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"I/A" ITEM NOTE

From: General Secretariat of the Council
To: COREPER / Council
Subject : Civilian Headline Goal 2008

Delegations will find enclosed, for approval by COREPER/Council, the document on the "Civilian Headline Goal 2008", as agreed by the Political and Security Committee on 7 December 2004, in view of its presentation to the European Council on 17 December 2004 as part of the Presidency report on ESDP.

CIVILIAN HEADLINE GOAL 2008

The Civilian Headline Goal 2008

1. With the adoption of the European Security Strategy by the European Council in December 2003, the EU has stated its willingness to share in the responsibility for global security. A more active and capable European Union would contribute to a fairer, safer and more united world. It is therefore important to enhance the capacity of the EU in the field of civilian crisis management, as an essential component of the EU's overall external policy. The EU must become more active, more capable and more effective in civilian crisis management through conducting autonomous operations or through co-ordinating with and contributing to the United Nations and other international organisations.
2. Building on what has been achieved in civilian crisis management since 1999, the June 2004 European Council has decided to set a Headline Goal for civilian crisis management. The European Council welcomes the willingness of the Commission to contribute to civilian crisis management within its spheres of action. The EU and Member States commit themselves to take the necessary steps to reach the objectives of the Civilian Headline Goal by 2008.

I - Civilian Headline Goal: ambitions and tasks

3. Developing the civilian dimension is part of the EU's overall approach in using civilian and military means to respond coherently to the whole spectrum of crisis management tasks such as conflict prevention, peacekeeping and tasks of combat forces in crisis management, including peacemaking and post-conflict stabilisation. A coherent use of Community and civilian ESDP instruments is of key importance for a qualitative improvement of the EU's capacity to act. In addition to the priority areas for EU civilian crisis management agreed at Feira (police, rule of law, civil administration and civil protection), the EU must be able to conduct various types of monitoring missions as well as to provide support to Special Representatives of the European Union. It will, inter alia, contribute to activities such as security sector reform and support disarmament, demobilisation/reintegration processes. Civilian missions can achieve this by strengthening local institutions through advice, training and monitoring, and/or performing

executive functions (substitution missions). The EU must be able to act before a crisis occurs through preventive activities since timely intervention can avoid a situation from deteriorating.

The EU will seek to deploy integrated civilian crisis management packages which respond to the specific needs on the ground and make use of the full range of its crisis management capabilities. The size, composition and tasks of these ESDP civilian crisis management packages will vary according to the specific needs.

4. The EU must have the ability to conduct concurrent civilian missions at different levels of engagement. Currently the EU is conducting three civilian ESDP missions as well as an EU monitoring mission. The demand for EU civilian crisis management is increasing and other missions are under consideration. The EU must therefore be equipped to conduct several civilian ESDP crisis management missions concurrently, calling on different capabilities, including at least one large civilian substitution mission at short notice in a non-benign environment. Civilian crisis management missions may need to be sustained over a longer period of time. Sustainability and the high quality of the personnel involved in civilian crisis management will have to be at the core of Member States efforts. The European Union is committed to further improve the effectiveness and quality of its civilian crisis management operations.
5. The EU must be able to provide an effective response across the full range of tasks in conflict prevention and civilian crisis management. Rapid reaction is key to an effective response in acute crises. It is the ambition of the EU to be able to take the decision to launch a mission within 5 days of the approval of the Crisis Management Concept by the Council. The EU will also improve its ability to deploy at short notice, including its ability to deploy civilian means simultaneously with military means at the outset of an operation. Specific civilian ESDP capabilities should be deployable within 30 days of the decision to launch the mission. To meet this ambition, Member States will need to regularly review capabilities committed, actual resources and their availability.
6. ESDP civilian crisis management missions can be deployed autonomously, jointly or in close cooperation with military operations. Close cooperation and co-ordination with the military efforts have to be ensured throughout all phases of the operation. When necessary, civilian crisis

management missions must be able to draw on military enabling capabilities. The civil-military cell may play an important role in this respect.

7. The Council and the Commission will ensure maximum coherence and effectiveness of the EU effort in any crisis area. This will be achieved through close co-ordination and a clear and functional division of labour between Community efforts and ESDP activities. Close cooperation with Community activities in the planning and implementation phases of ESDP civilian missions will be an important element to ensure coherence. In defining end-states and exit strategies it will be of particular importance to focus on the coherence of ESDP and Community assistance, in particular taking into account planned and possible future community activity, both crisis management and longer term post conflict reconstruction efforts. The use of Community instruments for crisis management will be of particular importance in providing continuity of EU support to conflict prevention and crisis management, including through long-term programmes of conflict prevention.
8. The EU's commitment to further develop its capabilities will also enable it to respond more effectively to requests from international organisations, in particular the UN. When conducting ESDP civilian crisis management missions, coherence must be ensured with other international actors in the field.

