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From : General Secretariat of the Council
To : COREPER / COUNCIL
Subject : Final Report on the Civilian Headline Goal 2008

On 8 November 2007 the Political and Security Committee reached an agreement on the Final Report on the Civilian Headline Goal 2008 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.

Final Report on the Civilian Headline Goal 2008

I. Executive Summary

In order to guide EU capability development in line with the ambition set out in the European Security Strategy¹, the European Council endorsed, in June 2004, a military Headline Goal with a 2010 horizon and in December 2004, the Civilian Headline Goal with a 2008 horizon (CHG 2008)². Thus, the European Council put both military and civilian capability development on separate parallel tracks, where the civilian process was to take place over a timeframe that was shorter (2008) than that of the military (2010).

The CHG 2008 contained a summary of the ESDP ambitions in the civilian realm, as well as an outline for a process to plan and develop the civilian capabilities necessary to fulfil these ambitions. The CHG 2008 process started in early 2005 and was overseen by the Political and Security Committee (PSC), supported by the Committee for Civilian Aspects of Crisis Management (CIVCOM). It was conducted by the EU Council General Secretariat with the support of relevant experts from Member States and the European Commission.

The CHG 2008 constituted the first occurrence ever of a civilian capability planning process for ESDP and has yielded the following main achievements:

- A set of scenarios corresponding to possible future challenges for civilian ESDP.
- A first detailed and comprehensive reference list of civilian capabilities possibly required for the conduct of ESDP missions.
- An example of practical co-operation of civilian crisis management actors in the second pillar with relevant actors in the first and third pillar.
- A set of recommendations and guidelines on the raising of personnel for EU civilian crisis management.
- Enhanced awareness of civilian ESDP in Member States as well as among potential contributors to ESDP action, such as International Organisations (IOs), non-EU States, Non-governmental Organisations (NGOs) and Civil Society Organisations (CSOs).

¹ Adopted by the European Council in December 2003

² Doc. 15863/04.

- Development of rapid response capabilities including the development of Civilian Response Teams (CRT) and rapidly deployable police elements such as Integrated Police Units and Formed Police Units (IPU and FPU).

The CHG 2008 final report recognizes that the CHG 2008 process has provided the EU with a sound basis for future capability development efforts for civilian crisis management, both qualitatively and quantitatively and mentions specific areas for further consideration as below:

- Increasing the political visibility of civilian capability development in Member States and at EU level.
- Enhancing co-ordination and targeting training efforts across the board.
- Strengthening the ability of the EU to plan and conduct missions in a rapid response context, including procurement.
- Stepping up efforts to identify and exploit possible synergies between civilian and military ESDP capabilities and all relevant capabilities of the European Community.
- Expanding co-ordination with third-pillar actors.
- Identifying and exploiting possible synergies with capabilities of other actors such as IOs, non-EU States, NGOs and CSOs.
- Exploring further the potential deployment of CRTs as teams.

Lessons from the CHG 2008 process as well as from EU-led operations and exercises should be learned and implemented more systematically, and could inform the capability development process.

Member States' indications of potential availability of personnel should be subject to periodic review and updated.

In view of future capability development efforts, not only the CHG 2008 illustrative scenarios but also the CHG 2008 strategic planning assumptions³ will need to be revised.

³ Doc. 13500/05

Draft Final Report on the Civilian Headline Goal 2008

II. Introduction

1. BACKGROUND

In June 1999, the Cologne European Council declared that "the Union must have the capacity for autonomous action, backed up by credible military forces, the means to decide to use them, and a readiness to do so". Later that year, the European Council (Helsinki, December 1999) emphasized - with explicit reference to the developments in Kosovo earlier that year - the importance of enhancing and better co-ordinating the EU's and Member States' non-military crisis response tools as well. The European Council in Feira in June 2000 followed suit by identifying four priority areas for EU civilian crisis management: Police, Rule of Law, Civilian Administration and Civil Protection.

In December 2003, the European Council adopted the European Security Strategy; a comprehensive strategic framework setting out global challenges and key threats for the EU. This allowed the EU to pursue in a focused way the development of crisis management capabilities needed under ESDP (European Security and Defence Policy) to face such challenges and threats.

In order to guide EU capability development in line with the ambition set out in the European Security Strategy, the European Council endorsed, in June 2004, a military Headline Goal with a 2010 horizon and an Action Plan for Civilian Aspects of ESDP⁴. The Action Plan reaffirmed the level of EU ambition in the field of Civilian Crisis Management. It defined "measures to be carried out in order to develop and operationalize civilian capabilities, including work on a consolidated Civilian Headline Goal". This work was begun in the second semester of 2004 and led to the endorsement by the European Council, in December 2004, of the Civilian Headline Goal 2008 (CHG 2008)⁵. Thus, the European Council put both military and civilian capability development on separate parallel tracks, where the civilian process was to take place over a timeframe that was shorter (2008) than that of the military (2010).

⁴ Doc. 10547/04

⁵ Doc. 15863/04.

The CHG 2008 contained a summary of the ESDP ambitions in the civilian realm, as well as the outline of a comprehensive process for the planning and development of the civilian capabilities necessary to fulfil these ambitions. The CHG 2008 process started in early 2005 and was overseen by the Political and Security Committee (PSC), supported by the Committee for Civilian Aspects of Crisis Management (CIVCOM). It was conducted by the EU Council General Secretariat with the support of relevant experts (an overview of all CHG 2008 expert workshops is at Annex 1).

2. AIM OF THIS REPORT

This report intends to provide a succinct, comprehensive overview of the CHG 2008 process and its results⁶.

3. SET-UP OF THIS REPORT

This report is structured as follows:

- Introduction;
- CHG 2008 Process Overview;
- CHG 2008 Core Aspects;
- Annexes 1 - 9.

4. LIST OF MAIN CHG 2008 ACHIEVEMENTS

The CHG 2008 constituted the first occurrence ever of a civilian capability planning process for ESDP and has yielded the following main achievements:

- It produced a set of scenarios corresponding to possible future challenges for civilian ESDP, which has allowed to anticipate actual ESDP mission requirements that emerged over time.

⁶ Intermediate reports on CHG 2008 activities over 2005 and 2006 are set out in, respectively, doc. 15326/05 and doc. 14982/06. The report on CHG 2008 activities over 2007 is incorporated in the present document.

- It produced a first detailed and comprehensive reference list of civilian capabilities possibly required for the conduct of ESDP missions, which allowed the preparation of a Civilian Capability Management Tool that facilitates mission planning and recruitment of civilian personnel for ESDP missions as well as systematic capability planning for possible future ESDP missions.
- It produced a set of recommendations and guidelines on the raising of personnel for EU civilian crisis management, which constituted valuable reference material for authorities in Member States.
- It fostered awareness of civilian ESDP in Member States as well as among potential contributors to ESDP action, such as International Organisations (IOs), non-EU States, Non-governmental Organisations (NGOs) and Civil Society Organisations (CSOs).
- It constituted an example of practical co-operation of civilian crisis management actors in the second pillar with relevant actors in the first and third pillar.
- It led to the development of Civilian Response Teams.
- It drove forward work on the rapid deployment of police elements, notably Integrated Police Units and Formed Police Units (IPU/FPU).
- The CHG 2008 has provided the EU with a sound basis for future capability development efforts for civilian crisis management.

5. SOME ASPECTS FOR FURTHER CONSIDERATION

- There is scope for further development of civilian crisis management capabilities both in qualitative and quantitative terms.
- There is scope for continuing to increase the political visibility of civilian capability development in Member States and at EU level. Ministries and Services responsible for the relevant policy areas, i.e. Justice, Interior, Courts etc. should be further involved.
- Co-ordination as regards training efforts could be enhanced across the board, involving Member States, the European Community and the Council Secretariat, taking into account experiences of IOs, non-EU States, NGOs and CSOs.

