



## EUROPEAN UNION

### EUROPEAN SECURITY AND DEFENCE POLICY

# DEVELOPMENT OF EUROPEAN MILITARY CAPABILITIES

Updated: September 2008  
Military capabilities /1

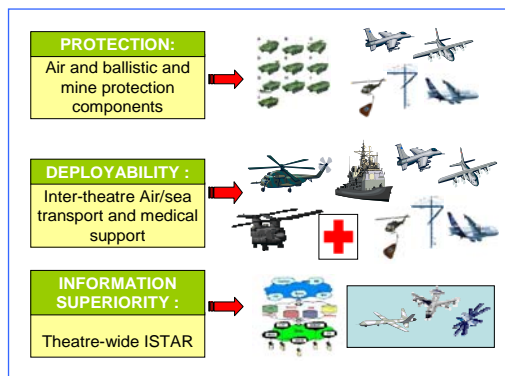
## SUMMARY

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.

On that basis, a Capability Development Plan (CDP) was submitted on 8 July 2008 to the Steering Board of the European Defence Agency (EDA) composed of Member States' "Capabilities" chiefs. The 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 will 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*"<sup>1</sup>.

<sup>1</sup> 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<sup>2</sup>. Based 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-assessments of their contributions. A **clarification dialogue** was held in order to obtain a clearer picture of the

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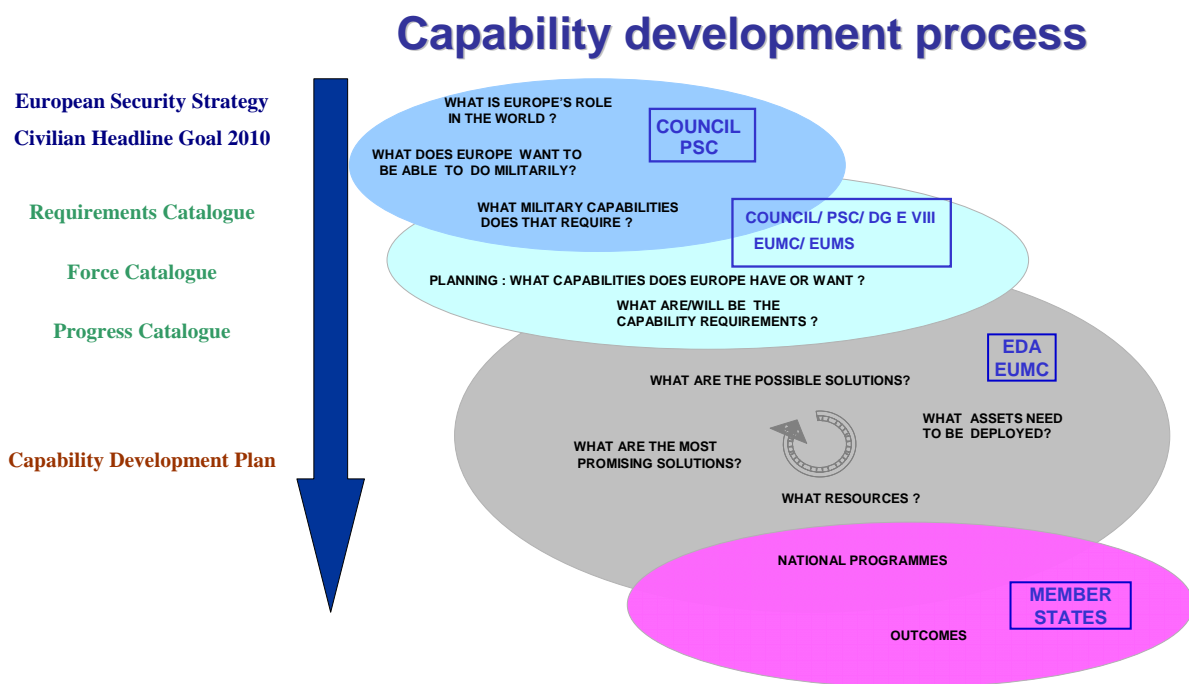
<sup>2</sup> The Headline Goal 2010 was adopted in 2004.

capabilities being offered and the assessments of them. This process resulted in the compilation of the **EU Force Catalogue**, which describes, in qualitative and 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 ten Member States in the light of the initial analysis of contributions led to a second revision of the Force Catalogue in October 2007.

