



**COUNCIL OF
THE EUROPEAN UNION**



Council Conclusions on ESDP

*2831st EXTERNAL RELATIONS Council meeting
Brussels, 19-20 November 2007*

The Council adopted the following conclusions:

"ESDP Operations and Missions"

EUFOR Tchad/RCA

1. Following the unanimous adoption of UN Security Council Resolution 1778 (2007), which approved the deployment in Chad and the Central African Republic of a multidimensional presence and authorised the EU to provide the military element of it, the EU decided to take action. The operation EUFOR Tchad/RCA is taking place in the framework of a comprehensive EU effort to facilitate a long lasting solution to the conflict in Darfur and to promote regional stability.
2. The deployment of EUFOR Tchad/RCA is a concrete expression of the EU's comprehensive commitment to actively work for the improvement of the security situation in Eastern Chad and North-Eastern Central African Republic, by contributing to the protection of refugees and IDPs, facilitating the delivery of humanitarian assistance, helping to create the conditions for displaced people to return to their places of origin voluntarily, as well as contributing to ensure the United Nations Mission in the Central African Republic and Chad (MINURCAT) security and freedom to operate.

P R E S S

3. The Council recalls the appointment of General Patrick Nash as Operation Commander and supports his efforts to complete the operational planning phase for a bridging military operation in Eastern Chad and North Eastern Central African Republic (EUFOR Tchad/RCA) in the framework of the European Security and Defence Policy, for a period of one year from the date that its initial operational capability is declared. EUFOR Tchad/RCA is neutral, multinational and independent and deployment has been welcomed by both the Governments of Chad and of the Central African Republic.
4. The Council emphasised that the planning of the operation is taking place in full coordination with the UN and in consultation with African partners.
5. Non-EU European NATO members and other countries which are candidates for accession to the EU have been informed on the EU intentions concerning the operation from the earliest stages of Council discussions, by means of SG/HR letters and through exchanges of views in meetings with the PSC. Other third States, including European partners, received information from the Council Secretariat, as appropriate. The Council looked forward to third States contributions to the operation.
6. The Council welcomed the Commission's intention to contribute substantially to the UN programme for the establishment of the UN Police force, and, following the requests made by the governments of Chad and the Central African Republic, to implement transitional programmes of recovery and rehabilitation covering reconciliation oriented activities, support to the voluntary return of IDPs and to the rehabilitation in their places of origin, and support to local governance.

Civil-military supporting action for AMIS in Sudan/Darfur

7. The EU reaffirmed that it strongly supports the United Nations (UN) and the African Union (AU) ongoing efforts to solving the conflict in Darfur within a comprehensive and regional approach and welcomed the setting up of the UN/AU hybrid operation in Darfur (UNAMID).
8. The Council noted that it is crucial that AMIS receives the support it needs from the international community to enable it to carry on its mission during the transition to UNAMID. In this context, the Council reaffirmed the EU's intention to ensure the continuation of its current support to AMIS, up to the transfer of authority to UNAMID.

RD Congo

9. The Council noted that the re-launching of the disarmament, demobilisation and reintegration process, stalled since December 2006, did not materialise during the last 6 months. The Council therefore encouraged all involved actors to make every effort to surmount current obstacles and find solutions enabling, in particular, the completion of the demobilisation process.

10. Further progress in security sector reform (SSR) remains necessary to reach a sustainable stability in the Democratic Republic of Congo. Whilst the security concerns in the East of the country require immediate attention, in-depth reforms across the whole security sector (defence, police, justice) should remain a priority in order to allow a long-term stability and return to normality. Improved security conditions, as well as the implementation of national development strategies, continue to be essential to restoring confidence among economic actors and investors.
11. Concerning the reform of the defence sector, the Council underlined the importance of elaborating a detailed concept for the future armed forces that is sustainable. In the field short-term reconstruction of the defence sector, short term priorities should be implemented taking into account the broader requirements for reforming the defence sector as identified by the Congolese authorities assisted by their partners, in particular the ESDP mission EUSEC RD Congo.
12. The Council recalled its support to the work conducted by EUSEC RD Congo.
13. EUPOL RD Congo, the new ESDP police mission and its interface with justice sector, took over from EUPOL Kinshasa, which was successfully concluded on 30th June 2007. The Council noted that the mission is assisting the Congolese authorities in the reform and restructuring of the “Police Nationale Congolaise”, and in the improvement of the overall functioning of the criminal justice system, through a justice interface. The Council expressed its appreciation for the fact that the mission is also contributing to the overall efforts in support of the Security Sector Reform (SSR) in DRC, in close coordination with the other actors engaged in SSR, especially the other ESDP mission EUSEC RD Congo and the European Community activities. The Council further urged the Congolese authorities to move forward on reform of the police and of the justice system.

