relevant EU instruments, are possible avenues that could be explored, in addition to using the CFSP budget.

Calls for Contributions

- 30. The current system of individual recruitment has evolved from the evolution of the mandates of the missions, towards the higher end of the value chain (for instance, strategic advice on reform versus formed police units). Mandate evolution has also made it more difficult to fill posts: candidates corresponding to the academic, language and experience requirements can be very difficult to find; the requirements are high.
- 31. Most Member States see scope for improvement in the current system of recruitment, in terms of the timelines for submitting an application, a timely response for selection and non-selection and realistic dates for effective deployment.

¹⁰ In the EUAM Ukraine Odessa field office the average number of candidates reached 6.5 per seconded position and **49 per contracted position**. For regionalisation CPCC received on average 1 application per seconded position

- 32. Member States would also appreciate more elaborate indications as to the reasons why someone proposed for secondment is not chosen to allow them to improve their internal selection processes or to address possible shortcomings.
- 33. **Possible solutions**: a review of the whole system would be welcome, based on a frank dialogue with seconding agencies. Combining decisions on fast-track approaches with internal procedures of seconding agencies will however remain a challenge. On the technical level, Member States by and large appreciate the simplification brought about by the Goalkeeper-Registrar application. Stepping up the development of the Head-hunter module that would allow Member States to trawl capabilities at national level could also be helpful. Training (see also further down) should be used to address all forms of gaps in knowledge, including language skills.

Training

- 34. Regarding Global Capability Development, once the specific capabilities required for the new priority areas singled out by the Global Strategy on EU Foreign and Security Policy and delineated by the Concept Paper have been further specified building on the initial needs assessment attached to this plan, **training emerges as the most important cross-cutting instrument to be developed.** The same applies to the 'traditional' civilian priorities too.
- 35. A more systematic link between the identification of required expertise and skills (the RL), the **availability of training** (both at Member States level and at EU level, including CEPOL/EU agencies) **and the adaptability of training curricula** is needed, as well as an ensured minimum level of training prior to deployment. **Evaluation and lessons learnt processes should feed back into effectiveness of training efforts.**
- 36. The EU Civilian Training Group¹¹ (EU CTG), which is about to be operationalised, will coordinate a process to review training requirements for civilian CSDP missions to better take into account the new threats, challenges and priorities as well as lessons drawn from CSDP engagement. With a view to enabling capability development through training, the EU CTG should support a mapping of the existing training offers and better exchange of information between the various training providers. Similarly, there is a case for the EU CTG promoting quality standards and harmonisation approaches at EU level that contributes to better use of available resources in the EU and reduce overlaps and duplications of efforts. Drawing on the support and expertise

¹¹ The EU Civilian Training Group will support the civilian dimension of the implementation of the EU Policy on Training for CSDP, doc. 7838/17 of 3 April 2017 as adopted by the Foreign Affairs Council on 3 April 2017. A Military Training Group is already performing a similar role for the military dimension, will both groups will coordinate for the civ-mil aspects

of the European Security and Defence College (ESDC) will be essential. Existing EU level training tools relevant for Civilian CSDP missions as well as the respective mandate of the relevant Union Agencies, such as CEPOL and EBCGA should be fully taken into account and overlaps should be avoided.

37. The EU civilian CSDP training shall enable staff of civilian Missions to better engage with local population in host countries inter alia through maximising technical and context related skills, including language and behavioural skills. The lack of supplementary skills (e.g. languages, knowledge of the EU environment) has been a stumbling block for the selection of many applicants who do have all the professional skills required. It is essential that Member States offer in the training curricula of staff that may be earmarked for CSDP missions also the language skills that are required for CSDP missions. Efforts should also be made by training providers to step up CSDP training that includes language skills. It is worthwhile recalling that since 2006 there has been a requirement for missions to use up to 1% of their budget for training. This requirement is not always being met and should be enforced, taking into account the operational context: in a high risk operational environment on the job learning opportunities come with a price tag.

