



Bulletin of the EU Military Staff

IMPETUS

Spring/Summer 2006

The Way Ahead

**EU Missions
and Operations**

Focus on Battlegroups

**Democratic Republic of Congo:
EU Engagement for Stability**



COUNCIL OF THE EUROPEAN UNION

The Way Ahead

Lieutenant General Jean-Paul Perruche,
Director of the EU Military Staff.

The European Union Military Staff (EUMS) performs early warning strategic planning, and situation assessment. As the EU is conducting its fourth military operation, the EUMS has become a key player in the development of the European Security and Defence Policy.

Four years after its establishment, the European Union Military Staff (EUMS) is more and more committed in addressing the dynamic development of the European Security and Defence Policy (ESDP). This is in line with the European Security Strategy, and shows how the EUMS is becoming more capable, more active and more coherent, seeking for better integration with civilian partners.

A Working Tool

In preparation for the requirements of coming years, the EUMS has seen its officers and civilian personnel increase by about a third, from 148 to about 200, over the course of the past year. This development is a result of the rapid growth of the EU's operational activities and the establishment in January 2005 of a Civilian/Military Planning Cell within the EUMS.

Position and Mission

In order to provide political control and strategic direction in a crisis, the European Council (Nice, December 2000) decided to establish new permanent political and military structures within the Council of the European Union.

These new structures are:

- the Political and Security Committee (PSC)
- the European Union Military Committee (EUMC); and

- the European Union Military Staff (EUMS) composed of military and civilian experts seconded to the Council Secretariat by the Member States.

“The EUMS is becoming more capable, more active and more coherent”

The **Political and Security Committee (PSC)** meets at the ambassadorial level as a preparatory body for the Council of the EU. Its main functions are keeping track of the international situation, and helping to define policies within the Common Foreign and Security Policy (CFSP) including the ESDP. It prepares a coherent EU response to a crisis and exercises its political control and strategic direction.

The **European Union Military Committee (EUMC)** is the highest military body set up within the Council. It is composed of the Chiefs of Defence of the Member States, who are regularly represented by their permanent military representatives. The EUMC provides the PSC with advice and recommendations on all military matters within the EU.

In parallel with the EUMC, the PSC is advised by a Committee for Civilian Aspects of Crisis Management (CIVCOM). This committee provides information, drafts recommendations, and gives its opinion to the PSC on civilian aspects of crisis management.

Role and tasks

The **Military Staff (EUMS)** is to perform early warning, situation awareness and strategic planning within the framework of crisis management outside of the EU's territory¹. It will thus have to deal with peacekeeping and peacemaking as well as planning further tasks identified in the European Security Strategy, related to joint disarmament operations, support for third countries in combating terrorism and security sector reform.

The mission of the EUMS also includes identifying European and multinational forces and implementing policies and decisions as directed by the European Union Military Committee.

The role and tasks of the EUMS have some unique characteristics. On one hand, the EUMS is an integral part of the General Secretariat of the Council directly attached to the Secretary General/High Representative Javier Solana. Within the General Secretariat there are also two civilian directorates dealing with ESDP Matters (Directorate VIII for Defence Aspects and Directorate IX for Civilian Crisis Management and Coordination).



Javier Solana, High Representative for the Common Foreign and Security Policy and Secretary-General of the Council of the EU with **General Jean-Paul Perruche**, Director of the EU Military Staff. (Photo EU Council).

On the other hand, it operates under the military direction of the EUMC, which it assists and to which it reports. While this arrangement could be viewed as complex, it provides a critical link between the military capabilities of the Member States and the Council.

The EUMS ensures necessary military expertise for the internal work within the EU, providing an early warning capability to that end. It plans, assesses and makes recommendations regarding the concept of crisis management and general military strategy, and implements the decisions and guidance of the EUMC. It also supports the EUMC regarding situation assessment and military aspects of strategic planning, over the full range of EU-led military operations, with or without recourse to NATO common assets and capabilities.

In the field of Operations

The European Security and Defence Policy (ESDP) has seen an astounding tempo of development. Apart from several civilian missions and supporting actions the European Union has already launched three military ESDP operations since 2003, and is in the process of launching a fourth one to DR Congo (see page 17).

- *Operation CONCORDIA* with 350 soldiers in 2003 in the former Yugoslav Republic of Macedonia;
- the autonomously EU led *Operation ARTEMIS* with 1,800 soldiers in 2003 in the Democratic Republic of the Congo;
- and since December 2004 *Operation ALTHEA* with about 7,000 soldiers in Bosnia and Herzegovina.

Planning and monitoring these operations has been a demanding but valuable experience for the young EUMS. The staff prepared military advice for the Crisis Management Concept of the military operations; it developed and prioritised the necessary Military Strategic Options, prepared the Initiating Military Directives, and elaborated military advice for the Operational Planning Process Documents that were prepared by the respective Opera-

tion Commanders [Concept of Operations (CONOPS), Initial Statement of Requirements, Operation Plan (OPLAN), and Rules of Engagement Request].

In addition to planning missions, EUMS personnel have been deployed to fulfil expert roles or provide a bridging capacity in assistance to other organisations.

“The EUMS assures the military expertise within the EU”

In the field of Capabilities

The EUMS helps elaborate, assess and review capability goals, striving for consistency with NATO's Defence Planning Process (DPP) for those Member States concerned, and taking into account the Planning and Review Process (PARP) of the Partnership for Peace (PfP) in accordance with agreed procedures. In the context of capabilities, the EUMS also works in close coordination with the recently established European Defence Agency (EDA).

A further task of the EUMS is to establish appropriate relations with the United Nations and other international organisations, in particular the African Union. Since

October 2004, Col. Reinhard Linz has been EUMS Liaison Officer to the African Union (AU), based in Addis Ababa, Ethiopia.

Through its Civilian/Military Cell, EUMS undertakes strategic contingency planning at the initiative of the Secretary General/High Representative or the PSC. The Civilian/Military Cell helps develop doctrines concerning civilian/military operations, and prepares concepts and procedures for the EU Operations Centre.

Though it is still in its developmental phase, the Civilian/Military Cell has already assisted successfully in the planning of the civilian ESDP mission in ACEH², thus illustrating the possibilities of a close Civil-Military Cooperation.

Current Development

The agreement of December 2003 on the EU Security Strategy (ESS) initiated a second wave of development for ESDP as well as for the EUMS areas of interest. By defining security threats, strategic objectives and policy implications, the level of ambition and direction for ESDP became clear.

