Basic information

2022/2196(INI) INI - Own-initiative procedure	Procedure completed
The implementation of civilian CSDP and other EU civilian security assistance **Subject** 6.10.02 Common security and defence policy (CSDP); WEU, NATO 6.10.05 Peace preservation, humanitarian and rescue tasks, crisis management	

Key players

European Parliament

Committee responsible	Rapporteur	Appointed
AFET Foreign Affairs	ALAMETSÄ Alviina (Greens /EFA)	24/11/2022
	Shadow rapporteur MANDL Lukas (EPP) LÓPEZ Javi (S&D) AUŠTREVIČIUS Petras (Renew) KANKO Assita (ECR) DALY Clare (The Left)	

Key events

Date	Event	Reference	Summary
19/01/2023	Committee referral announced in Parliament		
22/03/2023	Vote in committee		
28/03/2023	Committee report tabled for plenary	A9-0091/2023	Summary
17/04/2023	Debate in Parliament		
18/04/2023	Decision by Parliament	T9-0106/2023	Summary
18/04/2023	Results of vote in Parliament		

Technical information

Procedure reference	2022/2196(INI)

Procedure type	INI - Own-initiative procedure
Procedure subtype	Initiative
Legal basis	Rules of Procedure EP 55
Stage reached in procedure	Procedure completed
Committee dossier	AFET/9/10915

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee draft report		PE740.724	18/01/2023	
Amendments tabled in committee		PE742.366	15/02/2023	
Committee report tabled for plenary, single reading		A9-0091/2023	28/03/2023	Summary
Text adopted by Parliament, single reading		T9-0106/2023	18/04/2023	Summary

Meetings with interest representatives published in line with the Rules of Procedure

Rapporteurs, Shadow Rapporteurs and Committee Chairs

Transparency

Name	Role	Committee	Date	Interest representatives
ALAMETSÄ Alviina	Rapporteur	AFET	14/12/2022	European External Action Service
ALAMETSÄ Alviina	Rapporteur	AFET	08/12/2022	Ministry of Foreign Affairs Finland
ALAMETSÄ Alviina	Rapporteur	AFET	02/12/2022	European External Action Service
ALAMETSÄ Alviina	Rapporteur	AFET	01/12/2022	Civilian Planning and Conduct Capability – EEAS
ALAMETSÄ Alviina	Rapporteur	AFET	24/11/2022	Centre for International Peace Operations ZIF
ALAMETSÄ Alviina	Rapporteur	AFET	22/11/2022	The Permanent Representation of Sweden to the European Union
ALAMETSÄ Alviina	Rapporteur	AFET	21/11/2022	European Peacebuilding Liaison Office EPLO
ALAMETSÄ Alviina	Rapporteur	AFET	16/11/2022	Stockholm International Peace Research Institute SIPRI
ALAMETSÄ Alviina	Rapporteur	AFET	14/11/2022	The European Centre of Excellence for Civilian Crisis Management
ALAMETSÄ Alviina	Rapporteur	AFET	11/11/2022	Permanent Representation of Finland to the European Union - Brussels

The implementation of civilian CSDP and other EU civilian security assistance

2022/2196(INI) - 28/03/2023 - Committee report tabled for plenary, single reading

The Committee on Foreign Affairs adopted the own-initiative report by Alviina ALAMETSÄ (Greens/EFA, FI) on the implementation of civilian CSDP and other EU civilian security assistance.

As a reminder, civilian crisis management has become established as a key pillar of the EU's CSDP since 1999 in conflict prevention, stabilisation and promotion of sustainable peace. The EU currently maintains 12 civilian missions and, in its 20 years of civilian crisis management, has launched 24 missions on three different continents. Civilian missions are crucial within the EU's wider response to security challenges through non-military means and require effective training and operational capabilities to keep pace with the evolving threat environment to Europe's east and south. The deteriorating security environment and humanitarian crisis in and around the European Union has resulted in greater demands on CSDP missions, thereby putting significant strain on the common foreign and security policy (CFSP) budget.

Member States are due to adopt a new Civilian CSDP Compact by May 2023 to continue efforts towards a more effective and capable civilian CSDP missions, taking into account the increasing security challenges at a global level in particular. The changing geopolitical landscape and changing security environment, including conflicts around the European Union and on European soil, as well as Russia's unprovoked and unjustified war of aggression against Ukraine, disinformation, terrorism and hybrid and malign threats, requires full commitment in order to strengthen civilian CSDP through a new Civilian CSDP Compact.