Return on investment

- 38. Several Ministries of the Interior or Home Offices remind that their prime focus remains on *internal security: securing their own borders and protecting their own citizens*. Given budgetary and staff restrictions, in some cases this is the only priority. In this context many have brought up the concept of 'return on investment' (RoI) recognizing the broader objective of providing support to partner countries in need on the one hand but being cognizant of their core functions and resource limitations on the other.
- 39. A general experience is that most Ministries of Interior believe that bilateral activities with EU partners or neighbouring non-EU countries deliver a much better RoI.
- 40. **Possible solutions**: this is perhaps the most difficult issue to tackle. Ministries of Interior often prioritise action to protect EU territory *at its borders*. **MoIs have repeatedly stated that the level of ambition for civilian CSDP is not realistic** in the current security environment. A more systematic strategic communications programme within the EU seems crucial, focusing both on a more specialized audience as well as targeting the public, to present the added value of, and results achieved by, civilian CSDP mission and external action more broadly. Indeed, protection of EU borders is best assured by action that also starts further away by addressing stability and border management in countries that do not have common borders with the EU.

IV. <u>Recommendations</u>

- 41. This CCDP delineates **what** kinds of capabilities are required, **who** should provide them, and **which possible solutions** are at hand to develop them.
- 42. To achieve a better match between capability needs, EU priorities and Member States' capacities, a **coordinated annual review of civilian capabilities** should commence in 2019, as called for the May Council Conclusions. This review process should link outlooks for the CFSP budget, assessed capability and capacity needs for existing and foreseen civilian Missions, and progress in capability development to realise the overall level of ambition for civilian CSDP.
- 43. Developing patterns of collaboration within and between Member States allowing for coordinating their inputs and agreeing to possible rotation schemes at all stages of a foreseeable mission could be a good way forward to ensure both a modular approach and rapid response. Additionally, instruments that foster cooperation among Member States, including projects for capability development combining the efforts of two or more Member States, as has already been done in the area of Defence, where two or more Member States share the same interests but lack the possibility to produce the required capabilities alone, could be a good way forward and will be integrated into the civilian CSDP Compact.
- 44. For the security priorities as set out in paragraph 9 above, a limited number of pilot projects could be set up in CSDP missions, in cooperation with the relevant Commission services and the JHA agencies, in order to assess where such actions can provide added value and also how best civilian CSPD can contribute to the collective EU efforts in these areas. Civ-Mil cooperation should also be considered in order to strengthen synergies and avoid possible duplication. As a basis for such pilot projects, targeted (mini) concepts are being prepared and will be presented at the end of 2018, wherever relevant in close cooperation with the relevant Commission services and the JHA agencies. Such projects remain subject to available resources and capacities of JHA agencies and Commission services, bearing in mind their primary focus on internal security as well as the need to invest in priority third countries.
- 45. The **mini-concepts** will cover all new priority areas defined in the Concept Paper. They will define the areas of potential involvement for CSDP and their relationship to other relevant EU actors on the ground. The mini-concepts will be developed in close collaboration with the Commission, and are to be discussed in the relevant Council working parties.

- 46. **Internal and external security actors should meet** on a regular basis as is foreseen in the Concept. This includes Council structures (regular PSC-COSI, CivCom-COSI Support Group, JAIEX meetings, etc.), regular meetings between EEAS and relevant Commission services and JHA agencies under control of the responsible Directorates General and the invitation, as appropriate, of representatives of JHA agencies and CSDP structures to each other's planning and decision-making processes when defining priority areas and dealing priority countries to ensure a well-functioning integrated approach.
- 47. Consultations with Member States have identified a variety of **good practices** in place, including national coordination, legal framework, financial set-up and recruitment procedures, practices that are certainly worth sharing with other Member States, also to identify possible commonly applicable solutions.
- 48. Finally, a **Mission-specific situational awareness platform** (**MSAP**)¹² should be set-up in all theatres where civilian CSDP Missions are active, taking into account the existing coordination and information-sharing structures as well as ongoing exercises (security sector analyses, SSR coordination matrices, etc.). The MSAP needs to **fit into the bigger picture of delivering on the Integrated Approach and on Resilience agendas** especially in relation to Single Country Assessment of Resilience Communication and the Coordination matrices of the SSR communication This platform, coordinated by the Head of the EUDEL, should bring together all EU services (including JHA agencies, where feasible and appropriate), Member States on the ground on an informal basis. Situational awareness and information sharing could be part of its set-up, thus contributing to the Integrated Approach by promoting coherence in EU external action.