- Establishing closer ties between the call for contributions to particular ESDP missions and the enquiry into potential availability of capabilities in the framework of a future capability development process could allow better targeting of training efforts.
- There is scope for further increase of the ability of the EU to plan and conduct missions, including on the issue of procurement, as well as for improvement of mission security, including intelligence where relevant.
- In the framework of a future capability development process, efforts to identify and exploit possible synergies between civilian and military ESDP capabilities of Member States and all relevant capabilities of the European Community, could be stepped up.
- In the same context, co-operation with other actors such as IOs, non-EU States, NGOs and CSOs, could be enhanced as appropriate.
- Co-ordination with third-pillar actors could be expanded, including not only the Article 36 Committee but also the EU Police Chiefs Task Force as well as EU bodies such as EUROPOL and EUROJUST.
- As regards CRTs, it could be ascertained why, notwithstanding the fact that civilian ESDP activity has risen since the CRT instrument reached operational status, deployment of this instrument was relatively infrequent, and why CRT experts have almost exclusively been deployed on an individual basis rather than in the team format originally envisaged, for which all experts were trained. It could be recognized that, as appropriate and in accordance with agreed criteria and procedures, this potentially very valuable instrument could serve the EU by performing the tasks for which it was originally designed⁷.

⁷ According to the CRT concept (doc. 10462/05) these tasks include:
 "a) to carry out assessment and fact-finding missions in a crisis or impending crisis situation and, when appropriate, provide input to the development of a crisis management concept before a possible Joint Action is adopted by the Council and, in agreement with the Commission, to possible action to be developed in the framework of Community instruments;
 b) to establish a rapid initial operational presence in the field after a Joint Action is adopted by the Council and to support the entry into operation of a civilian crisis management operation;
 c) where the CRT pool contains appropriate expertise (e.g. conflict prevention, mediation, stabilisation and confidence-building measures including monitoring), to provide, as appropriate, timely reinforcement of existing EU mechanisms for crisis management at country and regional level in response to urgent and distinct needs, notably under the auspices of a EUSR function."

- Lessons from the CHG 2008 process as well as from EU-led operations and exercises could be learned and implemented more systematically. The reality check on ESDP civilian capability development conducted under the CHG 2008 should not remain an isolated event. This approach would, as part of a civilian lessons-learned process, drive future updates of illustrative scenarios and, consequently, also the list of required capabilities.

- Periodic reviews of Member States' indications of potential availability and the possibility to update such indications could be introduced as an integral part of a future civilian capabilities development process. This could enable Member States on their own initiative to update indications, in terms of possible increase or decrease of personnel available, modifications in qualifications, readiness etc. Given the fluctuations of personnel availability over time, this solution could enhance viability and reliability of the process. This could be taken forward in line with the Civilian ESDP Capability Planning Process⁸.

- Work on the Civilian Capability Management Tool (see Annex 8) and the website on civilian crisis management that the Council Secretariat has undertaken under the CHG 2008 process could be carried forward. The pace of the work could be stepped up.

- In view of future capability development efforts, not only the CHG 2008 illustrative scenarios but also the CHG 2008 strategic planning assumptions⁹ will need to be revised, notably in view of enhancing co-ordination and co-operation in Brussels and in theatre between EU components and actors, in accordance with agreed concepts and procedures.

⁸ Doc. 13797/07

⁹ Doc. 13500/05

III. CHG 2008 Process Overview

1. GENERAL

The CHG 2008 process was addressed through three main strands of work, focusing on:

- Capability planning;
- Development of new concepts and capabilities;
- Key stakeholders and the raising of personnel.

2. CAPABILITY PLANNING

Capability planning under the CHG 2008 followed the same planning methodology as under the military Headline Goal (HLG) 2010. This methodology was based on virtual planning scenarios ("illustrative scenarios")¹⁰. These scenarios, representing a selection of possible situations calling for civilian crisis management action under ESDP, were largely coordinated with their counterparts from the military Headline Goal 2010. For each scenario an option was drafted for a possible civilian ESDP mission ("focused option")¹¹, including mission tasks. Subsequently, a detailed list of personnel required to address these tasks was established covering the priority areas of civilian crisis management under ESDP¹². On that basis, Member States were invited to indicate personnel that could be made available. The comparison of Member States' indications with the capabilities required provided a comprehensive picture of the actual availability of Member States' capabilities for ESDP across the priority areas.

¹⁰ The illustrative scenarios were: I.A - Stabilisation and Reconstruction, including a Substitution Mission; I.B Stabilisation and Reconstruction; II - Conflict Prevention, notably Monitoring and Support to EUSR Offices; III - Targeted Strengthening of Institutions; IV - Civilian Support to Humanitarian Operations.

¹¹ Doc. 12573/05

¹² As defined by the European Council in Feira in June 2000 (Police, Rule of Law, Civilian Administration, Civil Protection). Later, in 2004, the European Council stated (doc. 15863/04) that, "*in addition to the priority areas for EU civilian crisis management agreed at Feira [...], 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*". Hence, Monitoring and Support to EUSR were treated as additional priority areas in the CHG 2008 process.

Some scenarios called for the deployment of ambitious large-scale civilian ESDP missions. This large-scale approach was consistent with the CHG 2008 mandate itself, which indeed stipulated that the EU must 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"¹³. It was also consistent with planning parameters used in the military HLG 2010 process. The large-scale approach did, on the one hand, lead to high quantities of personnel being required, which sometimes challenged Member States. On the other hand, it provided insight into the actual availability of Member States' capabilities for ESDP, allowing a reasonable assessment of Member States' strengths and weaknesses in the civilian realm.

Furthermore, the large-scale approach yielded a first comprehensive detailed reference list of civilian personnel, including the appropriate qualifications for participating in ESDP missions. This list, if properly updated, could substantially help to direct future actions to improve the overall EU civilian capability for a wide range of possible ESDP missions, both qualitatively (e.g. through training of civilian personnel in specific categories) and quantitatively (e.g. through actions aimed at raising the awareness of key stakeholders and at facilitating the recruitment of civilian ESDP personnel with Member States).

Certain non-EU States (Canada, Croatia, the former Yugoslav Republic of Macedonia, Iceland, Norway, Russia, Switzerland, Turkey and Ukraine) were also invited to indicate their possible contributions to civilian ESDP. It was understood that their contributions were to be considered as supplementary to the overall EU capacity rather than an integral part thereof.

The main milestones in the CHG 2008 capability planning process and their documentary references are at Annex 2.

¹³ Cf. doc. 15863/04. In accordance with this ambition, the most far-reaching CHG 2008 civilian planning scenario considered the substitution, under UN Mandate, of all administration, law enforcement and judicial authorities in a country completely ruined by civil war and recently stabilized by international military intervention.

3. DEVELOPMENT OF NEW CONCEPTS AND CAPABILITIES

Another strand of work under the CHG 2008 concerned the development of new concepts and capabilities. New concepts were agreed for civilian mission support and rapidly deployable Civilian Response Teams (CRTs)¹⁴. Following agreement on these concepts, Member States indicated potential generic availability of mission support personnel¹⁵, and nominated pre-identified individuals to a pool of experts available for possible deployment in CRT format. These experts received specific training (financed by the European Commission, in the framework of its Project on Training for Civilian Aspects of Crisis Management) in view of such deployment¹⁶.

Work was also undertaken on rapidly deployable police elements, notably Integrated Police Units (IPUs) and Formed Police Units (FPUs)¹⁷. This concerned, i.a., the transition of those rapidly deployable police elements that are under temporary military responsibility into a civilian chain of command, and the co-ordination between rapidly deployable Police elements and Rule of Law elements. Work on this issue is ongoing.

As regards EU civilian operational planning and mission support capabilities, an EU policy on the security of personnel deployed outside the EU in an operational capacity under Title V of the Treaty on European Union was adopted, and civilian command and control structures within the Council Secretariat were recently set up.

The main milestones in the development of new concepts and capabilities under the CHG 2008 process and their documentary references are at Annex 3.

¹⁴ Doc.10462/05 and doc.12457/06, respectively. The Mission Support concept (doc.12457/06) was considered to be an initial one.

¹⁵ In conformity with the initial concept of mission support for ESDP civilian crisis management missions (doc.12457/06), this concerned personnel in Finance, Human Resources, Procurement, Logistics, Medical Care / Medical Evacuation, Communication and Information Systems, Information Technology and Security. Capability requirements in these categories were established following the approach described above, obviously based on the same illustrative scenarios.

