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'I/A' ITEM NOTE

From:	General Secretariat of the Council
To:	Permanent Representatives Committee/Council
Subject:	Roadmap on strengthening crisis anticipation, preparedness and response in the Council - Approval

1. The AHWP Resilience met on 26 September, 28 October, and 5 December 2022 and discussed successive drafts of a draft roadmap on strengthening crisis anticipation, preparedness and response in the Council.
2. In response to the Council conclusions of 23 November 2021, the roadmap is a first step towards improving cross-sectoral and cross-border crisis management in the Council, including risk analysis and strategic foresight for better anticipatory action, prevention, preparedness and response, in an all-hazards approach.
3. The AHWP Resilience at its meeting on 5 December finalised the draft roadmap in Annex.
4. In light of the above, the Permanent Representatives' Committee is invited to recommend to the Council to approve the roadmap, as a basis for taking work forward.

Draft roadmap on strengthening crisis anticipation, preparedness and response in the Council

The EU is currently facing many threats and challenges (Russia's war of aggression against Ukraine, migration, energy crisis, COVID-19 pandemic and other health-related threats) that are cross-border, complex and have serious impacts on individual Member States as well as the EU as a whole.

In order to be better prepared for future cross-border and cross-sectoral crises, we need to continuously evaluate and improve our crisis preparedness and response and strengthen the crisis management and cooperation on the EU level.

Following the Council conclusions on enhancing preparedness, response capability and resilience adopted on 23 November 2021, the conclusions of the European Council adopted on 16 December 2021 and following the French Presidency report on preparedness, response and resilience to future crises, the Presidency considers it necessary to start a systematic process to evaluate and improve the Council's role in EU crisis management.

The Presidency appreciates the efforts of both the Slovenian and French Presidencies, as well as the work of the 13 Member States that have jointly published a Contribution to the Roadmap on strengthening EU crisis management, and Germany, which has published its non-paper on strengthening cross-border cooperation.

Based on the discussions held in the Ad Hoc Working Party on preparedness, response capability and resilience to future crises, the next step should be the preparation of a roadmap that will propose a step-by-step approach to strengthen resilience and crisis management within the EU, while avoiding duplication and administrative burden, and without prejudging the outcome of subsequent discussions.

The present Roadmap therefore starts a process and proposes a sequence of tasks, some of which can be addressed in parallel. The broad discussion on individual tasks and their concrete implementation will be in the hands of successive Presidencies as part of a longer term process. Good coordination will be crucial.

The Roadmap is designed to start with a targeted update of the IPCR Standard Operating Procedures (SOPs), bringing them up to date based on the experience gained during last years, where this appears necessary, including enhancing their ease of use, and adding the procedure for IPCR de-escalation. The next step is the mapping of the existing crisis bodies and instruments at EU level. This mapping will serve as a basis for an analysis that will reveal overlaps and gaps in the system and help avoid duplications.

Once this analysis is completed, the next step will be a discussion and decision as to where in the Council the discussion and further implementation of the Roadmap could take place. Consideration will be given to the possibility of tasking an existing Council body with this work.

The selected forum will then be used for completing further follow-up tasks, such as efforts to strengthen EU's preparedness to crises, to reinforce the coordination at the strategic/political level between the Council/IPCR and national crisis management structures or a recurring update of the IPCR SOPs.

One of the reasons this forum needs to be found is the number of recurring tasks that will need to be addressed on a regular basis, e.g. regular review and update of the IPCR Preparedness Programme or periodic lessons learned from EU/NATO crisis management exercises, including their implementation.

In response to the Council conclusions of 23 November 2021, the roadmap is a first step towards improving cross-sectoral and cross-border crisis management, including risk analysis and strategic foresight for better anticipatory action, prevention, preparedness and response, in an all-hazards approach, and a foundation on which the future Presidencies will build and possibly expand with other tasks in case they are deemed necessary. Achieving all objectives may be a long-term process. Nevertheless, the present roadmap constitutes an essential instrument for continuous and systematic work towards making the EU more resilient and prepared for the future crises.

To ensure proper implementation of this roadmap, the Presidency stresses its flexible nature and proposes its regular evaluation and review, for example in the form of a Presidency Progress Report at the end of every calendar year.

Primary tasks

	Objectives	Actions	Stakeholders	Forum	Timeframe
1	Ensure clear roles and responsibilities in the daily operation of the IPCR mechanism	Update the IPCR Standard Operating Procedures of 2015 ¹ , as needed	Presidency/GSC, in coordination with MS, the Commission and the EEAS	Ad hoc Working Party on preparedness, response capability and resilience to future crises	Short term (Approximately 6 months)
2	Establish procedures for de-escalation of IPCR activations	Agree on procedures for the review and possible decision to de-escalate a full activation of IPCR to information-sharing mode, or to de-activate the IPCR arrangements for a specific activation completely	Presidency/GSC, in coordination with MS	Ad hoc Working Party on preparedness, response capability and resilience to future crises. <i>(in context of discussion on the update of the IPCR SOPs)</i>	Short term (Approximately 6 months)