Guinea Bissau

14. The Council noted that, following an initial joint Council-Commission information gathering mission in May 2007 to Guinea Bissau, consideration has been given to a possible option for an ESDP advice and assistance mission consisting of a small number of civilian and military technical experts in support of the national Security Sector Reform process. The Council considered that an ESDP action in the field of Security Sector Reform in Guinea Bissau would be appropriate, in coherence with and complementary to European Development Fund and other Community activity. The Council welcomed the progress on planning, including the elaboration of the draft General Concept following a Fact Finding Mission that took place in mid-October.

EUPOL AFGHANISTAN

15. EUPOL AFGHANISTAN, launched on 15th June 2007, aims at contributing to the establishment under Afghan ownership of sustainable and effective civilian policing arrangements that ensure appropriate interaction with the wider criminal justice system. Furthermore the Mission supports the reform process towards a trusted and efficient police service which works in accordance with international standards, within the framework of the rule of law and respect for human rights. The Council noted that the Mission is currently in a build-up phase and will reach its full operational capability by March 2008.

BiH (Operation ALTHEA)

16. The Council welcomed the successful reconfiguration of Operation Althea in Bosnia and Herzegovina (BiH). The force now numbers some 2500 troops on the ground, backed up by over-the-horizon reserves. The Council welcomed the contribution of the European Gendarmerie Force to the Integrated Police Unit of Operation Althea. While noting that the security situation remains stable, the Council follows with concern recent political developments in BiH. The Council reiterated that EUFOR continues to provide reassurance and remains ready to respond to possible security challenges throughout the country. The Council welcomed the continuing excellent co-operation between the various EU actors in the field. It noted that co-operation with NATO in respect of Operation ALTHEA continued to work well.
17. The Council reiterated that, as part of the EU's overall engagement in BiH, the EU would retain a military presence in the country for as long as necessary in order to continue to contribute to the maintenance of a safe and secure environment.

EUPM

18. The EU Police Mission in Bosnia and Herzegovina (EUPM) has made progress in developing sustainable policing arrangements under BiH ownership in the past years. Its aim, through mentoring, monitoring and inspecting, is to establish in BiH a sustainable, professional and multiethnic police service operating in accordance with European and international standards. Considering that, at the end of EUPM's second mandate, the desired end-state will not have been fully reached the Council has decided to extend the Mission until the 31st December 2009.

EUPT Kosovo

19. The Council welcomed the progress made in planning for a possible ESDP Rule of Law Mission in Kosovo. The Council decided the extension of EUPT's mandate until 31st March 2008.

EUPOL COPPS

20. The Council confirmed its support to the Palestinian Civil Police (PCP) through the reengagement of the EUPOL COPPS. The main goal of this mission is to contribute to the establishment of sustainable and effective policing arrangements under Palestinian ownership in accordance with best international standards. The Council calls on Israel to provide accreditation to the Mission without delay.

EUBAM Rafah

21. The Council reiterated its commitment to the EU Border Assistance Mission for the Rafah Crossing Point (EUBAM Rafah), to the Agreements concluded and to the region, in particular the Gaza population. It underlined the importance of the implementation of the Agreement on Movement and Access by all parties. The Council noted that the Mission, despite the closure of the Rafah Crossing Point since 14 June 2007, preserves its operational ability to redeploy at short notice.

EUJUST LEX

22. The EU has been contributing towards strengthening the rule of law in Iraq and promoting human rights through its Integrated Rule of Law Mission for Iraq (EUJUST LEX) since July 2005, by providing training courses and work experience secondments in EU member States for senior Iraqi police, judicial and penitentiary personnel. The Council welcomed the extension of EUJUST LEX, which will continue its work in partnership with Iraqi Authorities and international bodies, until 30th June 2009.

