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COVER NOTE

From: : European External Action Service (EEAS)
To: : Political and Security Committee (PSC)
Subject : Multi-annual Civilian Capability Development Plan

Delegations will find attached the multi-annual Civilian Capability Development Plan, with EEAS (2012) reference number 01186. This document was finalized by CIVCOM on 2 July 2012.

PSC is invited to agree the Multi-annual Civilian Capability Development Plan.

Encl.: EEAS (2012) document 01186.

EUROPEAN EXTERNAL ACTION SERVICE



**Crisis Management and
Planning Directorate (CMPD)**

Brussels, 6 July 2012

EEAS (2012) 01186

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Multi-annual Civilian Capability Development Plan

1. INTRODUCTION

1.1. Executive Summary

Civilian missions have been essential instruments in our comprehensive approach from the start of the Common Security and Defence Policy (CSDP) until now. There have been numerous successes (for example in Aceh, Georgia and Kosovo). New challenges lie ahead of us. In the eyes of the world, Europe has become a producer of security rather than a consumer of it. We have established ourselves as a global actor in peacekeeping and must continue to play that role. The full commitment to maintain the current engagement to the ongoing CSDP missions and operations as well as the recent events in the EU's southern neighbourhood and developments in Africa are forceful reminders that the EU continues to need sufficient civilian capabilities to address crisis management challenges, and that these capabilities might need to be deployed rapidly.

In reply to a Council tasking of December 2011, the European External Action Service (EEAS) has now established a multi-annual work programme, building on the work conducted under the two Civilian Headline Goals, to harness the many workstrands for development of civilian capabilities and structure a sequence of reporting and political guidance. It consists of a stable framework called Civilian Capability Development Plan, and Lines of Action for 2012-2013, presented separately. The Civilian Capability Development Plan constitutes the lasting framework for CSDP civilian capability development. It has four interlinked drivers:

- EU Ambitions;
- Capability Trends (operational & long term);
- National Strategies;
- Lessons Learned with consequences in the realm of capabilities.

This set-up has the advantage that it can accommodate modifications deriving from changes in ambitions, strategic context, operational feed-back and other variables, whilst offering a stable and sustainable environment for the development and planning of civilian CSDP capabilities. The Civilian Capability Development Plan, being modelled on the military Capability Development Plan (CDP) managed by the European Defence Agency (EDA), is conducive to the identification of civil-military synergies in CSDP capability development. For its conduct, it draws on existing supporting tools such as the Shared Civilian and Military Lessons Database, the Goalkeeper software environment and the CDP software developed by EDA.

1.2. Strategic Background

1.2.1. Civilian crisis management in perspective

Over the last ten years, the trend in international crisis management has been one of increasingly complex missions deployed ever further afield in often hostile environments. Emphasis is increasingly placed on post-conflict reconstruction and other forms of crisis management conducted with civilian instruments. As communities emerge from conflict, they often face a critical shortage of capacities needed to secure a sustainable peace — the core capacities to run a government, to re-establish institutions of justice, to reintegrate demobilizing fighters, to revitalize the economy, to restore basic health and education, and many more. The range of issues addressed is growing, as does the number of emerging crises. The full commitment to maintain the current engagement to the ongoing missions and operations under the Common Security and Defence Policy (CSDP) and the recent events in the European Union's southern neighbourhood and developments in Africa are forceful reminders that the EU continues to need sufficient civilian capabilities to address crisis management challenges, and that these capabilities might need to be deployed rapidly.

From the start of CSDP, civilian missions have been essential instruments in the EU's comprehensive approach to crisis management. During nine years, EU civilian personnel have been deployed in a variety of theatres, substantially contributing to a range of crisis management activities in the broad framework of reforming the security sector and rebuilding state structures in post-conflict situations. There have been numerous successes: for example the Aceh Monitoring Mission (AMM), where EU monitored and implemented a peace agreement, the European Union Monitoring Mission (EUMM) in Georgia, where EU managed to deploy in a short period 200 observers on the Administrative Boundary Lines between Georgia and the breakaway regions of South Ossetia and Abkhazia, and in the European Union Rule of Law Mission (EULEX) in Kosovo, where EU is helping to bring police, judiciary and customs up to international standards.

