EUROPEAN UNION
EUROPEAN SECURITY AND DEFENCE POLICY
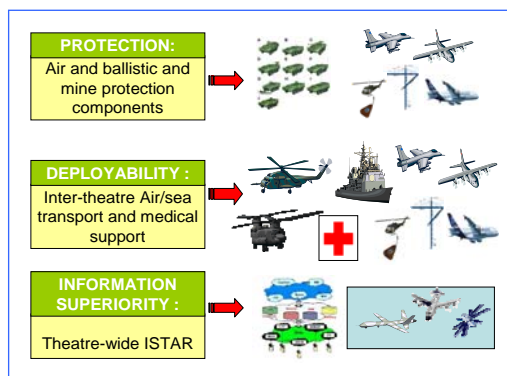
DEVELOPMENT OF EUROPEAN MILITARY CAPABILITIES

SUMMARY

On 19 November 2007, the Council of the European Union (EU) approved the Progress Catalogue 2007, the culmination of the process launched in the wake of the approval of the Headline Goal 2010. The Catalogue identifies quantitative and qualitative military capability shortfalls on the basis of the requirements set out in the Requirements Catalogue 2005 and the contributions compiled in the Force Catalogue 2007. It analyses their potential implications for military tasks to be carried out in crisis management operations.

The overall conclusion of the Progress Catalogue 2007 is that **the EU, with a view to 2010, has the capability to conduct the full spectrum of military ESDP operations within the parameters of the Strategic Planning Assumptions, with different levels of operational risk arising from the identified shortfalls.**

Some of the shortfalls identified are regarded as critical; they relate to the capability to transport forces to theatre, to deploy them in theatre, to protect them and to acquire information superiority.

Based on the initial conclusions from the Progress Catalogue 2007, other studies on the possible operational and technological environment in the next 15 years as well as Member States programmes and lessons learned from recent and ongoing operations, the Steering Board of the European Defence Agency (EDA) composed of Member States' "Capabilities" chiefs noted the initial version of the Capability Development Plan (CDP) on 8 July 2008. The Steering Board endorsed the CDP conclusions and started work on an initial list of priority capability areas. The EDA, the Member States, the EU Military Committee (EUMC) the EU Military Staff (EUMS) and the General Secretariat of the Council all cooperate in this task.

BACKGROUND

At the European Council meeting in Cologne (3 and 4 June 1999), Member States' Heads of State or Government declared their resolve "*that the European Union shall play its full role on the international stage. To that end, we intend to give the European Union the necessary means and capabilities to assume its responsibilities regarding a common European policy on security and defence. (…) 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, in order to respond to international crises without prejudice to actions by NATO*" [1].

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[1] European Council declaration on strengthening the Common European Policy on Security and Defence, Cologne European Council.

Headline Goal 2003

At the Helsinki European Council in December 1999 the EU set a military target known as the Helsinki Headline Goal. The Member States agreed by 2003 to put at the Union's disposal, on a voluntary basis, forces capable of carrying out the tasks set out in Article 17(2) of the Treaty on European Union in operations up to army corps level (50 000 to 60 000 troops) with the necessary command, control and intelligence capabilities, logistics, other combat support services and additionally, as appropriate, air and naval elements. The forces should be able to deploy in full at this level within 60 days, with their deployment sustainable for at least a year.

Operational capability

The 2001 Laeken European Council stated that the "*Union is now capable of conducting some crisis-management operations*". This position was reinforced at the May 2003 General Affairs and External Relations Council, which stated that "*the EU now has operational capability across the full range of Petersberg tasks, limited and constrained by recognised shortfalls*".

Headline Goal 2010

Following the adoption of the European Security Strategy in December 2003, the EU decided to set a new Headline Goal 2010[2]. Building on the Headline Goal 2003, it envisages that the Member States will "*be able by 2010 to respond with rapid and decisive action applying a fully coherent approach to the whole spectrum of crisis management operations covered by the Treaty on European Union*".