To become more effective in crisis management the EU must be more capable, more active, and more coherent, and it must work more with partners.

ON-GOING ISSUES

- The EUMS has continued to assist, in the framework of the three-Presidency initiative (UK-Austria-Finland), to improve **Civil-military co-ordination (CMCO)** in the development of a CMCO framework paper of possible solutions for the management of EU Crisis Management Operations in the field.
- The EUMS co-ordinated the military contributions to the broader ongoing efforts to increase the efficiency of **EU Disaster Response** and relief efforts, and contributed in particular to the development of a proposal for the development of a General Framework for the use of ESDP Transport Assets and Co-ordination in Support of EU Disaster Response.
- EUMS work on the “**Long Term Vision**” is dealt with in a separate article on page 16.
- The EUMS completed the first part of the study addressing the **Maritime Dimension** and maritime rapid response at the end of March in accordance with the agreed Terms of Reference. The EUMC has invited Member States to offer their written comments, and the study should be completed by the end of 2006.
- The main elements of the work on “**Global Approach on Deployability**” have now been completed. Only one major work strand (concerning Reception Staging Onward Movement and Integration) has still to be addressed (to be completed during the summer of 2006). The outcome from this Global Approach on Deployability work will also be considered in relation to EU disaster response.



Operation Althea is part of a comprehensive EU approach in Bosnia. (Photo EUFOR ALTHEA).

More Capable

As a response to the need to become more capable, new objectives for military capabilities have been defined.

“ All threats identified in the security strategy have civilian facets ”

The initial Headline Goal, defined in Helsinki in December 1999, was the logical outcome of lessons learned during the Balkans conflicts of the 1990s. Its quantitative targets were tailored to achieving an intervention capability up to corps level (60,000 troops) which would be deployable within 60 days for periods of up to one year. The Headline Goal was accompanied by a European Capabilities Action Plan (ECAP). This Plan was designed to meet the capability requirements identified under the four military scenarios developed by the EUMS and approved by the then fifteen Member States, namely prevention of conflicts, evacuation of nationals, the forced separation of belligerents and humanitarian aid.

The initial 'Helsinki Headline Goal 2003' made way for the 'Headline Goal 2010' ushering in a new stage, which added qualitative criteria for achieving capability improvements. Under the Headline

Goal 2010, the Member States' force contributions should be deployable together, become more interoperable in theatre³ and sustainable with regard to materiel and human logistics.

Currently the EUMS is working to derive military capability requirements from the different scenarios illustrating the Headline Goal 2010. Subsequently, the requirements have to be matched with contributions from Member States. Specific measures will have to be taken to remedy the identified shortfalls. In the field of capability development the establishment of the European Defence Agency (EDA) provides an important vehicle for increased effectiveness. The collaboration already existing between the EUMS and the EDA is expected to grow in intensity and in value.

To become more capable it is also necessary to apply a wider spectrum of missions. For that reason the military tasks defined in the Treaty of the EU have been expanded to include joint disarmament operations, support for third countries in combating terrorism and security sector reform. Further work will be needed to define the conduct of such operations.

More Active

The ambition of becoming more active goes beyond the increased number of operational activities. The EU should be

able to undertake early, rapid, and when necessary, robust interventions and to sustain several operations simultaneously.

The development of rapid response battlegroups fits into this picture of becoming more active. As a part of HG 2010, the aim is to have integrated forces, based on a reinforced infantry battalion (about 1,500 troops) that is able to start an operation on the ground within ten days after an EU decision to launch an operation. Battlegroups may be deployed several thousands kilometres distant away and be sustainable for thirty days, extendable to up to 120 days. Battlegroups are based on the principle of multinationality. (See the article on the Battlegroups Concept page 12).

The EUMS will continue to play a key role in refining concepts for these forces. Since January 2005, the EU has held at least one European battlegroup on stand-by. Stand-by periods are in most cases 6 months long. The target is to have two battlegroups on stand-by from 2007 onwards, capable of covering two operations simultaneously.

Battlegroups, and other rapid response forces being developed based on HG 2010, could become a major vehicle for interoperability between Member States and for the creation of a strategic lift. To meet the challenges facing rapid response operations, the EU needs to streamline planning and decision-making. The EUMS has a critical role to play in this work.

More Coherent

The wide range of crisis management instruments at the disposal of the EU distinguishes it from any other international organisation.

From a military point of view, it is worth noting that all threats identified in the security strategy also have civilian facets. The EU's integrated approach has evolved gradually. The EU civilian and military cooperation in Bosnia-Herzegovina is but one example of this. Also,

the civilian Headline Goal 2008 is being developed in close cooperation with efforts to meet the military requirements of Headline Goal 2010.

However, further efforts are needed for greater coherence. A significant step was taken this year with the establishment of the Civilian/Military Cell within the EUMS, designed to boost Europe's crisis management planning capabilities. Therefore, the ESDP mandate for the current presidency also comprises continuing work on improving the coherence of EU efforts through joint civil-military operation capacities.

Regarding the conduct of autonomous EU military operations, the main recourse will be to national headquarters, which can be multi-nationalized for the purpose of conducting an EU-led operation. Nevertheless, under certain circumstances, in particular where a joint civil/military response is required and no national HQ is identified, the Civilian/Military Cell within the EUMS could generate the capacity to plan and run the operation. This would entail the setting up of an Operations Centre.

Working with Partners

Until now, the EU and NATO cooperated mainly in the fields of operations and capabilities.

“ Further efforts are needed for further coherence ”

EU has taken over from NATO on two occasions; first in 2003, when *Operation CONCORDIA* succeeded from NATO's *Operation Allied Harmony* in the Former Yugoslav Republic of Macedonia, and then in early December 2004, when the EU launched *Operation ALTHEA* in Bosnia and Herzegovina, replacing NATO's SFOR. For *Operation ALTHEA*, the EU continues to rely on NATO assets and capabilities, particularly for the chain of operational command.

On a provisional basis, an EU Cell has been established at SHAPE Headquarters for *Operation ALTHEA*; and a SHAPE Liaison Team is currently situated within the EUMS in the Kortenberg building. As

already mentioned, since October 2004, EUMS has had a Liaison Officer to the African Union (AU), based in Addis Ababa.

For some months EUMS planners, along with Member States, have been supporting their African Union counterparts by working on the AU's military mission to the Sudanese province of Darfur. These undertakings lend substance to ESDP in accordance with the security goals set out in the European Security Strategy.

