

**CIVILIAN CAPABILITIES COMMITMENT CONFERENCE:  
MINISTERIAL DECLARATION**

**Brussels, 22 November 2004**

1. A more capable Europe is a precondition for an effective Common Foreign and Security Policy, as stated in the European Security Strategy. Better civilian and military capabilities are needed to deal with the global challenges and key threats. At the same time, the demand for civilian instruments in the framework of the European Security and Defence Policy (ESDP) is increasing. The EU is currently conducting three civilian ESDP missions as well as an EU monitoring mission. Other missions are under consideration. On the civilian side, the European Union has primarily responded to the changing security environment with the Action Plan for Civilian Aspects of ESDP and in that context a comprehensive review of its civilian capabilities took place.
  
2. Ministers of Foreign Affairs therefore welcomed the opportunity to meet in the context of the Civilian Capabilities Commitment Conference, on 22 November 2004 in Brussels, to review progress on the enhancement and development of civilian capabilities as well as to assess the challenges ahead. Ministers reiterated their strong commitment to the further development of civilian crisis management and stressed that shortcomings on issues such as mission and planning support capability, adequate financing, the ability of the EU to deploy at short notice, and procurement needed to be addressed urgently.
  
3. Ministers welcomed the capabilities of the 10 new Member States in the area of civilian crisis management. These provide the EU with an important added value given the specific expertise the new Member States have made available. Ministers confirmed that Member states' voluntary commitments are now 5761 in the area of police, 631 for rule of law, 562 for civilian administration and 4988 for civil protection. With these commitments, Member States have well exceeded the concrete targets set by the European Council. Ministers also stressed the importance of real availability and deployability of committed personnel resources with the right level of skills and experience.

4. Ministers welcomed the progress made in the implementation of the Action Plan for the Civilian aspects of ESDP, endorsed by the European Council in June 2004. Ministers welcomed in particular:
- the overall increase of Member states' capabilities in the areas of police, rule of law, civilian administration and civil protection.
  - the establishment of a monitoring capability, in addition to the areas of police, rule of law, civilian administration and civil protection. This capability of 505 will allow a wider use of monitoring as an important crisis management and conflict prevention tool.
  - the generic support capabilities that were identified to provide support to inter alia EU Special Representatives. 391 experts have been committed in areas such as human rights, political affairs, gender and Security Sector Reform. These resources should also further enable the EU to deploy integrated civilian crisis management missions to respond to the specific needs on the ground and make use of the full range of its crisis management capabilities.
  - the progress made in better defining committed capabilities.
  - the sharing of 'best practices' in the area of human resources, training, recruitment for civilian crisis management in order to help each Member State to fulfil its responsibility to recruit and train skilled mission personnel.
  - the further deepening and broadening of the dialogue and the practical cooperation with the UN and other international organisations on civilian crisis management. The EU commits itself to further develop its capabilities, also in order to enhance the EU's ability to work with the UN.
5. Ministers attach great importance to the development of a Civilian Headline Goal, which aims at establishing needs-driven goals to allow the EU to further define and build up the civilian capabilities the EU needs for future tasks and challenges by 2008, to be finalised by the European Council in December 2004. This Headline Goal will set out clearly the EU's ambitions for civilian ESDP over the coming years and will provide a firm basis to establish the capabilities needed to meet the EU's ambitions and the areas in which the EU should develop its capabilities further.

6. The EU should develop its capacity to deploy multifunctional civilian crisis management resources in an integrated format. A range of modalities for the setting up and deployment of such capacities, including rapidly deployable Civilian Crisis Response teams, should be further considered and developed under the Headline Goal process.
7. Ministers welcomed the meeting and the declaration of the Chiefs of Police on police aspects in the ESDP-framework on 25 October organised by the Dutch Presidency. In the declaration, the Chiefs of Police identified important issues that need to be addressed further by the EU (see Annex A to Annex I).
8. Ministers also welcomed the initiative by France, Italy, the Netherlands, Portugal and Spain to establish a European Gendarmerie Force (EGF) and the contribution the EGF can make to the ESDP. These 5 countries have made this capacity with a military status available for the more demanding scenarios and for rapid deployment in order to guarantee public security and public order. Ministers also welcomed that this force will be first and foremost at the disposal of the EU and stressed the need to explore further the possibilities of close affiliation of EU Member States not participating in the EGF.
9. Ministers acknowledged that the following important issues, critical to the success of future civilian ESDP mission, need to be urgently addressed:
  - The establishment of appropriate operational planning and support capabilities within the Council Secretariat as soon as possible to ensure the ability of the EU to conduct several civilian crisis management missions concurrently.
  - Adequate financial resources that meet the EU's ambitions in the field of civilian ESDP<sup>1</sup>.
  - Considering that current procurement rules significantly constrain the deployment of civilian crisis management missions, Ministers urged the Council Secretariat and the Commission to put forward, by the end of 2004, concrete proposals to provide adequate solutions on the issue of procurement, including recommendations on the earlier identification of procurement needs in planning processes.

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<sup>1</sup> This is without prejudice to the financial framework 2007 - 2013.

- Appropriate arrangements and mechanisms in the areas of operational support, logistics, security of personnel and mission protection given the more challenging and less benign environments in which the EU is likely to operate in the near future.
- The ability of the EU and Member States to deploy their capabilities at short notice.

In order to make capabilities as operational, efficient and coherent as possible, Ministers also underlined the importance of :

- The promotion of effective close co-ordination and coherence between Community and ESDP activities.
- The conduct of exercises (civilian and civil-military) to test and validate procedures and ensure efficiency.
- The improvement of civil-military co-ordination as well as the ability of the EU to deploy civilian capabilities simultaneously with military means at the outset of an operation. In this context, Ministers welcomed the imminent creation of the civil-military cell.
- Pre and in mission training in order to make the capabilities as effective and interoperable as possible.