II - PROCESS AND WAY AHEAD

9. In order to fulfil the tasks and ambitions that the EU has set itself in civilian ESDP with a view to enhance its ability to respond more rapidly and effectively to crises, the EU will apply a systematic approach in the development of the necessary civilian capabilities.
10. The Civilian Headline Goal will be elaborated under the auspices of the Council. It will ensure that these goals will be met and maintained. The Council will regularly review progress made in the development and implementation of the Civilian Headline Goal.

11. In parallel to the Civilian Headline Goal process, the establishment of appropriate operational planning and mission support capabilities within the Council Secretariat to ensure the ability of the EU to conduct and/or plan several civilian crisis management missions simultaneously as well as adequate solutions on the issue of procurement, must be addressed urgently.
12. In order to take the work of elaborating, evaluating and reviewing the Civilian Headline Goal and its capability goals forward, a Civilian Headline Goal Project Team should be set up within the Secretariat. This Project Team may require reinforcements from Member States. The Commission should be fully associated with the Project Team. The Civilian Headline Goal process will be overseen by PSC, supported by CIVCOM.
13. The following key steps have been identified:

step 1: Elaboration of key planning assumptions and illustrative scenarios (to be completed by April 2005)

For the purpose of further planning a number of assumptions have to be made and elaborated such as geographical factors, scale of effort, concurrency, interoperability and sustainability. During this process the planning assumptions will be refined as appropriate.

A number of key illustrative scenarios will be elaborated as a proper basis for defining the capabilities required to meet the ambitions laid down in part I of the document. These should, as appropriate, be linked to and draw on the Headline Goal 2010 taking account of military expertise in this area.

step 2: Elaboration of Capabilities Requirements List (to be completed by July 2005)

The scenarios should translate into detailed capability requirements in quantitative and qualitative terms (Capabilities Requirements List), including personnel, equipment as well as planning, logistics and mission support, as well as Command and Control requirements at the Brussels level that are necessary to respond to the full range of tasks and ambitions of the EU in civilian ESDP. The Capabilities Requirements List should also address the multifunctional capability packages required across the full range of civilian capabilities.

A range of modalities for the setting up and deployment of multifunctional civilian crisis management resources in an integrated format, including rapidly deployable Civilian Crisis Response Teams, should be further considered and developed under the Civilian Headline Goal process. Elaborated modalities should be developed by May 2005.

step 3: Assessment of national contributions to the Civilian Capabilities Requirements List and identification of capability shortfalls (to be completed by the end of 2005)

The Civilian Headline Goal requirements will, after endorsement by the Council, be the basis for Member States in reviewing their national contributions. These contributions will be examined by PSC and CIVCOM. Once the needs and resources available have been identified, Member States will confirm at a Civilian Capabilities Improvement Conference their commitments with a view to enabling the EU to fulfil the Headline Goal. That will also allow the EU to identify detailed quantitative and qualitative capability shortfalls. The EU should analyse the implications of shortfalls for operations and prioritise which resources to develop. An action plan to aid the development of these should be developed (Capabilities Improvement Plan), also focusing on the further improvement of the qualitative aspects of civilian capabilities.

step 4: Civilian Headline Goal follow-up process

This should include a system for providing a regular review to ensure that the Civilian Headline Goal capability requirements can be met and maintained. In this context, solutions must be agreed to address the shortfalls identified.

14. The Civilian Headline Goal process should take into account work of the Headline Goal 2010 process, as appropriate.
15. In elaborating the Civilian Headline Goal, experts in civilian crisis management from international organisations, in particular from the UN and the OSCE, should be consulted on the requirements needed to fulfil the Civilian Headline Goal.

16. In developing the Civilian Headline Goal, the Lessons Learned from EU-led operations and exercises should be taken into account.

17. Candidate countries, non EU European NATO members as well as third states which concluded a framework agreement on the participation in EU crisis management operations will be invited to make supplementary contributions at the occasion of the Civilian Capabilities Improvements Conference. This will enhance the effectiveness of EU-led civilian ESDP missions. Furthermore, the EU should reach out to other third countries with a view to sharing information and expertise and conduct, as appropriate, training and exercises with them.

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