



DIRECTORATE GENERAL FOR  
NEIGHBOURHOOD AND ENLARGEMENT  
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**Short term high quality studies to support activities under the Eastern  
Partnership  
HIQSTEP PROJECT**

**THE CONSOLIDATION OF INTER- INSTITUTIONAL  
COOPERATION AND COMMUNICATION MECHANISM  
ON CSDP-RELATED MATTERS  
CASE STUDY: REPUBLIC OF MOLDOVA**

**PUBLIC STUDY REPORT**

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This report has been prepared by the KANTOR Management Consultants Consortium. The findings, conclusions and interpretations expressed in this document are those of the Consortium alone and should in no way be taken to reflect the policies or opinions of the European Commission.

## EXECUTIVE SUMMARY

The European Neighbourhood Policy (ENP) Review, and the Work Programme on 2014-2017 of the Platform 1 of the Eastern Partnership have provided a new impetus to cooperation with partners on matters related to the CSDP. This is to be achieved -on a case by case basis- by promoting the participation of partner countries in CSDP missions and operations, in EU Battlegroups, and via their association to relevant programmes and agencies such as the European Defence Agency and the European Security and Defence College.

The Republic of Moldova<sup>1</sup> (MD) has been one of the most committed EU partners in the framework of the Eastern Partnership. In this capacity, MD signed and is currently implementing an Association Agreement with the EU. In this context, the HiQSTEP project has commissioned a study on the “Consolidation of Inter-Institutional Cooperation and Communication Mechanism on CSDP-related matters: Case Studies Georgia and Republic of Moldova” to be implemented by an international Study Team (ST).

Over the last years, MD strived to tighten its ties with the EU on CSDP. However, its participation in CSDP operations, missions and other CSDP-related activities could be more effective and efficient if it enhanced inter-institutional cooperation, and public communication, and it expanded CSDP and other defence and security cooperation.

In light of the findings of a fact-finding study-trip, and an expanded desk review, consolidated with the feedback received during the validation study trip to Chisinau, the ST has proposed a draft individual Implementation Action Plan for MD. This Action Plan included concrete recommendations to:

- Create a national data base of experts who might participate in CSDP missions and operations;
- Complement the Framework Agreements (FAs) of MD with the EU on participation in EU crisis management operations with bi- or multi-lateral supporting agreements;
- Increase financial resources for participation in CSDP operations and missions;
- Develop a sound education and training system in the field of CSDP;
- Enhance public communication on CSDP in line with EUMS best practices;
- Build-up/ strengthen the platform for dialogue with civil society and the media related to participation in EU-led crisis management, and, more generally, to raise public awareness on CSDP cooperation;
- Enable representatives of the private sector to engage in CSDP missions and operations.

The ST has also proposed an outline for an EaP Model for Partner's Participation in CSDP, which might help regional countries to develop policy options to promote their participation in CSDP, while ensuring efficient cooperation and communication among stakeholder-institutions and with the public and civil society on CSDP-related matters and activities.

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<sup>1</sup> Further called Moldova.

## Abbreviations and acronyms

AA	Association Agreement
CFSP	Common Foreign and Security Policy
CSC	Cyber Security Centre
CSDP	Common Defence and Security Policy
EU	European Union
EaP	Eastern Partnership
EaP TF	Eastern Partnership Trust Fund
EDA	European Defence Agency
EI	European integration
ESDC	European Security and Defence College
E&T	Education & Training/ Capacity Building
EUD	Delegation of the European Union
EUGS	EU Global Strategy on foreign and security policy
EUMS	EU Member States
EUPST	EU Police Services Training Consortium
FA	Framework Agreement on Participation in EU Crisis Management Operations
FSR	Final Study Report
HiQSTEP	High Quality Studies for the Eastern Partnership
IR	Inception Study Report
IRR	Interim Study Report
MFAEI	Ministry of Foreign Affairs and European Integration
MIA	Ministry of Interior Affairs
MoD	Ministry of Defence
MoFin	Ministry of Finance
PCDCB	Process of Capability Development and Capacity Building
PSR	Public Study Report
RTC	Regional Training Centre
SSC	Supreme Security Council
SIS	Security and Intelligence Service
ST	Study Team
TEU	Treaty of the European Union
TFEU	Treaty on the Functioning of the European Union