¹⁶ As regards actual CRT deployment, at the time of this report CRT experts have been deployed almost exclusively on an individual basis rather than in the team format originally envisaged, for which all experts were trained.

¹⁷ Cf. Concept of rapid deployment of police elements in an EU-led substitution mission (doc. 8508/2/05 REV 2)

4. KEY STAKEHOLDERS AND THE RAISING OF PERSONNEL

Throughout the CHG 2008 process, particular attention was paid to practical issues connected to the raising of personnel for EU civilian crisis management. These issues included:

- Enhancing the involvement in civilian ESDP of key national stakeholders, notably in Police and Rule of Law;
- Streamlining recruitment and deployment procedures (e.g. early notification of Member States of civilian personnel requirements for ESDP missions and, at Member States' level, early identification of personnel to be seconded to these missions);
- Reinforcing the link between recruitment and training at EU and Member States' level;
- Fostering processes to facilitate the exchange of know-how, training opportunities, best practices and lessons learned among Member States and between the Member States and the Council Secretariat.

Throughout the present report, reference to above issues recurs, e.g. in sections IV.2, IV.5 and IV.6.3 .

The Council Secretariat established, on the basis of work conducted in the CHG 2008 process and other fora¹⁸, a set of recommendations and guidelines on the raising of personnel for EU civilian crisis management¹⁹. Member States were subsequently invited to assess the impact these recommendations and guidelines had on their own national structures and procedures²⁰.

In the framework of the CHG 2008 process, experts from International Organisations²¹ and Non-Governmental Organisations exchanged information about civilian crisis management capability development, including best practices in the field of training, recruitment and deployment of civilian crisis management personnel. Areas for closer co-operation with some of these interlocutors were identified (see also section IV.6.4 of the present report).

¹⁸ Including high-profile seminars such as, e.g., the international workshop “The Role of the EU in Civilian Crisis Management” (Vienna, January 2006).

¹⁹ Doc. 12687/1/06 REV 1

²⁰ Cf. doc. 9490/1/07

²¹ OSCE and UN.

The Council Secretariat started to produce a website to ensure broad availability of information on civilian crisis management activities under ESDP, including on available training and on the recruitment of personnel. This website would also contain features facilitating the exchange of information among Member States as well as between Member States and the Council Secretariat, including on calls for contributions to civilian ESDP missions. Work on this website is ongoing.

The main milestones of the work on key stakeholders and on the raising of personnel conducted under the CHG 2008 process and their documentary references are at Annex 4. A summary of Member States' impact assessment of the recommendations and guidelines on the raising of personnel is at Annex 6.

IV. CHG 2008 Core Aspects

1. GENERAL

The following aspects have been important in the CHG 2008 context and deserve specific attention in view of future ESDP civilian capability development:

- Qualitative aspects of civilian capabilities for ESDP;
- Quantitative aspects of civilian capabilities for ESDP;
- Reality Check;
- Training;
- Co-ordination with other EU actors;
- Political impact of the CHG 2008 in Member States.

2. QUALITATIVE ASPECTS OF CIVILIAN CAPABILITIES FOR ESDP

The establishment of a list of required capabilities for civilian ESDP missions was central to the CHG 2008. This list provided, for the first time, a comprehensive and detailed qualitative overview of functions in a range of possible civilian ESDP missions under the European Security Strategy. Prepared with the assistance of experts from Member States in several workshops and noted by the competent Council bodies, it formed a solid basis for information exchange between the EU and a wide range of national stakeholders in all Member States and 9 non-EU states²².

Member States repeatedly stated that the list, which was established in early 2005, could - if properly updated - continue to provide an important basis to the EU for information exchange on civilian capabilities²³. The Council Secretariat therefore took the initiative to conduct a first brief reality check through a comparison of the list with requirements and tasks established for real civilian ESDP missions. This allowed an informed appreciation of the degree to which the CHG 2008 process has managed to anticipate real ESDP mission needs (see also section IV.4 of this report) and served as a first authentication of the CHG 2008 list of required capabilities as a basis for future information exchange.

There is no doubt that the qualitative reference list for civilian ESDP capabilities is in itself a crucial achievement, converting the blunt instrument of "target numbers only" into a precision tool which allows a matching of professional capacities with concrete needs. At the same time, the CHG 2008 process has addressed the issue of quality improvement in rather generic terms, with efforts mainly focusing on the improvement of recruitment and deployment procedures at EU and Member States' level and on the development of generic indications on training (see section IV.5 of the present report). This said, one should bear in mind that the qualitative reference list, especially if linked with a lessons-learned process and the ESDP training programme, will prove to be an important instrument for the EU, also to help direct possible future quality improvement efforts²⁴.

²² In the civilian capability planning process, this list assumed a role comparable to that of the List of Reference Units in the Requirement Catalogue (RC 05) of the military HLG 2010.

²³ Cf. e.g. the CIVCOM advice on the report on the Civilian Headline Goal 2008 Workshop X "Lessons Learned from the Civilian Headline Goal 2008 Process" (doc. 10085/07)

²⁴ It is envisaged that the Civilian Capability Management Tool (see Annex 8 for a detailed overview of the Tool concept) will be instrumental in ensuring a practical link between lessons learned, training and recruitment.

3. QUANTITATIVE ASPECTS OF CIVILIAN CAPABILITIES FOR ESDP

In the CHG 2008, required quantities of personnel were established at a time when civilian ESDP mission experience was limited. Assumptions as to the dimensions of possible civilian ESDP missions and to the possible number of concurrent missions principally drew on strategic assessments, on experiences of experts from member States and the Council Secretariat with civilian missions for different organisations and, to a certain degree, on consultation with the EU military. Besides, the CHG 2008 process was a *capability* planning and not a *mission* planning process. CHG 2008 requirements and all further calculations based on them should therefore be considered as broad indications.

As explained earlier, the CHG 2008 followed a large-scale approach that appeared very ambitious in 2005. The CHG 2008 revealed considerable potential shortfalls in certain Police and Rule of Law categories²⁵. This was brought to Member States' attention at the yearly Ministerial Civilian Capability Improvement Conferences, and in focused briefings to the Article 36 Committee²⁶, the main Council body in Justice and Home Affairs (JHA), in order to alert those national Ministries and services that would eventually be responsible for the secondment of personnel in these areas.

In the meantime, planning for a possible future EU crisis management operation in the field of Police, Rule of Law and possible other areas in Kosovo has indicated that the EU should be able to deploy within the next year substantial numbers of personnel in the areas concerned.

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²⁵ Cf. doc. 14982/06. These categories were:

- Judges and Prosecutors on regional and local level;
- Prison personnel, where a lack of more than 400 personnel reveals that Member States cannot at present meet ambitious substitution tasks (in Kosovo, a substantial increase in the number of local prison guards could be achieved within a few months by intensive training);
- Police officers at junior and middle management level; and
- Border Police officers at junior level.

²⁶ These briefings took place on 23 October 2006 (cf. doc. 14199/06) and 26 April 2007. See also section IV.6.3 of the present report.

²⁷ **DELETED**

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Regarding the numbers of personnel that Member States indicated as potentially available for civilian ESDP missions, it became clear that these numbers tended to fluctuate with time, even within a relatively short timespan of 2 years (see the present report, Annex 6, para.2). Regular reviews of Member States' potential availability will therefore continue to be necessary. A flexible method for Member States to update indications on potential availability would, in combination with a common stocktaking moment, facilitate such reviews, thereby enhancing their effectiveness.

4. REALITY CHECK

In October 2007, the Council Secretariat has conducted a first reality check on the CHG 2008 list of required capabilities established in July 2005²⁸ (see also section IV.2 of the present report). This was done through comparison of the content of that list with calls for contributions to a number of past, ongoing and planned civilian ESDP missions²⁹, and with tasks set out in Joint Actions, Concepts of Operations and Operation Plans pertaining to those missions. A concise report on this first reality check is at Annex 7.

The reality check has demonstrated that the CHG 2008 process has managed to draw a reasonably accurate picture of real ESDP personnel requirements, anticipating such requirements to a considerable extent. This authenticates both the CHG 2008 capability planning methodology and the process outcomes.