¹² Document EEAS (2016) 909 specifically mentioned a CSAP. However, to avoid confusion with the 2016/2017 Action Plan, it is suggested to change the acronym

V. <u>Compact</u>

49. Based on the renewed strategic approach described in the Concept Paper and the analysis and recommendations of this CCDP, a Civilian CSDP Compact should be agreed by the Council in November, in accordance with the June European Council Conclusions and the Council Conclusions adopted in May.

Generic in conduct of civilian CSDP

Line of Operation	Capability requirements and capacities	Expertise needed
Provision of planning, management, mission support, mission security, training, assessment and review for all civilian CSDP action with Integrated Approach and in entire conflict cycle, including rapid response, early and preventive action, and transition in modular, scalable and flexible missions towards the political, strategic and operational objectives and end state.	 Listed in Generic Civilian CSDP Tasks and Requirements (6166/17), e.g: Management and leadership capability; capacity to manage and lead complex organization in challenging environment Planning capacity; strategic, operational and mission-level planning Mission security Administration capacity; all mission support functions Training capacity Reporting capacity Public information capacity Evaluation, assessment and quality assurance capacity 	All levels of management and leadership expertise (senior, middle and team, including leadership of expertise and execution of tasks) Experts in strategic and operationa planning Security experts Administration experts; e.g. technical services, finance, procurement, accounting, human resources, logistics, CIS, transportation, engineering, asset management, building management, record management medical services including counselling Training experts Public information, strategic communication experts

Support to countering organised crime		
Line of Operation	Capability requirements and capacities	Expertise needed
Provision of support to implement a key international framework on the fight against organised crime – UNTOC, and its Protocols and UNCAC in particular in relation to law enforcement cooperation and criminal justice elements (including mutual legal assistance, extradition, international cooperation for the purposes of confiscation, protection of witnesses).	 Police and judicial capabilities Interoperability capability; capacities as inter-organizational and inter-agency capacities, liaison, communication and negotiation Law-drafting and policy-development capacities Criminal justice and judicial cooperation capacities Specific political and legal capacity in international modalities, agreements and procedures 	Experts in international public law Experts in international human rights law Experts in criminal law Experts in law-drafting and policy-making Experts in civil society
Providing advice and training to local authorities to enhance the effectiveness of security forces, law enforcement and rule of law, and advising on international judicial cooperation in criminal matters, as is already done in most of our Missions with a rule of law/criminal justice connected mandate, in coordination with JHA agencies as required.	 Training and education capability; capacities as training planning, curriculum development, educational management and leadership, quality assurance Management and leadership capability; capacities at strategic level of civilian security sector, strategic planning and 	SSR experts, especially police and judiciary Experts in training and education in the field of civilian security Experts with strategic level experience Experts in civil society

