

Headline Goal 2010

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A. The 2010 Headline Goal

1. The European Union is a global actor, ready to share in the responsibility for global security. With the adoption by the European Council in December 2003 of the European Security Strategy, it affirmed the role it wants to play in the world, supporting an international order based on effective multilateralism within the UN. In this context of new dangers but also new opportunities, Member States' strong commitment to give the enlarged European Union the tools to make a major contribution to security and stability in a ring of well governed countries around Europe and in the world is stronger than ever. The EU has the civilian and military framework needed to face the multifaceted nature of these new threats. The availability of effective instruments including military assets will often play a crucial role at the beginning of a crisis, during its development and/or in the post conflict phase.
2. Member States have therefore decided to set themselves a new Headline Goal, reflecting the European Security Strategy, the evolution of the strategic environment and of technology. Lessons learned from EU-led operations will also be taken into account. Building on the Helsinki Headline and capability goals and recognising that existing shortfalls still need to be addressed, Member States have decided to commit themselves to 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 the European Union. This includes humanitarian and rescue tasks, peace-keeping tasks, tasks of combat forces in crisis management, including peacemaking. As indicated by the European Security Strategy this might also include joint disarmament operations, the support for third countries in combating terrorism and security sector reform. The EU must be able to act before a crisis occurs and preventive engagement can avoid that a situation deteriorates. The EU must retain the ability to conduct concurrent operations thus sustaining several operations simultaneously at different levels of engagement.

3. Interoperability but also deployability and sustainability¹ will be at the core of Member States efforts and will be the driving factors of this goal 2010. The Union will thus need forces, which are more flexible, mobile and interoperable, making better use of available resources by pooling and sharing assets, where appropriate, and increasing the responsiveness of multinational forces.
4. The ability for the EU to deploy force packages at high readiness as a response to a crisis either as a stand-alone force or as part of a larger operation enabling follow-on phases, is a key element of the 2010 Headline Goal. These minimum force packages must be military effective, credible and coherent and should be broadly based on the Battlegroups concept. This constitutes a specific form of rapid response, and includes a combined arms battalion sized force package with Combat Support and Combat Service Support. Rapid reaction calls for rapid decision making and planning as well as rapid deployment of forces. On decision making, the ambition of the EU is to be able to take the decision to launch an operation within 5 days of the approval of the Crisis Management Concept by the Council. On the deployment of forces, the ambition is that the forces start implementing their mission on the ground, no later than 10 days after the EU decision to launch the operation. Relevant air and naval capabilities would be included. The need for reserve forces should be taken into account. These high readiness joint packages (battlegroups) may require tailoring for a specific operation by the Operation Commander. They will have to be backed up by responsive crisis management procedures as well as adequate command and control structures available to the Union. Procedures to assess and certify these high readiness joint packages will require to be developed. The development of EU Rapid Response elements including Battlegroups, will strengthen the EU's ability to respond to possible UN requests.
5. Member States have identified the following indicative list of specific milestones within the 2010 horizon:

¹ Interoperability can be broadly defined as the ability of our armed forces to work together and to interact with other civilian tools. It is an instrument to enhance the effective use of military capabilities as a key enabler in achieving EU's ambitions in Crisis Management Operations. Similarly, deployability involves the ability to move personnel and materiel to the theatre of operations, while sustainability involves mutual logistic support between the deployed forces.

- a) as early as possible in 2004, in conformity with the December 2003 European Council Conclusions and in line with the Presidency note annexed, the establishment of a civil-military cell within the EUMS, with the capacity rapidly to set-up an operation centre for a particular operation;
- b) the establishment of the Agency in the field of defence capability development, research, acquisition and armaments (European Defence Agency) in the course of 2004. This will also support, as appropriate, the fulfilment of the commonly identified shortfalls in the field of military equipment;
- c) the implementation by 2005 of EU Strategic lift joint coordination, with a view to achieving by 2010 necessary capacity and full efficiency in strategic lift (air, land and sea) in support of anticipated operations;
- d) specifically for Airlift the transformation of the EACC into the EAC by 2004 is welcomed, as is the intention on the part of some Member States who so wish to develop a European Airlift command fully efficient by 2010;
- e) the complete development by 2007 of rapidly deployable battlegroups including the identification of appropriate strategic lift, sustainability and debarkation assets;
- f) the availability of an aircraft carrier with its associated air wing and escort by 2008;
- g) to improve the performance of all levels of EU operations by developing appropriate compatibility and network linkage of all communications equipment and assets both terrestrial and space based by 2010;
- h) to develop quantitative benchmarks and criteria that national forces declared to the Headline Goal have to meet in the field of deployability and in the field of multinational training;

