



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 14 May 2004**

**9485/04**

**COSDP 245  
PESC 383**

**NOTE**

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From : Permanent Representatives Committee  
To : Council  
Subject : Council Conclusions on ESDP

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1. The Political and Security Committee on 11 May 2004 agreed on the draft Council Conclusions on ESDP.
2. Coreper, at its meeting on 13 May 2004 agreed with the draft text and invites the Council to adopt the Council Conclusions on ESDP as set out in the Annex to this note.

**Draft Council Conclusions**  
**on ESDP**

1. The Council reviewed progress on operations and on the development of military and civilian capabilities for crisis management within the framework of the European Security and Defence Policy (ESDP) and in support of the objectives of the Common Foreign and Security Policy (CFSP).

**Crisis management operations**

2. The Council noted that lessons learned have been drawn from the two EU-led military operations (CONCORDIA in the former Yugoslav Republic of Macedonia and ARTEMIS in the Democratic Republic of the Congo) that have been successfully completed. Regarding civilian aspects of the ESDP the Council welcomed the progress being made by the existing EU police missions in Bosnia and Herzegovina and the Former Yugoslav Republic of Macedonia, while noting that certain challenges still remain to be addressed over the period ahead. The Council expressed its intention to revert to these issues and also noted that ongoing contingency planning is underway in relation to possible additional civilian missions.
3. The Council received information on the state of play regarding the preparation of a possible EU-led ESDP mission in Bosnia and Herzegovina following SFOR, and expressed its satisfaction on the progress made to date. The Council underlined the importance of close co-operation between the EU and NATO including exchange of information with a view to ensuring a smooth and efficient transition and also of close consultations with the BiH authorities.

## The 2010 Headline Goal

4. The Council approved the document entitled Headline Goal 2010 which will be submitted to the European Council in June 2004, which includes the main parameters for the development of EU military capabilities with a 2010 horizon, notably the definition of the level of ambition on rapid reaction battlegroups. Rapid reaction calls for rapid decision-making and planning as well as rapid deployment of forces. On decision making, the ambition of the EU is to be able to take the decision to launch an operation within 5 days of the approval of the Crisis Management Concept by the Council. On the deployment of forces, the ambition is that the forces start implementing their mission on the ground, no later than 10 days after the EU decision to launch the operation. The PSC will direct the necessary steps leading to the more precise definition of the Headline Goal 2010 based on the elements set out in this document, drawing on the advice of the EUMC as appropriate. The new Headline Goal reflects the European Security Strategy, the evolution of the strategic environment and of technology and draws on lessons learned from EU-led operations. It builds on the Headline and capability goals defined by the Helsinki European Council and recognises that existing shortfalls still need to be addressed.
5. Member States' decision to commit themselves to be able by 2010 to respond to a crisis with rapid and decisive action applying a fully coherent approach to the whole spectrum of crisis management operations covered by the Treaty on the European Union is welcomed. This includes humanitarian and rescue tasks, peace-keeping tasks and tasks of combat forces in crisis management, including peacemaking. As indicated by the European Security Strategy this might also include joint disarmament operations, the support for third countries in combating terrorism and security sector reform.
6. Interoperability, deployability and sustainability will be at the core of Member States' efforts and will be the driving factors of the Headline Goal 2010. In this regard Member States have identified an indicative list of specific milestones within the 2010 horizon.
7. The ability of the EU to deploy force packages at high readiness as a response to a crisis either as a stand-alone force or as part of a larger operation enabling follow-on phases, is a key element of the Headline Goal 2010. These minimum force packages, which must be militarily effective, credible and coherent, will be broadly based on the EU battlegroups concept.

8. The necessary set of benchmarks and milestones in order to evaluate progress towards the achievement of the objectives of the Headline Goal 2010 will be developed.

### **Current development in military capabilities**

9. The Council noted the Single Progress Report on military capabilities, which was prepared in accordance with the EU Capability Development Mechanism (CDM) and welcomed progress made. In this framework, taking into account the comprehensive Spring 2004 military capability assessment, the Council recognised that further progress will be required on the recognised shortfalls and deficits from the Headline Goal 2003.
10. The Council also noted the Force Catalogue 2004, which incorporates contributions from the ten new EU Member States and new contributions from other Member States, the national and multinational Projects & Initiatives Catalogue 2004 and the Supplement to the Force Catalogue 2004, which includes additional contributions from non-EU European NATO members.
11. The Council noted the continuing work on the European Capability Action Plan (ECAP), which demonstrates Member States' determination to address the remaining shortfalls. The Council welcomed the elaboration of an ECAP Roadmap and the Capability Improvement Chart, which formed an integral part of the Single Progress Report, as a means of monitoring ECAP progress. The Council also welcomed the overview of the Capability Improvement Chart to inform public opinion and the media.
12. Notable progress was achieved in addressing capability shortfalls. Some shortfalls such as NBC and aspects of medical were remedied, and in others such as Headquarters progress has been made. The Council noted that multinational efforts are ongoing to enhance strategic sea- and airlift capabilities.
13. The Council underlined the importance of the coherent and mutually reinforcing development of military capabilities in the EU and in NATO where requirements overlap and, in this regard, the importance of the EU-NATO Capability Group, as defined by the EU Capability Development Mechanism.