Enhancing the strategic vision for civilian crisis management

The committee called on Member States to use the new Civilian CSDP Compact to strengthen their strategic vision of civilian crisis management by clarifying the role, effectiveness and added value of civilian CSDP, and by defining a shared level of ambition for civilian crisis management.

Considering the new risks and threats that have emerged, Members suggested **updating and enlarging** the civilian CSDP tasks. There also stressed the need to integrate and strengthen crosscutting issues, in particular:

- human security;

- gender sensitivity;

- the youth, peace and security agenda, children and armed conflict;

- mediation, dialogue and reconciliation;

- meaningful engagement with civil society;

- the security-climate nexus;

- civil-military interaction, by promoting the rule of law and accountability, including by strengthening the justice chain and capabilities to respond effectively to security challenges;

- the civilian aspects of disarmament, demobilisation and reintegration;

- the fight against corruption;

- monitoring and countering disinformation campaigns,

- the protection and preservation of cultural heritage.

Members called on the EU and its Member States to **enhance their strategic communication** on civilian crisis management, to **garner political support** within the EU and in countries where missions take place, providing tailor-made strategic communication for each mission.

Paying renewed and focused attention to current missions

While welcoming the revision of the mandate of EU Advisory Mission in Ukraine, Members called for the EU and its Member States to further step up their support to civilian capability development in Ukraine, including fighting corruption, establishing an effective rule of law system and enhancing cyber and hybrid resilience.

Members also welcomed the swift deployment of European Union Monitoring Mission (EUMM) in Georgia monitoring the Armenia-Azerbaijan border as an important stabilising measure to reduce tensions between the two countries. They encouraged the EEAS to explore possibilities for further cooperation between civilian CSDP missions along similar lines.

In addition, the report expressed appreciation for the achievement of the five civilian CSDP Missions in Africa and called for the continued implementation of their mandates.

Increasing funding to match ambitions

Members regretted the fact that the CFSP budget for civilian CSDP missions has only marginally increased from the multiannual financial framework (MFF) 2014-2020 to the MFF 2021-2027 (from a starting point of approximately EUR 350 million per year), while at the same time the number and tasks of missions has increased, the security environment has become more challenging, the cost of operations has increased, inflation has grown and the number of contracted personnel has increased, therefore limiting the potential for expanding the current missions' mandates or possibly establishing new missions in response to urgent security needs. They also called for the structure of the CFSP budget to be changed and for the generation of **one budget line per civilian CSDP mission**, to allow for better scrutiny and increased transparency.

Moreover, the report highlighted the need to ensure a more **robust and realistic CFSP budget** that matches the needs of new and ongoing civilian CSDP missions. It called for a substantive increase of funding for the CFSP budget, while at the same time ensuring the efficient use of the funds allocated to the CSDP civilian missions, in order to make sure that they effectively respond to crisis situations and unforeseen events, and to actively

identify where complementary projects and programmes could be funded from other relevant EU budgets, ensuring sound financial management and the careful prioritisation of existing resources.

A call was made for the establishment of a **dedicated CFSP budget line** within an overall increased CFSP budget, or 'civilian support facility', to provide partner countries with the equipment and services to enhance their civilian capabilities.

Lastly, Members underlined the fundamental role of Parliament as a budgetary authority and in the scrutiny of CSDP, including civilian CSDP missions. Parliament should also be more involved in the decision-making process on CSDP civilian missions.

The implementation of civilian CSDP and other EU civilian security assistance

2022/2196(INI) - 18/04/2023 - Text adopted by Parliament, single reading

The European Parliament adopted by 493 votes to 81, with 66 abstentions, a resolution on the implementation of civilian CSDP and other EU civilian security assistance.

Since 1999, civilian crisis management has been a **key pillar** of the EU's Common Security and Defence Policy (CSDP) for conflict prevention, stabilisation and the promotion of sustainable peace in the EU. The EU currently maintains 12 civilian missions, and in 20 years of civilian crisis management, it has deployed 24 missions on three different continents, which shows that the demand for civilian crisis management has increased, notably as a result of Russia's war of aggression against Ukraine.

One of the objectives of the **EU Strategic Compass** is to strengthen the EU's civilian and military CSDP missions and operations by giving them more robust mandates, promoting rapid and flexible decision-making processes and ensuring greater financial solidarity. Member States should adopt a **new civilian CSDP Compact by May 2023** in order to continue their efforts towards more effective and efficient civilian CSDP missions.

