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COVER NOTE

From:	General Secretariat of the Council
To:	Political and Security Committee
Subject:	EUCTG-EUMTG Strategic Guidance on CSDP Training

Delegations will find attached the EUCTG-EUMTG Strategic Guidance on CSDP Training.

EUCTG-EUMTG STRATEGIC GUIDANCE ON CSDP TRAINING

I. INTRODUCTION

1. The EU Policy on Training for CSDP was approved in 2017 by the Council. It focuses on priorities for the training of professionals involved with the Common Security and Defence Policy (CSDP), whether in Member States, EU institutions, or CSDP missions and operations, noting that proper training is key for CSDP effectiveness.
2. The EU Civilian Training Group (EUCTG) and the EU Military Training Group (EUMTG) are the configurations of the Council preparatory bodies of the Committee for Civilian Aspects of Crisis management (CIVCOM) and the EU Military Committee (EUMC) Working Group/Headline Goal Task Force (EUMCWG/HTF) respectively 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.
3. The EUCTG and the EUMTG met for the first time on 13 November 2023 with the objective to provide the present joint EUCTG-EUMTG Strategic Guidance on CSDP Training, based on the feedback received on the joint civilian-military Training Programme 2022/2023, as reflected in the draft Comprehensive Assessment Report on Training for CSDP (CART).

II. CONSIDERATIONS

Context

4. The EUCTG and the EUMTG underlined that the emergence and the escalation of conflicts in Europe and beyond, in particular with Russia's unprovoked and unjustified war of aggression against Ukraine, as well as the profound geopolitical shifts, present important challenges to the EU's ability to protect its interests and those of its partners. These challenges are exacerbated by increasing breaches of international and human rights law, erosion of democratic principles, hybrid threats and cyber-attacks, as well as the effects of climate change and environmental degradation.
5. The EUCTG and the EUMTG reiterated the need for the EU to take more responsibility for its own security in its neighbourhood and beyond, highlighting the importance of effective CSDP missions and operations in this regard. The EUCTG recalled the restricted Common Foreign and Security Policy (CFSP) budget and the need to maximise the efficiency and impact of CSDP training. Therefore, training should be linked to deployment and financial resources should be made available also by the Commission instruments to conduct training in line with the EU Policy on Training for CSDP and identified requirements. To support ensuring the

duty of care for the staff deployed to CSDP, Pre-Deployment Training (PDT) and Hostile Environment Awareness Training (HEAT) should continue to be offered by the ESDC to all staff members of CSDP missions.

6. The EUCTG and the EUMTG stressed the importance of training to ensure effectiveness, which is an essential requirement for CSDP. Training for CSDP should promote EU principles, pursue the objectives set out in Articles 3 and 21 of the Treaty on European Union, reflect the recent key EU policies, such as the Strategic Compass for Security and Defence, the Civilian CSDP Compact and the Integrated Approach to External Conflicts and Crises, and remain adaptable to new and emerging security challenges. Training for CSDP is an integral part of both civilian and military capability development.
7. The EUCTG and the EUMTG emphasised that the EU Policy on Training for CSDP and its respective Implementing Guidelines, as well as the CSDP Training Programme, lay the foundation for the CSDP training architecture. A CSDP Training Programme, based on identified requirements, must contribute to ensure that all civilian and military personnel of CSDP missions and operations receive training in line with the EU Policy on Training for CSDP.
8. The EUCTG and the EUMTG noted that the EU Policy on Training for CSDP also outlines the overall roles and responsibilities within the CSDP training architecture, including the European Security and Defence College (ESDC).
9. The EUCTG and the EUMTG took note of the evolution of the CSDP training architecture since the adoption of the EU Policy on Training for CSDP in 2017, both at the policy level, but also in terms of practical implementation, including through the establishment of the EUCTG in 2018, following that of the EUMTG in 2014. It also encompasses the launch of the ongoing Training Requirement Analysis (TRA) process as of 2019 also on the civilian side, as well as the subsequent finalisation of multiple TRA reports, conducted to identify the training requirements for civilian areas and military disciplines. Moreover, the revised Implementing Guidelines for the EU Policy on Training for CSDP were issued in July 2022, launching the joint civilian-military CSDP Training Programme that is hosted in the EEAS web-based platform Goalkeeper-Schoolmaster.
10. The EUCTG and the EUMTG stressed that CSDP training is also part of the global training architecture in the field of peace, security and defence, and called for exploring synergies and avoid overlaps, in close cooperation and coordination with other relevant international actors,

