



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 7 December 2010

17127/10

LIMITE

**COSDP 1035
PESC 1551
CIVCOM 778**

NOTE

From: Political and Security Committee
To: Permanent Representatives' Committee / Council
Subject: EU civilian and military capability development beyond 2010

Delegations will find attached a document on EU civilian and military capability development beyond 2010, as agreed by the Political and Security Committee on 7 December, with a view to Council's agreement on 13 December 2010.

EU Civilian and Military Capability Development beyond 2010

1. The world is changing and Europe faces an increasingly complex and uncertain security environment. There is a growing demand for the European Union to become more capable, more coherent and more strategic as a global actor. The EU disposes of a unique array of instruments to help promote peace and security where needed.
2. A comprehensive approach is a key asset to tackle the complex, multi-actor and multi-dimensional crises and growing security threats of today and tomorrow, as highlighted in the European Security Strategy and the Report on its implementation. The Council agrees that in addition to continuing with civilian missions and military operations, the EU has to improve its ability to foster civilian-military cooperation and to use CSDP as part of coherent EU action, which should also include political, diplomatic, legal, development, trade and economic instruments.
3. The Treaty of Lisbon offers an opportunity for reinforcing the comprehensive approach. As the European External Action Service becomes operational under the direction of the High Representative, who is also Vice President of the Commission, the Treaty's implementation will facilitate and maximize effectiveness of the use of the variety of policies and instruments at the EU's disposal in a more coherent manner, in order to address the whole cycle, from preparedness and preventative action; through crisis response and management, including stabilisation, peace-making and peace-keeping; to peace-building, recovery, reconstruction and a return to longer-term development.
4. In this context, the Council remains fully committed to the comprehensive civil-military level of ambition of 2008, as set out in the Declaration on Strengthening Capabilities, inter alia, for its military part, in the framework of deploying 60000 troops within 60 days for a major operation, to be able to plan and conduct simultaneously a series of operations and missions, of varying scope:

- a. two major stabilisation and reconstruction operations, with a suitable civilian component, supported by up to 10 000 troops for at least two years;
- b. two rapid-response operations of limited duration using inter alia EU battle groups;
- c. an emergency operation for the evacuation of European nationals (in less than ten days), bearing in mind the primary role of each Member State as regards its nationals and making use of the consular lead State concept;
- d. a maritime or air surveillance/interdiction mission;
- e. a civilian-military humanitarian assistance operation lasting up to 90 days;
- f. around a dozen CSDP civilian missions (inter alia police, rule-of-law, civilian administration, civil protection, security sector reform, and observation missions) of varying formats, including in rapid-response situations, together with a major mission (possibly up to 3000 experts) which could last several years.

5. With this level of ambition in view, the Council welcomes the progress made by the Member States to strengthen their civilian and military capabilities respectively, and will continue to address as a matter of priority the shortfalls that persist. To this end, the Council extends the implementation of the respective existing civilian and military Headline Goals beyond 2010. The Council calls for enhanced efforts at EU level and by Member States to continue to make their assets available to CSDP missions and operations and to make all efforts to meet these capability requirements. A comprehensive approach to international security also requires comprehensiveness in capability development. Notwithstanding the need to respect the specificities of civilian and military capability development, this should lead to greater coherence, and in the longer term, to streamlining both processes wherever feasible and necessary.
6. Emphasising that the current financial climate and budgetary constraints reinforce the case for more cooperation and transparent exchange of information, the Council is determined to reinvigorate existing processes and instruments to help Member States to strengthen capabilities and to foster cooperation. In the field of defence cooperation, the Council will further exploit innovative methods for collaboration, such as pooling, sharing and role specialisation, and build upon examples of bilateral and multinational cooperation in Europe.

7. In light of the above, the Council emphasizes the need to concentrate future work mainly on the qualitative aspects of capability development, and agrees that efforts by the EU and Member States on capability development beyond 2010 will continue to focus on the following broad objectives:

Civilian-military capability objectives

- further develop flexible, mobile, rapidly deployable, highly qualified, well-trained and, as appropriate, interoperable civilian and military capabilities;
- identify synergies between civilian and military capabilities and reinforce interoperability between military forces, between civilian resources through, inter alia, greater cooperation between CSDP and the area of Freedom, Security and Justice, and between civilian and military assets;
- further foster development of the comprehensive approach in the EU, inter alia through the development of guidelines and concepts;
- identify and implement lessons from missions and operations as a fundamental driver of capability development;
- improve the capacity to assess in a timely manner potential crisis situations, prepare and take the appropriate decisions in order to respond rapidly, including by using capabilities held at high readiness and, subject to national decisions as required, the use of CSDP-assets in disaster relief, to prevent crisis situations from further escalating or to reform the security sector in a post-conflict situation, including with recourse to trained SSR-teams from the SSR pool;
- strengthen the ability to anticipate and react to crises, inter alia through observation, open sources of information, intelligence, communication systems and satellite information;
- further enhance interaction and synergies between civilian and military planning at strategic level, in the EU and Member States at all stages of the conflict cycle;
- improve civilian and military CSDP-related training with the aim of fostering interoperability, including in the framework of the European Security and Defence College.