1.2.2. Evolving structures

The European External Action Service (EEAS) has a real potential of enhancing the coherence and coordination of EU external action, including CSDP, and thus of enhancing our effectiveness in the world. It represents a real opportunity to bring together the skills and knowledge of Member States, the Council and the Commission. However, in doing so we should also take into account the external aspects of EU internal security. Within the framework of the Lisbon Treaty's implementation, and with due respect to the respective competences of the EU institutions, enhanced coherence between the fields of CSDP and the area of Freedom, Security and Justice (FSJ) is needed to overcome legal and institutional divides both at EU and national level. The establishment of the EEAS is therefore of great importance, not only to the Member States' Ministries of Foreign Affairs, but also to all national Ministries with stakes both in the area of FSJ and in civilian crisis management under CSDP.

It needs to be clearly recognized that the respective realities underpinning the development of civil and military capabilities are of a radically different nature. The EU military side is able to draw on long-standing capability development experience whereas on the civilian side such experience is less deeply engrained. Civilian capability development involves several Ministries/Services at national level whereas, conversely, military capability development generally involves only the Ministry of Defence. Consequently, these developments are subject to different political considerations, and rely on different support structures and budget lines. Especially for the multifaceted civilian area with its many national stakeholders, political awareness and commitment by all ministerial and senior stakeholders is essential. An important role for Member States in civilian crisis management is to improve and streamline, at national level and - in full respect of national competences - as much as possible also at EU level, mechanisms and procedures to recruit personnel from among volunteers, provide incentives, facilitate the release of personnel leaving on mission and offer promising career perspectives to those returning. The EU from its side should constantly work to raise the awareness of these issues with all the different Authorities in Member States, and ensure transparent recruitment and good working conditions in missions. Only the coordinated effort of EU institutions, Member States, national Ministries and also relevant non-governmental sectors of society working in unison can bring sustainable success to the EU, especially in an environment where different international actors compete for scarce personnel.

1.2.3. Challenges and expectations

Increasingly, the provision of qualified civilian personnel to CSDP missions is proving a challenge and in the current economic recession is likely to continue to do so. However, the EU has established itself as a global actor in peacekeeping and must continue to play that role. Our means enable us to spread the values and principles that inspired the creation of our Union. Indeed, the international community has a firm expectation that we will do so. Europe is regarded as a principal partner in seeking global and economic security, and will remain so for the foreseeable future. In the eyes of the world, Europe has become a producer of security rather than a consumer of it. The EU's international partners assign particular value to the civilian dimension of its crisis management activities. The EU has a unique asset here, which it should keep and develop further. Because the civilian crisis management efforts under CSDP are set to continue, the demand for deployable civilian experts will remain high, not only for crisis response but also, increasingly, for crisis prevention. We should therefore recognize the advantages enhanced cooperation can bring us now, in particular where economies can be made, but we should also look beyond current budgetary constraints and prepare our systems for when the recovery gets going and resources become available again.

Our increasingly complex CSDP missions call for greater specialisation and agility and ever more effective ways of interacting with host countries and partners. Much work has already been done in assessing the specific needs of civilian crisis management under CSDP. Over the years the emerging needs of our CSDP missions have required the development of new civilian skills and capabilities. The development of the Civilian Response Teams and the pool of Security Sector Reform experts (though this latter not purely civilian) have also allowed a more divergent and at the same time more targeted response to crisis management. More effective recruitment processes are needed, including for management positions. The implementation of innovative supporting tools that are being developed, such as the Goalkeeper software environment, will allow us to expedite and rationalize training, recruitment and deployment, with an eye to improving further the staffing of our civilian missions.