The process of developing EU military capabilities towards the Headline Goal of 2010 is a thorough one. The first step was to identify strategic planning assumptions. **Five illustrative scenarios**, encompassing a wide range of military operations, were prepared:

- **Separation of parties by force**
- **Stabilisation, reconstruction and military advice to third countries**
- **Conflict prevention**
- **Evacuation operation**
- **Assistance to humanitarian operations.**

THE CATALOGUES

Requirements Catalogue

From these scenarios, **focused military options** were developed for how best to deal with the relevant crises. These options led to a **planning framework** from which was derived a **detailed list of the capabilities** that the EU would need. **Generic force packages** were compiled, which identified the type of force groupings that the EU would require to solve the crises.

These in turn resulted in a **list of reference units**. All this information was fed into a **Requirements Catalogue**, which detailed the actual types of units, resources and assets that were required in order to deal with the scenarios envisaged.

Force Catalogue

It was now the task of the EU to ask Member States to what extent they could offer assets and resources to meet the total force requirement. A **Headline Goal questionnaire** was accordingly distributed to the Member States. In addition, a **scrutinising methodology** was developed and the **scrutinising handbook** produced, which enabled Member States to conduct self-assessment of their contributions. A **clarification dialogue** was held between the EU Military Staff and Member States in order to obtain a clearer picture of the capabilities being offered and the assessments of them. This process resulted in the compilation of the **EU Force Catalogue**, which describes, in qualitative and
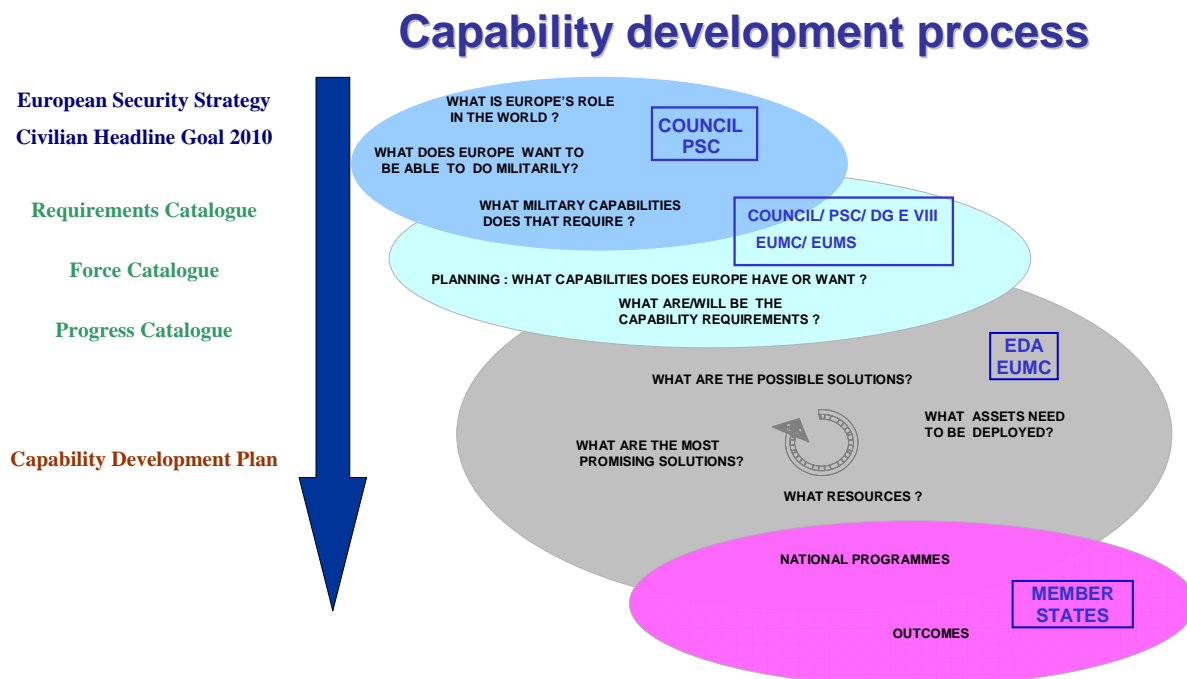
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[2] The Headline Goal 2010 was adopted in 2004.

quantitative terms, the military capabilities which the Member States could make available to the EU. The Force Catalogue details military capabilities available by 2010. It underwent a first revision in February 2007 to incorporate the contributions of the two new Member States, Bulgaria and Romania. New voluntary contributions made by nine Member States in the light of the initial analysis of contributions led to a second revision of the Force Catalogue in October 2007. In May 2009, the Council noted the Force Catalogue 2009, which reflected revised contributions from eight Member States.