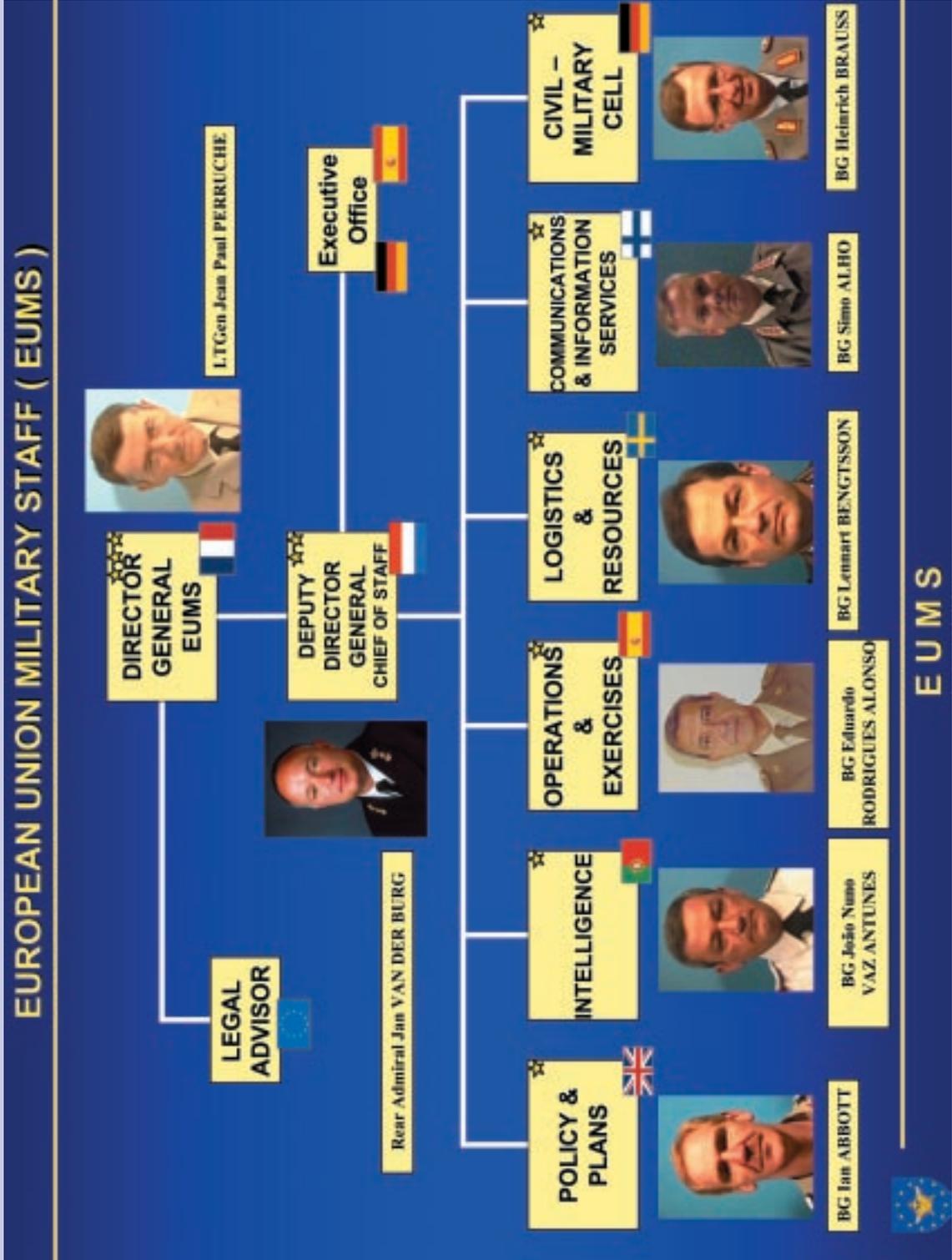
In addition to the Liaison Officer in place since December 2005, and as part of the General Secretariat, the EUMS has established relations with the Department for Peacekeeping Operations (DPKO) of the United Nations. Twice a year, a joint steering committee (EU/UN) meets in either New York or Brussels, to discuss points of common interest and decide on future cooperation.

As the only permanent integrated military structure of the EU, the EUMS has become the lynchpin of the EU, acting in the military field. ■

The EU Police Mission in the Palestinian Territories is undertaken under the ESDP framework. (Photo European Council).