1.2.4. Persisting shortfalls

Civilian capability development conducted in the framework of the Civilian Headline Goals 2008 and 2010 has been productive, but more needs to be done to address persisting shortfalls. An updated inventory of potentially available experts and niche capabilities in Member States should enhance our insight in the real capabilities the Union can currently field and help us direct further action to improve these capabilities where needed. Indeed, maximizing the existing resources is an important objective for the EU. By exploiting our innovative tools and approaches to the fullest, we must reinforce the link between training and recruitment, and foster synergies within the CSDP framework and possibly beyond at all levels. There is scope for the development of dedicated training modules, for example in the area of mentoring, monitoring and advising - key tasks in the majority of our civilian CSDP missions. There is room for the enhancement of interoperability, firstly among Member States but also in reaching out to our partners in the international arena, especially the United Nations. The new EU senior mission leadership course is modelled on the leadership courses of the UN with exactly that objective in mind. In order to improve the performance of CSDP missions and operations, their outcomes should be evaluated through benchmarking, impact assessment, identifying and implementing lessons learned and developing best practices for effective and efficient CSDP action. Lessons should also address aspects relating to human rights, gender and children affected by armed conflict from the early planning of CSDP missions and operations, during their conduct as well as in the subsequent evaluation processes. The Shared Civilian-Military Lessons Database that was recently launched is an important instrument to facilitate such processes and will also help to ensure that findings are not lost but feed back into our structures, driving further development and improvement. Furthermore, in the overall EU framework, concepts continue to be particularly important to foster a common understanding of issues to be addressed, in capability development and training as much as in the planning and conduct of missions.

1.2.5. Enduring commitment

The Lisbon Treaty reconfirms the Member States' determination to foster action by the EU on the international scene that is "guided by the principles which have inspired its own creation, development and enlargement, and which it seeks to advance in the wider world: democracy, the rule of law, the universality and indivisibility of human rights and fundamental freedoms, respect for human dignity, the principles of equality and solidarity, and respect for the principles of the United Nations Charter and international law."¹ Upon its entry into force, Member States have repeatedly made important contributions to stimulating the agenda for the development of Common Security and Defence Policy, including with a view to strengthening military and civilian capabilities in Europe. All this clearly shows that, notwithstanding the economic recession, Member States continue to dedicate much energy and many resources to the Common Security and Defence Policy.

In 2004 and 2007 respectively, the Civilian Headline Goals 2008 and 2010 articulated our ambition with regard to the necessary civilian capability to respond effectively to civilian crisis management, providing a framework that allowed Ministers and all competent Council bodies to keep track of the work conducted and to provide guidance as needed.² But despite considerable progress, persistent shortfalls in civilian capabilities still need to be addressed at both national and EU level. Member States have done much to facilitate the deployment of civilian capabilities to CSDP missions, but much also remains to be done. Most Member States do not have training institutions specifically dedicated to the training of civilian crisis management personnel. The need for many Member States to address issues such as national regulations, rosters and budget lines more structurally still exists, as does the need for the EU to continue to assist Member States in improving this situation. At EU side, structures are continuously under development. Also, as the body of our crisis management experience continues to grow, our capability requirements continue to evolve over time, both in quality and in quantity.

¹ Art. 21, Treaty on European Union

² See respectively:

- Civilian Headline Goal 2008 (doc. 15863/04);
- New Civilian Headline Goal 2010 (doc. 14823/07).

1.2.6. The next phase

In consideration of all the above, the Council decided to extend implementation of the Civilian Headline Goal beyond 2010.³ The Council provided further political impetus to the process on 1 December 2011 by stressing "the importance of strengthening and sustaining the efforts for the civilian capability development, in particular in the context of current financial constraints, building on the work conducted under the two Civilian Headline Goals and in synergy with other EU instruments, with a view to responding more rapidly and effectively to crisis management tasks". The Council then also invited the High Representative "to propose a multi-annual work programme in this regard".⁴