10. Ministers stressed the importance of the need to regularly review and update Member States capabilities as well as their availability. They underlined the importance of the direct involvement of key stakeholders in civilian crisis management, in particular those ministers responsible for the qualitative and quantitative capability development.

11. Ministers warmly welcomed the contributions of non-EU States to civilian ESDP missions. They therefore welcomed the opportunity to inform the countries which are candidates for accession to the EU and the non EU European NATO Members on progress made in the area of capabilities for civilian crisis management as well as to receive their indications on possible supplementary commitments.

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**DECLARATION of EU CHIEFS OF POLICE**  
**following the meeting on police aspects in the ESDP-framework**

**Warnsveld, the Netherlands, 25 October 2004**

1. The EU Chiefs of Police welcomed the initiative by the Netherlands Presidency to organise a meeting of the EU Chiefs of Police, on police missions in the framework of the European and Security and Defence Policy (ESDP). They recognised the central role of police in international crisis management operations and the ever-increasing important contribution that the EU is making in this regard. The EU's policing capabilities have contributed substantially to the effectiveness of the EU's ability to respond to different phases of crises as well as Security Sector Reform activities through a broad range of instruments.
  
2. The Chiefs of Police recalled that the last Conference of the Chiefs of Police took place under the Swedish Presidency on 10 May 2001. This meeting provided an important input for the further development of policing in the ESDP-framework, not least through the launching of the Police Action Plan. The importance of actively engaging in police aspects of civilian crisis management, in particular in terms of qualitative and quantitative capability development was recognised by the Chiefs of Police. The Chiefs of Police therefore agreed to meet regularly on these aspects.

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3. The Chiefs of Police recalled that a Police Capabilities Commitment Conference at Ministerial level took place in Brussels on 19 November 2001 in order to draw together the national commitments to meet the police capabilities goals set by the Feira European Council. In doing so, they contributed to the creation of an EU capacity for crisis management, capable of covering the full range of police missions identified by the European Councils of Nice and Göteborg, i.e. from training, advisory and monitoring missions to executive missions. At the Conference, Member States on a voluntary basis undertook to provide 5000 police officers by 2003, out of which 1400 police officers could be deployed within thirty days, thus enabling the EU to meet the targets set at Feira. As part of their commitments, some Member States undertook to provide rapidly deployable, integrated and interoperable police units.
  
4. The Chiefs of Police welcomed the considerable progress that has been made in the implementation of the Police Action Plan, adopted at the European Council in Göteborg. This progress *inter alia* includes:
  - The development of concepts for planning and police command and control aspects of EU Crisis Management.
  - The development of comprehensive concepts for police missions, including strengthening and substitution scenarios.
  - Guidelines for training and selection criteria.
  - Model agreements of Status of Forces Agreements, and principles for the use of force (Rules of Engagement) for police officers participating in EU Crisis Management Operations.
  
5. They further welcomed the successful establishment of the first two ESDP police missions - the European Union Police Mission in Bosnia and Herzegovina (EUPM) and the European Union Police Mission in the former Yugoslav Republic of Macedonia (EUPOL PROXIMA). Both missions are currently ongoing, comprising more than 650 EU and Third State police officers, with the aim of establishing sustainable policing arrangements under local ownership, according to best European and international practice. Both missions continue to have a positive and stabilising impact in sensitive but relatively benign areas. The establishment of EUPM and EUPOL PROXIMA has provided the EU with important operational experience and has enabled the EU to identify crucial lessons learned, including areas for further improvements by the missions, the Member States and the Council Secretariat, including the Police Unit.

6. The Chiefs of Police recognised the important contribution of CEPOL (Collège Européen de Police) to foster common training for police officers. The common training provided through CEPOL has promoted a common knowledge and better interoperability between Member States and has improved the methodology for planning as well as the procedures used in Crisis Management Operations. Specialised CEPOL courses and exercises for police operations in the framework of the ESDP should be further developed. Furthermore, the Chiefs of Police recognised the benefits and values of the participation of EU police officers in international police missions.
  
7. The Chiefs of Police underlined that organised crime is a major obstacle for the consolidation of law and order in former crisis areas. They recalled that Europe is a prime target for organised crime (cross-border trafficking in drugs, human beings, and weapons accounts for a large part of the activities of criminal gangs) and that external action, *inter alia* through international police missions, can help improve our internal security. The Chiefs of Police recognised that assistance by EUPM and EUPOL PROXIMA to the respective local authorities in developing capacities to help fight organised crime more effectively, has an important internal dimension. The Chiefs of Police welcomed the contribution of the EU police operations to the implementation of the UN sponsored Palermo Convention on the fight against organised crime. The Chiefs of Police also stressed the potential links between organised crime and terrorism.

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8. The Chiefs of Police welcomed the ongoing work under the Dutch Presidency to review the current police capabilities commitments by Member States. They stressed the need to further develop the qualitative aspects of commitments made by member States, not least in terms of rapid deployment of qualified personnel. In this context, the Chiefs of Police underlined the importance of the Civilian Capabilities Commitment Conference in November 2004 as well as the ongoing work on the Civilian Headline Goal.

9. The Chiefs of Police welcomed the initiative to establish a European Gendarmerie Force (EGF) by France, Italy, the Netherlands, Portugal and Spain. This force will be first and foremost at the disposal of the EU. They underlined the important contribution the EGF can make to the ESDP by making available a capacity for the more demanding scenarios and for rapid deployment. The Chiefs of Police stressed the need to explore further the possibilities of close affiliation of EU Member States not currently participating in the EGF.