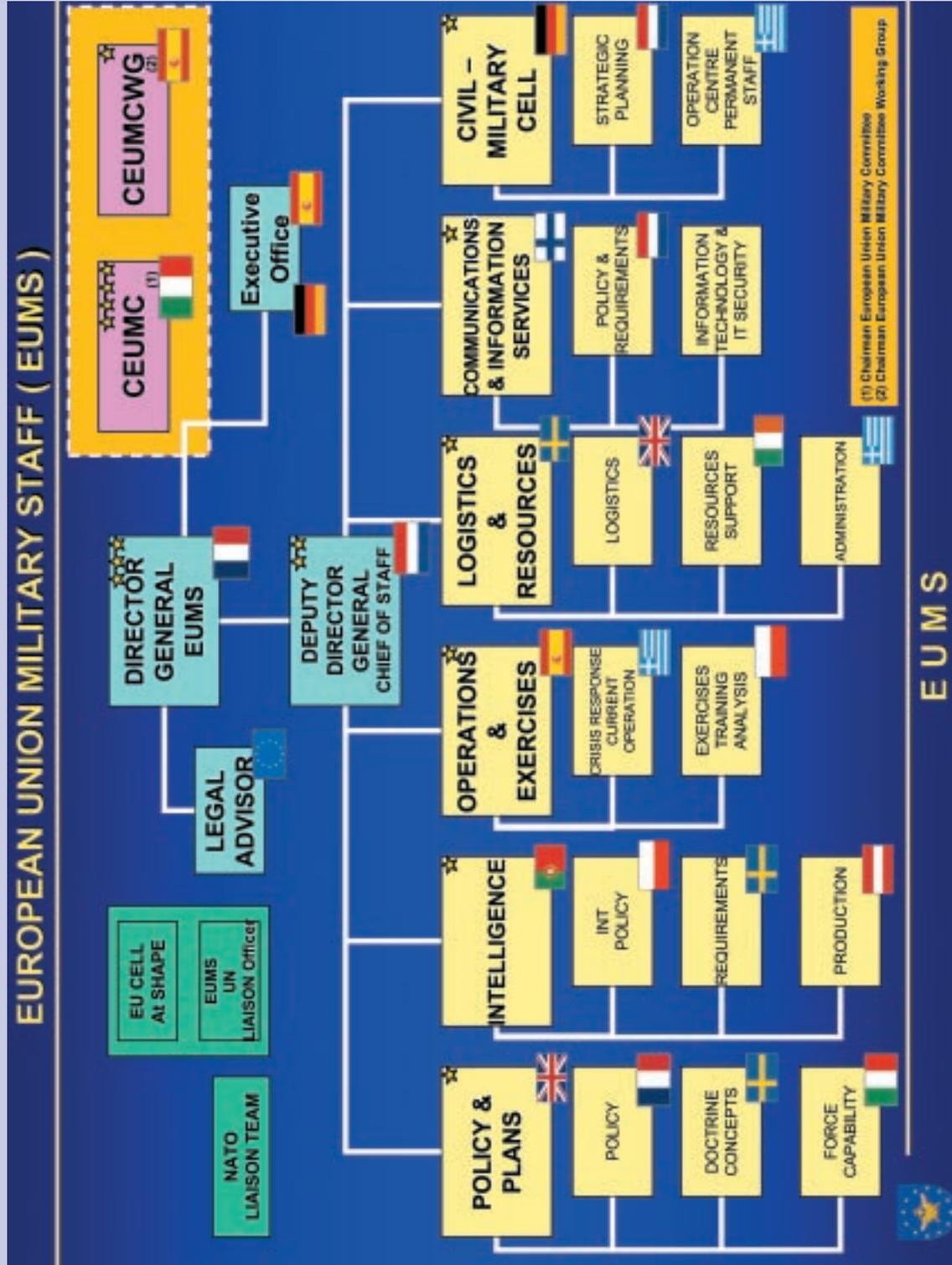
STRUCTURE OF THE EUMS



The EUMS is led by the Director General (DGEUMS, a three-star general) who is assisted by the Deputy Director General and Chief of Staff (DDG/COS, a two-star general).

The staff comprises five classic divisions (Policy & Plans, Intelligence, Operations & Exercises, Logistics & Resources, and Communications & Information Systems) as well as the above mentioned Civilian/Military Cell. All six are led by an Assistant Chief of Staff (ACOS) at one star level.

STRUCTURE OF THE EUMS



The EUMS structure and organisation is fully multinational, as depicted on the chart which shows the flag officer and branch chief posts (at the OF5/colonel level).

EU Missions and Operations



The EU has undertaken **15 missions and operations** since the ESDP became operational in 2003.

The distinction between **military and civilian** operations within the framework of ESDP is in many cases rather artificial. In reality many civilian missions require military support and military missions will often be followed by civilian missions or development and assistance programmes from the European Commission (EC).

The **EU is unique in its capability** to combine and co-ordinate both civilian and military instruments in joint and comprehensive EU response.

To facilitate a comprehensive approach for the planning, launching and conduct of ESDP missions, the **Civil-Military Cell** was established in May 2005. This new entity within the **EU Military Staff** comprises both military and civilian planners including two EC representatives. One of the Cell's major tasks is to conduct (advanced) strategic contingency planning, linking civilian and military expertise within the EU.

For a better understanding, this presentation identifies **4 different types** of EU missions and operations:

CAPACITY BUILDING MISSION

MILITARY MISSION

RULE OF LAW MISSION

MONITORING MISSION

Missions Operations	EUROPE	AFRICA	MIDDLE-EAST	ASIA
Military	<p>CONCORDIA FYROM* <i>March-December 2003</i></p> <p>EUFOR ALTHEA /Bosnia</p>	<p>ARTEMIS /Ituri province (Congo RDC) <i>June-September 2003</i></p> <p>AMIS II Support /Darfur province (Sudan)</p>		
Capacity-Building	<p>EUPOL Proxima FYROM* <i>December 2003 to December 2005</i></p> <p>EUPAT FYROM* <i>Follows EUPOL Proxima</i></p> <p>EUPM /Bosnia</p>	<p>EUSEC DR Congo /Congo RDC</p> <p>EUPOL Kinshasa /Congo RDC</p>	EUPOL-COPPS /Palestinian Territories	
Rule of Law	EUJUST Themis /Georgia <i>July 2004-July 2005</i>		EUJUST LEX /Iraq	
Monitoring	EU BAM /Moldova-Ukraine		EU BAM Rafah /Palestinian Territories	AMM /Aceh province (Indonesia)

* Former Yugoslav Republic of Macedonia

EUROPE

Bosnia

EUPM

- Type:** Police mission. Capacity-Building.
- Objective:** Support the reform and modernization of police forces. Provide assistance in the fight against organized crime and corruption.
- Mandate:** Initiated in January 2003. No executive mandate. No operational duty. Since January 2006, a new mission focuses on the fight against organised crime and police reform.
- Commitment:** More than 525 officers from 30 countries (25 EU/9 non-EU).
- Senior Officer:** **Brigadier-General Vincenzo Coppola** (Italy) is Head of Mission. **Christian Schwarz-Schilling** the EU SR in BiH.



Military Mission: EUFOR ALTHEA in Bosnia. (Photo EUFOR).

Bosnia

EUFOR ALTHEA

- Type:** Military EU-led operation. The largest operation launched by the EU, to date.
- Objective:** Ensure compliance with the 1995 Dayton Peace Agreement. Enhance security and public safety.
- Mandate:** In December 2004, ALTHEA took over from SFOR, a NATO-led mission.
- Commitment:** **7,000 troops** from 33 countries, including 22 EU Member States. Overall costs of the operation are **€ 71.7 million**.
- Command:** **General John Reith** (UK), NATO Deputy Supreme Allied Commander Europe (D-SACEUR) is the EU Operation Commander. **Major General Marco Chiarini** (I) is the EU Force Commander.

Moldova-Ukraine

EU BAM - Border Mission for Moldova-Ukraine

- Type:** Border assistance mission. Monitoring.
- Objective:** Contribute to the monitoring of the common border (including the Transnistrian segment). Facilitate cross-border cooperation. Provide support to prevent and combat illegal activities. Provide advice and training in customs controls and border surveillance.
- Commitments:** 120 personnel including 69 high level customs, police and border experts seconded by EU member states and 50 local support staff. Headquarters in Odessa with 5 field offices. The initial budget is **€8 million**.
- Mandate:** Launched on 30 November 2005 for a **two-year initial mandate**.
- Senior Officer:** Under the guidance of the **EU Commission**. **General Ferenc Banfi** (Hungary) is Head of Mission. **Adriaan Jacobovits de Szeged** (The Netherlands) is the EU SR for Moldova.