Such a multi-annual work programme for CSDP civilian capability development is only conceivable if it takes account of the fact that the Council, on the same occasion, has reiterated, "[in] the context of a growing demand for the European Union to become a more capable, coherent and strategic global actor, [...] the continuing need for a comprehensive approach that increasingly mobilises the different tools at the EU's disposal as part of a coherent and effective strategy to achieve the EU's objectives." The Council has also stressed "the importance of fully exploiting the wide variety of existing national and EU resources, maximising synergies and strengthening cooperation".⁵

The EEAS in response to above Council tasking issues the current Civilian Capability Development Plan, combined with action lines for civilian capability development under CSDP in 2012-2013, which are presented separately. With this Plan, we enter a new phase in civilian capability development.

³ EU civilian and military capability development beyond 2010 (doc. 17208/1/10 REV 1).

⁴ CSDP - Council Conclusions (doc. 17991/11). On the work conducted under the two Civilian Headline Goals, see: Final Report on the Civilian Headline Goal 2008 (doc. 14807/07) and Final Report on the Civilian Headline Goal 2010 (doc. 16817/10).

⁵ Ibid.

1.3. Presentation

The Civilian Capability Development Plan (i.e. the present document) constitutes the lasting framework for CSDP civilian capability development. It is structured in such a way that periodic modifications deriving from changes in ambitions, political-strategic context, operational feed-back and other variables can be easily incorporated without upsetting the Civilian Capability Development Plan and its multi-annual conduct. This should ensure that the Civilian Capability Development Plan remains a stable and sustainable environment for the development and planning of civilian CSDP capabilities.

Specific action lines for CSDP civilian capability development in the timeframe 2012-2013 are issued in parallel in a separate document with an eye to ensuring their natural transition into the Civilian Capability Development Plan during its set-up and kick-off phase. As set out below (see paragraph 2.3.5.), action lines for CSDP civilian capability development may be updated periodically to reflect variables.

2. CIVILIAN CAPABILITY DEVELOPMENT PLAN

2.1. Aim

One of the main findings of the work conducted under the two Civilian Headline Goals is that "sustainable capability development cannot be achieved in a short-term, case-by-case approach. Long-term structural solutions can only be achieved through an agreed, well-structured process."⁶ Accordingly, the aim of the Civilian Capability Development Plan is to establish a lasting framework for CSDP civilian capability development, taking into account the experiences with the conduct of CHG 2008 and CHG 2010, with a view to enabling the EU to respond more rapidly and effectively to crisis management tasks.

A stable Civilian Capability Development Plan improves cooperation between Member States' authorities and the EEAS in the field of civilian capability development. It also allows better to exploit possible synergies with the EU military, the capabilities available to the European Commission, non-EU States, International Organizations and non-State actors, and a more rational use in civilian capability development of important supporting tools developed over the years, such as the Goalkeeper software environment and the Shared Civilian and Military Lessons Database, as well as software built by the European Defence Agency (EDA). It also allows better management of the cycle of reporting and guidance at political level.

Furthermore, by drawing together existing and future lines of action in a coherent framework, the Civilian Capability Development Plan aims at maximizing efficient use of resources. This allows a more coherent, stable and hence cost-effective development of civilian capabilities than could otherwise be achieved if work streams were to be conducted in isolation - an important consideration, in particular in the context of current financial constraints.

2.2. Structural parameters

The structural parameters of the Civilian Capability Development Plan are:

- Drivers;
- Tasks;
- Timelines.

⁶ Final Report on the Civilian Headline Goal 2010 (doc. 16817/10).

2.2.1. Drivers

The Civilian Capability Development Plan has four interlinked drivers:

- (1) EU Ambitions;
- (2) Capability Trends;
- (3) National strategies;
- (4) Lessons Learned.