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10. The Chiefs of Police recognised that EU policing is in high demand. As the police capabilities and operational experience of the EU will further develop, enabling the EU to e.g. provide support to other internationally led police operations by, *inter alia*, the UN or the OSCE, this demand is likely to increase even more.

11. As the EU improves its policing capabilities it will most likely move into more challenging areas of operations. The Chiefs of Police underlined the need to have in place adequate mechanisms for EU police missions, including appropriate arrangements in the areas of operational support, logistics, security of personnel and adequate mission protection.

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12. The Chiefs of Police would, *inter alia*, on the basis of their discussions in Warnsveld, the operational experience gained by the EU thus far and the concrete lessons learned derived from the first ESDP police missions, like to draw particular attention to the following areas that should be addressed further by both the EU as well as Member States:

*a) Operational aspects:*

- The further development of appropriate operational planning and support capabilities in order to conduct several police missions simultaneously. In this context, the Chiefs of Police underlined the importance of providing adequate resources to the Police Unit, in particular to ensure sufficient operational support for planned and ongoing missions;

- The importance of making available the right expertise and experts to EU police missions (e.g. in the area of organised crime);
- Introducing further training of EU personnel, both in pre-deployment and in the missions;
- The development of generic concepts and modalities for project management within police mission, including the need for establishing projects with clearly defined purposes and timelines and with measurable goals enabling a comprehensive overview of implementation ('benchmarking');
- Ensuring further, the possibility for partners to join national exercises;
- Improving the EU rapid deployment capabilities;
- Enhancing our capability to set-up multinational Headquarters;
- Continuing work on the Police Action Plan regarding interoperability (e.g. common equipment and logistic support) and appropriate means of financing;
- Emphasising the importance of the sustainability of the results of the civilian ESDP-missions, i.e. through taking into account other longer-term efforts and activities.

*b) Institutional aspects:*

- Ensuring that procurement regulations allow timely arrival of equipment in mission areas;
- Ensuring that processes are in place to identify and deploy rapidly the required numbers of qualified personnel;
- Promoting further the crucial link between police missions and broader Rule of Law aspects, *inter alia* by ensuring synergies between ESDP and Justice and Home Affairs activities, especially with a view to better managing transition periods and exit strategies;
- Ensuring the consistency of the EU response with regard to the fight against organised crime, notably by defining a cross-pillar regional approach and liaising extensively during the planning period with all relevant European structures engaged in the fight against organised crime;
- ESDP police missions in the Western Balkans should explore how to benefit from possible new instruments such as intelligence development officers recommended by the group of Friends of the Presidency as one of the concrete measures to enhance the fight against organised crime;

- Ensuring close co-operation between Europol and ESDP police missions;
- Adopting and implementing the Integrated Police Unit concept.

13. In addressing and carrying forward work on these issues, the Chiefs of Police invited the Secretariat to develop further the Police Action Plan in order for it to match the needs of EU police missions in 2004 and beyond.

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## **MILITARY CAPABILITY COMMITMENT CONFERENCE**

**Brussels, 22 November 2004**

### **DRAFT DECLARATION ON EUROPEAN MILITARY CAPABILITIES**

1. The European Union has entered a new stage in the process of strengthening military capabilities for crisis management, launching initiatives such as on the Headline Goal 2010, the EU Battlegroups, the civil-military cell and establishing the European Defence Agency (EDA). These initiatives contribute to the implementation of the European Security Strategy, enabling the European Union to deal better with threats and global challenges and realising the opportunities facing us. A more capable Europe will provide a significant contribution to the building of a more effective Common Foreign and Security Policy.
2. Ministers of Defence, playing a leading role in developing European military capabilities, are committed to contributing to the implementation of the European Security Strategy. At the Military Capability Commitment Conference on 22 November 2004 they reaffirmed their commitment to develop the necessary military capabilities.
3. Member States are determined to implement the objectives of the Headline Goal 2010, including the creation of EU Battlegroups (as part of Rapid Response elements), providing the European Union with the Initial Operational Capability in 2005 and with commitments on the Full Operational Capability from 2007 onwards. The Member States are determined to develop further criteria and standards, building on the overarching standards and criteria for Battlegroups. The Ministers of Defence also agreed on the Global Approach on Deployability. This initiative will aim at more effective use of available assets, mechanisms and initiatives for strategic transport, a key enabler for Rapid Response.

4. The Member States welcomed the evaluation of the European Capability Action Plan (ECAP), providing the way ahead for its continuation and further improvement, taking into account the establishment of the EDA. Military co-operation will be taken forward as a significant contribution to the effectiveness and the efficiency of the European Union's efforts in the field of security and defence.
5. Ministers also welcomed the initiative by France, Italy, the Netherlands, Portugal and Spain to establish a European Gendarmerie Force (EGF) and the contribution the EGF can make to the ESDP. These 5 Countries have made this capacity with a military status available for the more demanding scenarios and for rapid deployment in order to guarantee public security and public order. Ministers also welcomed that this force will be first and foremost at the disposal of the EU and stressed the need to explore further the possibilities of close affiliation of EU Member States not participating in the EGF.

#### **IMPLEMENTING THE HEADLINE GOAL 2010**

6. Member States have committed 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 as defined in the Headline Goal 2010 document. Interoperability, deployability and sustainability will be at the core of Member States efforts to improve military capabilities. 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.