FYROM*

EUPAT - THE EU POLICE ADVISORY TEAM

- Type:** Police mission. Capacity-Building.
- Objective:** Develop an efficient and professional police service based on European standards of policing.
- Commitment:** In line with EU mission PROXIMA: 120 international police officers and 30 international civilians.
- Mandate:** Follows the EU Police Mission PROXIMA that ended in December 2005). The Team has duration of 6 months, until 15 June 2006.
- Senior Officer:** The Team is under the guidance of the **EUSR Erwan Fouere** (IR). **Brigadier General Jürgen Scholz** (G) is the Head of Mission.

* Former Yugoslav Republic of Macedonia

AFRICA



Civilian-military Operation: Support to AMIS II in Darfur. (Photo UNHCR).

Darfur (Sudan)

EU Support to AMIS II

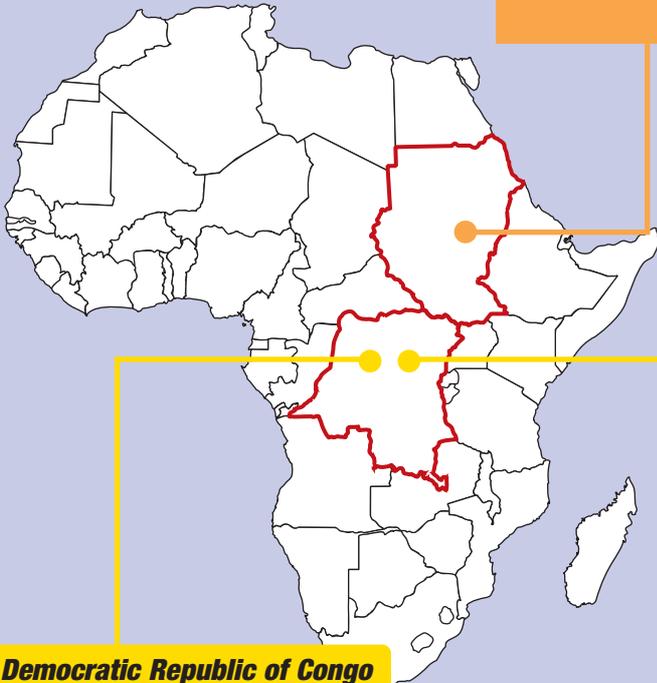
Type: **Civilian-military supporting action.** Capacity-Building.

Objective: Support to the African Union's effort to bring stability to the region. The EU provides logistics, training (military and civilian forces), and transport resources, including troops airlift.

Commitment: 16 EU police officers, 19 EU operational and logistic planners, 11 military observers. **89,2 M€** have been pledged by the African Peace Facility. The AU has requested another 70 M€ for the mission budget until mid-2006. EU-25 bilateral contributions are in excess of **30 M€**.

Mandate: Request of African Union. Launched in January 2004.

Senior Officer: **Pekka Haavisto** (Finland) is the EU Special Representative for Sudan.



Democratic Republic of Congo

EUSEC Congo

Type: **Support mission.** Capacity-Building.

Objective: Provide advice and assistance for the reform of the security sector contribute to a successful integration of the Congolese army.

Commitment: A dozen Military experts.

Mandate: Launched in June 2005 for a **period of 12 months**. Extended by PSC to June 2007.

Commander: **General Pierre Michel Joana** (F) leads the mission. **Aldo Ajello** (I) is the EU Special Envoy for the African Great Lakes Region.

Democratic Republic of Congo

EUPOL Kinshasa

Type: **Police mission.** Capacity-Building.

Objective: Provide assistance and guidance to the Congolese Integrated Police Unit (IPU), in support of the transition process in DRC. The IPU is fully operational since March 2005.

Commitment: approximately 30 staff members.

Mandate: Launched in October 2003. Under review after the national elections (expected to take place by **June 2006**).

Commander: **Superintendent Aldo Custodio** (P) leads the mission. **Aldo Ajello** (I) is the EU Special Envoy for the African Great Lakes Region.



Capacity-Building Mission: EUPOL Kinshasa in the Democratic Republic of Congo. (Photo European Council).

MIDDLE-EAST/ASIA

Palestinian Territories

EU BAM Rafah

Type: **Border Control Assistance mission. Monitoring and Capacity-Building.**

Objectives: Provide border assistance at the Rafah Crossing Point at the **Gaza-Egypt border**, in order to support the "Agreement on Movement and Access" reached between Israel and the Palestinian Authority (PA).

Commitments: Approximately 70 personnel mainly seconded from EU Member States.

Mandate: Operational phase of EU BAM Rafah was launched on 25 November 2005 with duration of **12 months**.

Senior Officer: **Major-General Pietro Pistoiese** (Italy) is Head of Mission. **Marc Otte** is the EU SR for the Middle East Peace Process.

Palestinian Territories

EUPOL-COPPS

Type: **Police mission. Capacity-Building.**

Objective: Provide support to the Palestinian Authority in establishing sustainable and effective policing arrangements. Co-ordinate and facilitate EU Member State assistance, and - where requested - international assistance. Advise on police-related Criminal Justice elements.

Commitments: Approximately 33 unarmed personnel mainly seconded from EU Member States and invited nations. The reference budget intended to cover the expenditure until the end of 2006 will be **€6.1 million** (common costs).

Mandate: Began on 1 January 2006 for an initial duration of **3 years**.

Senior Officer: **Marc Otte** is the EU SR for the Middle East Peace Process. **Jonathan McIvor** (UK) is the Head of Mission.



Capacity-Building Mission: EUPOL-COPS in the Palestinian Territories. (Photo EU Council).

Indonesia

The Aceh Monitoring Mission (AMM)

Type: **Monitoring mission.**

Objectives: Monitor the implementation of the peace agreement between the Government of Indonesia (GOI) and the Free Aceh Movement (GAM).

Commitment: 226 unarmed personnel. The mission brings together the EU, 5 ASEAN countries as well as Norway and Switzerland. Budget under EU's CFSP line: €9 million. Contributions of participating countries: €6 million.