These four drivers represent the principal forces that drive CSDP civilian capability development. They replicate, in the civilian realm, the four strands of the EU's Capability Development Plan (CDP) managed by EDA.⁷

2.2.1.1. *EU Ambitions*

These represent generic (i.e. non-mission-specific) ambitions and goals for CSDP civilian crisis management laid down in dedicated Council or European Council documents. Examples of such documents are CHG 2008, CHG 2010, the Declaration on Capabilities of December 2008 and the document on EU civilian and military capability development beyond 2010 of December 2010.⁸

2.2.1.2. *Capability Trends*

These represent realities that impact on the future direction of (civilian) crisis management capability development. Examples are phenomena such as climate change, the Arab Spring and its aftermath, the current economic crisis etc.

⁷ The four strands of the CDP are: A) Military Headline Goal 2010; B) Capability Trends; C) Member States' defence plans and programmes; D) Lessons Identified. For further information on the CDP, see: <http://www.eda.europa.eu/Strategies/Capabilities>

⁸ See respectively:

- Civilian Headline Goal 2008 (doc. 15863/04);
- New Civilian Headline Goal 2010 (doc. 14823/07);
- Declaration on strengthening capabilities (doc. 16840/08);
- EU civilian and military capability development beyond 2010 (doc. 17208/1/10 REV 1). Here, the Council sets the currently applicable level of ambition by stating that it "extends implementation of the respective existing civilian and military Headline Goals beyond 2010".

2.2.1.3. *National strategies*

These represent the enactment and implementation of national measures to facilitate contributions to the EU's civilian crisis management capability (including national regulatory and budgetary measures, national rosters of civilian personnel potentially available for CSDP missions, and training).

2.2.1.4. *Lessons Learned*

These represent recorded experiences with consequences in the realm of (civilian) capability development.

2.2.2. Tasks

These represent the operational objectives that can reasonably be expected to occur in CSDP civilian crisis management, expressed in a generic (i.e. non-mission-specific) way.⁹

2.2.3. Timelines

These represent the short, medium or long term timeframes in which the EU may expect to be confronted with identified civilian capability requirements for CSDP.

2.3. Conduct

2.3.1. Summary overview

The Civilian Capability Development Plan is driven by the analysis of developments with each driver and the resulting changes in the relation between drivers, tasks and timelines. This analysis yields information that is collated into a coherent vision. This vision is used to inform the competent Council bodies and other EU actors periodically on the overall state-of-play, i.a. through the High Representative's reports on CSDP and specific periodical reports on civilian capability development. The resulting political guidance feeds back into the Civilian Capability Development Plan, complementing the EU Ambitions.

⁹ The establishment of a List of generic civilian CSDP tasks forms the object of a specific action and will be subject to consultation with Member States and all relevant EU actors. See paragraph 2.1.1.1. of the multi-annual Civilian Capability Development Plan - Action Lines for 2012-2013 (doc.12111/12).

2.3.2. Analysis of developments with each driver

It is established to what extent and in what timeframe developments in each driver affect the overall civilian CSDP capability to act upon a given generic task. The result of this assessment is expressed with a 'traffic light' indicating the extent to which the task concerned can be met.

2.3.2.1. *Analysis of EU Ambitions*

Through the gathering of data, the EU monitors implementation of actions emanating from Council or European Council documents dedicated to the statement of EU Ambitions in CSDP civilian crisis management. The methodology for the gathering of data may vary according to the action concerned, e.g. a questionnaire on Member States' personnel potentially available for civilian crisis management,¹⁰ or the establishment of targeted expert teams to elaborate specific capability-related issues.¹¹

In the framework of the Civilian Capability Development Plan, such data are collated and used to assess the actual effect of the EU civilian capability development actions that emanate from Council or European Council documents upon the EU's overall capability to act.

2.3.2.2. *Analysis of Capability Trends*

Capability trends are gleaned from, i.a., long-term vision documents such as, e.g., those published by the EU's Institute for Security Studies,¹² or the comprehensive analysis of potential trends for the 2025+ timeframe conducted by EDA. This process involves all relevant stakeholders.

In the framework of the Civilian Capability Development Plan, capability trends are used to help predict shortfalls that may occur and the timeframe in which they may occur, taking account of the state of play with the implementation of action at EU and national level.