7. Under guidance of the PSC work continues on the necessary scenario's preliminary to the definition of the military requirements necessary to fulfil the 2010 horizon, taking into account the terrorist threat as asked for by the EU Plan of Action to Combat Terrorism welcomed by the European Council in June 2004. Further elaboration of the strategic planning assumptions and the illustrative scenarios will take place during the following steps of the capability development process. This process will lead to the finalisation of the Requirements Catalogue 2005 in the spring of next year. This will be followed by a bidding round in view of the production of the Force Catalogue and the subsequent production of the Progress Catalogue. These steps will take into account the relevant action points of the Conceptual Framework on the ESDP dimension of the fight against terrorism.
8. To evaluate progress on capability improvement with a view to the Headline Goal 2010 work on the definition of benchmarks and criteria has started, notably within the framework of the EU Battlegroups concept. The relevant bodies of the Council and the EDA will take this work forward. Within its competencies, laid down in the Joint Action, the EDA will work on scrutinising, assessing and evaluating against criteria to be agreed by the Member States the capability commitments given by the Member States through the ECAP process, and utilising the CDM.

## **RAPID RESPONSE - EU BATTLEGROUPS**

9. The ability for the EU to deploy force packages at high readiness as a response to a crisis is a key element of the 2010 Headline Goal. The Battlegroup is a specific form of rapid response. It is the minimum military effective, credible, rapidly deployable, coherent force package capable of stand-alone operations, or for the initial phase of larger operations. The Battlegroup is based on a combined arms, battalion sized force and reinforced with Combat Support and Combat Service Support elements. A Battlegroup could be formed by a Framework Nation or by a multinational coalition of Member States. In all cases, interoperability and military effectiveness will be key criteria. A Battlegroup must be associated with a Force Headquarters and pre-identified operational and strategic enablers, such as strategic lift and logistics.

10. Member States can also contribute niche capabilities, providing specific elements with added value to the Battlegroups. These capabilities could be included in a database, under the responsibility of the EUMC, in support of the Battlegroups and for integration, as appropriate, into coherent, predetermined Battlegroup packages through the regular Battlegroup generation conferences.
11. 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. This requires that Battlegroups will be built on assets and capabilities held at a readiness of 5-10 days. This readiness criterion applies as a benchmark to Member States as a whole. Battlegroups will be employable across the full range of tasks listed in the TEU Art.17.2 and those identified in the European Security Strategy, in particular in tasks of combat forces in crisis management, bearing in mind their size. Battlegroups need to be sustainable until mission termination or until relief by other forces. They should be sustainable for 30 days initial operations, extendable to 120 days, if re-supplied appropriately.
12. To qualify as an EU Battlegroup force packages will meet commonly defined and agreed, detailed military capability standards. These overarching standards and criteria concern: availability, employability and deployability, readiness, flexibility, connectivity, sustainability, survivability, medical force protection and interoperability. Standards and criteria, set by Member States, form the basis for further development of criteria for evaluation/certification and detailed capability/interoperability standards, taking into account the role of the EDA as described in paragraph 8.
13. In May 2004 the GAERC concluded that commitments would be sought from Member States in order to achieve an initial Battlegroup capability in early 2005 and complete development in 2007. With a view to these commitments a definition and characteristics of the Initial Operational Capability (IOC) have been worked out. For the period 2005-2007 the EU will be able to undertake at least one Battlegroup-sized rapid response operation.

14. Full Operational Capability (FOC) will be reached in 2007. The Union should have the capacity to undertake two concurrent single Battlegroup-size rapid response operations, including the ability to launch both such operations nearly simultaneously.
15. Annex A to Annex II contains an overview of Member States initial commitments for EU Battlegroups.
16. The EU Battlegroups concept is complementary and mutually reinforcing with the NATO Response Force (NRF) documents while taking into account the characteristics of both organisations. Standards, practical methods and procedures will be compatible to those defined within NATO (NRF), wherever possible and applicable. The EU-NATO Capability Group, notably through ongoing exchange of information for addressing overall coherence and complementarity between EU Battlegroups and the NRF, will ensure coherent, transparent and mutually reinforcing development of the capability requirements common to both organisations.
17. In line with the Nice European Council Conclusions Member States are welcome to include the non-EU European NATO countries and other countries which are candidates for accession to the EU in their Battlegroups. In such cases this will be done without prejudice to the rights of any Member State. Member States are also welcome to consider including other potential partners in their Battlegroups.

## **ECAP EVALUATION**

18. The European Capability Action Plan, launched in 2001, has been evaluated in the light of the elaboration of the Headline Goal 2010 and taking into account the role of the EDA as set out in the Joint Action establishing it and in line with the Capability Development Mechanism (CDM). The first aim of the ECAP evaluation is to take stock of the progress that has been made in remedying shortfalls and to define the remaining military shortfalls, thereby creating a "baseline" for the Headline Goal 2010 process. The second aim is to evaluate ECAP as an instrument of the Member States to improve European military capabilities, drawing lessons from the ECAP experience so far, including its guiding principles, and taking into account the

role of the EDA to co-ordinate the implementation of ECAP. Starting in 2005 EDA's role in relation to the ECAP process should be evaluated in the regular information submitted to the Council on the EDA's activities.

19. The Single Progress Report summarises and assesses the progress made with capability development, including through ECAP. The Capability Improvement Chart provides an overview of the progress that has been made towards remedying all shortfalls, identified in the Helsinki Progress Catalogue 2003. Further progress will be required on the remaining recognised shortfalls and deficits from the 2003 Headline Goal, taking into account the focus on qualitative aspects of capability development in the Headline Goal 2010. Hence, there is a continued need for ECAP, be it that existing ECAP Project Groups will have to be reviewed in the light of the Headline Goal 2010 and the establishment of EDA, assessing and identifying the possibilities for new priorities or re-directions. This review is to take place in conjunction with the elaboration of the new Requirements Catalogue, which will be ready in the first semester of 2005.
  