Mandate: Launched in September 2005. The present mandate runs until 15 March 2006 and is due to be extended **until 15 June 2006**.

Senior Officer: **Pieter Feith** (NL) is the Head of mission.

Iraq

EJUST LEX

Type: **Integrated Rule of Law Mission. Capacity-Building.**

Objective: Provide assistance to political transition. Strengthen democratic institutions with a comprehensive training of judges, magistrates, police and prison officials in the fields of management and criminal investigation.

Commitments: **€10M** from the EU budget. Member states contribute training courses and trainers as well as some additional financial support.

Mandate: Launched in February 2005. Operational by 1 July 2005 for an **initial period of 12 months**.

Senior Officer: **Stephen White** (UK) is Head of mission.

The Battlegroups Concept: A Versatile Force Package

Lieutenant-Colonel Ron Hamelink,
Royal Netherlands Army, Policy & Plans division EU Military Staff.

The EU has developed the Battlegroups Concept in order to launch and sustain a wide scope of missions worldwide.

The European Union (EU) is a global actor, ready to undertake its share of responsibility for global security. With the introduction of the Battlegroups Concept the Union has another military instrument at its disposal for early and rapid responses when necessary. Since New Years Day, 2005, the EU Battlegroups Concept has reached its Initial Operational Capability. This means that the EU has at least one Battle Group (BG) on standby on a permanent basis. By 1 January 2007 the EU BG Concept will reach Full Operational Capability. At that moment, the EU will be able to meet its ambition of having the capacity to undertake two concurrent single BG-size rapid response operations, including the ability to launch both such operations nearly simultaneously.

The aim of this article is to provide the reader with an improved awareness of the background and the basic characteristics of the BG Concept. Firstly some historical background will be described. Secondly the article will describe the basics of the BG Concept, including analysis of reaction time, tasks, standards, training, certification and commitments. Finally it will elaborate on the role the BG Concept plays in ESDP.

Defining Autonomy

In Helsinki 1999, it was noted that Rapid Response would be an important aspect of EU Crisis Management. As a result, the Helsinki Headline Goal 2003 agreed that Member States should be able to provide rapid response elements that are available and deployable at very



Alertness. The EU is now ready to undertake its share of responsibility. (Photo EUFOR Bosnia).

high readiness. Subsequently the EU Military Rapid Response Concept provided the general conceptual basis for the conduct of EU-led military crisis management operations requiring rapid response.

“The BG is a military instrument for early and rapid responses”

In June 2003 the first EU autonomous military Crisis Management Operation, Operation Artemis, was launched. It very successfully showed the EU's ability to operate with a rather small force at a distance of more than 6000 km from Brussels. Moreover, it demonstrated the need for further development of rapid response capabilities. Subsequently, operation “Artemis” became a reference model for the development of a BG sized rapid response capability.

In this context and in line with the Rapid Response Concept, the General Affairs and External Relations Council

(GAERC) concluded in December 2003 that the work on EU military rapid response capability should aim at completing the Headline Goal. This involved a precise definition and subsequent identification of and modalities for EU rapid response elements. Subsequently the EU Military Staff (EUMS) developed the BG Concept, based on a French/British/German initiative. In June 2004 the EUMC agreed the BG Concept, and since then the work has been taken forward, based on an agreed roadmap.

Force Package

The BG is the minimum militarily effective, credible, rapidly deployable, coherent force package capable of either stand-alone operations, or the initial phase of larger operations. It is based on a combined arms, battalion sized force and reinforced with Combat Support and Combat Service Support elements. Depending on the mission, the BG could have a strength of about 1500 personnel.

The BG will be based on the principle of multinationality and could be formed by a Framework Nation or by a multinational coalition of Member States for an autonomous EU operation. In all cases, interoperability and military effectiveness will be key criteria.

“Interoperability and effectiveness are key criteria”

A BG must be associated with a deployable Force Headquarters and pre-identified operational and strategic enablers, such as strategic lift and logistics. Member States could also contribute niche capabilities, providing specific elements with added value to the BGs. They should be sustainable for 30 days in initial operations, extendable to 120 days, if re-supplied appropriately. (see box 1).

Reaction Time

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 (CMC) by the Council. On the deployment of forces, the ambition is that forces begin implementing their mission on the ground, no later than 10 days after the EU decision to launch the operation. For this reason



Readiness. The BG-package will be held at a readiness of 5 - 10 days.

the BG-package will be held at a readiness of 5 - 10 days. The timelines are ambitious and, as mentioned earlier, this will not only put pressure on the EU decision-making process but also on the national processes, because the MS still have to agree to the mission. (see box 2).

Tasks

The BGs will be employable across the full range of tasks listed in art.17.2 of the Treaty on the European Union and those identified in the European Security Strategy, particularly tasks of combat forces in crisis management, bearing in mind their size. (see box 3).

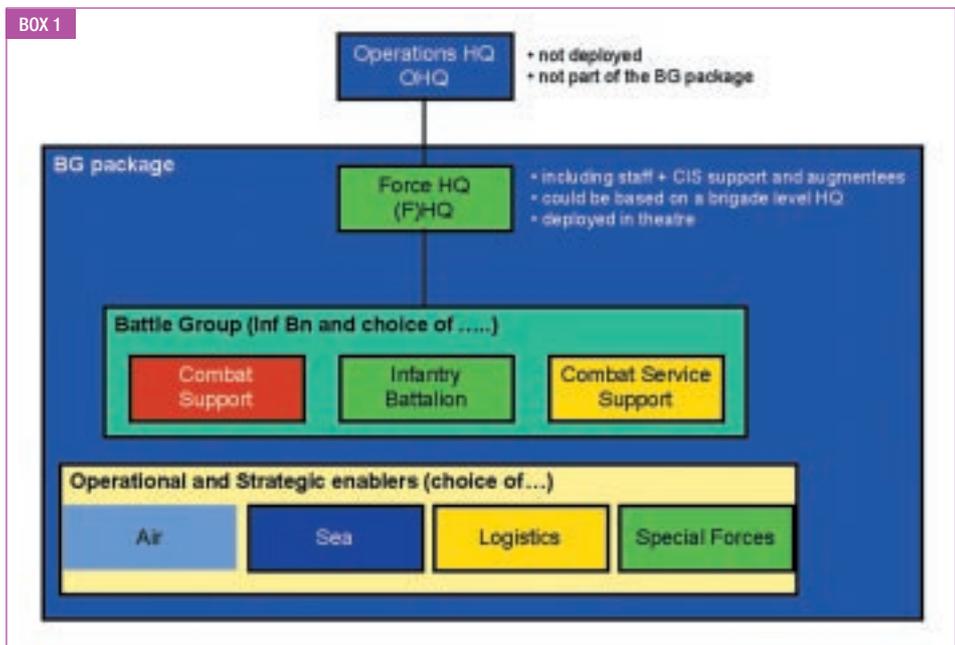
Based on the Headline Goal 2010, the

EU has made further progress towards developing its military capability. As a basis for the Capability Development Process the following five illustrative scenarios have been used: Conflict Prevention (CP), Separation Of Parties by Force (SOPF), Stabilisation, Reconstruction and Military Advice to Third Countries (SR), Evacuation Operations (EO) and Assistance to Humanitarian Operations (HA). Although the BG could be used in all scenarios, in particular the latter two scenarios have specific requirements for rapid response.