### Country codes

GE	Georgia
MD	Moldova

## THE LAUNCH AND IMPLEMENTATION OF THE STUDY

In early 2016, the HiQSTEP project has commissioned, upon the initiative of Georgia and Moldova, a study on the “Consolidation of Inter-Institutional Cooperation and Communication Mechanism on CSDP-related matters” to support activities under Platform 1 of the Eastern Partnership. The two countries actively participated in the preparation and approval of its specific Terms of Reference (TOR). The study was drafted by a Study Team (ST) under the leadership of George Vlad Niculescu, and composed of Grazvydas Jasutis, Senior International Expert, and Viorel Cibotaru, national expert for Moldova.

The main goal of this study was “to develop policy options and policies with a view to promote participation of Moldova in CSDP missions while ensuring efficient cooperation and communication among stakeholder-institutions, and with the civil society on CSDP-related matters and activities.”

At the beginning of April 2016, the ST prepared an Inception Study Report (IR) that summarised its assignments, described the detailed methodology for research, introduced a number of indicators/ criteria for evaluation, assessed the risks, and proposed solutions to manage those risks. On April 12, the stakeholders of the CSDP Study discussed the IR during a joint meeting held in Brussels, at the EC/DG Near, with the participation of all members of the ST. A number of amendments were proposed, and the most concrete were included in the final version of the IR. Eventually, on April 20, the amended IR has been approved by the stakeholders via a silence procedure.

At the end of June 2016, the ST prepared two separate Interim Reports (IRRs) -one for GE and the other for MD- that described the implementation of the study from April to June, presented the main findings of the fact-finding study trips of May-June, and outlined the next steps in the implementation of the Study, until the end of November. On July 14, 2016 the stakeholders of the CSDP Study discussed and approved the IRRs in two separate Interim Study meetings, held in Brussels at the EC/DG NEAR.

The IRR for MD concluded, and the stakeholders agreed, to focus further research on the following tasks:

1. Assess the existing legal framework on the secondment of civilian and military personnel to CSDP missions and operations with a view to support the Moldovan authorities in elaborating draft regulations needed to implement the new law on the “Participation of the Republic of Moldova in International Missions and Operations” according to EU member states (MS) best practices. The envisaged recommendations should be focused on: a) Creating a national data base of experts who might participate in CSDP missions and operations; b) developing a sound education and training system in the field of CSDP. The recommendations may build upon the approved regulation on participation of the Border Police in international missions and operations, and the Standard Operating procedures (SOP) for the selection, education and training, deployment and the return of military and civilian personnel deployed in international missions of the MoD, while striving to maintain their inter-institutional interoperability.

2. Provide a package of recommendations focused on training and education. There is a need to review existing capacities in the field. An idea of creating new training facilities which would meet national needs could be further explored.
3. Provide recommendations on how to improve the national public communication system on defence and security matters in Moldova with a focus on enhancing public communication on CSDP in line with EUMS best practices.
4. Provide recommendations on how to build up a platform for dialogue with civil society and the media related to Moldova's participation in EU-led crisis management, and, more generally, how to raise public awareness on CSDP cooperation.