This said, one should bear in mind that the ESDP target is constantly moving to different theatres. As ESDP ventures further afield, geographically, and diversifies in its tasks and missions, illustrative scenarios reflecting the Western Balkans do not necessarily continue to ensure an exact assessment of future civilian ESDP capability needs.

Reality checks will therefore be key to ensuring the quality of future capability planning efforts. They should, as part of a civilian lessons-learned process, drive future updates of illustrative scenarios and, consequently, also the list of required capabilities. It is envisaged that the Civilian Capability Management Tool³⁰ will provide a practical framework streamlining feed-back of lessons learned into the capability development process (see Annex 8 for a detailed overview of the Tool concept).

²⁸ Cf. Annex 2 to the present report for a chronological overview of milestones in the CHG 2008 capability planning process.

²⁹ In particular the Aceh Monitoring Mission, the EU Border Assistance Mission at Rafah, the possible mission in Kosovo and the EU Police Missions in, respectively, Afghanistan and the Democratic Republic of Congo.

³⁰ A pilot version of the Civilian Capability Management Tool (CCMT) is currently being prepared by the Council Secretariat. On 30 July 2007, the Council Secretariat extensively briefed CIVCOM on the CCMT and its ongoing development.

5. TRAINING

In civilian crisis management, in particular under ESDP, training as a vehicle for quality improvement is especially important because the majority of seconded personnel originates from national civil services. The background of this personnel tends to be in national rather than international deployment, and crisis areas may constitute a challengingly new working environment. Furthermore, ESDP constitutes a relatively new political environment that finds itself in a phase of important transition and growth.

Under the CHG 2008, one concrete training programme for a specific category of prospective civilian mission personnel, namely the CRT Expert Pool, was successfully developed and implemented³¹ (see also section III.3 of this report). Otherwise, the issue of training was addressed - in rather generic terms - as part of the work on the raising of personnel. Other efforts in the field of civilian training ran parallel to the CHG 2008 and were partially coordinated with it³². These efforts were also generic in character, in that they mostly concerned the vast group of civilian personnel at large rather than personnel in specific priority areas or categories. An overview of these parallel efforts is at Annex 9.

As set out earlier, the qualitative reference list for civilian ESDP capabilities could, through systematic linkage to relevant training opportunities³³, facilitate the targeting of personnel in precise categories. Thus, it would also facilitate the focused assessment of training effectiveness, the amendment of existing programmes and the development of new training opportunities according to needs identified through, e.g., lessons learned from missions. It is currently envisaged that the Civilian Capability Management Tool (see also Annex 8) will contain all necessary elements for the EU to establish, within the near future, a practical and sustainable system serving the above purposes.

³¹ This training was financed by the European Commission, in the framework of its Project on Training for Civilian Aspects of Crisis Management (timewise, Phase IV of this Project largely coincided with the CHG 2008 process).

³² Relevant items on training drawn from the recommendations and guidelines on the raising of personnel for EU civilian crisis management (doc. 12687/1/06, Annex 1) were absorbed into the Implementation Roadmap relative to the future training needs for personnel in civilian crisis management operations. This document was noted by PSC (doc. 12820/06).

³³ As, for example, contained in the EU Training Programme in the field of ESDP, which lists training offered at EU / Community level as well as training offered by Member States that is open to participation from other Member States. This programme is updated yearly (cf. doc. 5565/07 for its most recent version).

6. CO-ORDINATION WITH OTHER ACTORS

Developing the civilian dimension is part of the EU's overall approach in using all its available means to respond coherently to the whole spectrum of crisis management tasks. Furthermore, when conducting ESDP civilian crisis management missions, the EU should ensure coherence with other international actors³⁴. The Council General Secretariat therefore conducted certain CHG 2008 activities in co-ordination with the EU military side, with the European Commission and with actors in the third pillar as well as with International Organisations (IOs), non-EU States and Non-governmental Organisations (NGOs), as appropriate.

This said, it should also be noted that, in the framework of the CHG 2008 capability development process, possible synergies between ESDP capabilities of Member States and the capabilities of above actors were left largely unexplored, such synergies being covered by strategic planning assumptions³⁵.

6.1 *Co-ordination with the EU military side*

Virtually identical scenario-based capability planning methodology was applied both in the military HLG 2010 and the CHG 2008. However, the first military scenarios and catalogues were elaborated in 2000, whereas the civilian scenarios were established in 2005. Important parameters for capability planning, such as the number of concurrent missions to be taken into account, strategic planning assumptions and desired end-states were established independently. Furthermore, the different aims and timelines for the respective Headline Goals have not facilitated the identification of possible synergies and gaps between civilian and military capabilities. Also, diverging interpretations of core terminology arose, including of the term 'scenario' itself.

³⁴ Cf. doc. 15863/04

³⁵ Doc. 13500/05. Established at the very start of the CHG 2008 capability development process, the Strategic Planning Assumptions (or Key Planning Assumptions as they were initially called) acted as a 'control panel' to allow focusing attention on the most pressing issue, i.e. the drawing up of a list of required capabilities from Member States across the ESDP civilian priority areas. Now that this list has been achieved, it will, in the framework of a future capability development process, considerably facilitate the identification of possible synergies with above actors. Strategic planning assumptions will then need to be amended accordingly.

To increase coherence, it was proposed to verify the feasibility of a single set of illustrative scenarios to underpin both civilian and military capability development³⁶. This could be done e.g. by establishing a civil-military task force within the Council Secretariat to draft one common pilot illustrative scenario (for example on Security Sector Reform). On that basis, the competent Council bodies could then consider further steps. The civilian side and the military side agreed that such work should be taken forward on the understanding that the respective capability development processes would remain technically distinct throughout, in order to take account of the respective specific capabilities needed for civilian and military crisis management.

6.2 *Co-operation with the European Commission*

Coherent use of Community and civilian ESDP instruments is of key importance for an overall improvement in the EU's capacity to act. The European Commission was therefore fully associated with the CHG process. Its involvement was articulated in various ways:

- Commission representatives were invited to all CHG 2008 experts workshops³⁷, and actively participated in most of them.
- The training programme for the CRT Expert Pool (see above section III.3) was developed with financial support granted by the European Commission in the framework of its European Community Project on Training for Civilian Aspects of Crisis Management³⁸.
- In the capability development process concerning Civil Protection capabilities, all assets and capabilities registered in the database of the Community Civil Protection Mechanism³⁹ were presumed to be available also for civil protection interventions in crisis management situations, unless Member States explicitly excluded them. This approach was chosen in order to avoid duplication.

³⁶ Experts considered that crisis situations cannot be labelled as "military" or "civilian" per se. Such distinction applies to the means by which elements of the crisis are addressed. Consequently, illustrative scenarios underpinning EU capability development cannot be labelled as "military" or "civilian" per se either (cf. doc. 11937/1/07).

³⁷ An overview of all CHG 2008 expert workshops is at Annex 1.

³⁸ Partners in this project closely co-operated with the EU Council Secretariat in the development of the CRT training programme.

³⁹ Cf. Council Decision of 23 October 2001 establishing a Community mechanism to facilitate reinforced cooperation in civil protection assistance interventions (2001/792/EC, Euratom), O.J. L 297, 15.11.2001, p.7

6.3 Co-operation with actors from the third pillar

According to the Strategy for the External Dimension of JHA: Global Freedom, Security and Justice, the "geographical and functional working groups and committees which cover JHA and external relations issues will [...] co-ordinate between themselves, if appropriate meeting jointly on an ad hoc basis to cover important issues"⁴⁰. In this context, twice during the CHG 2008 process the CIVCOM Presidency briefed the Article 36 Committee⁴¹, which is the most important JHA Council Committee. The objective of this was twofold:

- to inform the Article 36 Committee of the ongoing development of civilian crisis management capability for ESDP (notably the CHG 2008); and
- to brief the Article 36 Committee on planned civilian ESDP operations (notably the possible ESDP civilian mission in Kosovo) and related requirements in the field of Police and Rule of Law.
- It is envisaged to hold similar briefings regularly also in the future, possibly involving, apart from the Article 36 Committee, the EU Police Chiefs Task Force and international bodies such as EUROPOL and EUROJUST, as well as national actors (as appropriate and in line with agreed principles and procedures), to further facilitate continuous information exchange between second and third pillar.