Military Capabilities

23. The Council noted with great satisfaction the progress made in implementing the qualitative approach to the EU military capabilities development process in the framework of the Headline Goal 2010.
24. The Council approved the Progress Catalogue 2007 (PC07). This catalogue is based on the requirements set in the Requirements Catalogue 2005 (RC05) and on Member States scrutinised contributions for 2010 gathered in the Force Catalogue 2007 (FC07). In addition to a broad confirmation of the findings of the Helsinki Progress Catalogue (HPC03), it provides a structured assessment of capabilities and offers a systematic evaluation of the identified capability shortfalls. The most critical shortfalls relate to the areas of force protection, deployability and information superiority. In addition, PC07 presents an expression of potential operational risks for ESDP operations with an initial orientation based on the severity of the impact of the capability shortfalls. It concludes that the EU can conduct the full spectrum of military ESDP operations within the parameters of the Strategic Planning Assumptions, with different levels of risk caused by the recognised shortfalls.
25. The Council urged taking forward the follow-on work recommended in PC07, including the need for additional information on ongoing plans and initiatives. It encouraged Member States to undertake the appropriate actions in order to address the identified capability shortfalls, including through good use of opportunities for co-operation aiming at improving the EU's capability to act and the European Defence Agency (EDA) to continue being actively involved in capability development in close cooperation with the EU Military Committee (EUMC).
26. The Council noted that the PC07 and the follow-on work on prioritisation will be used as a significant input to the Capability Development Plan (CDP), which participating Member States are elaborating through the European Defence Agency (EDA) and the EU Military Committee (EUMC). The Council welcomed the active co-operation between the EUMC and the EDA, particularly their joint effort aiming at supporting the development of the Capability Development Plan as a tool to orientate the Member States in their investments to improve their military capabilities.
27. The Council looked forward to a possible way ahead to be agreed by the end of 2007 for the remaining European Capabilities Action Plan Project Groups, including their deliverables.

28. The Council recognised the continued need for cooperation between EU and NATO at different levels, including on issues of military capability development. The EU-NATO Capability Group continued to provide a forum for exchanging information on the development of military capabilities in the EU and NATO where requirements overlap. All Member States were informed of these issues. The Council welcomed that, at the initiative of the Presidency, the PSC had concluded work on finding ways to improve the modalities of functioning of the Capability Group, while noting that the participation of all EU Member States to the Group would further facilitate the exchange of information between the two organisations in the domain of military capabilities.
29. The Council noted the work on Information Exchange Requirements (IER), including a Global Overview and a Roadmap noted by the PSC in July 2007, aimed at defining operational requirements for exchanging information between all entities, both civilian and military, that may interact in support of ESDP operations with a view to a comprehensive approach. All stakeholders are encouraged to take forward work on identifying an agreed set of IER in close co-ordination with the work undertaken on the Network Enabled Capabilities (NEC), for consideration by the Council bodies, including the PSC.

EUMS ability to conduct planning at the strategic level

30. The Council welcomed the report by the SG/HR on the EU Military Staff's ability to conduct planning at the strategic level for EU-led operations, as requested by the Council in May 2007, and approved the recommendations to implement, as a package, the four measures, together with the actions identified in the military advice.
31. The Council will revert to this issue as soon as practicable during the course of 2008, including the need for any additional personnel, on the basis of an evaluation of the effectiveness and efficiency of the implementation of the measures and actions in responding to the Council request to the SG/HR.

EU Operations Centre

32. The Council noted with satisfaction that the EU Operations Centre, which reached operational capability on 1 January 2007, has been successfully activated for the first time during MILEX 07 in June 2007. It welcomed the initial lessons learned and looked forward to the subsequent identification of possible actions to be taken for improving this capability, taking into account the impact of the activation of the Operations Centre in the daily work of the EUMS, the weaknesses of the EU Operations Centre manning model and the SG/HR report on the military strategic planning capacity of the EUMS, as appropriate.

Rapid Response

33. The Council noted work on a possible revision of the EU Military Rapid Response Concept, from a joint perspective and following a comprehensive approach to crisis management, bearing in mind the EU's level of ambition as laid down in the Headline Goal 2010 process. This review shall be concluded in 2008. It will take due account of the Battlegroup concept and the ongoing work on the Maritime Rapid Response and Air Rapid Response Concepts. The aforementioned concepts have to be coherent with the overarching EU Military Rapid

Response Concept. The revised EU Military Rapid Response Concept should be tested and exercised.

34. The Council welcomed the outcome of the Battlegroups Co-ordination Conference (BGCC) on 11 October, where Member States have committed the required Battlegroup packages up to and including first semester 2010. The period is further consolidated by confirmation of the EL-BG-RO-CY Battlegroup. The Council encouraged volunteering Member States to make new offers at next BGCC in April 2008 and fill in particular the vacant slot in second semester of 2010. The Council looked forward to suggestions on standardisation in support of Member States-led preparatory activities, based on a methodology and a roadmap which were agreed by the EUMC in October.