After the Interim Study meeting, the CSDP ST expanded the desk review with questionnaire-based interviews with EU experts from 10 different organizations involved in CSDP (including EEAS/CMPD, EEAS/CPCC, EEAS/Foreign Policy Instrument/ Instrument contributing to Stability and Peace, EEAS/Stratcom Task Force, the EU Military Staff, European Security and Defence College, the EU Police Services Training Consortium, EU Institute for Security Studies, European Defence Agency, and the EaP Trust Fund for CSDP), and drafted and consolidated the Final Study Report (FSR) for MD, while focusing its efforts on updating, and implementing the tasks described in the IRR. On 14-17 November 2016, the ST has conducted a validation study trip to MD aiming to: update the findings on progress on CSDP (legal, policy, capabilities, communication, deployment plans); and to discuss with local authorities and with the civil society the initial recommendations, prior to finalizing the study, as to their content, level of priority (high, medium, low), and assistance needs for implementation. The Final Study Report (FSR) was then discussed with the stakeholders on 23 January 2017.

## **CONCLUSIONS AND RECOMMENDATIONS FOR FOLLOW-UP**

Moldova has been, aside Georgia, one of the most committed EU partners in the framework of the Eastern Partnership. In this capacity, they signed and are currently implementing Association Agreements with the EU. Their governments and civil societies have repeatedly expressed their high interest and strong commitment for expanding and enhancing their cooperation with the EU in the area of CSDP. Extensive research conducted in Central and East European countries has shown that establishing sound inter-institutional cooperation, and public communication frameworks and mechanisms are crucial for both expanding and enhancing partners' involvement in CSDP missions and operations, and for their closer association with related European programmes and agencies.

Over the last years, Moldova undertook significant steps towards tightening its ties with the EU in the area of CSDP:

- since 2010, Moldova has established a CSDP Task Force as the main inter-institutional body tasked to plan and coordinate national capabilities for Moldova's participation in CSDP operations, missions and related activities, and to submit recommendations on improving the cooperation with the EU on CSDP matters;

- it signed the Framework Agreement on the participation in EU crisis management operations, that has been in force since 1 July 2013;
- In June 2014, it signed with the EU an Association Agreement which committed to an intensified political dialogue, and to enhancing practical cooperation in conflict prevention and crisis management with a view to the possible participation of the Republic of Moldova in EU-led civilian and military crisis management operations, as well as in relevant exercises and training.
- in 2014, MD seconded its first representative to take up the position of gender and human rights expert in the framework of the EU Training Mission in Mali. Since June 2015, a Moldovan military expert has been seconded, for one year, to the EU Military Advisory Mission in the Central African Republic to take up the “liaison officer” position. Currently, MD is participating with a seconded Human Rights expert from the Ministry of Justice to the EUTM in Mali.
- on 3 December 2015, the Parliament approved a new “Law on the Participation of the Republic of Moldova in International Missions and Operations”, which corresponds to the requirements of best practices in the field.
- in 2016, the negotiation of the EU-Moldova Agreement on Security procedures for the exchange of classified information was completed.

In this context, the CSDP Study Team has presented the following recommendations:

- Develop a national mechanism providing requirements and procedures for the selection of personnel seconded to CSDP civilian missions.
- Establish and update a national pool of experts.
- Ensure the appropriate education and training of those included within the national pool (including aspects related to their participation in pre-deployment training).
- To increase participation in civilian missions with a minimum investment of financial resources, focus on improving the chances of MD experts to gain the EU competitions for contracted positions.
- Train CSDP experts from the national pool on properly filling in the application forms of a Call for Contribution (CfC), and on how to perform better during the EU selection interviews.
- Conclude bilateral and multilateral technical arrangements with EUMS aiming to co-finance MD’s participation in CSDP operations and missions.
- Establish a stronger working relationship with the European Security and Defence College (ESDC).
- Engage in cooperation on E&T for CSDP civilian missions with the EU Police Services Training (EUPST) Consortium.
- Develop legislation on the secondment of experts from the private sector.
- Request to access, as necessary, the Goalkeeper Software Platform, as soon as its main modules (Schoolmaster, Registrar and Governor) became fully operational.
- Contact one of the Framework Nations (FNs) of the EU Battlegroups (EUBG) to discuss options for possible participation.
- Plan and conduct, at the appropriate timing, periodic public information campaigns on CSDP matters.