Enhancing the strategic vision for civilian crisis management

Parliament called on Member States to use the new Civilian CSDP Compact to **strengthen their strategic vision of civilian crisis management** by clarifying the role, effectiveness and added value of civilian CSDP, and by defining a shared level of ambition for civilian crisis management.

Considering the new risks and threats that have emerged, Members suggested **updating and enlarging the civilian CSDP tasks**. They also stressed the need to integrate and strengthen crosscutting issues, in particular:

- human security;

- the needs of the local population and local administrations in terms of security and their ownership of the issues;

- the concern for the gender dimension, equal opportunities and the programme for women, peace and security;

- gender sensitivity;

- the youth, peace and security agenda, children and armed conflict;

- mediation, dialogue and reconciliation;

- meaningful engagement with civil society;

- the security-climate nexus;

- civil-military interaction, by promoting the rule of law and accountability, including by strengthening the justice chain and capabilities to respond effectively to security challenges;

- the civilian aspects of disarmament, demobilisation and reintegration;

- the fight against corruption;

- monitoring and countering disinformation campaigns,

- the protection and preservation of cultural heritage.

Members called on the EU and its Member States to **enhance their strategic communication** on civilian crisis management, to garner political support within the EU and in countries where missions take place, providing tailor-made strategic communication for each mission by highlighting the mission's objectives and values and the benefits it brings to the local population, and to support more effective recruitment of qualified personnel, including women, for civilian CSDP missions. They also called for the New Civilian CSDP Compact to introduce more scenario-based planning, strategic foresight and conflict analysis, as well as early warning in decision-making on missions and mandates.

Enhance and deliver the capabilities to match the Compact's level of ambition

Parliament called on the EEAS to develop, together with the relevant Commission services and Member States, a structured and regular civilian Capability Development Process to assess the availabilities of Member States' capability needs, develop requirements, conduct a gap analysis and periodically review progress.

Regretting that civilian CSDP missions persistently suffer from Member States not delivering on their pledges to provide sufficient personnel, Members called on Member States to maintain a commitment in the new Compact to raise jointly the number and share of seconded personnel across all missions and at all levels.

Paying renewed and focused attention to current missions

While welcoming the revision of the mandate of EU Advisory Mission in Ukraine, Members called for the EU and its Member States to **further step up their support to civilian capability development in Ukraine**, including fighting corruption, establishing an effective rule of law system and enhancing cyber and hybrid resilience.

Members also welcomed the swift deployment of European Union Monitoring Mission (EUMM) in Georgia monitoring the Armenia-Azerbaijan border as well as the recent establishment of the EU civilian mission in Armenia with the aim of contributing to stability in the border areas of Armenia.

Furthermore, Parliament welcomed the achievements of the five civilian CSDP missions in Africa and called for the continued implementation of their mandates. It called on the EEAS to consider all options concerning the European Union Capacity Building Mission in Mali (EUCAP Sahel Mali) and the EU Advisory Mission in the Central African Republic (EUAM RCA), given the deterioration of the political and security situation. It denounced the increasing presence of the Kremlin-backed Wagner Group in the region.

Increasing funding to match ambitions

Members regretted the fact that the CFSP budget for civilian CSDP missions has only marginally increased from the multiannual financial framework (MFF) 2014-2020 to the MFF 2021-2027 (from a starting point of approximately EUR 350 million per year), while at the same time the number and tasks of missions has increased, therefore limiting the potential for expanding the current missions' mandates or possibly establishing new missions in response to urgent security needs. They also called for the structure of the CFSP budget to be changed and for the generation of **one budget line per civilian CSDP mission**, to allow for better scrutiny and increased transparency.

Moreover, Parliament highlighted the need to **ensure a more robust and realistic CFSP budget** that matches the needs of new and ongoing civilian CSDP missions. It called for a substantive increase of funding for the CFSP budget, while at the same time ensuring the efficient use of the funds allocated to the CSDP civilian missions, in order to make sure that they effectively respond to crisis situations and unforeseen events.

A call was made for the establishment of a dedicated CFSP budget line within an overall increased CFSP budget, or **'civilian support facility'**, to provide partner countries with the equipment and services to enhance their civilian capabilities.

Lastly, Members underlined the fundamental role of Parliament as a budgetary authority and in the scrutiny of CSDP, including civilian CSDP missions. Parliament should also be more involved in the decision-making process on CSDP civilian missions.