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From: Secretariat General of the Council  
To : COREPER / Council  
Subject : New Civilian Headline Goal 2010

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On 8 November 2007 the Political and Security Committee reached an agreement on the Draft New Civilian Headline Goal 2010 in view of the ministerial Civilian Capabilities Improvement Conference, Brussels, 19 November 2007.

COREPER is invited to recommend to the Council to note this document, subject to its approval by the ministerial Civilian Capabilities Improvement Conference, Brussels, 19 November 2007.

# Civilian Headline Goal 2010

## I. INTRODUCTION

1. Civilian crisis management is an important tool under the European Security and Defence Policy (ESDP). The overall role of civilian crisis management in the European Union's support for international peace and security continues to grow. ESDP has expanded its action far and wide (from Western Balkans to South Caucasus, Africa, the Middle East, and Asia), and it has greatly diversified in the substance of operations (strengthening actions in Police and the wider Rule of Law sector, monitoring borders and peace agreements). In particular, there has been a growing demand for Security Sector Reform (SSR).
2. As ESDP ventures further afield and diversifies in its tasks and missions, there is a continuous need to develop a body of crisis management capabilities, and to ensure that the EU uses all available means to respond coherently to the whole spectrum of crisis management tasks, including in a substitution scenario. Under the Civilian Headline Goal 2008 (CHG 2008), important and groundbreaking work has been done in this respect (as set out in detail in the Final Report on CHG 2008<sup>1</sup>). But there is scope for further and more focused action. EU Ministers have therefore decided to adopt a new Civilian Headline Goal.

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<sup>1</sup> Doc. 14807/07  
14823/07

## II. AMBITIONS

3. The new Civilian Headline Goal is to be achieved by end 2010. It aims at improving the EU's civilian capability to respond effectively to crisis management tasks. Building on the results of the CHG 2008 and on the growing body of ESDP crisis management experience, the CHG 2010 should help to ensure that the EU can conduct crisis management, in line with the European Security Strategy, by deploying civilian crisis management capabilities of high quality, with the support functions and equipment required in a short time-span and in sufficient quantity. More specifically, the CHG 2010 should help to ensure that:

- Sufficient numbers of well-qualified personnel are available across the civilian ESDP priority areas and for mission support, to enable the EU to establish a coherent civilian presence on the ground where crisis situations require it to do so;
- ESDP capabilities such as planning and conduct capabilities, equipment, procedures, training and concepts are developed and strengthened according to need. One of the results will be that missions have adequate equipment and logistics and other enabling capabilities, including for effective procurement procedures;
- The EU is able to use all its available means, including civilian and military ESDP, European Community instruments and synergies with the third pillar, to respond coherently to the whole spectrum of crisis management tasks;
- The development of civilian capabilities is given increased political visibility at EU as well as at Member States' level;
- The EU strengthens its co-ordination and co-operation with external actors as appropriate.

### III. OBJECTIVES

4. The EU should establish a clear illustrative framework for civilian capability planning and development, drawing on civilian ESDP mission experience and informed assessment of the expected most urgent threats and challenges, and set capability targets accordingly. The list of required capabilities established under the CHG 2008 should serve as a first reference. Additional ESDP capabilities, including concepts, planning and conduct capabilities, equipment and training should also be taken into consideration.

#### *Improving quality*

5. Work on new civilian ESDP capabilities that has begun under the CHG 2008 should be followed up under the CHG 2010. Scope for immediate action has already been identified as concerns, e.g.:
  - A robust and systematic lessons-learned process;
  - Where new ESDP capabilities are required, action should be launched to define new concepts and/or procedures accordingly. As regards new categories of personnel, action should also involve the creation of new training opportunities and venues, as necessary;
  - Improved arrangements for timely and accurate support to missions, procurement, security and logistics as well as development of structures and personnel for procurement prior to ESDP deployment;
  - Improving field security, including intelligence where relevant;
  - Further development of the interface between Police and the wider Rule of Law sector;
  - Further development, in line with agreed concepts, of rapidly deployable police elements, notably Integrated Police Units and Formed Police Units (IPU and FPU), including the creation of a European training dimension for IPU and FPU, coherent and in line with the overall ESDP training approach;

- An evaluation of the functioning of the Civilian Response Teams (CRT), completion of the CRT pool of experts and the identification and implementation of concrete steps for improving the CRT system and making it more operational;
  - The mainstreaming of Human Rights and gender issues into concepts and conduct of the CHG 2010 process.
6. The targeting of training efforts to operational needs is key to improving the quality of the EU civilian crisis management capability. Co-ordination and targeting of training efforts should therefore be considerably enhanced across the board, involving Member States, the European Commission and the Council Secretariat, and taking into account experiences of International Organisations, non-EU States and Non-governmental Organisations.