20. The bottom-up approach remains fundamental to ECAP. However, a significant number of ECAP Project Groups has indicated that additional guidance would be beneficial. The EDA, reinvigorating the ECAP process, will allow Defence Ministers to provide such additional guidance. Based on the guidelines from the Council, EDA will make suggestions and recommendations to the Council, thereby providing a more systematic and analytical approach to the co-ordination and the implementation of ECAP. This could include specific courses of action for individual ECAP Project Groups, which would be assisted by the EDA in such cases. The involvement of the EDA in ECAP would also allow it to give substance to the evaluation process agreed upon in the Headline Goal 2010. In line with the provisions of the Capability Development Mechanism NATO will be informed on this ECAP evaluation and on the subsequent review of the ECAP Project Groups.
  
21. A more detailed description of the ECAP evaluation, including recommendations for enhanced ECAP, is at Annex B to Annex II.

## **GLOBAL APPROACH ON DEPLOYABILITY**

22. In May 2004, with a view to the EU's ambitions on rapid response, the Council recognised in particular the need to achieve further progress in improving capabilities for strategic mobility. Strategic transport is one of the key enablers for the EU Battlegroups. In this context the Headline Goal 2010 mentions the following milestone: "the implementation by 2005 of EU Strategic joint lift 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".
23. The Global Approach on Deployability (GAD) aims at improving strategic transport by primarily focussing on more effective use of all available means for transport co-ordination. It envisages the co-ordination of all strategic lift assets, mechanisms and initiatives in support of EU-led operations, in particular for the EU Battlegroups.
24. In order to realise the aim and objectives of the GAD a step-by-step way ahead process is envisaged to meet the demands for EU Battlegroups Full Operational Capability and the other milestones identified in the Headline Goal 2010, aimed at developing effective links between the Co-ordination Cells/Centres.
25. Further details are outlined in Annex C to Annex II.

## **INTENSIFYING CO-OPERATION**

26. The Ministers of Defence welcome the conference on International Military Co-operation, organised by the Presidency on 11-12 October 2004 in Wassenaar. It provided an excellent opportunity to discuss the possibilities to take forward military co-operation, which has become an integral part of the efforts to improve European military capabilities. Using ECAP, in the framework of the CDM, the Member States and groups of Member States have stepped up military co-operation through Project Groups.

27. The achievement of the Headline Goal 2010, including the formation of multinational Battlegroups, provides additional opportunities to increase the effectiveness and the efficiency of the European defence efforts through military co-operation. The establishment of the EDA can stimulate military co-operation by promoting and co-ordinating the harmonisation of military requirements and proposing multinational solutions to remedy identified shortfalls.
28. Ministers of Defence emphasise their commitment to intensify military co-operation, using ECAP, EDA and EU Battlegroups, and building on existing multinational frameworks for co-operation to improve European military capabilities.

## EU BATTLEGROUP COMMITMENTS

So far, the following Member States have indicated to commit to EU Battlegroups, formed as follows:

- France
- Italy
- Spain
- United Kingdom
- France, Germany, Belgium, Luxembourg and potentially Spain
- France and Belgium
- Germany, the Netherlands and Finland
- Germany, Austria and Czech Republic
- Italy, Hungary and Slovenia
- Italy, Spain, Greece and Portugal
- Poland, Germany, Slovakia, Latvia and Lithuania
- Sweden, Finland and including Norway as a third State
- United Kingdom and the Netherlands

### **Niche capabilities**

So far, the following Member States have offered niche capabilities in support of the EU Battlegroups:

- Cyprus (medical group)
- Lithuania (a water purification unit)
- Greece (the Athens Sealift Co-ordination Centre)
- France (structure of a multinational and deployable Force Headquarter)

### **Initial Operational Capability (2005-2006)**

At any time during the IOC period the EU should be able to provide at least one coherent Battlegroup package, to undertake one Battlegroup-sized operation. The United Kingdom and France have each committed to providing a Battlegroup during first half of 2005, and Italy will provide a Battlegroup for the second half of 2005. Germany and France will commit joint Battlegroups for the whole of 2006, with alternating leadership, supported by Member States such as Belgium. Also in the first half of 2006, a multinational Battlegroup, based on the framework of the Spanish-Italian amphibious and landing forces (SIAF) with Portuguese and Greek capabilities, will be available.

### **Full Operational Capability (2007 onwards)**

Full Operational Capability (FOC) will be reached in 2007. The Union should have the capacity to undertake two concurrent single Battlegroup-size rapid response operations, including the ability to launch both such operations nearly simultaneously. The EU Battlegroups for FOC will be generated through EU Battlegroup co-ordination conferences, starting in the first half of 2005. From 2007 onwards all EU Battlegroups will become available.

Estonia has decided to participate in the EU Battlegroups and to continue consultations with possible partners on this issue.

Ireland is prepared to enter into consultations with partners with a view to participation in these rapid response elements.

## ECAP EVALUATION

### A – THE EVOLUTION OF ECAP 2001-2004

#### Foundations of ECAP

1. The European Capability Action Plan (ECAP) was launched at the end of 2001 to remedy identified shortcomings in the Helsinki Headline Goal. By rationalising Member States' respective defence efforts and increasing synergy between national and multinational projects, ECAP was intended to enhance European military capability. ECAP was based on four principles:
  - (i) enhanced effectiveness and efficiency of European military capability efforts;
  - (ii) a “bottom-up” approach to European defence co-operation;
  - (iii) co-ordination between EU Member States and co-operation with NATO;
  - (iv) importance of broad public support.