B. Process

- 6. This Headline Goal 2010 will generate the necessary analysis, adaptation and development of scenarios in view of the development of new Headline Goal Catalogues as required by the EU Capability Development Mechanism² (including a clear categorisation of capabilities to

² Doc. 6805/03 + COR 1

tasks), incorporation of rapid response capability³ and further improvement of C2 capabilities on operations.

7. To achieve these objectives the EU will apply a systemic approach in the development of the necessary military capabilities, aiming at creating synergies between Member States' forces in order to enhance the ability of the EU to respond more rapidly and effectively to crises.
8. This approach requires Member States' to voluntarily transform their forces by progressively developing a high degree of interoperability, both at technical, procedural and conceptual levels. Without prejudice to the prerogatives of Member States over defence matters, a coordinated and coherent development of equipment compatibility, procedures, concepts, command arrangements and defence planning is a primary objective. In this regard, commonality of security culture should also be promoted. Deployability, sustainability and other crucial requirements such as force availability, information superiority, engagement effectiveness and survivability will play an immediate pivotal role.
9. Interoperability must be considered in a broad framework including military, civilian and civil-military aspects. The EU will further strengthen the coordinated use of its civil and military capabilities acknowledging that modern Crisis Management Operations typically require a mixture of instruments. Work will be undertaken to consider interoperability issues including between the military and civilian assets in civil protection operations⁴. Moreover the EU will promote the principle of interoperability in the field of military capabilities with its partners, notably NATO and the UN, and its regional partners, in line with the European Security Strategy. The strength and effectiveness of the OSCE and the Council of Europe has also a particular significance for the EU.

³ Of which some are civil crisis management instruments, and notably police components, that can be deployed together with military components and temporarily under military responsibility (ESDP Presidency Report to the Nice European Council), foreseeing also an integrated planning process. Such instruments will enhance the overall capability to respond to crisis management.

⁴ Doc. 15564/03, para. 4.

10. Strengthening the United Nations is a European priority. Real world experience, with the successful termination of operation ARTEMIS in the Democratic Republic of Congo, has shown the potential for the EU to conduct operations in support of UN objectives. Work with the UN DPKO at an institutional level could also be beneficial in this respect and as a valuable means to strengthen EU-UN relationship. The development of EU Rapid Response elements including Battlegroups, will strengthen the EU's ability to respond to possible UN requests.

11. As underlined by the European Security Strategy and demonstrated by operation CONCORDIA in FYROM, the EU-NATO permanent arrangements, in particular Berlin Plus, enhance the operational capability of the EU and provide the framework for the strategic partnership between the EU and NATO in crisis management. The establishment of a small EU cell at SHAPE and of NATO liaison arrangements at the EUMS as early as possible in 2004 will improve the preparation of EU operations having recourse to NATO assets and capabilities under the Berlin plus arrangements. This will also enhance transparency between the EU and NATO embodying this partnership. Furthermore, promoting the further use of agreed standards⁵ will reduce unnecessary duplication and produce more effective forces for both the EU and NATO. In this framework the EU-NATO capability Group will continue to play a central role in accordance with its mandate as defined in the Capability Development Mechanism. Complementarity and mutual reinforcement of EU and NATO initiatives in the field of rapid response should be ensured.

C. Way Ahead

12. The relevant bodies of the Council and the European Defence Agency when established, will develop the necessary set of benchmarks and milestones in order to evaluate progress towards the achievement of these objectives notably in the field of interoperability, deployability and the other crucial requirements identified above. Work will proceed in the field of equipment, forces and command and control based on a systemic and coherent approach.

⁵ In line with para. 53 of the Capability Development Mechanism on consistent standards with NATO.