¹⁰ Such questionnaires were used under CHG 2008 and CHG 2010. On the doctrine and outcomes of the capability surveys thus conducted, see: Final report on the Civilian Headline Goal 2008 (doc. 14807/07) and Final Report on the Civilian Headline Goal 2010 (doc. 16817/10).

¹¹ For example, data on developing synergies between the EU civil and military capability development are collected through reports on the work of dedicated Action Implementation Teams. On the doctrine of the Action Implementation Teams, see: Promoting Synergies between the EU Civil and Military Capability Development - Final report on the outcomes of Phase 2 of the Workplan (doc. 9850/11).

¹² E.g. "The New Global Puzzle, What World for the EU in 2025?", Institute for Security Studies, Paris, 2008.

2.3.2.3. *Analysis of national strategies*

The EU is taking yearly stock of Member States' progress in agreed areas of action, such as national regulatory and budgetary measures, national rosters of civilian personnel potentially available for CSDP missions, and training.¹³

In the framework of the Civilian Capability Development Plan, this information is used to establish a comprehensive picture of the impact of Member States' initiatives on the EU's overall capability to act. This comprehensive picture on Member States' initiatives may also stimulate voluntary pooling and sharing of certain civilian CSDP resources among Member States.

2.3.2.4. *Analysis of Lessons Learned*

Lessons from all phases of CSDP action are reported upon periodically, both in mission-specific reports, thematic reports and in horizontal overviews. Lessons are also drawn from exercises.

Recently, the PSC has approved a format for the storage, management and development of lessons that facilitates the identification of trends and themes that cross-cut civilian and military areas.¹⁴

Furthermore EDA, under Strand D of the CDP, gathers lessons identified in an important range of crisis theatres.¹⁵

In the framework of the Civilian Capability Development Plan, lessons from above sources with potential consequences in the realm of (civilian) capability development are assessed against the observation of EU Ambitions and national strategies (see above), in order to:

- Mitigate or accentuate shortfalls identified through these other Drivers;
- Capture possible capability requirements not yet identified outside the operational reality.

It is important therefore that lessons studies are conducted and lessons learned and implemented in a timely fashion.

¹³ See:

- Facilitating the deployment of civilian personnel - Areas of action and way ahead (doc.12018/09);
- Report on Member States' progress (doc. 15842/09);
- Second report on Member States' progress (doc. 16989/10);
- Report on High-level seminar III "Facilitating the deployment of civilian personnel for CSDP" (doc. 16109/11).

¹⁴ Cf.: Promoting Synergies between the EU Civil and Military Capability Development - First package of outcomes of the workplan (doc. 15801/11). Furthermore, a specific note on the establishment of a shared civilian and military lessons database is at doc. 9592/11.

¹⁵ Strand D of the CDP concerns Lessons Learned.

2.3.3. Collation into one coherent vision

Developments with the respective drivers are compared, assessed and collated in a matrix (see Table 1 below) facilitating the establishment of one coherent vision on the extent to which the EU is able to address each given generic civilian CSDP task as well as the relative weight of shortfalls thus identified.

Tasks →	A	B	C	D	E	etc.
Drivers ↓						
EU Ambitions						
National strategies						
Lessons Learned						
Capability Trends						
Total						

Table 1. Matrix of Tasks and Drivers

2.3.4. Information to the competent Council bodies and other EU actors

This coherent vision is periodically presented to the competent Council bodies and other EU actors as a dedicated end-of-year report on CSDP civilian capability development, driving a cycle of reporting and guidance at political level.

2.3.5. Political guidance

On the basis of periodic reporting (see above) the Council is periodically invited to indicate the concrete elements on which CSDP civilian capability development should focus in the short, medium or long term. The resulting political guidance feeds back into the Civilian Capability Development Plan, complementing existing EU Ambitions,¹⁶ or replacing them with a new statement of ambitions.¹⁷

¹⁶ Similar periodic Ministerial guidance was e.g. given under the CHG 2008 and CHG 2010 on a yearly basis (except 2009) in the form of dedicated Ministerial Declarations on the strengthening of civilian CSDP capabilities. See, respectively, the docs. 14713/05, 14981/06 and 14729/07 for CHG 2008 and the docs. 16840/08 and 17208/1/10 REV 1 for CHG 2010.