Gathering and sharing of information with JHA Agencies, in particular Europol, concerning suspected organised crime activity (taking into account the constraints stemming from data protection rules concerning personal data) When considering a (semi-) executive mission, specific tasks related to countering organised crime could be foreseen as well as support for public order (for example in cooperation with the European Gendarmerie Force), direct support in investigation, monitoring, etc. in line with the legal order of the host state.	 resource management, policy development, program development, evaluation and quality assurance. Training capacity Mentoring and Advisory capacity Information management capability; capacities as information and communication systems, interoperability, information-sharing International police and judicial cooperation capacities Data protection (GDPR) capacity Police and judicial capabilities; capacities in international judicial cooperation, crime investigation, forensic and police/prosecutor liaison Interoperability capability; capacities as inter-organizational and inter-agency capacities, liaison, communication and negotiation Formed Police Unit (FPU) capacity Training capacity (Crowd and Riot Control) 	SSR experts, especially police and judiciary Experts in security-related databases Data protection experts Legal, security and public order experts Experts in formed police/stability police Special operations experts
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Advise the government of the host State on a comprehensive organised crime-strategy that is integrated in their National Security Strategy/Architecture. Assist the national competent (police) authorities in the design and setting up of a national crime database (NCDB) governed by an appropriate legislative framework. Exploiting this NCDB: to deliver a strategic analysis on the crime (and organised crime and organised crime groups) situation of the country and to make a national organised crime threat assessment (OCTA) which serves to adapt their policy and priorities.	 Police and judicial capabilities Management and leadership capability, strategic and central governance level, civilian security sector Law-drafting and policy-development capacities Criminal justice and judicial cooperation capacities Specific political and legal capacity in international modalities, agreements and procedures Mentoring and advisory capacity Data protection (GDPR) capacity Capacities in databases and information systems related to security, police and justice 	Legal, security and public order experts Civilian Experts in management and strategic planning in civilian security at the strategic and central governance level Legal, security and public order experts Data protection experts
Assist the national/regional/local police forces in operational crime analysis to enforce their investigations.	 Crime analysis and criminal intelligence capacities 	Legal, security and public order experts Intelligence and analysis experts
Assist the criminal investigation departments (CID) in:	• Financial crime, fraud and anti-	Legal, security, public order and

the use of investigation techniques, special investigation techniques, intelligence sharing and analysing, addressing financial crimes and setting up a Financial Investigation Unit (FIU) if not existent, structured police-customs cooperation (intra- and inter-agency, regional, international), use of joint investigation teams, special investigation techniques (including gender- sensitive investigation techniques), forensics, profiling, etc.	 corruption capacities Cybercrime capacity Police, border and customs interoperability 	audit and financial forensics experts Anti-corruption experts Experts in net-based crime and fraud Customs experts
Assist the CID in specialised fields: e.g. trafficking/smuggling of persons, illicit drugs, counterfeit goods, arms; cybercrime; environmental crime; excise fraud.	 Capacities in serious, organised and cross-border crime Specific fields as registers, immaterial property, licences, art and archaeology Crime laboratory capacity 	Legal, security, public order and audit and financial forensics experts Customs and Border experts (law enforcement in border and customs services)
Assisting the Judiciary in strengthening judicial cooperation and the full implementation of relevant International Treaties and Conventions.	 International judicial cooperation in criminal, civil, administrative and constitutional law Local applicable law Legal monitoring Change management 	Legal experts of different fields

Support to border management ¹³		
Line of Operation	Capability requirement Generic / Specific	Expertise needed
Support the country in developing a clear, agreed and coherent policy for the establishment, development and sustainment of secure and well-managed borders .	 Border capability; capacities in border security, border management and law enforcement at the borders (land, sea, airport) 	Border management experts Policy- and strategy-development experts (civilian security) Experts at strategic level of civilian security
Support the development of national strategies and enhance the effectiveness of integrated border management services with the aim, <i>inter alia</i> of detecting and preventing uncontrolled entries of people and the possible associated development of illegal activities; to respond effectively to ensure that any arrivals undergo registration; and to ensure that all subsequent follow-on procedures fully respect international law. This will be done in cooperation with the EBCGA in light of the new mandate of the Agency that allows for technical assistance projects in third countries – building on ongoing examples such as in EUBAM Libya.	 Integrated Border Management (IBM) capability Policy- and strategy-development capacity, strategic planning Interoperability capability (police, border police, coast guard, customs, civil-military coordination, criminal intelligence, migration, search-and- rescue) National Coordination Centre as functional capacity 	Border management experts Policy- and strategy-development experts (civilian security) Experts at strategic level of civilian security Experts in civil society

¹³ In close coordination with the relevant services of the Commission and with the technical and operation support of the EBCGA