#### Phase two of ECAP

2. In May 2003, the first phase of ECAP was concluded, with 19 Panels activated covering the vast majority of the most significant shortfalls and all Member States participating. Many Panels had articulated options to acquire additional capability both by procurement and by non-procurement initiatives. Ministers welcomed the results and the established Project Groups focussed on the implementation of concrete projects. On the procurement side, the Project Groups were expected to provide plans and programmes to enable participating Member States to implement new capabilities. Non-procurement initiatives would aim at maximising the effectiveness of current and planned capabilities, for example by improving structures and developing procedures and doctrine.

### Development of instruments to guide ECAP

3. In November 2003, the PSC concluded that some adjustment of ECAP would be needed to bridge the gap between the voluntary basis on which ECAP Project Groups (PGs) operate and the interest of the Union as a whole to acquire all military capabilities needed to carry out the full range of missions under the Headline Goal. The Italian Presidency report on ESDP to the European Council of December 2003 subsequently stated that “while the ”bottom-up” approach remains one of the essential principles of the ECAP, need is felt to complement the ECAP with an approach identifying objectives, timelines and reporting procedures to the Council, in close co-ordination of each Project Group.” To this end, an ECAP roadmap was to be developed to monitor progress and allow Member States to redirect work of the PGs if deemed necessary. Also, a Capability Improvement Chart would be presented as an integral part of the Single Progress Report, outlining the state of play within the PGs and a clear overview for public opinion and the media.

### ECAP Progress and the Headline Goal 2010

4. The Single Progress Report of May 2004 noted that marginal progress had been made since the Helsinki Progress Catalogue 2003. It also stated that Member States had to give considerable extra impetus to the development of capabilities in order to realise the ambitions expressed in the ongoing work on the Headline Goal 2010, including the EU Battlegroups Concept. The Headline Goal 2010, adopted in May 2004, recognises that existing shortfalls still need to be addressed. The Headline Goal 2010 focuses on the qualitative aspects of capability development and calls for the development of a longer-term vision. It also provides a framework within which to address further the delivery of capability.

### European Defence Agency

5. The newly established European Defence Agency (EDA) will play a crucial role in this improved framework for capability development. Its mission is to assist Member States’ efforts to improve their military capabilities to sustain ESDP as it stands now and develops in the future. Its tasks in the field of capability development include:

- co-ordinating the implementation of ECAP, an enhanced ECAP or any successor plan;
  - scrutinising, assessing and evaluating against criteria to be agreed by the Member States the capability commitments given by the Member States through the ECAP process, and utilising the Capability Development Mechanism (CDM);
  - promoting and co-ordinating harmonisation of military requirements;
  - identifying and proposing collaborative activities in the operational domain;
6. The EDA's main concern is to deliver the military capabilities that ESDP requires. To this end, the EDA will develop, with the European Union Military Committee (EUMC) assisted by the European Union Military Staff (EUMS), a systematic and comprehensive capability development process that looks from today's urgent operational requirements to the longer-term needs. The broad scope of the EDA also ensures the involvement of Armaments, Research and Technology, and Industry and Market in the capability process. This comprehensive process will result in new projects and initiatives to improve military capabilities.

## **B – AIMS OF THE EVALUATION**

7. The Headline Goal 2010 and the establishment of the EDA are important new developments in the field of capability development. ECAP has to be adjusted accordingly. The first aim of the ECAP evaluation is to take stock of the progress that has been made in remedying shortfalls and to define the remaining military shortfalls, thereby creating a "baseline" for the new Headline Goal process. The second aim is to evaluate ECAP as an instrument of the Member States to improve European military capabilities, drawing lessons from the ECAP experience so far, including its guiding principles, and taking into account the role of the EDA to co-ordinate the implementation of ECAP.

## C – EVALUATING ECAP

### The baseline

8. Despite some good results, not all the military shortfalls identified in the Helsinki Progress Catalogue 2003 have been remedied. The Capabilities Improvement Chart gives an update of the progress that has been made in remedying all shortfalls. The Single Progress Report of November 2004 summarises and assesses the progress of ECAP in this regard. It identifies the work that remains to be done to remedy the remaining military shortfalls under the Helsinki Headline Goal.
  
9. A lot of ECAP PGs have indicated that they have reached, or are close to reaching, the maximum possible results within the current framework. Quantitative solutions for capability shortfalls will be delivered in some cases, but in the medium to longer term. Many ECAP PGs have focussed their work on important qualitative aspects as doctrine, tactics, procedures, conops, etc. In some areas – such as Headquarters, Strategic Transport, NBC, Medical – notable progress has been achieved with indications of timelines within which the shortfalls will be remedied. In other capability areas that require substantial investment (such as ISTAR and Space assets) more time is needed to remedy existing shortfalls. A few shortfalls have yet to be addressed (e.g. SEAD and PGM).

### Continued need for ECAP

10. Despite some good results, a lot of work remains to be done to solve the existing capability shortfalls. In addition, the ongoing work to define requirements based on the Headline Goal 2010 is expected to generate new challenges. Hence, there is a continued need for ECAP. There should be absolutely no doubt, however, that the successful delivery of capability improvements depends on meaningful political commitments by Member States to invest in the shortfall areas and to look for multinational solutions. The EDA will act as a “conscience” and a “catalyst” in this regard.