Civilian Capabilities

35. The Council welcomed the adoption of the Civilian Headline Goal 2010 and underlined the importance placed on continuing to develop the civilian crisis management capabilities, in particular to strengthen internal EU co-ordination. It expressed satisfaction for the successful conclusion of the Civilian Headline Goal 2008 as part of the further operational development of ESDP. It endorsed the Policy Paper on a Civilian ESDP Capability Planning Process. The Council also endorsed the Ministerial Declaration of the Civilian Capabilities Improvement Conference 2007.
36. The Council expressed satisfaction for the progress made in the implementation of the Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management, and in particular the establishment of the Civilian Planning and Conduct Capability.

EDA

37. The Council noted the report by the Head of the Agency of its activities and welcomed the results achieved, in particular in the areas targeted in the Council Guidelines for the EDA's work in 2007. The Council approved the guidelines for the Agency's work in 2008.
38. The Council noted with satisfaction the results achieved in developing long-term strategies:
 - continued progress on the elaboration of a Capability Development Plan, with agreement on a Methodology and a Roadmap for this purpose. The CDP will aim at identifying priorities for capability improvement and at bringing out opportunities to pool resources and to cooperate. More particularly, decisive progress was made on the two strands under the Agency's lead: work on the identification of longer-term trends beyond the Headline Goal 2010, and collection of pMS' national plans and programmes in a common database in view of identifying early opportunities for collaboration;

- implementation of the strategy for developing a European Defence Technological and Industrial Base (EDTIB), with agreement on roadmaps including clear milestones (on issues such as ensuring Security of Supply, increasing competition and cooperation, identifying the key industrial capacities to develop or preserve in Europe, etc);
 - adoption of a Framework for developing a European Defence Research and Technology (EDRT) strategy by the Steering Board on 19 November;
 - agreement on enablers for enhancing cooperation to underpin the Armaments strategy to be developed in 2008.
39. Furthermore, the Council encouraged the EDA to consider opportunities for proposing the establishment of cooperative armament programmes.
40. The Council also welcomed the progress made in a number of policies, programmes/projects and initiatives:
- generally effective functioning of the regime on defence procurement - operated through the Electronic Bulletin Board, with a good degree of transparency among subscribing Member States. The Council underlined the importance of ensuring that more cross-border contracts are awarded;
 - adoption by the Steering Board in National Armaments Directors' formation of a Code of Conduct for promoting transparency and encouraging coordination of investments in the field of defence test and evaluation facilities, in order to improve cooperation among pMS and reduce overcapacities;
 - successful implementation of the first Defence Research and Technology Joint Investment Programme, in the area of Force Protection – with five proposals already selected by contributing Members for contracting;
 - continued progress towards the identification of common defence capability requirements in association with the competent Council bodies, in particular in the area of Network Enabled Capabilities (NEC); Operational Intelligence (installation of the Tactical Imagery Exploitation Station - TIES - demonstrator at the EU Satellite Centre); 21st Century Solder Systems (agreement on a new category B programme for Combat Equipment Dismounted Soldier); strategic transport (work initiated to identify solutions for improving the future capability of the EU);
 - the approval by the Steering Board of collective benchmarks regarding expenditures on equipment procurement and defence research and technology, including European collaborative expenditures. These benchmarks can be used for national target setting, on a voluntary basis and without timelines.
41. The Council noted with interest the Agency's efforts to seek synergies between military and civilian activities, in consultation and coordination with the European Commission (in relation to its research activities), especially in the areas of SDR (ongoing efforts to develop a next-generation SDR system), UAV (initiated work on their Insertion in General Air Traffic) and Maritime Surveillance.

42. The Council invited the Agency to continue their support for collecting the IER (Information Exchange Requirements) for ESDP operations.