Promote a regional approach to integrated border management.	 Capacities in local, regional and global cooperation; legal assistance and advisory, multi- and bi-lateral agreements, joint policy and strategy frames. Advisory, mentoring and training capacity 	International law experts International cooperation experts Experts with strategic and cross- border experience
Assist a host country in designing contingency plans and organising effective border control and operational response , potentially also with a more executive mandate for example to help manage a sudden influx of migrants – with due respect of existing provisions in the EBDCA mandate.	 Capacities in planning, management, administration and logistics. Public –private and non-governmental cooperation capacity Research, development and innovation (RDI); use of Big data, sensors, UAV and modern technology 	Border management experts Migration experts International law experts
Assist the national authority to conduct effective risk analysis assessments.	 Analysis capacity in different fields of security Joint Situation platforms Information-sharing Research, development and innovation (RDI); use of Big data, sensors, UAV and modern technology 	Border management experts Risk analysis experts
Assist the national/local authorities to engage with and empower border communities as key contributors in border security and management to develop and	 Capacities related to societal development, inter-community 	Border management experts Civil society, community

implement Border Community Policing programmes. Assist the national authority to conduct joint and coordinated cross-border patrols, as well as joint multi- agency and interdisciplinary operation exercises. Assist the national authority to establish Joint Border Crossing Points.	 relations, mediation and reconciliation Capacities implementing the IBM Information and communication technology 	development experts Mediation and reconciliation experts Border management experts Border, police and customs experts
Support to C Line of Operation	ountering Terrorism and Radicalisation Capability requirements	Expertise needed
Advise the Government of the host State on a comprehensive Counter-terrorism (CT) & Prevention and Countering of Violent Extremism (P/CVE)-strategy that is integrated in their National Security Strategy/Architecture, with an emphasis on the rule of law approach and mainstreaming human rights and gender aspects. Additionally, support diverse activities, in coordination with tasks and programmes undertaken by other EU actors: mapping radicalisation, evidence building, network facilitation, counter narratives, prisons, youth, rehabilitation/reintegration, best practices, etc.	 and Capacities Police and judicial capabilities Management and leadership capability, strategic and central governance level, civilian security sector Societal capacities, inter-community relations and cooperation with non-governmental organizations (PVE/CVE) Interoperability and inter-agency cooperation related capacities Information-sharing Law-drafting and policy-development 	CT experts– operational and policy Human rights and gender experts Law-drafting and policy/strategy development experts Civil society, community development experts Correction service experts

Assist host States in translating UNSC Resolutions and other pertinent counter CT and P/CVE international commitments and policies (including law enforcement and judicial cooperation, and a criminal justice-based approach) into national legislation.	 capacities Criminal justice and judicial cooperation capacities Specific political and legal capacity in international modalities, agreements and procedures Mentoring and advisory capacity Police and judicial capabilities; countering terrorism and radicalization, preventing and countering violent extremism Interoperability; Capacities as interoriganizational and inter-agency liaison, communication and negotiation Law-drafting and policy-development capacities Criminal justice and judicial cooperation capacities Specific political and legal capacity in international modalities, agreements and procedures 	International law experts
Help the host State develop counterterrorism	 Management and leadership; capacities 	CT experts

capabilities to prevent terrorism, mitigate the impact of	as strategic and operational planning,	Experts in civilian security sector,
a terrorist attack, and investigate, prosecute and detain	budgeting, human resources	strategic level; management,
suspected terrorist offenders.	Information-sharing	planning, legal reform
	Education and training capability	Experts in civil society
	• Law-drafting, policy- and strategy	
	development	Prosecution experts
	International judicial cooperation in	
	criminal law	
	 Interoperability; capacities for 	
	cooperation with correction service,	
	social service and law enforcement	
	Human rights compliancy (particularly in	
	relation to detention)	
	Societal capacities, inter-community	CT experts, community police
Provide advice and training to local authorities to	relations and cooperation with non-	experts
enhance their competences and to improve coordination between relevant local actors in countering terrorism.	governmental organizations (PVE/CVE)	Experts in civil society
	 Interoperability, management and 	Training experts
	leadership, program management	
	 Mentoring, advisory and training 	
	capacity (curriculum development)	
	 Community policing and other local practitioners 	
Gather and share information with JHA agencies and, as	 International and national legal capacity, 	CT experts
appropriate, local authorities and other actors in theatre	applicable law	Intelligence and analysis experts,