## **Rapid Response**

14. The Council welcomed the report presented by the SG/HR in the beginning of April on Rapid Response and agreed its recommendations. With the document on the Headline Goal 2010, work has already begun on taking forward implementation of these recommendations.
  
15. Concerning the capabilities required for rapid response, the Council asked the relevant EU bodies to work on the basis of the Headline Goal 2010, drawing on the SG/HR report as appropriate, with a view to achieving full operational capability for the rapid response capabilities of the European Union by 2007. Work on the battlegroup concept should be pursued as a matter of urgency and completed by the end of the Irish Presidency. Commitments will be sought from Member States in order to achieve an initial battlegroup capability in early 2005 and complete development in 2007. Particular attention will have to be paid to the questions of standards, training and assessment of the rapid response capabilities, to ensure their interoperability and effective use. With a view to the EU's ambitions on rapid response, the Council recognised in particular the need to achieve further progress in improving capabilities for strategic mobility.
  
16. The Council underlined that a rapid decision making and planning process is necessary for rapid response. It asked the PSC to monitor the implementation of the relevant lessons learned from Operation Artemis, and requested the SG/HR to ensure the availability of advance planning, building on the tools already available and taking into account the implementation of the European Council Conclusions of December 2003. On planning and decision making, the SG/HR is also asked to present as early as possible in the second semester of 2004 his evaluation of the implication of, and his proposal for the effective implementation of the level of ambition defined in the document Headline Goal 2010.

17. The Council welcomed the progress on the further development of the EU/UN dimension of rapid response and asked the Presidency and the SG/HR, to continue discussions with the UN on the modalities for EU/UN co-operation in military crisis management operation. These modalities would include identifying the possibilities of and modalities for co-operation in the event of rapid response type operations.
18. The Council underlined the importance it attaches to the principle of complementarity and mutual reinforcement between NATO and the EU. This means capabilities developed by Member States being made available to the EU and/or to NATO by the Member States concerned within timeframes compatible with the requirement of a rapid response. In this regard, intensified dialogue should be pursued between the EU and NATO, at different levels, including by the SG/HR in close co-operation with the Presidency, within the established co-operation framework.

### **Civilian capabilities**

19. The Council welcomed that in the context of the Union's enlargement, a process has been launched aimed at identifying civilian crisis management capabilities available from the 10 new Member States.
20. The Council welcomed that further progress is being made on the development of EU capabilities for civilian aspects of crisis management, drawing on experience to date and addressing identified shortfalls. Work is underway on a way ahead to enhance the EU capability in this area, including in the light of the European Security Strategy, and covering the needs for increased operationality, rapid deployment and possible additional capabilities. An Action Plan will be considered by the Council at its next meeting in June with a view to its endorsement by the European Council the same month.
21. The Council welcomed the letters sent recently by SG/HR Solana in relation to the planning and mission support capability for civilian crisis management within the Council Secretariat. Recalling his report of 22 July 2003 the Council invites the SG/HR to keep this issue under close review given the evolving needs.

## **Agency in the field of defence capabilities development, research, acquisition and armaments**

22. The Council took note of the proposals contained in the report from the Agency Establishment Team (AET), as submitted through the Ad Hoc Preparation Group. The Council commended the work of the AET in bringing well-prepared proposals to Council in good time. The Council welcomed the fact that, based notably on the work of the AET, there is now a good basis for further work in the process of establishing the Agency. This should enable the Agency to achieve an operational status by the end of 2004, in line with the mandate given by the European Council at Thessaloniki.
23. The Council asked the relevant Council bodies to complete work on the draft Joint Action, so that the legal act establishing the Agency is adopted in advance of the June European Council. Key appointments should follow as soon as possible.

### **Other aspects**

24. The Council underlined the importance of developing the potential of ESDP, in both its military and civil aspects, to assist in effective conflict prevention and management in Africa, while encouraging and ensuring African ownership. In this regard, the Council welcomes the dialogue with the African Union, sub-regional organisations and African states. The Council will revisit this issue at its meeting in June.
25. The Council recalls the Declaration of the European Council of 25 March on the solidarity clause.
26. The Council endorses the PSC report on modalities, procedures and criteria for making available to the Community Civil Protection Mechanism the content of the database of military assets and capabilities relevant to the protection of civilian populations against the effects of terrorist attacks, including CBRN, developed on the basis of the December 2003 Council Conclusions, and requests the appropriate bodies to implement these modalities, procedures and criteria. In this context, and also in light of the recent enlargement of the EU, Member States are

invited to expand and deepen the contents of this database on the basis of their voluntary contributions. These modalities constitute an initial practical measure contributing to the implementation of the 25 March 2004 European Council Declaration on combating terrorism, notably the ESDP contribution.

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