¹⁷ Such as, for example, the replacement of the CHG 2008 (doc. 15863/04) with the new Civilian Headline Goal 2010 (doc. 14823/07) in November 2007.

2.3.6. Synergies

The Civilian Capability Development Plan facilitates a closer cooperation between the respective civilian and military capability development processes, while preserving their different specificities and objectives and ensuring their integrity. This approach is fully in line with the guiding principle of the Council paper on promoting synergies between the EU civil and military capability development.¹⁸ It also facilitates the identification and exploitation of synergies with capabilities available to the European Commission.

Furthermore, it facilitates the identification and exploitation of synergies with non-EU States, International Organisations, relevant non-Governmental Organisations and Civil Society.

2.3.6.1. *EU's Capability Development Plan managed by EDA*

The Civilian Capability Development Plan's structural parameters replicate, in the civilian realm, the main parameters of the military Capability Development Plan (CDP) managed by EDA.¹⁹ This facilitates the identification and exploitation of potential synergies at several levels. For example:

- EDA's experience with the conduct of the CDP, including the tools and know-how developed in that process, may usefully inform the work on the Civilian Capability Development Plan, e.g. the development of a List of generic civilian CSDP tasks by the Crisis Management and Planning Directorate (CMPD);
- The analysis of capability trends conducted under the Civilian Capability Development Plan may draw on the comprehensive analysis of potential trends for the 2025+ timeframe conducted by EDA under Strand B of the CDP;
- The analysis of lessons from operational theatres conducted by EDA under Strand D of the CDP (addressing Lessons Learned) can usefully complement the CSDP lessons identified by the EEAS.

¹⁸ Promoting Synergies between the EU Civil and Military Capability Development (doc. 15475/09).

¹⁹ See also paragraph 2.2. ("Structural parameters") of the present document.

2.3.6.2. *Military Headline Goal 2010*

Similarly, the structure of the Civilian Capability Development Plan will be conducive to identification and exploitation of further synergies with the Military Headline Goal 2010,²⁰ i.a. through:

- A common understanding of generic tasks;
- The possible establishment of a comprehensive and coherent reporting system to allow a better coordination and comparison of the progress achieved in capability development at civilian and military sides.

2.3.6.3. *European Commission*

A common understanding of generic tasks will also be supportive of the identification of potential synergies with the European Commission and, more generally, of the EU's comprehensive approach to crisis management.

2.3.6.4. *Non-EU States, International Organisations, non-Governmental Organizations and Civil Society*

Furthermore, a common understanding of generic tasks will also be supportive of the identification of potential synergies with non-EU States, International Organisations, relevant non-Governmental Organizations and Civil Society.

²⁰ The Capability Development Section of the EU Military Staff, responsible for the conduct of the military Headline Goal 2010, has already been instrumental in helping the civilian side establish the capability planning methodology used in CHG 2008 and the draft common pilot illustrative scenario supportive of both civilian and military CSDP capability development processes that was used in CHG 2010.

2.4. Supporting Tools

2.4.1. General

Conduct of the Civilian Capability Development Plan is facilitated by supporting tools, such as the purpose-built software for management of the CDP that EDA is willing to put at the disposal of EEAS, the Goalkeeper software environment and the civil-military Lessons-Learned database.

2.4.2. EDA CDP software

EDA has developed software for the management of the CDP. This software is equally suited to manage the matrix of the three structural parameters underpinning the Civilian Capability Development Plan (i.e. drivers, tasks and timelines - see above). Its use for that purpose will seriously facilitate reception and collation of the considerable amount of disparate data generated by the interplay of the Civilian Capability Development Plan's three structural parameters. From a technical perspective, it will also facilitate the identification of possible civil-military synergies in capability development.