Exercises

43. The Council welcomed the preparatory work undertaken for the EU crisis management exercise to be held in 2008 (CME 08), which provides a good opportunity to exercise and evaluate a range of EU crisis management structures, procedures and consultations arrangements in the context of a crisis management operation without recourse to NATO common assets and capabilities. This exercise is undertaken with a view to improving the EU capacity, including the EU decision-making process, to manage crises with civilian and military instruments, including their coordination within the EU. The EU OHQ for this exercise will be at Mont Valérien and will be provided by France. This will be the first time that the Civilian Planning and Conduct Capability will be participating in an exercise.
44. The Council welcomed the successful conduct of the EU military Exercise 2007 (MILEX 07). This second EU military exercise took place from 7 to 15 June 2007 and focused mainly on the interaction between the EU Operations Centre in Brussels and the EU Force Headquarters in Enköping, provided by Sweden.
45. The Council welcomed the preparatory work undertaken for the EU Military Exercise to be held in 2008 (MILEX 08), focusing on military aspects of crisis management at the military strategic and operational level for an envisaged EU-led crisis management operation without recourse to NATO common assets and capabilities. The OHQ for this exercise will be at Rome, and will be provided by Italy.

Human Rights Issues and Gender Issues

46. The Council welcomed the fact that Human Rights issues and Gender issues continued to be systematically included in the planning and conduct of all ESDP operations, and subsequently evaluated in the lessons learned process. It recalled the importance of Human Rights issues and Gender mainstreaming and called for reinforcement of efforts in the implementation of UNSCR 1325 and UNSCR 1612 and relevant EU documents on human rights issues and gender issues in ESDP, particularly with a view to achieving more concrete progress in this field on the ground.
47. The Council also called for closer co-operation on these issues with EU Special Representatives (EUSRs), whose mandates now contain specific provisions to address Human Rights issues and Gender issues. The Council recalled its invitation to Member States in this context to nominate more female candidates for CFSP/ESDP senior management positions, including for EUSRs as well as for ESDP missions and operations in general.

EU-UN

48. The Council welcomed recent steps to ensure greater mutual understanding of the decision-making and planning processes of the EU and UN, in particular the ongoing implementation of the Joint statement on UN-EU Co-operation in Crisis Management signed on 7 June 2007.

49. Furthermore, the Council welcomed the continued close co-operation between the EU and the UN regarding support to the AU Mission in Darfur, Sudan (AMIS), including the ongoing implementation of the UN support package to AMIS and the transition to a hybrid mission (UNAMID). The Council acknowledged that this close co-operation will also be of crucial importance in the context of EUFOR Tchad/RCA.
50. The Council repeated that the EU is committed to further strengthening co-operation with the UN on crisis management, building in particular on experience gained so far and, in this context, welcomed recent high-level dialogue between them. The Council expressed its intention to further enhance regular political dialogue and exchanges of views between senior officials and experts, including in the area of SSR.

EU/AU Cooperation - Strengthening African Capabilities

51. The Council reaffirmed the importance it attaches to cooperation with African partners in the framework of the EU-Africa Strategic Partnership, and underlined its wish to see its further development in the context of the forthcoming EU-Africa Summit to be held in Lisbon on 8 and 9 December. One of the main objectives of this strategy will be to promote peace, security, sustainable development, democratic governance and human rights, and regional and continental integration in Africa. The Council welcomed the forthcoming opening of the EU delegation to the African Union, which will be an important step to achieve the EU's comprehensive policy objectives in relation with the AU.
52. The Council encouraged all stakeholders involved in the Action Plan on strengthening the partnership between Africa and the EU in the field of African capabilities for the prevention management and resolution of conflicts, adopted by the Council in May 2007, to make all necessary efforts with a view to its effective and timely implementation. This includes the development of EURO RECAMP, which will play a key role in the implementation of the African Standby Force (ASF) Training Plan. The EURO RECAMP cycle will focus on the development of the AU Peace Support Operation Department capacities and will provide a Command Post-Exercise in 2010 at a continental level in order to support the AU review process of the ASF.

Mediterranean Partners

53. The Council welcomed further enhancement of the dialogue and co-operation among the Euro-Mediterranean Partners on ESDP. Ministers of Defence at their informal meeting in Évora on 28-29 September discussed the co-operation with Mediterranean partners on ESDP and were briefed on the multilateral co-operation in the framework of the "Initiative 5+5", presented to them at a session involving Ministers for Defence from Algeria, Libya, Mauritania, Morocco and Tunisia. Under the aegis of the European Security and Defence College, a special edition of the ESDP Orientation Course with a specific focus on ESDP and security in the Mediterranean area (Barcelona process' new challenges, instability and threats to security in the Mediterranean area, transnational communities and security in the Mediterranean area) was co-organised by Cyprus, France, Greece, Portugal, Slovenia and Spain, with the support of Italy, in Brussels from 5 to 9 November, involving participants from Mediterranean partners. "