### “Bottom-up” approach

11. The bottom-up approach remains fundamental to ECAP. It reflects the responsibility of Member States to tackle the military shortfalls in accordance with the voluntary basis of defence co-operation in ESDP. The bottom-up approach also provides the EU with original and valuable ideas. The ECAP roadmap allows the Member States to monitor the progress and to redirect the work if deemed necessary. However, a significant number of ECAP PGs has indicated that additional guidance would be beneficial. The establishment of the EDA offers opportunities to reinvigorate the ECAP process.

## **D – RECOMMENDATIONS FOR ENHANCED ECAP**

### Improved guidance to ECAP

12. The ‘ownership’ of ECAP continues to rest with the EU Member States; Defence Ministers should remain actively involved. All Member States will be involved in the process.

13. The Council sets the guidelines for capability development in ESDP. Under its authority, and in accordance with the CDM, the PSC is responsible for giving political guidance. The EUMC, as the highest military body within the Council, is responsible for setting the military requirements and for determining the extent of any military shortfalls. In light of these responsibilities, the PSC and the EUMC are also responsible for setting the political and military priorities of the shortfalls, which the EDA will consider in conjunction with other issues such as cost/effectiveness and what Member States and industry are able to offer.

14. In its role as catalyst the EDA, based on the above guidelines, will make suggestions and recommendations to the Council, introducing with the PSC and the EUMC assisted by the EUMS, a more systematic and analytical approach. The EDA could also translate the Council guidelines into specific courses of action for the individual ECAP PGs. In practice, this would mean that experts (for example the Capability Managers) would assist the ECAP PGs from the EDA. Their involvement would ensure coherence within the specific capability areas and would stimulate the work of the ECAP PGs within the guidelines agreed by the Council. Over time, the projects and initiatives coming out of EDA would also feed into the ECAP process.

15. The involvement of EDA in ECAP would also allow it to give substance to the evaluation process agreed upon in the Headline Goal 2010. It is important to note that the EDA is to carry out this task as part of its mission to assist the Member States in the improvement of their military capabilities. It will therefore focus on the general performance of Member States in the field of EU capability improvement, as distinguished from the responsibility of the EUMC to determine to what extent the capability commitments of the Member States meet the military requirements of the EU as a whole. Within its competencies, laid down in the Joint Action, the EDA will work on scrutinising, assessing and evaluating against criteria to be agreed by the Member States the capability commitments given by the Member States through the ECAP process, and utilising the CDM.

### Reporting

16. In accordance with the CDM, the EUMC remains responsible for elaborating the Single Progress Report, the Requirements Catalogue, the Force Catalogue and the Progress Catalogue. In this light, the EUMC will continue to assess the progress made by the ECAP PGs, as reported through the HTF. In an iterative process the EUMC, based on HTF reports, and the EDA will give an appreciation of the progress. The role of the HTF should be evaluated, however, as the EDA settles and the ECAP evolves.

### Review of the ECAP Project Groups

17. Taking into account the new role of the EDA as described above, four options are available for the PGs, noting these are not exclusive:
- i. start the implementation of project proposals, under the co-ordination of the EDA;
  - ii. renew efforts within a more specific time-schedule, as set in the new ECAP-roadmap, and assisted by experts from the EDA;

- iii. continue work as a group of experts assisting the EUMC. This option applies especially to those PGs that have focused on the development of military concepts, doctrines etc. Their documents are offered to the EUMC. They could continue to act as groups of experts that assist the EUMC on specific matters, thus preserving the valuable network that has been established through the ECAP process.
- iv. cease work on those PGs that have delivered their agreed objectives.

It is realistic to expect that the EDA can start exercising its role in relation to ECAP in the course of the first semester of 2005.

18. The existing PGs also have to be reviewed in light of Headline Goal 2010, assessing and identifying the possibilities for new priorities or re-directions. In this context ECAP may also have a role in contributing to the development of the EU Battlegroups. This review is to take place in conjunction with the elaboration of the new Requirements Catalogue, which will be ready in the first semester of 2005.

#### Way ahead

19. In the first semester of 2005, the EUMC and the EDA in close coordination should review the PGs in line with the process described above and propose the most appropriate option for each PG. This review process also offers the opportunity for possible redirection in light of the new Headline Goal 2010, including the further development of the EU Battlegroups, as well as the establishment – also at the initiative of Member States – of new PGs. The review, to be presented to the May 2005 GAERC, also includes an evaluation of the role of HTF in light of the establishment of the EDA.
20. In view of its responsibilities, the PSC will be informed on a regular basis on the evolution of the EDA's role in relation to ECAP evaluation. This role should be enhanced, according to the Joint Action, once the EDA has reached its operational capability in the course of 2005. In this context the relationship between the EUMC and the EDA should be re-evaluated in due course.

21. In accordance with the coherent, transparent and mutually reinforcing relationship with NATO, and in line with the CDM, NATO will continue to be informed of this ECAP evaluation and the subsequent review of the ECAP PGs. This will be done through the EU/NATO Capability Group. The close practical co-operation that has been established between ECAP PGs and Project Groups of NATO's Prague Capability Commitment (PCC) should be carried forward as appropriate. The provisions of the CDM will continue to be applied. Information on the ECAP evaluation transmitted by the EU side to NATO should be preceded by a discussion among all EU Member States within the competent EU bodies.