as called for in the Strategic Compass, based on the principles of inclusiveness, reciprocity, openness and transparency, as well as the decision-making autonomy of the EU.

Scope

11. The EUCTG and the EUMTG underlined their role in systematically managing CSDP training at large, providing overall strategic guidance in the area of CSDP training, including on the revision of the EU Policy on Training for CSDP.
12. The EUCTG and the EUMTG highlighted that the EU Policy on Training for CSDP covers both civilian and military CSDP and called for coordination and cooperation between both sides to effectively implement the Policy. While civilian and military CSDP have different training cycles and different procedures, they share the same objective: to deliver efficient training ensuring that properly trained staff is available to the CSDP in all levels (political-strategic, strategic, operational or tactical), whether in national capitals, EU institutions or missions and operations.
13. The EUCTG and the EUMTG welcomed the draft 2023 Comprehensive Assessment Report on Training for CSDP (CART). The report assesses the implementation of the EU Policy on Training for CSDP, including the effectiveness and efficiency of the CSDP Training Programme, takes stock of the state of play and provides guidance on the way ahead. In addition, this report constitutes the basis for informing decision-making to steer the overall CSDP training.
14. The EUCTG and the EUMTG took note of the key challenges outlined in the CART, namely the evolution of the CSDP training architecture, and the need to clarify the roles and responsibilities therein, as outlined in the EU Policy on Training for CSDP as well as the ESDC Council Decision 2020/1515¹, and the need to revise both. Moreover, the need for better coordination and prioritisation, delivering on the identified requirements, avoiding overlaps and fulfilling gaps with a one single CSDP Training Programme was acknowledged. The EUCTG and the EUMTG furthermore noted the need for a streamlined approach to training requirements as well as for an overall quality assurance mechanism for CSDP training. The EUCTG and the EUMTG concluded that the role of the ESDC in relation to the CSDP Training Programme, the TRA process and the quality assurance framework should be considered.

¹ Council Decision (CFSP) 2020/1515 of 19 October 2020 establishing a European Security and Defence College, and repealing Decision (CFSP) 2016/2382 (OJ L 348, of 20.10.20, p.1), adopted under Article 28 of the Treaty on the European Union (TEU).

15. The EUCTG and the EUMTG highlighted the importance of properly analysing the training offer in the CSDP Training Programme and welcomed the high number of trainings relevant for important cross cutting issues. The EUCTG and the EUMTG also noted the lack of training in some identified civilian priority areas that should be addressed.
16. The EUCTG and the EUMTG stressed the importance of covering the remaining civilian training areas and military disciplines with a training requirement analysis, and encouraged looking into further synergies between civilian and military sides in the areas of common interest, such as Maritime Security or EU Integrated Approach, concluding that further guidance on the practicalities of the civilian-military cooperation would be welcomed.