- Enhance the education and training on CSDP of Moldovan journalists, researchers, academics, and other experts of the civil society.
- Hold informal staff talks with the European Defence Agency (EDA) to discuss the potential value added and possible mutual benefits of MD concluding an Administrative Arrangement with the EDA.

Consequently, the ST proposed the following **draft Individual Implementation Action Plan**:

### DRAFT INDIVIDUAL IMPLEMENTATION ACTION PLAN FOR MOLDOVA

No	Recommendation	Action authorities	Priority	Assistance Needed	Timeframe
1	Develop a national mechanism providing requirements and procedures for the selection of personnel seconded to CSDP civilian missions.	CSDP TF, Line ministries, MoD mentoring	High	Visibility workshop	
2.	Define the level of ambition on CSDP capabilities for operations and missions: Establish a national pool of experts and forces.	MD Government, MD Parliament, CSDP TF, Line ministries, SIS	High	Visibility workshop	
3.	Conclude technical arrangements to co-finance participation in CSDP operations and missions.	MD Government, MD Parliament, CSDP TF, MoFin, EEAS/CMPD, EEAS/EUMS, EaP Trust Fund	Medium	EaP Trust Fund funding	
4.	Train CSDP experts on filling in application forms of CfCs, and on how to perform during an EU selection interview.	CSDP TF, EEAS/CPC	Medium	EU funding	
5.	Establish a stronger working relationship with the European Security and Defence College (ESDC).	CSDP TF, MoD, MIA, ESDC, EEAS/CMPD, EaP Trust Fund	High	EU funding, EaP TF funding	
6.	Engage in cooperation on E&T for CSDP civilian missions with the EU Police Services Training (EUPST) Consortium	CSDP TF, MIA, EUPST,	Medium		
7.	Streamline the information flow related to the Calls for Contribution to CSDP operations and missions.	CSDP TF, Line ministries, SIS, EEAS/CMPD	Medium		
8.	Develop legislation on the Secondment of experts from the private sector.	CSDP TF, Line ministries	Medium	Legal advice requested	
9.	Request access to the Goalkeeper Software Platform.	CSDP TF, EEAS/CMPD	Low		
10.	Contact one of the Framework Nations (FNs) of the EU Battlegroups (EUBG) to discuss options for possible participation	CSDP TF, MoD, EEAS/EUMS, FN Battlegroup	Low		
11.	Plan and conduct, at the appropriate timing, periodic public information campaigns on CSDP matters.	MD Government, CSDP TF, Line ministries, EEAS/STRATCOM Civil Society	Medium	EU funding	

12.	Enhance the education and training on CSDP of Moldovan journalists, researchers, academics, and other experts of the civil society.	EEAS/CMPD EEAS/CPCC EEAS/EUMS ESDC EUISS Civil Society	High	EU funding	
13.	Hold informal staff talks with the European Defence Agency (EDA) to discuss the potential value added and possible mutual benefits of concluding an Administrative Arrangement with the EDA.	CSDP TF, MoD, EDA	Low		

### THE PROSPECTS AND POSSIBLE SHAPE OF AN EASTERN PARTNERSHIP MODEL FOR PARTNERS' PARTICIPATION IN CSDP

The CSDP Study TOR tasked the ST to “assess the prospects and possible shape of an Eastern Partnership (EaP) Model for partners’ participation in CSDP”.

An EaP Model could only add value by promoting a practical approach to partners’ participation in CSDP. A practical approach would involve, on the one hand, greater flexibility of the model which should be adaptable to the individual needs and circumstances of interested countries. On the other hand, dedicated advisory teams and capacity building programs should support its adaptation to the individual needs of each interested regional country. In addition, this Model may become a regional resource for increasing the effectiveness and efficiency of relevant international assistance by the EU institutions, and the EUMS.