13. In the field of equipment, the 2010 perspective should allow Member States to harmonise their respective future requirements and calendars in order to achieve a convergent fulfilment of capability needs.

14. In the field of forces :
 - all the forces contributed to the EU will be categorised on the basis of their combat effectiveness and operational readiness in relation to the range of possible tasks;
 - concerning Rapid Response, suitable force package requirements, taking also into account the agreed EU Battlegroups concept, should be identified at the beginning of the second semester of 2004 in view of allowing Member States to start contributing to the constitution of high readiness joint packages. In full respect with the voluntary nature of the process, the contributions should indicate when and for what period the force package would be available to the EU;
 - from 2005 onwards the EU will launch an evaluation process in order to scrutinise, evaluate and assess Member States' capability commitments, including Rapid Response;
 - qualitative requirements, such as interoperability, deployability and sustainability, as well as quantitative ones for the forces will need to be identified in greater detail;
 - forces available will be tested through HQ exercises as well as opportunities offered by national and multinational field exercises. In particular, Rapid Response elements will need to undertake regular realistic training, including multinational exercises;
 - the collection of existing operational doctrines will be complemented with common concepts and procedures on the basis of work conducted in the framework of the European Capability Action plan and in coherence with NATO.

15. In the field of Command and Control, the ability to plan and conduct operations will be reinforced in the light of the December 2003 European Council Conclusions and by developments in the the European Capability Action Plan. Specifically:
 - the work of the ISTAR Information Exchange framework Project Group will contribute to the development of an EU information-sharing policy and associated framework for implementation by 2010, with an interim architecture by 2006;

- the work of the Space Based Assets Project Group will contribute to the development of an EU space policy by 2006.

16. Under the auspices of the Council and in the framework of its responsibilities for the political direction of the development of military capabilities the PSC, based on the opinion of the EUMC and in liaison, as appropriate, with the European Defence Agency, will direct the necessary steps leading to the more precise definition of the Headline Goal 2010 based on the elements set out in this paper and of the milestones identified in para 5. Taking into account the comprehensive Spring 2004 military capability assessment (Single Progress Report, Capability Improvement Chart) further progress will also be required on the recognised shortfalls and deficits from the 2003 Headline Goal. Implementing this Headline Goal 2010 will include the following steps:

- in 2004 : by the beginning of the second semester, preparatory development work on high readiness joint packages requirements in the framework of EU Rapid Response should be finalised.

Under broad guidance of the PSC, the necessary planning assumptions and scenarios preliminary to the definition of the military requirements necessary to fulfil the 2010 horizon should be elaborated by the EUMC in an iterative process with the PSC. In this framework focussed military scenarios could be presented for political approval.

Work should also start on the capability evaluation process, notably on the definition of the necessary benchmarks and criteria.

By the end of the year, framework nation or multinational high readiness joint packages should be contributed to the EU as an intermediate phase on rapid response development.

A Conference on military capabilities will be organised in the second semester of 2004;

- by the beginning of 2005 : establishment of a list of detailed capability target criteria;
- by mid 2005 : finalisation of the Requirements Catalogue 2005, including Rapid Response, in accordance with the EU Capability Development Mechanism. The capability evaluation process could be already launched;

- by the end of 2005 : a bidding process⁶ could be launched in view of the production of the Force Catalogue and Progress Catalogue. The database of military assets and capabilities relevant to the protection of civilian population against the effects of terrorist attacks, including CBRN, would be maintained in connection with the Force Catalogue, produced in accordance with the EU Capability Development Mechanism;
- by 2007, complete development of rapidly deployable battlegroups including the identification of appropriate strategic lift, sustainability and debarkation assets;
- between 2006 and 2010 the normal iterations described in the Capability Development Mechanism will continue to take place with the involvement of the European Defence Agency⁷, as appropriate. Building on the Headline Goal 2010, a longer term vision beyond 2010 will be formulated with the objective of identifying trends in future capability developments and requirements and increasing convergence and coherence.

⁶ See in particular the relevant paragraphs of and the annex to the Capability Development Mechanism concerning ESDP information requirements and the interaction with NATO.

⁷ Agency in the field of defence capability development, research, acquisition and armaments.