¹ ST 12607/15

3	Overview of existing tools, mechanisms and mandates	Mapping of the existing crisis and disaster management tools and crisis mechanisms at EU level, as well as the ones under development, and the mandates of the Council Working Parties with regard to preparedness, crisis management, and resilience in order to avoid overlapping mandates and competition between and within EU institutions	Commission, EEAS and GSC	Ad hoc Working Party on preparedness, response capability and resilience to future crises	Short term (Approximately 6 months)
4	Carry out a gap & overlap analysis	Analysis of the results of the mapping (point 3) will be discussed	Presidency/GSC, in coordination with MS, the Commission and the EEAS	Ad hoc Working Party on preparedness, response capability and resilience to future crises	Short term (Approximately 6 months)
5	Continue work during the next semester in the Ad hoc Working Party on preparedness, response capability and resilience to future crises, including discussing where in the Council the debate could continue	Based on mapping and analyses outcomes (points 3 and 4), discuss where it would be appropriate to address the long-term and recurring tasks arising from this roadmap	Presidency in close cooperation with the MS, supported by GSC	Ad hoc Working Party on preparedness, response capability and resilience to future crises	Short term (Approximately 6 months)

6a	Strengthen cross-border cooperation in the EU in the field of crisis preparedness and response	a) Analyse the specific challenges faced by cross-border communities during the COVID-19 pandemic and other major emergencies; avoiding duplication and overlap. b) Develop procedures and support instruments as appropriate	Presidency/GSC, in coordination with MS and the Commission	A Council forum will need to be found	Long term (6 to 12 months)
6b	Strengthen and enhance coordination on the external dimension of resilience and cooperation on crisis management with international partners and third countries, in particular in the EU neighbourhood	Explore possibilities to cooperate with third countries, including joint exercises	Presidency/GSC, in coordination with MS, the Commission and the EEAS	A Council forum will need to be found, taking into account the competences of existing external relations working parties	Long term (6 to 12 months)

7	Continue to consider how to better involve the national crisis management structures, in accordance with Council rules and procedures	Discuss involvement of national crisis management structures in accordance with paragraph 15 of the Council conclusions of 23 November 2021 on enhancing preparedness, response capability and resilience to future crises.	Presidency/GSC/MS	A Council forum will need to be found	Short term (Approximately 6 months)
8	Strengthen the capacity of the Council to respond adequately and quickly at Union political level to crises by reviewing existing preparedness measures	Update the IPCR Preparedness Policy ² , following the analysis (point 4), as needed	GSC in coordination with the Presidency and MS	A Council forum will need to be found	Long term (6 to 12 months)

² ST 10031/19

Recurring tasks

	Objectives	Actions	Stakeholders	Forum	Timeframe
9	Anticipate and provide for early detection of potential crisis events before they have escalated to a significant level or before they have happened	Resume and continue the Horizon Scanning Network (HSN) activities on a voluntary basis, in line with the IPCR Preparedness Policy	GSC, with contributions from MS, COM, EEAS and EU agencies	Horizon Scanning Network	As needed
10	Enhance strategic and crisis communication and response to disinformation	Address crisis communication aspects and share best practices in the response to crises and disinformation at EU level	MS, supported by GSC (with contribution of relevant EU institutions and bodies)	Crisis Communicators' Network	As needed
11	Ensure a consistent implementation of the IPCR preparedness programme under the IPCR arrangements	Review and update the IPCR Preparedness Programme ³ for a renewed 18 months cycle	GSC in coordination with the Presidency and MS	A Council forum will need to be found	Recurrent (regular progress reports and reviews)

³ ST 14939/19, WK 12689/2020

12	Strengthen the EU's response and preparedness to crises, as well as the IPCR process and capabilities, by taking on lessons learned from IPCR activations in line with the Council Implementing Decision on IPCR (article 12)	Carry out periodic lessons learned exercises from recent IPCR activations, including implementation of lessons identified	Presidency/GSC, in coordination with MS, COM, EEAS and EU agencies	A Council forum will need to be found	As needed
13	Strengthen the EU's response and preparedness to crises by taking on lessons learned from cross-sectoral and civil- military crisis management exercises, without prejudice to the competences of existing Council preparatory bodies	Carry out periodic lessons learned from EU and national crisis management exercises or exercises in cooperation with NATO, including implementation of lessons identified	GSC, in coordination with MS, COM, EEAS and EU agencies	A Council forum will need to be found	As needed (linked to exercises carried out)
14	Ensure that the IPCR Standard Operating Procedures are up- to-date and fit for purpose	Review and update the IPCR Standard Operating Procedures as necessary	Presidency/GSC, in coordination with MS and the Commission	A Council forum will need to be found	As needed

15a	Enhance IPCR web platform security	Security audit and penetration tests by internal and external auditors	GSC	A Council forum will need to be found ²	Recurrent (Regular basic scan carried out as a normal routine on a weekly basis; in-depth scan on demand should be regularly planned)
15b	Enhance the usability of the IPCR web platform	Assess the IPCR web platform's functionalities and improve its usability by means of different tools and techniques.	GSC, in coordination with MS, COM and EEAS	A Council forum will need to be found	Recurrent (Regular progress reports and reviews)
15c	Consider providing access of the Schengen Associated Countries to the IPCR web platform	The Schengen Associated Countries currently participate in almost every roundtable, but they do not have access to the IPCR platform; a discussion on this topic should take place	GSC, in coordination with MS, COM and EEAS, for approval by the Council	A Council forum will need to be found	

16	Ensure that all stakeholders understand the objectives of the IPCR to support effective crisis response, and their roles and responsibilities and that of other stakeholders in supporting these objectives	Revise and implement the IPCR Training Programme for Managing and Validating Authorities, IPCR Points of Contact, Commission services in view of ISAA lead function, Member State, representatives supporting IPCR Roundtables, incoming Presidencies	GSC (lead); all IPCR stakeholders	n/a	Recurrent
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