

Development of European military capabilities (Brussels, November 2006)

Caption: In November 2006, the General Secretariat of the Council sets out the 'background' to the development of European military capabilities. Over the course of several summits, the Member States decide to equip the European Union with the means and capabilities required for it to conduct crisis-management operations. On the basis of a strategic planning framework, the types of unit, resources and assets are listed in a requirements catalogue, enabling Member States to offer their contributions. A force catalogue may then be compiled and shortfalls identified in order to improve the capabilities of the Union by 2010.

Source: PRESS. EU Council Secretariat - Background - Development of European military capabilities, The force Catalogue 2006. Brussels: Council of the European Union, 14.11.2006. 3 p.

http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/esdp/91704.pdf.

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Background (November 2006)

Development of European military capabilities: The Force Catalogue 2006

Today, 13 November 2006, the EU Council notes the Force Catalogue 2006 (FC 06), which presents the forces and capabilities contributed by member states against the required capabilities as defined in the Requirements Catalogue 2005.

Background

At the Cologne European Council (3 and 4 June 1999), EU leaders stated their determination 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 common European policy on security and defence. (...) the Union must have the capacity for autonomous action, backed by credible military forces, the means to decide to use them, and the readiness to do so, in order to respond to international crises without prejudice to actions by NATO"*¹.

Headline Goal 2003

In December 1999, at the Helsinki European Council, the EU set a military target known as the **Helsinki Headline Goal**. The MS agreed to put at the Union's disposal, on a voluntary basis, forces capable of carrying out the tasks as set out in Article 17.2 of the Treaty on European Union, by 2003, in operations up to army corps level (50/60,000 troops) with the necessary command, control and intelligence capabilities, logistics, other combat support services and additionally, as appropriate, air and naval elements. This force should be able to deploy in full at this level within 60 days and sustainable for 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 confirmed at the May 2003 General Affairs and External Relations Council (GAERC) which declared *"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 EU Security Strategy (ESS) in December 2003, the EU decided to set a new **Headline Goal 2010**². Based on the Headline Goal 2003, it envisions that MS *"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 Headline Goal 2010 plan was endorsed by the June 2004 European Council meeting.

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

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

From these, **focused military options** were developed as to how best to deal with the relevant crises. These

options led to a **planning framework** from which was deduced a **detailed list of required 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 and these resulted in a **list of reference units**. All of this information was fed into a **requirements catalogue** which listed in detail the actual types of units, resources and assets that were required in order to fulfil the EU's needs.

It was now the task of the EU to ask the Member States to what extent they could offer assets and resources to fill the **total force requirement**, which is listed in the requirements catalogue. This was done by means of the **Headline Goal questionnaire**, which was distributed to Member States and through which they could make their "bids" or offers. As these offers were received, these **Member States' contributions** were compiled into the Member States **compilation of contributions**. Additionally a **scrutinising methodology** was developed and the **scrutinising handbook** established, which enabled Member States to conduct the necessary **self assessment** of their contributions. In order to have a better view of the capabilities contributed **clarification dialogue** was held. These steps lead to the development of the **EU Force Catalogue**, that describes the capabilities made available by Member States in qualitative and quantitative terms. It provides a view of the military capabilities available by 2010.

It will also be the basis for **EU shortfall identification**. The identified shortfalls and the possible operational risks because of these shortfalls will be reflected in **progress catalogue**, which will be due by the end of 2007. The remaining tasks for the achievement of the Headline Goal 2010 will be to solve the identified shortfalls, while maintaining a credible EU operational capability.

Throughout the whole process, the EU Military Staff (EUMS) has cooperated and will continue to cooperate with **the European Defence Agency (EDA)** in many areas, particularly in the integrated development teams (IDTs) and the Project Teams (PTs), which are intended to support and enhance Member States' efforts in solving the identified shortfalls. In addition, the EUMS will supply all necessary support to the EDA in order to continue the progress towards the objective of shaping the EU's Long Term Vision, and the follow-on work involved.

With regard to **Rapid Response**, during the last Battlegroup co-ordination conference, Member States have committed the required number of **Battlegroup** packages for 2007, 2008 and 2009. Indications have been given that the first half of 2010 will be completely filled. The Member States providing Battlegroups in the first half of 2007 have decided to provide naval enablers for these Battlegroups. From January 2007 onwards the EU will have the full operational capability to undertake two Battlegroup-sized rapid response operations nearly simultaneously. (See Council Secretariat factsheet on EU Battlegroups).

A milestone in the improvement of the **strategic airlift** capabilities was achieved with the formal approval of the Strategic Airlift Interim Solution (**SALIS**) by 15 EU Member States plus Canada and Norway, thereby ensuring timely availability of an additional capability to deploy outsized cargo. It was recognised that SALIS has further growth potential and will also in the future remain open to participation by other EU Member States and NATO nations. SALIS is a good example of the fruitful co-operation in finding effective and efficient solutions to overlapping capability shortfalls of the EU and NATO.

Regarding the **global approach on the deployability** it was recognised that improving strategic mobility was crucial, in order to enable the Headline Goal 2010, and specifically the full operational capability of the EU Battlegroups in 2007, to be realised. In view of the known shortfalls in strategic lift assets (both in NATO and the EU), focusing on the more effective use of all available means for transport co-ordination was seen as the key to improving strategic transport capability.

Five tasks were identified concerning the co-ordination, interaction, roles and responsibilities of transportation enablers, and these tasks were undertaken by the EUMS under the auspices of the EU Military Committee and the Political and Security Committee. Most of the remaining tasks within the framework of the global approach on deployability have been completed.

Work has continued with regard to the **maritime dimension** in ESDP, on investigating the contribution of

EU maritime forces in ESDP missions/operations and their use in a rapid response capacity.

In line with the “EU Military rapid response concept”, consideration is being given to a “**rapid response air initiative**” for further development within the framework of the Headline Goal 2010. This initiative aims at enhancing the generation of air rapid response elements and proposes a draft concept for a European deployable air station.

¹ European Council Declaration on Strengthening the Common European Policy on Security and Defence, Cologne European Council.

² The HLG 2010 was adopted in 2004.