Additional contributions from non-EU European NATO members and from other candidate countries are collected in a supplement to the Force Catalogue. Those contributions do not count towards the identification of capability shortfalls; they are, however, taken into account in the subsequent work on managing these shortfalls.

Progress Catalogue

The Force Catalogue provided the basis for identifying the EU's shortfalls and the potential operational risks arising from them. This analysis resulted in the Progress Catalogue, approved by the Council in November 2007, which sets out recommendations to the Member States on managing shortfalls. The Progress Catalogue, together with the EUMC's subsequent work on prioritising the shortfalls, is a key contribution to the Capability Development Plan drawn up by the Member States via the EDA and the EUMC. An analysis of the new contributions made by Member States in the Force Catalogue 2009 will enable to assess whether these new contributions have significantly impacted on the identified military shortfalls in the HLG 2010 process. This analysis is to be finalised and reported by October 2009. It will provide a basis for a possible update of the Capability Development Plan by mid 2010.

Capability development process

European Security Strategy
Civilian Headline Goal 2010

Requirements Catalogue

Force Catalogue

Progress Catalogue

Capability Development Plan

WHAT IS EUROPE'S ROLE IN THE WORLD ?
WHAT DOES EUROPE WANT TO BE ABLE TO DO MILITARILY?
COUNCIL PSC

WHAT MILITARY CAPABILITIES DOES THAT REQUIRE ?
COUNCIL/ PSC/ DG E VIII EUMC/ EUMS

PLANNING : WHAT CAPABILITIES DOES EUROPE HAVE OR WANT ?
WHAT ARE/WILL BE THE CAPABILITY REQUIREMENTS ?

WHAT ARE THE POSSIBLE SOLUTIONS?
EDA EUMC
WHAT ASSETS NEED TO BE DEPLOYED?
WHAT ARE THE MOST PROMISING SOLUTIONS?
WHAT RESOURCES ?

NATIONAL PROGRAMMES
MEMBER STATES
OUTCOMES

CAPABILITY DEVELOPMENT PLAN

The aim of the CDP, worked out in close cooperation between the EDA, the EUMC and the Member States, is to provide the latter with information which could **facilitate their decision-making** in the context of national capability choices, stimulate their **cooperation** and facilitate the launching of **new joint programmes** which overcome present and future EU shortfalls. It aims at providing guidelines for future work in the fields of research and technology, armament and industry and forms the cornerstone of EDA's activities.

The CDP is not a supranational plan: it is created by and for the Member States.

The CDP takes into consideration:
- the consequences of the Headline Goal 2010, based in particular on the conclusions of the 2007 Progress Catalogue and other information that is useful for decision-making concerning the management of shortfalls, such as the capability analysed in the framework of Civilian Headline Goal 2008, proceedings conducted in the context of other pillars of the European Union or additional capability or assets that could be made available to the EU in an operation calling upon common NATO capabilities and assets;
- an estimate of the capability required in 2025, on the basis of research into foreseeable developments of the global strategic contact, available technology and potential threats;
- current plans and programmes announced by the Member States;
- lessons learned from operations with regard to capabilities.

This plan is moreover one of the components of a longer-term objective: **ensuring convergence of Member States' capability scenarios.**

In July 2008 the EDA Steering Board noted the delivery and status of the initial CDP as a living process. The Steering Board approved the general conclusions and initiated work on a initial group of twelve capability areas out of the twenty-four identified in the initial CDP:

> The initial tranche of 12 selected actions:
> - Measures to counter man-portable air defence systems
> - Computer network operations
> - Mine counter-measures in littoral sea areas
> - Comprehensive approach - military implications
> - Military human intelligence and cultural/language training
> - Intelligence, surveillance, target acquisition and reconnaissance architecture
> - Medical support
> - Chemical, biological, radiological and nuclear defence
> - Third party logistic support
> - Measures to counter improvised explosive devices
> - Increased availability of helicopters
> - Network-enabled capability (NEC)