concerning suspected terrorist activity (including personal data, if the mandate and data protection rules allow). Include specific CT expertise in a Mission that would focus on (1) improving situational awareness on CT and radicalisation in the host State; (2) facilitating information exchange, analysis and operational cooperation with JHA actors; and (3) increasing the security of the mission itself.	 Intelligence; capacities as intelligence cooperation, information-sharing, civil- military cooperation Technology and technical capacity for secured information 	civilian and military
Assist the national/local authorities in border security and transport security (land, maritime and air).	 Transport safety and security; capacities as data management, information- sharing, analysis and communications Interoperability; multi-agency and multi- service cooperation, joint operational planning and conduct 	CT experts, border experts Transport experts; land, sea, air
Assist a host State in: collecting and analysing information/intelligence , information-sharing for law enforcement purposes, creation of a "fusion and threat- analysis centre", streamlining structured police- cooperation (intra- and inter-agency, regional, international), use of joint investigation teams, special investigation techniques, and forensics.		CT experts, legal experts, intelligence experts
Assist in strengthening judicial cooperation and criminal justice approach, national law and the full implementation of International Treaties and		International law experts Law-drafting experts

Conventions.		Experts at strategic level of civilian security		
Assist the National/local authorities in emergency response, assistance to victims /families, communication strategy, etc.	 Liaison capacity, interoperability in public – private relations and cooperation with non- governmental actors, as communities, hospitals, churches etc. Program management capacity 	Civil protection experts Civil society experts (local community) Counselling experts		
Contribute to addressing irregular migration and its security-related challenges				
Line of Operation	Capability requirements	Expertise needed		
	and Capacities			
Support for local security forces' capability to better manage migration flows whilst fully respecting human rights and address associated criminal activity such as Trafficking in Human Beings and smuggling of people more effectively.	 IBM capability; capacities to implement IBM Interoperability; capacities to cross- border cooperation, including information-sharing Interoperability; capacities to support emergency and humanitarian aid activities, information and shared situational analysis 	Border management experts, human rights experts, criminal investigations experts Migration experts		

Support the host nation's capacity building, including, when deployed in countries of origin or transit, awareness-raising on human rights standards, conditions of detention, and refugee law, when it comes to return operations or readmission, as well as on international humanitarian law.	 Strategic communication related capacities in media and social media, public information Training and education capability 	Border management experts, human rights experts, criminal investigations experts Migration experts Training experts
Support to other agencies in setting up "transit centres" (with IOM, UNHCR, like in Niger) and in improving existing conditions of detention.	 Management and leadership capability in migration sector; capacities as rapid response, communication, logistics, administration and human resources Interoperability; capacities of liaison, inter-organisational and global cooperation, joint situation, analysis and information-sharing. 	Border management experts, migration experts, human rights experts, criminal investigations experts
Facilitate contacts for JHA agencies or partners, including facilitating certain security related tasks of the European Union Migration Liaison Officers (EMLOs) when these are not posted in the relevant country or providing them with input on relevant issues. Provide advice and training to support local authorities to enhance their functioning (efficiency, accountability, legitimacy, etc.), including in the field of international humanitarian law.	 Interoperability; EU mechanisms and others, information-sharing, joint planning and reporting Training capability 	Border management experts, migration experts, human rights experts, criminal investigations experts Training experts