2.4.3. Goalkeeper software environment

The Goalkeeper software environment has been expressly designed to facilitate civilian capability development at various levels,²¹ i.a. by providing:

- A digital link between a list of generic civilian CSDP tasks and a standard catalogue of required (human resources) capabilities identified to address these tasks; this link facilitates capability planning, including by smoothening identification of possible synergies with capabilities available to the EU military, actors in the area of Freedom, Security and Justice, the European Commission, International Organisations, non-EU States and Non-Governmental Organisations;²²

²¹ For the most recent update on Goalkeeper development, see: Goalkeeper: - Second progress report on development and operationalization; - Assessment of upcoming needs (doc. 10870/12). For forthcoming milestones in Goalkeeper development, see section 2.1.2. of the multi-annual Civilian Capability Development Plan - Action Lines for 2012-2013 (doc.12111/12).

²² Interlinkage between tasks and capabilities is integral part of the Goalkeeper-Headhunter application (software development achieved). At present, Goalkeeper reflects the CHG 2008 task list. This should be replaced by the generic civilian task list to be developed in line with the results of research conducted under the Workplan on promoting synergies between the EU civil and military capability development (see above). Completion of the Goalkeeper's standard catalogue of required (human resources) capabilities is foreseen for the second semester of 2012.

- A channel for automatic feed-back from the operational level, which will allow constant improvement of the Standard catalogue of required capabilities;²³
- A digital device for real-time conduct of capability surveys with EU Member States and, possibly, with other potential contributors to CSDP action, and for the automatic generation of related statistics; these statistics help to establish the extent to which the List of generic civilian CSDP tasks is covered by capabilities potentially available with Member States;²⁴
- A digital device facilitating the assessment of training needs and the relative training coverage per personnel category; the resulting statistics can be automatically generated and may help Member States orient training efforts and the possible development of national strategies in this respect.²⁵

2.4.4. Shared Civilian and Military Lessons Database

The Shared Civilian and Military Lessons Database is overseen by the CMPD, the Civilian Planning and Conduct Capability (CPCC) and the European Union Military Staff (EUMS) jointly and reached its full operational capability in April 2012.²⁶ In it, lessons observations originated by the civilian or military community are stored, managed, developed and made accessible to the community of users in accordance with the agreed processes for the civilian and military lessons-related procedures and according to an agreed taxonomy.

In the framework of the Civilian Capability Development Plan, the Shared Database could facilitate the feeding of lessons from the field into the civilian capability development process. The civil-military character of the Shared Database facilitates consideration of cross-cutting trends and themes from the civilian and military areas.

²³ When operational, the Goalkeeper-Headhunter application automatically imports mission-specific requirements according to personnel category. This feed-back facilitates updating of the Standard catalogue and helps to import CSDP field requirements into the capability development process. The Headhunter test phase - jointly conducted by CMPD and CPCC - is due to start in the second semester of 2012.

²⁴ Goalkeeper has been tentatively used for the conduct of the capability survey under CHG 2010 (cf. paragraph III.C.1.a. of the Final Report on the Civilian Headline Goal 2010 - doc. 16817/10). The Goalkeeper-Registrar application is currently being developed. It is designed to allow, i.a., the generation of statistics on the coverage of civilian CSDP tasks by capabilities potentially available with Member States.

²⁵ The linkage between the Goalkeeper-Schoolmaster application (available on-line) and other elements of the Goalkeeper software environment (notably Headhunter) will ensure that all available training opportunities can be targeted to appropriate personnel categories and hence - once the Goalkeeper-Registrar application will be available - to personnel most likely to benefit from such training in view of possible future deployment. Training is one of the main areas of action identified in the context of the work on national strategies (see Facilitating the deployment of civilian personnel - Areas of action and way ahead - doc.12018/09).

²⁶ Promoting synergies between the EU civil and military capability development - Establishment of a shared civilian and military lessons database (doc. 9592/11).