6.4 Involvement of IOs, non-EU States and NGOs

IOs, non-EU States and NGOs were involved in the CHG 2008 process at different levels. On a practical level, the CHG 2008 process has, in certain cases, drawn on relevant know-how of IOs where the EU lacked such know-how. EU has notably done so for the development of the CRT system, which draws on UN expertise with the United Nations Disaster Assessment and Co-ordination (UNDAC) teams⁴², and for the (ongoing) development of the Civilian Capability Management Tool, elements of which draw on the OSCE system of Rapid Expert Assistance and Co-operation Teams (REACT)⁴³. As set out earlier, certain non-EU States (sc. Canada, Croatia, the former Yugoslav Republic of Macedonia, Iceland, Norway, Russia,

⁴⁰ Cf. doc.15446/05

⁴¹ These briefings took place on 23 October 2006 (cf. doc. 14199/06) and 26 April 2007.

⁴² A national expert with considerable experience in UN, notably in designing and managing the UNDAC system, was seconded to the Council Secretariat from mid 2004 until mid 2006 and was a member of the CHG 2008 Core Team.

⁴³ Cf. doc. 10823/1/07. For the Civilian Capability Management Tool, cf. Annex 8 to the present report.

Switzerland, Turkey and Ukraine) were invited to indicate their possible contributions to civilian ESDP by means of the CHG 2008 Questionnaire⁴⁴.

On a more political level, the CHG 2008 expert workshops, notably Workshop XI⁴⁵, provided a platform for a useful exchange of views with IOs, above non-EU States, as well as with the US, and NGOs⁴⁶. This was the first time IOs, non-EU states and NGOs participated together in a EU workshop on civilian ESDP capability development. The workshop has brought the EU a better understanding of potential contributions from third parties to ESDP civilian missions. This included knowledge of capabilities, best practices and experience, as well as existing problems and third parties' views and expectations as far as co-operation with EU is concerned.

⁴⁴ For a complete list of the possible contributions indicated by non-EU States, cf. doc. 6325/07.

⁴⁵ Cf. doc. 10405/07

⁴⁶ The NGO community was represented by the European Peacebuilding Liaison Office (EPLO). EPLO can be considered as a "one-stop-shop" for European peacebuilding NGOs, networks of NGOs and think tanks active in the field of peacebuilding, that share an interest in promoting sustainable peacebuilding policies among decision-makers in the EU.

7. THE POLITICAL IMPACT OF THE CHG 2008 IN MEMBER STATES

In May 2007, Member States were invited to assess the degree to which the CHG 2008 had influenced their own ESDP civilian capability development efforts⁴⁷. Their replies give a good first impression of the political impact of the CHG 2008 in Member States. They are summarized in Annex 6.

Several Member States managed to translate recommendations and guidelines emanating from the CHG 2008 in practical terms, which often resulted in closer co-operation between different stakeholder Ministries involved. Apparently, the CHG 2008 provided Foreign Ministries with a useful tool to reach out to the relevant national Ministries and involve them in ESDP. In some cases, this already seems to have led to an increase in the numbers of national personnel available for ESDP missions as compared with numbers originally indicated in the CHG 2008 process.

Clearly, the CHG 2008 was not only about numbers. Numerous Member States declare to have created structures to facilitate the raising of personnel (recruitment, training, deployment etc.). Several explicitly cite the CHG 2008 process as a driving factor in this respect. But others have not yet created such structures. There is a clear task for the EU to facilitate and promote an equal preparation of Member States so that all may usefully contribute to civilian ESDP. The CHG 2008 has certainly achieved encouraging results in this respect but more needs to be done.

Under the CHG 2008, three Ministerial conferences were organised in the margins of the November General Affairs and External Relations Council (GAERC)⁴⁸. These conferences were to enhance political visibility of the EU capability development effort. Future conferences could go further in enhancing such political visibility.

From the above, one may deduce that, broadly speaking, the CHG 2008 managed to reach further down into national administrations. In civilian crisis management under ESDP, the nuts and bolts are of the essence, all the more so since new structures are being built with them.

This said, it should also be recognized that priority assigned at top level is equally indispensable, especially to ensure the sustainability of these new structures in the medium and long term.

⁴⁷ Cf. doc. 9490/1/07 (Self-assessment questionnaire on civilian capability development)

⁴⁸ In 2005, 2006 and 2007. The 2007 Ministerial conference is planned for 19 November 2007.

8. CONCLUSION

With the CHG 2008, the EU has broken new ground in applying a comprehensive, detailed and systematic approach to civilian capability planning and development for ESDP. Not only the qualitative and quantitative assessment of capability requirements was addressed, but also the development of previously non-existent civilian resources as well as issues connected to the recruitment, training and deployment of civilian ESDP personnel, inter-pillar co-operation, the involvement of IOs, non-EU States and NGOs etc. For all this, the original CHG 2008 mandate only offered a starting point. In order to operate usefully in this complex and multifaceted environment, the EU also had to design, develop and refine methodologies and tools along the way according to need.

The present report provides a comprehensive overview of this process as well as of its outcomes and findings in the field of civilian capability development for ESDP.

Overview of CHG 2008 Workshops

Workshop	Title	Date	Aim/Objective	Report reference
I	Key Planning Assumptions and Illustrative Scenarios	17-18 February 2005	<ul style="list-style-type: none"> - To elaborate key planning assumptions - To do initial work on illustrative scenarios that would form the basis for further work on the CHG 2008. 	6629/05
II	Follow-up on Key Planning Assumptions and Illustrative Scenarios	10-11 March 2005	<ul style="list-style-type: none"> - To elaborate Illustrative Scenarios on the basis of drafts provided by the Council Secretariat and - To do initial work on the Focused Civilian Options that would form the basis for further work on the CHG 2008. 	7643/05
III	Modalities for Rapid Deployment and Civilian Response Teams <i>(in connection with a seminar on "EU Rapid Deployment Capability in Civilian Crisis Management" organized by the Folke Bernadotte Academy in co-operation with the Swedish MFA and the Luxemburg Presidency)</i>	14-15 April 2005	<ul style="list-style-type: none"> - To study the applicability of the CRT concept on the pre-mission phase (fact-finding and mission establishment) of a civilian ESDP operation; - To discuss modalities for the development and deployment of such capabilities; - To discuss rapid deployment requirements linked to the CHG 2008 illustrative scenarios developed in the previous workshop. 	8665/05
IV	Focused Civilian Options	28-29 April 2005	<ul style="list-style-type: none"> - To discuss Focused Civilian Options (FCOs), that form the basis for the Capabilities Requirements List. 	9769/05
V	List of Required Capabilities	11-14 July 2005	<ul style="list-style-type: none"> - To discuss and prepare as appropriate the List of Required Capabilities, based on the FCOs. 	11374/05

Workshop	Title	Date	Aim/Objective	Report reference
VI	Civilian Capability Shortfalls	24-26 October 2005	<ul style="list-style-type: none"> - To finalize ideas on how to handle, within the CHG 2008 process, the shortfalls identified on the basis of Member States' replies to the CHG Questionnaire (doc. 11667/05) issued on 12 August 2005. 	Findings used in list of shortfalls
VII	Police Targeted List of Priority Shortfalls and Rapid Deployment of Police Elements	6- 8 March 2006	<ul style="list-style-type: none"> - To examine and amend as appropriate the draft targeted list of priority shortfalls, including proposals on how to overcome those shortfalls; - To contribute to developing further the concept of rapid deployment of police elements (outlined in the Concept for rapid deployment of police elements in an EU-led substitution mission (doc. 8508/2/05)), notably with a view to increasing interoperability between those elements. 	7451/06
VIII	The raising of personnel for EU Civilian Crisis Management	7-8 June 2006	<ul style="list-style-type: none"> - To contribute to the development of a common approach to the raising of personnel by Member States for civilian ESDP missions, by generating input for a set of guidelines and recommendations on the raising of personnel by Member States for civilian ESDP missions. 	10823/06
IX	Required capabilities in Mission Support for ESDP civilian crisis management missions	18-19 September 2006	<ul style="list-style-type: none"> - To contribute to the development of a civilian capacity enabling the EU to support crisis management missions under ESDP, in line with the aims and ambitions of the CHG 2008. - To examine a draft list of required mission support personnel, prepared by the Council Secretariat and formulate proposals for its refinement; - To examine the set of draft recommendations and guidelines on the raising of personnel for EU civilian crisis management - to produce elements or proposals as appropriate to be discussed by CIVCOM in view of the possible further development of the foregoing set of recommendations. 	13296/06