Line of Operation	Capability requirements	Expertise needed
	and Capacities	
Support the host State in developing effective strategies, capabilities and legal frameworks to enhance maritime security – building on the examples of EUCAP Somalia and EUBAM Libya and, where relevant, on experiences gained by EUNAVFOR Atalanta in fighting piracy in the Horn of Africa and EUNAVFORMED Sophia in tackling illegal migratory flows in the Mediterranean.	 Interoperability capability; capacities as inter-organizational and inter-agency capacities, liaison, communication and negotiation related to the global community of Seas Law-drafting and policy-development capacities, in relation to Law of Seas Border and coast guard, police and judicial capabilities, trade and customs capabilities when relevant Criminal justice and international judicial cooperation capacities including use of force and rules of engagement Specific political and legal capacity in international modalities, agreements and procedures related to seas and on-/off-shore, harbours etc. 	Maritime experts Legal experts
Help develop civil-military synergies across different ministries involved in maritime security in the host state.	 Interoperability; capacity for civil- military planning at strategic and operational levels, management and leadership capacities related to 	Maritime experts, military experts

In the context of the integrated approach, support EU programming implemented by the Commission services and put in place a coordinated approach to capacity building using the skills, expertise and contacts of the Mission. Where relevant in close cooperation with EBCGA and other relevant partners, consider an executive civilian maritime mission where suitable.	 command and control Joint capacities in information-sharing, analysis, situation and share of intelligence information Training and education capability; capacities as educational planning and programs, curriculum development Shared capacities in analysis, evaluation, assessment and quality assurance methodologies, joint reports and reviews 	Maritime experts, naval experts
Support to countering hybrid threats and contributing to	cyber security and strategic communication	
Support to countering hybrid threats and contributing to Line of Operation	cyber security and strategic communication Capability requirements	Expertise needed
		Expertise needed

Enable the host State to respond adequately to strategic communication challenges for example by implementing elements of strategic communication in Missions in order to identify, map, analyse, gather information and edit fake news, propaganda and social media activities of relevant players in the region, in close cooperation with relevant actors.	 cyberspace (protection of critical infrastructure, digital and physical). Early warning capacity, analysis, management, and logistics. Legal capacities allowing countering activities. Education and training. Strategic communication and information management capability, with capacities as media and social media Media monitoring and analysis Rapid response and scalable capacities in countering media operations 	Cyber experts, social media and communications experts
Support the host State to enhance cyber situational awareness, incident management capability and cyber defence capabilities, including by supporting training efforts in coordination with the EU cyber education and training centre to be set up.	 Capacity-building and training capacity related to cyber security, cyber defence and cyber crime Interoperability; inter-agency cooperation in cyber Situational awareness and analysis; shared situation and analysis, information-sharing 	Cyber experts, social media and communications experts Analysis experts Training experts

Support the security-related development of the overall capacity of local partners to preserve and protect their cultural heritage in order to address the culture-security nexus, within the CSDP missions' and operations' means and capacities Assist in the establishment of security-related preventive measures for heritage protection related to the fight against the illicit trafficking of cultural goods, including <i>inter alia</i> , by providing advice and assistance to local authorities to develop appropriate national strategies, enhancing the effectiveness of relevant security forces and law enforcement actors. These actions could be foreseen in particular in CSDP training missions as well as in border management, the fight against terrorism or organised crime missions.	 Subject-matter and academic capacities related to history, culture art, architecture and archaeology International cooperation, legislation and agreements Planning, policy- and strategy development, law-drafting capacities Interoperability; capacities for multiagency cooperation and joint operations 	Historians of Art, Archaeologists, curators, police and security experts Historians of Art, Archaeologists, curators, police and security experts
Support the building of relevant national capacity through training, mentoring, exchange of good practices and expertise.	 Education and training capability; building national capacities for programs and educational cooperation, exchange programs and visiting experts. 	Historians of Art, Archaeologists, curators, police and security experts Training experts
Provide advice and assistance in the identification and monitoring of relevant cultural sites and properties.	 Use of technology; technical capacities as monitoring via satellites and sensors Inter-community relations, capacities for mediation and reconciliation 	Historians of Art, Archaeologists, curators Technical experts, monitoring technology
Contribute to develop increased bilateral and international cooperation and coordination by the host	Subject-matter and academic capacities	Historians of Art, Archaeologists,

State with the EU and relevant international organisations in this field in specific mission areas.	related to history, culture art, curators architecture and archaeology	
	 International cooperation, legislation and agreements 	