A possible option is that the EU BG could be used in an EU autonomous initial operation in order to enable other organisations (e.g. the UN) to generate the necessary forces for the main crisis management operation. In any case a UN Security Council Resolution (UNSCR) could provide for the legitimacy of the operation, although operations could be envisaged where a UNSCR would not be necessary (e.g. evacuation of EU citizens).

Ensuring Coherence

To qualify as an EU BG, the BG packages have to meet commonly defined and agreed military capability standards. Standards and criteria, set by Member States, form the basis for developing specific instructions to ensure coherence between the constituent parts of the BG package, taking into account the demands for multinationality. The basic





Sustainability. BG should be sustainable for 30 days in initial operations, extendable to 120 days.

principle is that the BG training is the responsibility of Member States providing BG(s). The scope of EU involvement is therefore limited to facilitating the co-ordination among Member States. Also, the certification of BGs remains a national responsibility of the contributing Member States. The EU Military Committee assisted by the EU Military Staff monitors the BG certification process.

The certification of the BG package by the Member States will provide the EU with the necessary assurance that the BG package is ready for a possible mission. The Operations Commander, who will be appointed by the Council normally at the same time as the Crisis Management Concept, has the authority to

tailor the Command and Control structure and the BG package to the specific requirements of the operation.

“Flexibility facilitates a broader spectrum of capability”

BG Commitments

The Member States themselves conduct the generation of a BG-package and carry full responsibility for offering a complete package. The BG package has no fixed structure and thus provides Member States with the necessary flex-

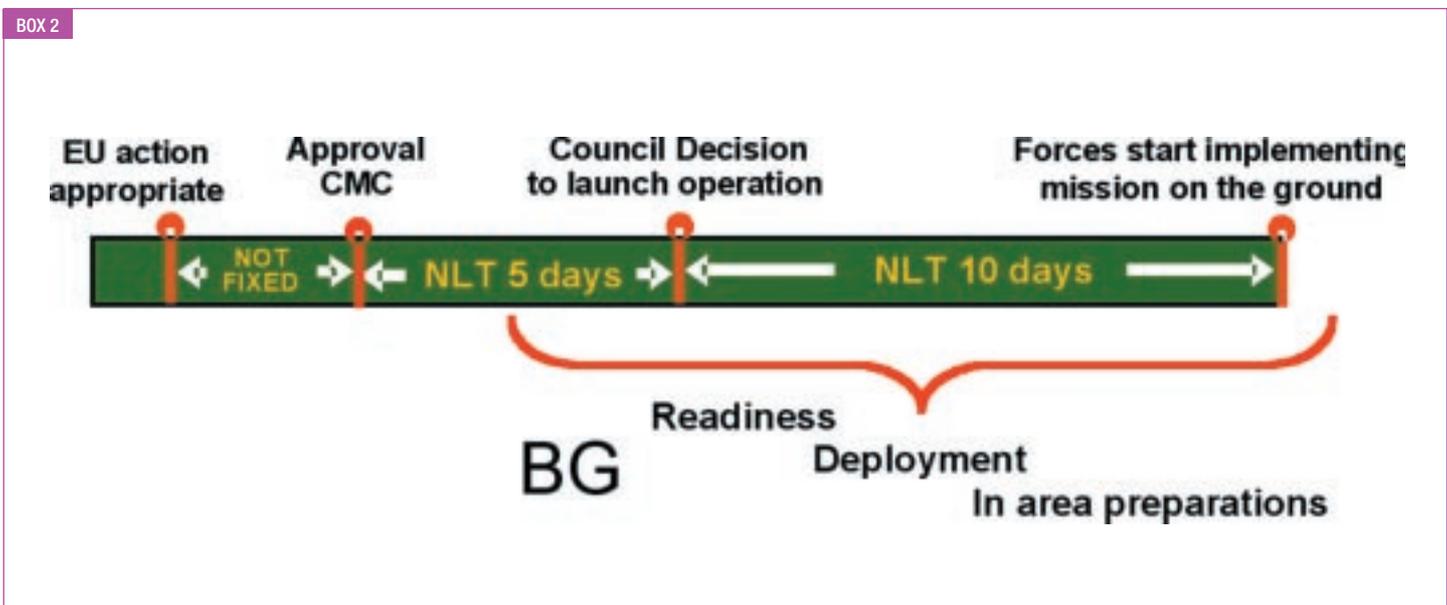
ibility to form their own BG package. This could lead, for instance, to BGs with a mountain or amphibious capability. This flexibility facilitates a smoother Force Generation and a broader spectrum of capability.

The Member States offer their BG packages at the six-monthly EUMS chaired BG Co-ordination Conferences (BGCC). The planning horizon of the BGCC is five years. It is up to the Member States how they constitute a BG package, for what timeframe it will be offered, and how often.

The last BGCCs have led to very positive results. They confirmed that the Initial Operational Capability period will be covered thoroughly with Battlegroup packages fixed in detail. The first five standby periods, of six months each, of the Full Operational Capability period will also be fully covered. Additional offers were received for the period beyond July 2009.

A Specific Tool

The BG Concept provides the EU with a specific tool in a whole range of rapid response capabilities, which contribute to making the EU more coherent, more active and more capable. The BG Concept enables the EU to respond rapidly to emerging crises with military means, taking into account the size and capa-



BOX 3

EU Treaty and ESS tasks

- Humanitarian & rescue tasks
- Peacekeeping
- Tasks of combat forces in crisis management, including peacemaking
- Joint disarmament operations
- Support for third countries in combating terrorism
- Security Sector Reform (SSR), which would be part of broader institution building

bilities of the BGs on standby. The BG Concept therefore will be an effective instrument for all military crisis management operations, offering great potential for the future, as was shown by the EU autonomous operation "Artemis" in 2003.