Workshop	Title	Date	Aim/Objective	Report reference
X	Lessons learned from the Civilian Headline Goal 2008 process	15-16 March 2007	<ul style="list-style-type: none"> - To consolidate findings of the ongoing civilian capability development experience and improve the future format of the process. - To collect ideas and recommendations on a possible future civilian capability development process under ESDP beyond 2008 by discussing lessons learned so far in the CHG 2008 process taking into consideration, i.a., the experience to date with civilian ESDP missions. 	9197/07
XI	Co-operation in the field of ESDP civilian crisis management with non-EU States, International Organisations and non-governmental Organisations	26 April 2007	<ul style="list-style-type: none"> - To exchange information between the EU and non-EU States, International Organisations (IOs) and non-governmental Organisations (NGOs) about civilian crisis management capability development, including best practices in the field of training, recruitment and deployment of civilian crisis management personnel; - to identify areas for closer co-operation. 	10405/07
XII	Future co-ordination between the civilian and military ESDP capability development	14 June 2007	<ul style="list-style-type: none"> - To facilitate future co-ordination between the civilian and military ESDP capability development processes. - To exchange information on future perspectives of civilian and military capability development processes; - To identify modalities to produce a set of planning scenarios underpinning both the civilian and military capability development processes. 	11937/1/07
XIII	Development of principles and procedures for planning and decision-making for the purpose of EU civilian rapid response operations	19-20 July 2007	<ul style="list-style-type: none"> - To assess the state of play as regards principles and procedures for planning and decision-making for police rapid response, identify current issues and envisage solutions; - To assess the state of play as regards principles and procedures for planning and decision-making for CRT deployment, identify current issues and envisage solutions. 	12129/1/07

CHG 2008 Capability Planning Process

The main milestones in the CHG 2008 capability planning process were, in chronological order:

1. IDENTIFICATION OF EU REQUIREMENTS

- Strategic Planning Assumptions and Illustrative Scenarios, noted by PSC (doc. 8359/05 of 22 April 2005). *See also doc. 13500/05 of 19 October 2005 for an amended list of Strategic Planning Assumptions noted by CIVCOM. Established at the very start of the CHG 2008 capability development process, the Strategic Planning Assumptions (or Key Planning Assumptions as they were initially called) acted as a 'control panel', allowing temporarily to focus attention on the most pressing issue, i.e. the drawing up of a list of required capabilities from Member States across the ESDP civilian priority areas.*
- Focused Civilian Options, noted by PSC (doc.10353/05 of 22 June 2005). *See doc. 12573/05 of 22 September 2005 for a more readable version of the same FCOs.*
- Civilian Capabilities Requirements List, noted by PSC (doc. 12672/05 of 27 September 2005 and doc. 12672/05 ADD1 of 19 October 2005)
- Questionnaire, sent to Member States on 12 August 2005 (doc. 11667/05 of 11 August 2005)
- Questionnaire on contributions from non-EU States towards the EU civilian crisis management capability under ESDP (doc. 12204/06 of 14 August 2006)
- List of required capabilities in Mission Support for ESDP civilian crisis management missions (doc. 13595/06 of 5 October 2006)
- Questionnaire on required international mission support personnel and other international personnel (doc. 15035/06 of 9 November 2006)

2. RESULTS

- CHG 2008 Progress Report 2006 (including the Targeted List of Priority Shortfalls), approved by the ministerial Civilian Capabilities Improvement Conference and noted by the Council (doc. 14982/06 of 8 November 2006)
- List of non - EU States' possible contributions, noted by PSC (doc. 6325/07 of 29 March 2007)
- Shortfalls and surpluses in international mission support personnel and other international personnel (doc. 8088/07 of 29 March 2007).

CHG 2008 New Concepts and Capabilities

The main milestones in the development of new concepts and capabilities under the CHG 2008 process were, arranged by subject and in chronological order:

1. MISSION SUPPORT

- Initial Concept of Mission Support for ESDP Civilian Crisis Management Missions (doc. 12457/06 of 5 September 2006)

See above Annex 1 for documents related to the CHG 2008 work on mission support capability development.

2. CIVILIAN RESPONSE TEAMS

- General Secretariat Document: Multifunctional Civilian Crisis Management Resources in an Integrated Format - CIVILIAN RESPONSE TEAMS (doc. 10462/05 of 23 June 2005). *This document sets out the CRT concept.*
- Generic Terms of Reference (doc. 15406/05 of 5 December 2005)
- Training Course Concept (15740/2/05 REV 2 of 9 January 2006)
- Mobilisation and Deployment Procedures (8104/3/06 REV 3 of 12 June 2006)
- First preliminary evaluation on effective capacity and deployment in 2006 (doc. 5362/07 of 16 January 2007)
- Follow-up of the implementation process (doc. 7568/07 of 19 March 2007)

3. RAPIDLY DEPLOYABLE POLICE ELEMENTS

- Questionnaire, sent to Member States on 12 August 2005 (doc. 11667/05 of 11 August 2005). *Section H of this questionnaire is dedicated to Integrated Police Units / Formed Police Units.*
- Report on CHG 2008 Workshop VII: "Police Targeted List of Priority Shortfalls and Rapid Deployment of Police Elements" (doc. 7451/06 of 17 March 2006). *During this workshop, experts from Member States presented up-to-date information on rapidly deployable police elements and discussed proposals for organisational structures of rapidly deployable police HQs, IPUs and FPU.*
- Standard IPU and FPU Structures (doc. 9225/06 of 11 May 2006, noted by PSC)
- Report on the EU Police Workshop 2006 (POL 06) (doc. 16654/06 of 12 December 2006). *During this workshop, experts from Member States discussed the transition of police elements from the military to the civilian chain of command, and the relations between rapidly deployable police elements and other Rule of Law aspects.*

4. OTHER RELEVANT CONCEPTS

- Generic standards of behaviour for ESDP operations (doc 8373/3/05 REV 3). *These generic standards constitute a 'code of conduct' for personnel in ESDP missions.*
- Policy of the European Union on the security of personnel deployed outside the EU in an operational capacity under Title V of the Treaty on European Union (doc. 9490/06 of 29 May 2006)
- Mainstreaming Human Rights across CFSP and other EU policies (doc. 10076/06)
- Transitional Justice and ESDP (doc. 10674/06)
- Mainstreaming of Human Rights into ESDP (doc. 11936/4/06 REV4)
- Mainstreaming Human Rights and Gender into European Security and Defence Policy - Compilation of relevant documents (doc. 11359/07 of 9 October 2007). *This compilation was issued to be built upon in future planning documents and lessons learned processes as well as for training purposes.*

- Recommendations for Enhancing Co-operation with Non-Governmental Organisations (NGOs) and Civil Society Organisations (CSOs) in the Framework of EU Civilian Crisis Management and Conflict Prevention (doc. 15741/06)
- Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management (doc. 10381/07 of 7 June 2007). *The Guidelines introduced a Civilian Operation Commander to establish a clearer chain of command for civilian ESDP operations. The Guidelines also sought to render the civilian command structure more comparable with the military levels of command, thereby facilitating civil/military co-ordination, mutual support and coherence, where required.*
- Council conclusions on the mainstreaming of United Nations Security Council Resolution (UNSCR) 1325 on women in violent conflicts. *The Council adopted these conclusions to guide implementation of this UNSCR into ESDP⁴⁹.*

⁴⁹ The Council also adopted checklists to ensure gender mainstreaming and implementation of UNSCR 1325 in the planning and conduct of ESDP Operations (doc. 12068/06) as well as for the Integration of the Protection of Children affected by Armed Conflict into ESDP Operations (concerning implementation of UNSCR 1612) (doc. 9767/07).