The EaP Model for Partner’s Participation in CSDP should aim at helping regional countries to develop policy options to promote their participation in CSDP, while ensuring efficient cooperation and communication among stakeholder-institutions and with the public and civil society on CSDP-related matters and activities. To this end, the EaP Partners should strive to meet four standard-objectives:

**SO-1) Develop, review and implement legislation fully compatible with the Framework Agreements on Partners’ participation in EU crisis management operations.** That would entail that their national legislations should provide:

- The legal basis and general principles for participation in international missions, while explicitly referring to commitments under the “treaties concluded with the EU”;
- The decision making on the deployment and the withdrawal of military personnel, as well as the procedures for transfer of authority for military contingents assigned to an international operation or mission;
- The intra-governmental decision making on the secondment of civilian personnel to, and withdrawal from, an international mission;



- Requirements for the selection, E&T, and registration of the personnel proposed to participate in civilian missions;
- The status, rights and obligations of the seconded staff;
- Guarantees for social protection of the deployed staff;
- A broad framework for handling the related financial and logistical aspects;
- Procedures for the secondment of individual experts from the private sector.

**SO-2) Develop and implement effective and transparent national policies, plans, capabilities, as well as management mechanisms.** That would entail:

- Developing a National Policy Document on the Selection, Education and Training, Deployment, and Return of Seconded Personnel for Civilian Missions providing for the requirements and procedures for the secondment of personnel to be applied across relevant governmental institutions;
- Defining the level of ambition for capabilities to support EU-led operations and missions by establishing a national pool of CSDP experts and forces;
- Developing and implementing policies, structures, as well as financial and logistic arrangements to facilitate covering the costs of participation in CSDP operations and missions;
- Developing a sound E&T/capacity building system in the field of CSDP;
- Developing and implementing policies, structures, as well as inter-institutional, and international arrangements to streamline the information flow related to the Calls for Contribution to CSDP operations and missions.

**SO-3) Enhance the involvement of non-institutional actors, including the civil society, the media, and individual experts, in policy formulation and implementation, as well as in explaining to the wider public the interests, practical benefits, and expected outcomes of increasing participation in CSDP activities.** That would entail:

- Setting up/maintaining an effective organization for public and strategic communications on European Integration, including branches in all line ministries, EU Information and Documentation Centres; and an operational mechanism for cooperation and coordination with the civil society, and the media;

- Drafting and approving National Public Communication and Information Strategies on European Integration on the medium term, as well as Annual Action Plans for the implementation of this strategy;
- Planning and conducting periodic public information campaigns on CSDP matters;
- Facilitating the education and training/capacity building on CSDP of journalists, researchers, academics, and other experts of the civil society;
- Setting up **Public-Private Partnerships (PPP)** to engage private capital and civil society in decision-making and cost-sharing in three areas:
  - Private sector contributions to CSDP missions.
  - Developing training capabilities. For instance, private capital and expertise could help the Government to set up CSDP training centres which could serve for capacity building for both private and governmental experts.
  - Developing strategic communication, i.e. civil society could play a key role in adapting and implementing the strategy of communication, and in facilitating reaching out to ethnic minorities and to local communities who live in remote areas.

**SO-4) Develop, contribute to, and implement practical supporting mechanisms for cooperation between interested EU institutions, the EUMS, and the EaP states (such as the existing EaP Trust Fund for CSDP).** This would entail:

- A **Process of Capability Development and Capacity Building (PCDCB)** aiming to help EaP countries to meet the four Standard Objectives through fostering and promoting dialogue, exchange of experience and practical cooperation at both institutional and non-institutional levels. At the institutional level, this process could involve relevant public institutions in formats with variable geometry enabling project/issue-oriented participation of Eastern Partners while avoiding political sensitivities against some neighbours, for example Azerbaijan vs. Armenia. At non-institutional level, participation of the relevant civil society organizations, media, and academic institutions should be envisaged, while appropriate exchanges and coordination with the institutional level should be maintained. The CSDP Regional Training Centre could offer institutional support to the PCDCB.
- A **CSDP Regional Training Centre (RTC)** would develop EaP professional expertise required to address the specific needs of CSDP missions and operations, and the development and implementation of related policies, procedures, and capabilities. Closer cooperation with the European Security and Defence College (ESDC) and with the EUMS education and training institutions