## **GLOBAL APPROACH ON DEPLOYABILITY**

### **AIM AND OBJECTIVES**

1. 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 Headline Goal 2010. With a view to Full Operational Capability for the EU Battlegroups in 2007 improving strategic mobility is crucial. ECAP Project Groups on strategic transport have addressed the recognised shortfalls and are providing solutions, both for Airlift as well as for Sealift. The Global Approach on Deployability (GAD) forms another important contribution to improve strategic transport by primarily focussing on more effective use of all available means for transport co-ordination. GAD envisages the co-ordination of all strategic lift assets, mechanisms and initiatives in support of EU-led operations, in particular for the EU Battlegroups.

### **BACKGROUND**

2. In 2003, the Global Approach on Deployability has been introduced within the European Capability Action Plan (ECAP). The GAD found broad support among Member States. Now the proposal has to be transferred into concrete targets.

3. The indicative list of specific milestones within the 2010 horizon, defined in the Headline Goal 2010 document, contains the following target: “the implementation by 2005 of EU Strategic lift joint coordination, with a view to achieving by 2010 the necessary capacity and full efficiency in strategic lift (air, land and sea) in support of anticipated operations”. The HLG 2010 stresses that deployability should be at the core of Member States efforts to improve military capabilities. Futhermore, it identifies the complete development by 2007 of rapid deployable Battlegroups
4. In more general terms improved co-ordination between existing mobility centres enhances strategic transport options and leads to a better use of existing transport assets. It also supports increasing international military co-operation between Member States.

## **CO-ORDINATION CELLS/CENTRES**

5. In order to enhance co-ordination, as a starting point, an overview is needed of all existing and planned co-ordination cells/centres and possible initiatives, including reference to their responsibilities and tasks. These are both multinational and national organisations:

### **Multinational**

- The European Airlift Centre (EAC) at Air Base Eindhoven has declared its services to the EU. Its primary function is to maximise the utilisation of airlift capability.
- The Sealift Co-ordination Centre, co-located with EAC, has declared its services to the EU. Its primary function is to maximise the utilisation of sealift capability.
- A Strategic Air Lift Co-ordination Cell (SALCC) is planned to operate by mid 2005. It will be co-located and embedded with the EAC. The SALCC will be the tasking authority for the use of the Strategic Airlift Interim Solution (SALIS) contract.

## **National**

- The Greek Sealift Co-ordination Centre in Athens has declared its services and available assets to the EU. Its function is to “co-ordinate, charter and monitor” sealift capability.

It should be noted that all these organisations have also been made available to NATO.

In the field of land transport there are no multinational centres. Further study is needed to assess whether a strategic multinational land transport co-ordination centre is required.

## **STRATEGIC LEVEL CO-ORDINATION**

6. The EU has made provisions for a strategic-level co-ordination cell, based on the EU Strategic Movement and Transportation Concept. The EU Movement Co-ordination Cell (EUMCC) is mentioned as a structure which can be activated in the context of an EU-led crisis management operation. The ECAP Project Group for Strategic Sealift has further developed the EUMCC concept. It should be noted that NATO has an Allied Movement Co-ordination Centre (AMCC), which could be made available to an EU-led operation making use of NATO assets and capabilities.

## **GLOBAL APPROACH ON DEPLOYABILITY – WAY AHEAD**

7. In order to realise the aim and objectives of GAD the following work is necessary to meet the demands for EU Battlegroups Full Operational Capability in 2007 and the other milestones identified in HLG 2010 regarding deployability, in particular with a view to achieving by 2010 the necessary capacity and full efficiency in strategic lift (air, land and sea) in support of anticipated operations:

- The EUMC will be tasked to:
  - a. Develop the roles, responsibilities and structure of the EUMCC, as described in the EU Strategic Movement and Transport Concept, covering all phases of EU crisis management operations, taking into account the respective functions of the EUMCC, the OHQs and the EU operation centers. The ECAP Project Group for Strategic Sealift report on EUMCC will be taken into account. Detailed inputs may be provided by the ECAP Project Group for Headquarters. Work should be completed in the course of the first semester of 2005.
  - b. Analyse the existing co-ordination and deployability arrangements of Member States and identify existing gaps and shortfalls. In order to complete the picture of available strategic lift assets, capabilities that could be provided in the framework of an EU operation with recourse to NATO common assets and capabilities will have to be taken into account as well. Based on this analysis recommendations on the relationship between the EAC, SALCC, SCCs and national transportation and movement centres should be made. This will improve the co-ordination of all strategic lift assets, mechanisms and initiatives e.g. by developing effective links between the Co-ordination Cells/Centres. The study should take into account that the co-ordination during an EU-led crisis management operation will be conducted on the basis of a multinational detailed deployment plan. Work should be completed in the course of the first semester of 2005.
  - c. Analyse the need, including roles, responsibilities and relationships, for a Land Transport Co-ordination function in support of EU-led crisis management operations. Work should be completed by mid-2005.
  - d. Identify the areas for harmonisation of procedures between the EUMCC and the NATO AMCC in order to draw upon each organisation's expertise, respecting the autonomy of decision-making and the terms of reference of both. Work should be completed by mid-2005.

- e. Explore the utility and feasibility of developing effective links between Co-ordination Cells/Centres.

The EUMC shall be tasked to pursue this work, in conjunction with the EDA. The PSC shall be regularly kept informed on progress.

- SCC Eindhoven and SCC Athens are requested to instruct the directors of both organisations to meet and develop a proposal for co-operation and co-ordination, having regard to expertise gained from ECAP Project Groups and real-life experience. This proposal should include the specification of tasks between the co-ordination cells/centres by mid-2005.
- The appropriate governing bodies of the Co-ordination Cells/Centres will be asked to implement the solutions that will be developed with the support of the EDA in early 2007. This will involve the creation of effective links between the Co-ordination Cells/Centres in support of the Full Operational Capability of the EU Battlegroups in 2007.