CHG 2008 Work on Key Stakeholders and the Raising of Personnel

The main milestones of the work conducted under the CHG 2008 on key stakeholders and on the raising of personnel were, in chronological order:

- Report of CHG Workshop VIII (Brussels, 7-8 June 2006) (Doc. 10823/1/06 REV 1)
- Report on EU Civilian Instruments Workshop-CIVIL 06 (Brussels, 19 and 20 April 2006) (doc. 10877/06 of 23 June 2006). *The workshop CIVIL 06 was organised in the context of the EU Exercise Programme⁵⁰. The aim was to examine ways to enhance rapid deployment of ESDP civilian capabilities, in order to contribute to the overall rapid response capability of the EU. Workshop findings were taken into account also in doc. 12687/1/06 (see below).*
- Report of CHG Workshop IX (Brussels, 18-19 September 2006) (Doc. 13296/1/06 REV 1)
- Recommendations and guidelines on the raising of personnel for EU civilian crisis management (doc. 12687/1/06 of 9 October 2006)
- Self-assessment questionnaire on civilian capability development (doc. 9490/1/07 of 22 May 2007) *NB See Annex 6 to the present report for a summary of Member States' replies to this Questionnaire.*

⁵⁰ Doc. 6653/6/05 REV 6

DELETED

CHG 2008 Self-Assessment Questionnaire - Summary of Replies

1. INTRODUCTION

On 22 May 2007, Member States were invited to reply to a questionnaire facilitating self-assessment on civilian capability development⁵¹. As per 4 October 2007, the Council Secretariat had received replies to this questionnaire from 17 Member States.

The questionnaire contained three questions. Replies are, in summary, accordingly grouped in the following three paragraphs.

2. INCREASE/ DECREASE OF POTENTIAL AVAILABILITY INDICATED IN 2005

The quantities of civilian personnel currently available for possible ESDP missions as compared with quantities indicated in reply to the 2005 questionnaire⁵² was stable in nine Member States.

Five Member States reported increases, which they ascribed to the CHG 2008 process leading to more involvement from stakeholder ministries and targeted efforts in training and recruitment, or to increased national commitments to ongoing and planned ESDP missions.

Three Member States reported a decrease. One of them ascribed this development to the fact that terms and requirements for participation in ESDP missions became clearer during the CHG 2008 process and the planning for the possible ESDP mission in Kosovo. Another one indicated that the 'shelf-life' of indications of available experts was limited due to personnel mobility, retirement etc., and recommended that periodic reviews of MS commitments be introduced as an integral part of a Civilian Capabilities Development Process. This would enable the MS to bring their respective commitments up-to-date on a regular basis, both in terms of possible increase or decrease of personnel available and of possible modifications of recruitment and deployment procedures.

⁵¹ Doc. 9490/1/07

⁵² Cf. section III.2 of the present report

3. STEPS TO ENHANCE AVAILABILITY IN CERTAIN PERSONNEL CATEGORIES

To facilitate the deployment of experts from the categories concerned - sc. Judges and Prosecutors, Prison personnel, Police officers and Border Police officers⁵³ - Member States indicated that they had created:

- New legislation (8 Member States);
- Special databases / rosters (9 Member States);
- New types of training and/or training structures (9 Member States);
- Special budgetary arrangements (4 Member States);
- Structures for interministerial consultation on civilian ESDP deployment (9 Member States);
- Awareness-raising campaigns with ministries/services concerned (especially Ministries of Interior and Justice) (7 Member States);
- Full association of line ministries to civilian crisis management structures (1 Member State);
- Establishment / earmarking of batches of personnel for participation in international crisis management missions (4 Member States);

Member States indicated that shortfalls in the field of Justice continue to need further attention. In several Member States, mechanisms of sending judges and magistrates are still cumbersome. Some Member States also signalled particular difficulties with the raising of prison personnel.

⁵³ Cf. also doc.14199/06 and doc.14982/06

4. STEPS TO IMPLEMENT RECOMMENDATIONS ON THE RAISING OF PERSONNEL

To implement the recommendations and guidelines on the raising of personnel⁵⁴, Member States indicated that they had taken the following steps:

- Incentives to participate in ESDP missions (3 Member States);
- Systems for the recruitment of appropriate non-government personnel (2 Member States);
- Bilateral consultations with other Member States (2 Member States);
- Concentration of all Crisis Management services in one office (1 Member State).

It should be noted that steps taken by Member States to enhance availability in certain personnel categories (see previous paragraph) also contributed to the implementation of the recommendations and guidelines on the raising of personnel. In order to avoid duplication, replies are reported only once.

⁵⁴ Doc. 12687/1/06

First Reality Check of the CHG 2008 List of Required Capabilities

1. GENERAL

The Council Secretariat conducted a comparison of CHG 2008 tasks and job definitions contained in the list of required capabilities, in particular in the fields of Rule of Law and Civilian Administration, with Calls for Contributions prepared by the Council Secretariat for a number of past, ongoing and planned ESDP missions, namely:

- Aceh Monitoring Mission (AMM);
- EU Border Assistance Mission (EU BAM) at Rafah;
- The possible ESDP mission in Kosovo;
- EU Police Missions in Afghanistan (EUPOL Afghanistan);
- EU Police Missions in the Democratic Republic of Congo (EUPOL DRC).

The Council Secretariat also started to compare possible mission tasks envisaged in the CHG 2008 capability planning process⁵⁵ with mission tasks set out in the Joint Actions, Concepts of Operations and Operation Plans pertaining to these missions.

The outcomes of this first reality check of the CHG 2008 capability planning process are set out hereunder.

2. CROSS-CUTTING ISSUES (HUMAN RIGHTS AND GENDER)

Human Rights and Gender issues⁵⁶ were taken into consideration in the CHG 2008 list of required capabilities, as well as in the planning for EUPOL Afghanistan, EUPOL DRC and the possible ESDP mission in Kosovo. Advisors on Human Rights and Gender were recruited to EUBAM Rafah, EUPOL Afghanistan, EUPOL DRC, EUJUST LEX and EUSEC. An advisor on children in armed conflicts was recruited for EUPOL DRC.

⁵⁵ cf. section III.2 of the present report

⁵⁶ See Annex 3, par. 4 for a list of relevant concepts on these issues.

3. AMM AND CHG 2008

In the case of the Aceh Monitoring Mission (AMM), real life operational planning was feeding into the CHG 2008 process and vice versa.

Planning for AMM was conducted over the summer of 2005, timewise largely coinciding with important CHG 2008 work, notably the establishment of the CHG 2008 list of required capabilities and the Questionnaire⁵⁷. AMM planning therefore could and did draw on CHG 2008 work. CHG 2008 planning methodology proved especially useful in the AMM context, and the CHG 2008 list of required capabilities was used as an indicative list to facilitate and accelerate establishment of mission tasks and capability requirements for the monitoring experts eventually to be deployed to AMM.

Conversely, tasks relative to the negotiations for the establishment of the Aceh Memorandum of Understanding found their way into the CHG 2008 planning process, where they resurfaced as monitoring tasks under Illustrative Scenario II. Other duties and job descriptions for AMM, especially those related to DDR, provided detailed information from which the development of CHG 2008 requirements did benefit.

To conclude: a comparison of the CHG 2008 list of required capabilities and the job descriptions issues with official calls for contributions to AMM indicates that duties envisaged in the CHG 2008 process fully cover those found in the AMM job descriptions.

4. EU BAM RAFAH AND CHG 2008

Planning for EU BAM Rafah took place in autumn 2005, when the CHG 2008 list of required capabilities was well established. EU BAM Rafah planning benefited from the CHG 2008 methodology (especially the focused option for Scenario II, but also in other scenarios containing Border Police tasks). A comparison of CHG 2008 tasks and capability requirements with actual mission planning documents and job descriptions for EU BAM Rafah shows that all mission tasks and all duties envisaged in the mission job descriptions are covered by the CHG 2008 list of required capabilities.