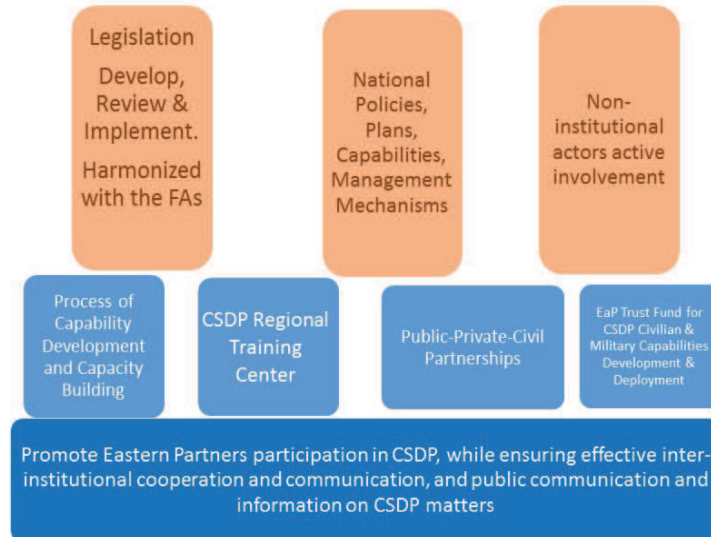
could open the way for the international accreditation of this RTC. Courses should use English as the main language, and include modules on: CFSP and CSDP– history, structures, procedures; crisis management in CSDP missions and operations; mechanisms for funding; gender and human rights; cyber security; terrorism; hybrid threats; strategic communication. It is axiomatic that EUMS would need to be supportive of this Centre, and may provide appropriate funding and other assistance. This RTC should present guarantees that the existing training capacity for Eastern Partners would be enhanced by a sound process of curriculum and content development. In addition to developing CSDP expertise, the Regional Training Centre could also offer expert advice to those Eastern Partners who would undertake efforts to adapt the EaP model on CSDP to their individual needs and circumstances, as well as research capabilities on regional security and defence affairs.

- The **Public-Private-Civil Partnerships** would expand the PPPs at national level (suggested under SO-3) into a multilateral Eastern Partnership framework with a view to creating regional synergies and exchanges of information.
- The **EaP Trust Fund for CSDP Civilian & Military Capabilities Development and Deployment** would be built upon the existing EaP Trust Fund for CSDP with a view to further support Eastern Partners' participation in CSDP E&T activities, as well as personnel contributions to military operations. The membership of the Trust Fund should be broadened, and its mandate should be extended to cover also costs for personnel contributions to civilian missions, as well as logistic, deployment, and other costs related to Eastern Partners' participation in CSDP operations and missions.

Setting up practical EaP cooperation on CSDP would require:

- a good blueprint, which could be provided by the EaP Model;
- political will and support from regional countries;
- an appropriate legal basis providing cooperation mechanisms which would allow effective resources pooling and capabilities sharing;
- practical projects supported by international donors aiming at supporting the development of regional capability and capacity building.

## EAP MODEL ON CSDP –Strategy Chart



While talking to the relevant public authorities and civil societies in GE and MD, the ST noted mutual interests, and common assistance needs related to the consolidation of their inter-agency cooperation, and public communication mechanisms on CSDP-related matters. These interests and assistance needs may enable an active bilateral dialogue and concrete cooperation between GE and MD in areas such as:

- updating national legislation, and the inter-institutional regulatory framework to enable increased civilian participation;
- education and training;
- strategies for public communication;
- effective responses to hybrid, cyber and terrorist threats.