In cooperation with the Member States, the EUMC, the European Union Military Staff (EUMS) and the Council General Secretariat, the EDA are implementing the next stages, consisting in particular in identifying options for substantial and feasible collaborative capability improvements projects. Emphasis was laid on the need to ensure the best possible coordination with similar work carried out by NATO.
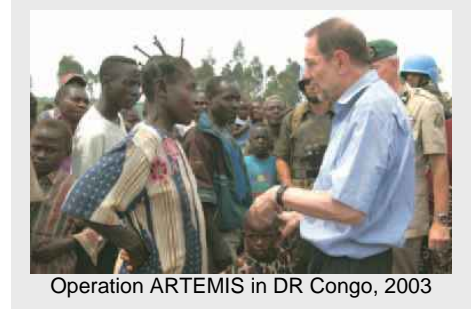
Other actions resulting from the CDP could be initiated at a later stage. In addition, the CDP could be reviewed and updated as appropriate following changes inter alia in the Progress Catalogue, Member States programmes and lessons learned from operations.

In cooperation with the EUMS, the EDA has performed a programme of bilateral or multilateral meetings with Member States to make the CDP known outside the circle of Defence Ministries, by presenting it to other national bodies such as national armament or research and technology agencies. Cooperation between the EUMC and the EDA also takes place within integrated development and EDA project teams intended to support Member States in their efforts to make good the shortfalls identified.

MILITARY RAPID RESPONSE AND BATTLEGROUPS

The EU's capability to deploy forces very rapidly is a key aspect of Headline Goal 2010. Member States conducted a review of the **Military Rapid Response Concept** from a joint perspective, taking into account the necessary global approach to crises. The revised concept was agreed by the EUMC in January 2009 and noted by the PSC in April. It newly defines the military rapid response time as a period from 5 to 30 days from the approval of the Crisis Management Concept to the moment when operations commence in the Joint Operations Area.

Operation ARTEMIS in DR Congo, 2003

Earlier work on examining the contribution that naval and air forces can make to ESDP rapid response operations resulted in the adoption by the EUMC in late 2007 of a **Maritime Rapid Response Concept** and an **Air Rapid Response Concept**. The latter should lead in particular to the development of a doctrine for the implementation of EUFOR Deployment Operating Bases. To ensure the overall coherence of all concepts relating to rapid response, the EUMC has tasked the EUMS to update the Air and Maritime Rapid Response concepts to reflect the revised Military Rapid Response concept and to examine the possible need for a Land Rapid Response concept. Measures are taken in the framework of these concepts to be in a position to rapidly identify and deploy Maritime and Air Rapid Response forces or elements. Six-monthly conferences are organised to this aim.

On 1 January 2007, the EU achieved full operational capability to conduct two concurrent rapid response operations of the size of a **Battlegroup** (BG) of around 1 500 men.
Since then, Member States have managed collectively to make permanently available to the EU two BGs (1500 up to 2500 personnel). BGs are a specific form of Rapid Response elements. They remain on standby for six months and can be ready to start implementing their mission within 10 days after the Council's decision to launch the operation and for a maximum of four months. A Battlegroup Coordination Conference is organised every six months to receive offers from Member States to populate the standby roster. It is for the Member States concerned to resolve any difficulties concerning compatibility with their commitments to other organisations, in particular in the NATO Response Force (NRF).