⁵⁷ Cf. Annex 2 to the present report for a chronological overview of milestones in the CHG 2008 capability planning process.

5. KOSOVO/AFGHANISTAN/DRC AND CHG 2008

The EU Planning Team (EUPT) for Kosovo has produced indicative but already quite comprehensive job descriptions for Rule of Law experts. Also the planning teams working on EUPOL Afghanistan and EUPOL DRC produced job descriptions for Rule of Law experts for their respective purposes. It should be noted that such job descriptions were drafted by planning teams that were not familiar with the CHG 2008 capability planning process.

Comparison indicates that at least 2/3 of these job descriptions are covered by the CHG 2008 list of required capabilities. As regards executive judges and prosecutors, a high degree of similarity between mission job descriptions and CHG 2008 requirements is obvious. However, in other Rule of Law functions there are differences, especially where mission planners call for specific tasks not identified in the CHG 2008 capability planning process.

E.g. in the Kosovo prison sector, very specific expertise in Prison Transport and Perimeter Security in high-security blocs is needed. Another area where real life needs in Kosovo went beyond scenario-based imagination is the field of property law, where a post-crisis situation is interweaved with a privatisation process and various compensation claims.

Likewise, the CHG 2008 process could not fully anticipate challenges meeting mission planners in Afghanistan .because requirements identified through the CHG 2008 planning process did not entirely coincide with requirements encountered on the ground.

In the CHG 2008 framework, capability requirements in the field of Civilian Administration (including both executive and strengthening capabilities) were based on illustrative scenarios I.A (Stabilisation and Reconstruction, including a Substitution Mission) and I.B (Stabilisation and Reconstruction). Both these illustrative scenarios were conceived on the basis of the Kosovo example and drew on real life experiences of experts, e.g. from UNMIK. EUPT Kosovo is now drawing up very similar requirements in view of the possible ESDP Kosovo mission.

Until now, no ESDP mission focusing on Civilian Administration has been launched. However, some ongoing missions like the EU Police Mission in the Palestinian Territories (EUPOL COPPS⁵⁸) and also EUBAM Rafah (Customs) as well as the possible ESDP Kosovo mission (Customs, probably Civil Registration) contain clear Civilian Administration elements.

6. CONCLUSION

The CHG 2008 process is a capability development process for ESDP action in the civilian realm. Its ultimate value depends entirely on the relevance of its outcomes for real ESDP action. A first comparison of the outcomes of the CHG 2008 capability planning process as established in July 2005 with examples of the ESDP mission reality until October 2007 indicates that the CHG 2008 process has managed to draw a reasonably accurate picture of real ESDP requirements. However, the ESDP target is constantly moving to different theatres. As ESDP ventures further afield, geographically, and diversifies in its tasks and missions, illustrative scenarios reflecting the Western Balkans do not necessarily continue to ensure an exact assessment of future civilian ESDP capability needs.

⁵⁸ This is the official codename for this mission. The abbreviation COPPS stands for: Coordinating Office for Palestinian Police Support

Concept of the Civilian Capability Management Tool

1. INTRODUCTION

The following is a short description of the Civilian Capability Management Tool, its functions and the way in which it is updated.

The Civilian Capability Management Tool is a computer platform serving two main purposes:

- Support the civilian capability development process;
- Support ESDP mission planning and preparation, notably the identification and raising of Human Resources.

The Tool is based on the CHG 2008 List of Required Capabilities and Questionnaire, existing mission-specific job descriptions and the EU Training Programme in the Field of ESDP. Its main elements are:

- Short generic descriptions of ESDP mission tasks (Catalogue of Key Tasks and Subordinated Tasks);
- Short generic descriptions of ESDP mission personnel (Catalogue of Standard Job Descriptions).

2. TOOL FUNCTIONS

2.1 Link between tasks and capabilities

The Tool connects generic ESDP mission tasks to Standard Job Descriptions. This allows the EU to assess its qualitative preparedness for civilian tasks in ESDP missions, facilitating capability improvement and development according to need. It also facilitates the identification and optimization of possible synergies with the military side, actors from the first and the third pillar, as well as with IOs, NGOs and non-EU States.

2.2 Accessibility of Standard Job Descriptions

The Catalogue of Standard Job Descriptions is divided in priority areas. These, in turn, are subdivided into categories. This ensures ready accessibility of Standard Job Descriptions and facilitates mission planning and preparation, notably the identification and raising of Human Resources required for specific ESDP missions.

2.3 Feed-back of mission-specific Job Descriptions to Catalogue and Automatic log

To facilitate the raising of personnel in view of an upcoming ESDP mission, Standard Job Descriptions can be issued, in anticipation of an official call for contributions, to notify Member States of the requirements they can expect. The Standard Job Descriptions may also be used as a first basis on which to draft mission-specific Job Descriptions for the official call for contributions.

The Tool automatically logs every step in the human resources planning process. This allows several planners, including those in remote locations, to communicate in real time and work coherently, avoiding overlap. It also allows concurrent capability planning for several missions, using the Tool as a single platform.

Once a mission-specific Job Description is officially issued with a call for contributions, the Tool memorizes it alongside the parent Standard Job Description on which it was based. This creates a matrix of job descriptions and missions, which is continuously updated in real time. This matrix facilitates systematic consultation, per mission as well as per job type, of the archive of job descriptions issued for previous missions, and possible periodic updating of the Standard Job Descriptions themselves.

2.4 *Link between training and recruitment*

The Tool imports relevant information from the ESDP Training Programme⁵⁹, linking it with the appropriate categories in the Catalogue of Standard Job Descriptions. This facilitates targeted training of prospective civilian ESDP mission personnel in specific categories, focused assessment of training effectiveness and, eventually, targeted development of new training opportunities. Systematic indication of training opportunities in a recruitment context is expected to stimulate the development of national ESDP expert pools in specific sectors.

3. SUSTAINABILITY OF THE TOOL

For the tool to be sustainable, it should be periodically updated. Such update should be governed by a future civilian ESDP capability planning process. In any case, update of the tool should be driven by:

- Lessons learned from EU civilian (and military) crisis management missions and exercises;
- EU policy/concept/doctrine development;
- Informed assessments of the geopolitical environment.

If a new ESDP mission task is identified that essentially differs from any of the task descriptions contained in the Catalogue of Key Tasks and Subordinated Tasks, the Catalogue should be updated by introducing the newly identified task upon Member States' approval.

The updated Catalogue of Tasks, including newly identified tasks, should be matched with the existing Catalogue of Standard Job Descriptions. If no existing Standard Job Description matches a newly identified task, the Catalogue of Standard Job Descriptions should be updated, e.g. by including a new Standard Job Description in the Catalogue.

⁵⁹ The EU Training Programme in the field of ESDP lists training offered at EU / Community level as well as training offered by Member States that is open to participation from other Member States. This programme is updated yearly (cf. doc. 5565/07 for its most recent version).

The link between the Tool and the training programme should be updated yearly by simply checking the coded link between courses offered and personnel categories possibly concerned by these courses.

Member States should be periodically notified of new capability requirements and be invited to indicate potential availability of the capabilities required.

Work on Training (in Parallel to the CHG 2008)

The main milestones of the work on training conducted in parallel to the CHG 2008 process were, in chronological order:

- State of play and future challenges for training in civilian crisis management (doc. 12766/1/05)
- Future training needs for personnel in civilian crisis management operations - Information note from the Secretariat (doc. 10752/1/06)⁶⁰
- Future training needs for personnel in civilian crisis management operations (doc. 10825/06)
- CIVCOM advice on the Report from the training workshop "Future training needs for personnel in civilian crisis management operations" held in Brussels on 19-20 October 2006 (doc. 16849/06).
- It is furthermore noted that Phase IV of the *European Community Project on Training for Civilian Aspects of Crisis Management* coincided time-wise with the CHG 2008. The CRT Training Courses were organised and financed in the framework of this project (see also sections III.3 and IV.5 of the present report).

⁶⁰ A training needs analysis was also carried out as part of the Kosovo mission planning.