#### *Enhancing availability*

7. Member States should, on the basis of requirements identified, be invited to review regularly their potential availability to contribute to ESDP missions. Tools facilitating the above should be developed under the CHG 2010.
8. Updated relevant information on civilian ESDP, including background and requirements for past, ongoing and upcoming missions should be made widely available..
9. The raising of secondable civilian personnel for ESDP, which under the CHG 2008 received particular attention, should continue to be covered under the CHG 2010. The involvement in civilian ESDP of key national stakeholders, notably in Police and the wider Rule of Law sector, should be expanded.

#### *Developing instruments*

10. There is scope for the development of practical/technological applications in order further to support and improve the ability of the EU to plan and conduct missions in all the phases of action. Work should be carried forward, notably on:
- The Civilian Capability Management Tool (development of which started under the CHG 2008);
  - Information Exchange Requirements (integrated inter-service civilian-military project ongoing);

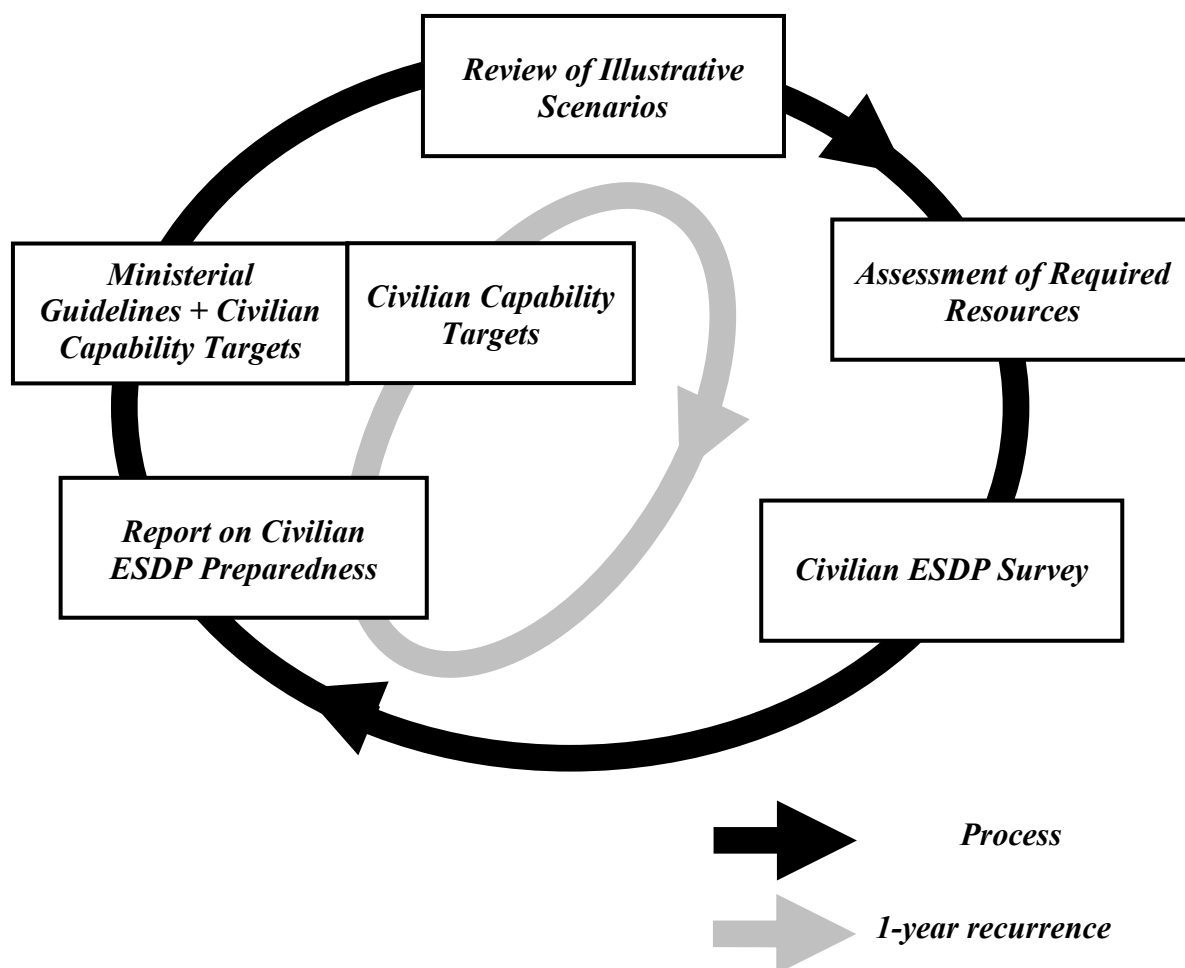
- A civilian lessons-learned process (development of management mechanism);
- Improving mission security (personnel protection) including intelligence capability within civilian ESDP missions where relevant.