STRATEGIC TRANSPORT

The EU Heads of State and Government identified at their informal meeting at Hampton Court in 2005 that **Strategic lift** as a key capability gap and one of the capability improvement priorities. Since then various multinational initiatives have been undertaken in order to secure the availability of assets or to use available assets in a more efficient manner including the 'Strategic Airlift Interim Solution' (SALIS) [3] contract, the 'Strategic Airlift Capability' (SAC)[4], the establishment of the 'Movement Coordination Centre Europe' (MCCE)[5], and the build up of the 'European Air Transport Command' (EATC)[6]. In addition, other studies assessed that organic military and civilian assured access contracted capability will give robustness to the strategic deployment capability of the EU.
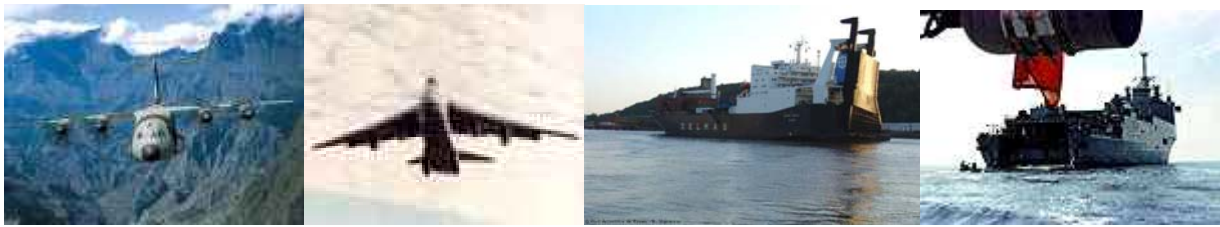
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[3]Quick access to Russia and Ukraine owned AN-124-100 aircraft for the airlift of heavy equipment and/or outsized cargo. Contract signed by Belgium, Canada, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Luxembourg, Netherlands, Norway, Poland, Portugal, Slovakia, Slovenia, Spain, Sweden, Turkey and UK.

[4] Consortium to field three C-17. Participating nations: Bulgaria, Estonia, Finland, Hungary, Lithuania, Netherlands, Norway, Poland, Romania, Slovenia and Sweden.

[5] The MCCE is a multi-national organisation established in July 2007 with the main purpose to coordinate and optimise on a global basis the use of airlift, sealift and land movement assets owned or leased by national militaries of the member Nations. Twenty one nations are presently member of MCCE.

[6] EATC is to take over operational control of the transport fleet of following countries: Belgium, France, Germany, Luxemburg and The Netherlands.

The EDA Steering Board in Capabilities formation decided on 15 February 2008 to establish a Project Team European Air Transport Fleet to study viable models for the development of a **European Air Transport Fleet** (EATF). EATF will be a European framework for enhanced cooperation in military air transport, which aims at the common employment and efficient usage of all present and future military air transport assets that are available, regardless of type or origin. This is a challenging opportunity for Europe to optimise its assets and hopefully promote further acquisitions to address critical European airlift shortfalls. This will help develop concrete solutions for meeting national, EU, NATO and other frameworks operational requirements.

COOPERATION BETWEEN THE EU AND NATO

The EU and NATO, which have identified **certain similar shortfalls in the area of crisis management** during their respective capability development processes, are cooperating in this field. They have established coordination mechanisms, in particular the **EU-NATO Capability Group**, which is a body for exchanging information on requirements common to both organisations.

Where appropriate and if both organisations so wish, the EU Headline Goal Task Force acting under Military Committee's guidance on capability development may receive backup from NATO experts working on similar subjects.

As in the case of previous catalogues, the Council approved the forwarding to NATO of the Progress Catalogue 2007, the Force Catalogue 2009 as well as a number of key capability related documents, for transparency purposes and with a view to reciprocity.

Meeting between Jaap de Hoop Scheffer, NATO Secretary-General, and Javier Solana, Secretary-General of the Council of the European Union and High Representative for the CFSP

CIVILIAN HEADLINE GOAL 2010

The GAERC of 19 November 2007 approved the final report on Civilian Headline Goal 2008 and set **Civilian Headline Goal (CHG) 2010**. The usefulness of achieving synergy within the Common Foreign and Security Policy and the European Security and Defence Policy and between the pillars, and in particular between the civilian and military capacity development processes, was emphasised.

EUPOL Afghanistan, 2008

Like the previous Civilian Headline Goal, the new version analyses personnel issues. It also deals with planning and conduct capability, procedures, training, concepts, equipment and logistics, with special emphasis on the security of personnel on the ground.

To achieve these aims and streamline the relating work, the Council General Secretariat is developing a software application called "Goalkeeper", a user-friendly tool consisting of four applications: job descriptions for mission personnel, national rosters of potentially available personnel, training and conceptual development. These applications can function independently but acquire important added value when performing together. A fifth application could be added to facilitate the generic forward planning of equipment and services for civilian ESDP missions.

While giving a reminder of the principle of the independence of the EU's decision-making, the civilian Headline Goal also highlights the need to cooperate with the other players in civilian crises: international, regional or non-governmental organisations.