CSDP training architecture

17. The EUCTG and the EUMTG recalled that the training of personnel for CSDP missions and operations is primarily the responsibility of Member States, with each of them preserving full discretion with regard to the organisation of its own training system. At the same time, the overall training architecture for CSDP training is a shared responsibility between the Member States, EU institutions and dedicated bodies.
18. The EUCTG and the EUMTG reiterated that the overall roles and responsibilities of the EEAS and the ESDC in the area of CSDP training are outlined in the EU Policy on Training for CSDP, specified in relation to the ESDC in the Council Decision 2020/1515. As stipulated in the EU Policy on Training for CSDP, the EEAS provides basic guidelines and procedures covering the training cycle to support, facilitate and complement the training activities provided by Member States and training institutions.
19. The EUCTG and the EUMTG stressed the important role of the ESDC as a network organisation bringing together training institutions focusing on CSDP training. The EUCTG and the EUMTG recalled its mission to provide training and education in the field of the CSDP in the wider context of the CFSP at European level. The EUCTG and the EUMTG underlined that the ESDC is the only EU entity specifically dedicated to CSDP training and endowed with legal capacity to achieve its objectives and perform its tasks, and therefore holds a key role within the CSDP training architecture, while noting that the ESDC has significantly expanded its activities in the recent years. Therefore, institutions partaking in the ESDC network should be encouraged to offer courses on a regular basis and the ESDC network shall include only relevant and active training institutions.

20. The EUCTG and the EUMTG emphasised the importance of ensuring high quality and high impact CSDP training and reiterated their role in defining the quality standards. They noted that, at present, there is no overall quality assurance mechanism outside the ESDC framework for pooled and shared CSDP training that would provide the means to training providers to commit to certain quality standards. The EUCTG and the EUMTG recalled the mandatory nature of the PDT and the HEAT as essential elements under the duty of care, which would particularly benefit from standardisation and certification.
21. The EUCTG and the EUMTG noted that it is necessary to periodically assess the overall functioning of the CSDP training architecture, providing the basis for Member States' decision-making on the way forward, including revising the EU Policy on Training for CSDP, as appropriate.

III. RECOMMENDATIONS

22. Taking into account the above considerations, and based on the assessment provided in the CART, the EUCTG and the EUMTG recommended to:
 - a. Revise the EU Policy on Training for CSDP in the first semester of 2024, including the CSDP training cycle and the CSDP Training Programme, taking full account of all relevant training and education in the field of the CSDP in the wider context of the CFSP, as well as the 2022 revised Implementing Guidelines, with the aim of improving the effectiveness and efficiency of training and clarifying the roles and responsibilities of the ESDC and the EEAS as well as of the EUCTG and the EUMTG. The role of the ESDC in relation to CSDP Training Programme, the TRA process and the quality assurance framework should be considered.
 - b. Subsequently, revise the ESDC Council Decision that takes into account the review of the ESDC training and education activities, as foreseen in the Council Decision 2020/1515 Art. 25, and the revised EU Policy on Training for CSDP, also with a view to stronger support Member States in effectively and efficiently implement the EU Policy on Training for CSDP. To this effect, the High Representative is invited to submit a proposal to the Council by the end of 2024.
 - c. Strengthen the CSDP Training Programme, based on reinforced roles and responsibilities within the CSDP training architecture, as outlined in the revised EU Policy on Training for CSDP, to put in place a comprehensive, effective and efficient CSDP Training Programme that matches CSDP needs, minimises overlaps and covers gaps within the overall CSDP training. This should take into

account the different IT tools (such as the Schoolmaster and ENLIST) currently in use with the view to having a single integrated system in the future.

- d. Introduce a more streamlined and efficient approach to the training cycle and the TRA process, including developing comprehensive guidance to Member States' training institutions, based on lessons identified from the TRA process thus far, as well as the revised EU Policy on Training for CSDP, taking into account the different approaches, but also the joint areas of interest in the military and civilian domains.
- e. Establish a quality assurance system for overall pooled and shared CSDP training, avoiding duplications and building on the existing framework of the ESDC and on the practices of Member States already in place, to be further developed gradually. This includes the development and implementation of standard training materials that are flexible and adjusted to specific trainings and recommended training paths, as well as of a certification mechanism for pooled and shared CSDP training to ensure training standards. Furthermore, it should include a mechanism for the assessment of the long-term impact of training given.
- f. Enhance civilian-military cooperation in CSDP training and explore the organisation of regular EUCTG and EUMTG meetings to provide overall strategic guidance on CSDP training and to assess the progress in the EU Policy on Training for CSDP implementation, annually or as appropriate.

23. The PSC is invited to take note of this Strategic Guidance and endorse its recommendations.