Additional contributions from non-EU European NATO members and from other candidate countries have been 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 those 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.



### CAPABILITY DEVELOPMENT PLAN

A method and a roadmap for the **Capability Development Plan (CDP)** were endorsed at the EDA Steering Board meeting on 28 June 2007.

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 will form the cornerstone of the EDA's activities.

However, it will not under any circumstances be a supranational plan: it is created by and for the Member States.

When the CDP was worked out, the following were taken into consideration:

- the consequences of 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 context, 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.**

An initial version of the CDP was submitted in July 2008 to the EDA Steering Board, which brought together the Member States' Capabilities Directors. The Board approved the general conclusions and initiated work on a initial group of twelve capability areas out of the twenty-four identified in the 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 initiated the next stages, consisting in particular of defining the players involved in each area and the body which will ensure coordination, drawing up a timetable of work and estimating the costs involved. Emphasis was laid on the need to ensure the best possible coordination with similar work carried out by NATO.

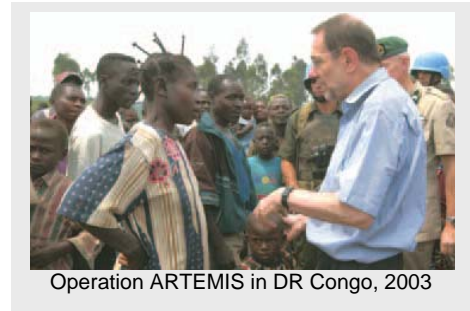
Other actions resulting from the CDP could be initiated at a later stage.

In cooperation with the EUMS, the EDA will also draw up 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 will also take 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**

With regard to the **Military Rapid Response** Concept, Member States have launched a review from an inter-army perspective, taking account of the necessary global approach to crises. The revised concept is expected before the end of 2008.

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 Deployment Operating Base implementing doctrine.



The EU's capability to deploy forces very rapidly is a key aspect of Headline Goal 2010. On 1 January 2007, the EU acquired full operational capability to conduct two rapid response operations of the size of a **Battlegroup** (BG) of 1 500 men, which can be launched almost simultaneously.

Since then, Member States have been taking turns to make permanently available to the EU two BG 1500 which remain on standby for six months and can be deployed in the framework of a rapid response operation for a maximum of four months. A Battlegroup Coordination Conference is organised every six months to receive new offers from Member States and update 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**

An important step towards improving **strategic airlift capability** was made with the official approval of the Strategic Airlift Interim Solution (**SALIS**) by 15 EU Member States plus Canada and Norway, thereby ensuring by contract the timely availability of an additional capability to deploy outsized cargo. SALIS has further growth potential and remains open to participation by other EU Member States and NATO nations as well as third countries. SALIS is a good example of fruitful co-operation in finding effective and efficient solutions to overlapping capability shortfalls of the EU and NATO. The SALIS contract expires in 2012.

It was moreover considered essential to improve strategic transport coordination through a **global approach to** both air and naval **deployability**. In particular, the co-ordination, interaction, roles and responsibilities of transportation enablers are concerned.

The outcome of the proceedings conducted by the EUMS under the authority of the EUMC and the Political and Security Committee (PSC) was shared with NATO in order to ensure transparency and consistency in areas of interest to both organisations.



## 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 machinery, 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 Military Committee's working party on capability development may receive backup from NATO experts working on similar subjects in order to benefit from the experience acquired by that organisation.

As in the case of previous catalogues, the Council approved the forwarding to NATO of the Progress Catalogue 2007, in the interests of transparency.



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 and deals with planning and conduct capability, procedures, training, concepts, equipment and logistics, with special emphasis on the security of personnel on the ground. While giving a reminder of the principle of the independence of the EU's decision-making, it also highlights the need to cooperate with the other players in civilian crises: international, regional or non-governmental organisations.