Civilian capability objectives

- further develop and enhance appropriate mechanisms, tools and procedures to facilitate the deployment, and sustained delivery, of civilian missions, in increasingly complex environments and under rapid timelines, with:
 1. sufficient numbers of qualified personnel - strengthen training of civilian experts, seek further improvements in recruitment and selection of personnel, including with regard to gender balance, and enhance the links between training, recruitment and deployment. Support Member States in their efforts to develop national capabilities for the deployment of qualified civilian experts;
 2. adequate enablers – particularly further improve responsive financing and flexible mechanisms for equipping civilian crisis management missions, including warehousing.
- improve the EU's ability to deliver effective civilian missions, with strengthening of the assessment of impact and lessons-learned processes, and further work on concepts and supporting tools.

Military capability objectives

- improve the ability to project, protect and sustain deployed forces in EU operations;
- address key requirements such as force availability, information superiority, engagement effectiveness and specialised training;
- further enhance readiness and rapid response capabilities, including the flexibility and usability of the EU Battle Groups on the basis of the initiative agreed in November 2009;
- foster exchange of information and of best practices on capability transformation, to enhance interoperability;
- optimise existing planning and conduct capabilities at the operational level;
- optimise the use of existing military capabilities.

To achieve these objectives, it is crucial to ensure adequate resources for the CSDP- related structures of the European External Action Service.

The European Defence Agency will play a key role to help Member States deliver the military capabilities needed to contribute effectively to EU operations and therefore to sustain CSDP. The Council encourages the European Defence Agency to pave the way for strengthened cooperation between Member States in capability development, and to be forward-looking in this regard. The Council underlines the need to continue implementing the Capability Development Plan. The Council underlines that in order to maintain state of the art capabilities in the longer term, there is a need to invest in research and technology to reach agreed targets. There is also a need to exploit better potential synergies between the European Defence Agency and the European Commission, including through the European Framework Cooperation, aiming at maximising complementarity and synergy with civilian security.

8. The Council stresses the need to continue to strengthen the European Defence Technological and Industrial Base (including through the work of the European defence Agency), which should become more integrated and competitive. This would also facilitate further efforts to create a European Defence Equipment Market, based on transparency, fair and open competition, a level playing field in full respect of the specificities of defence, and security of supply, in order to improve cooperation in defence procurement.
9. Close cooperation in capability development with other actors is important. To that end, the Council stresses the need to strengthen CSDP cooperation with third countries and other international organisations, notably the UN and the AU, including to reinforce capabilities and to facilitate engagement with the EU's crisis management missions and operations.
10. In order to increase coherence, mutual reinforcement and cost-effectiveness, the EU will continue to develop its cooperation with NATO on military capability development, including with practical measures and close staff-to-staff contacts as appropriate, including between EDA and ACT, adhering to the principles of inclusiveness, and autonomy of decision making. The EU shall take work forward on prioritised concrete capability areas based on preparatory analysis jointly prepared by both staffs, under the political guidance of the PSC, the outcomes of which would be available to all EU Member States.

11. The Council invites annual and coherent political reporting on the progress regarding the objectives formulated above, as appropriate, taking into account the existing respective civilian and military capability processes, in order to assess the potential need to provide further guidance.
12. Gaining and maintaining support for EU capability development from national stakeholders, including parliaments and public opinion is another key objective.
13. This guidance will be revisited inter alia to adapt its contents to the evolving security context, to progress made in capability development, to enhance its civil-military perspective where relevant, and as the implementation of the Lisbon Treaty evolves. The Council will take concrete steps, as appropriate, to implement all provisions and articles of the Lisbon Treaty relevant to capability development. In this context, possibilities for the use of Permanent Structured Cooperation shall be explored in order to enhance defence capabilities with a view to strengthen the EU's ability to respond to crises.
14. Pending an implementation decision as appropriate, the Council will examine the potential implications of the Solidarity Clause, having regard to the Decision of the Heads of State and Government annexed to the European Council conclusions of June 2009.
15. The Political and Security Committee takes responsibility for the political direction of capability development. The High Representative, acting under the authority of the Council, will ensure the coordination of the implementation of this guidance.