### *Achieving synergies*

11. Synergies relevant to crisis management capabilities should be identified and fully exploited between civilian and military ESDP, European Community, as well as third pillar actors, with a view to maximizing coherence in the field as well as at Brussels level. Issues such as field security, training, logistics and procurement should be taken into account. Scope for immediate action has already been identified as concerns the tentative establishment of a common illustrative scenario, e.g. on SSR.
12. A common stock-taking event on civilian and military ESDP capabilities, as well as capabilities available to the European Community, should be organized towards the end of CHG 2010.
13. Synergies with third-pillar actors (Article 36 Committee and EU bodies such as EUROPOL and EUROJUST) should be further explored. This co-ordination with third-pillar actors should include the EU Police Chiefs Task Force.
14. The CHG 2010 should identify and exploit possible synergies with other actors in civilian crisis management, which include International Organisations, Regional Organisations and other major actors, e.g. non-EU States and civil society through Non-governmental Organisations and Civil Society Organisations, in line with agreed principles and in full respect of the EU's autonomous decision-making. Contributions of non-EU actors are to be considered as supplementary to the overall EU capacity rather than as an integral part thereof.

## IV. IMPLEMENTATION

15. The CHG 2010 is a living process, open to adjustment on lessons learned from operations, new circumstances, and relevant EU legislative and institutional developments.
16. A Civilian ESDP Capability Planning Process has been agreed (see diagram below)<sup>1</sup>. On the basis of this guidance, the CHG 2010 will start in 2008 with work to review illustrative scenarios, assess required capabilities and survey civilian capabilities.



<sup>1</sup> Doc. 14763/07 I/A Item Note - Policy Paper on a Civilian ESDP Capability Planning Process  
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This will inform the report to Ministers on civilian ESDP preparedness in November 2008, covering the status of available resources for ESDP civilian crisis management in Member States; progress in the coherent use of the EU's crisis management tools; assessment of the capacity of the EU civilian crisis management structures (e.g. for planning and conduct of operations, security, procurement, finance); status of implementation of last Ministerial Guidelines/Civilian Capability Targets.

17. Thereafter, the two phases already carried out for the first time in 2008 will be repeated, namely the "Report on Civilian Preparedness" in October 2009 and the "Civilian Capability Targets" in November 2009. In the following years up to 2010, the phases will follow each other as envisaged by the new Civilian ESDP Capability Planning Process.
18. Ministers will hold a yearly conference to assess the state of play, monitor progress and guide future efforts in the field of civilian ESDP. Ministerial Guidelines will be issued at the end of the CHG 2010 process.

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**Annex - Calendar for the implementation of the CHG 2010 process**

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|--|--|---|--|
| <b>Review of Illustrative Scenarios</b>                    | <br>Jan-mid Apr             |   |  |
| <b>Assessment of Required Resources</b>                    | <br>mid Apr-May             |   |  |
| <b>ESDP Civilian Survey</b>                                | <br>Jun-Sep                 |   |  |
| <b>Report on ESDP Civilian Preparedness</b>                | <br>Nov                     | <br>Oct                     | <br>Oct                             |
| <b>Ministerial Guidelines/ Civilian Capability Targets</b> | <br>Nov<br>(Targets only) | <br>Nov<br>(Targets only) | <br>Nov<br>(Targets+M.Guidelines) |
|  | 2008   | 2009  | 2010   |