The BG Concept has the potential to be a driver for capability development and for making the Armed Forces of Member States more capable of undertaking rapid long range deployments. Significantly, the need for additional strategic lift capabilities is underlined by the BG Concept. This is one aspect that must clearly be taken into account when Member States address their national defence planning.

Furthermore the BG Concept emphasises the need for accelerated decision making. Not only do the EU bodies need to be ready but the national decision-making processes especially need to be synchronised to meet the demanding time pressures. Enhanced coordination between Member States' Ministries of Defence, Foreign Affairs and Finance and the Brussels authorities is likely to facilitate rapid decision-making.

Current observations indicate that there is enhanced military co-operation between Member States in setting up a BG package. This improves the knowledge of each others capabilities with

regard to military means and political decision-making and contributes to a common understanding of all aspects related to the BG Concept. This intensified exchange of information further contributes to a more coherent EU.

Finally, another observation is that the BG concept gives the EU a very concrete "military" face. The BG have a kind of "magical" sound. If it is mentioned during a discussion, suddenly everyone shifts to the edge of the chair and straightens their backs. This shows that the BG Concept raises expectations, which MS collectively should appreciate.

Conclusion

“The Battlegroup concept raises expectations”

Since the BG Concept was agreed in June 2004 much has been achieved. Until now the BG Concept has been driven mainly from the military perspective and it is well on track. However, it must be ensured that the political questions are also addressed, in particular in the field of accelerated decision-making and the provision of the necessary strategic and operational enablers. We still have until January 2007 to reach Operational Capability: the eight months or so will be needed to address any issues. With the full commitment of the Member States, the BG Concept has already shown its potential value in securing increased MS co-operation and capability development. But going beyond theory, it has established EU credibility in having the capability to deal with rapid response. ■



Flexibility BG can be used for large crisis management operations under UN mandate. (Photo EUFOR Bosnia).

Planning the Future

The Contribution of the EUMS to the Long Term Vision

Lieutenant-Colonel John Tolan, Policy/Plan Division.

The Long Term Vision for ESDP represents prudent forward planning on behalf of the EU to examine contingencies for the security environment for the next twenty years. Led by the European Defence Agency, much of the work is being coordinated by the EU Military Committee, using the resources of the EU Military Staff.

In the development of the Long Term Vision, the results of the work done as regards the future military environment will be presented to the EU Military Committee at the level of Chiefs of Defence in May 2006. These results will form a crucial part of an initial Long Term Vision which is to be completed by September 2006.

A Collective Exercise

The Long Term Vision (LTV) project, led by the European Defence Agency, represents prudent EU forward planning examining contingencies in the security environment for the next twenty years.

This preparation is a collective work that gathers three elements:

- Strand 1, which was completed by the **EU ISS**, reports on the 'Global Context Study for an initial ESDP Long Term Vision'.
- Strand 2 is under the responsibility of the **EUMC** that is completing the 'Future Military Environment' within the context of ESDP and aims to present a report for consideration at the Chiefs of Defence meeting in May 2006.
- Strand 3 is being completed by **EDA** and involves an examination of Science and Technology to explore its future

impact and throughout the process there has been ongoing liaison between the different strands.

A Work in Progress

Within Strand 2, three workshops coordinated and chaired by the EUMS are now completed. In a sequential fashion the workshops examined and analysed the impact on the military of global trends, the role of military within ESDP, how future military operations might be conducted, and what future military capabilities would be required. Throughout Member States were engaged and the work has benefited from their contributions of non-papers and presentations.

The output from Strand 2 can be seen as a first version defining the future military environment. In addition to its primary purpose of defining future capability requirements, wider insights into the role of the military in support of ESDP that this work provides could be applied in other areas or by Member States in their forward planning processes. ■

The Long Term Vision is a collective work that involves three institutions of the European Council.



EUFOR RD Congo

The Making of a New Mission

EUFOR RD Congo will be the third EU mission in the Democratic Republic of Congo. Its planning is under process.

In a letter dated 27 December 2005 the United Nations' Under-Secretary General for Peacekeeping Operations, Jean-Marie Guéhenno, suggested that the European Union give consideration to "the possibility of making available a deterrent force that, if necessary, could be deployed to the Democratic Republic of the Congo during the electoral process. This contribution could take the form of a suitably earmarked force reserve that could enhance MONUC's quick reaction capabilities during or immediately after the electoral process."

Initial discussions on the proposal were held in Brussels from 11 to 12 January 2006, between the UN's Department of Peacekeeping Operations (DPKO), the General Secretariat of the Council of the EU, and military planners in the EU. An EU technical assessment mission headed by the Head of the Civilian-Military Cell of the EU Military Staff (EUMS), Br. Gen. Heinrich Brauss, visited the UN Mission in the DR Congo, MONUC, from 30 Jan-



Planning an operation requires wide scope preliminary discussions

uary to 2 February 2006 in order to refine the operational and logistic parameters for the force.

Mission Building

Following a period of consultations, an option paper was agreed by the Council on 23 March as a Crisis Management General Concept, understanding that the planning will be taken forward on the basis of the option paper and the conclusions of the Committee for Civilian Aspects of Crisis Management (CIVCOM) and EU Military Committee (EUMC)

advises. A draft Initiating Military Directive (see box) was issued on 31 March 06 by the EUMS. The drafting process of preparing a Concept of Operations (CONOPS) was initiated in parallel at the Operational Headquarters (OHQ) in Potsdam, Germany, the availability of which the Council had noted.

On 4th April, the Political and Security Committee (PSC) named the possible operation as EUFOR RD Congo and pre-identified Germany as providing the Operation Headquarters and France as providing the Force Headquarters. It also invited non EU NATO member States to participate in the operation. A joint fact finding mission of personnel from the EUMS and the OHQ took place on 3rd/4th April.

Planning is continuing and is due to be finalised by the middle of May when the Council is to take the decision to launch the operation. Initial Operating Capability (IOC) is planned a week before the first round of the elections in the DR Congo, whilst Full Operational Capability (FOC) by the date of the first round themselves. The mission is scheduled to last for four months after the IOC. ■

DECISION-MAKING AT A GLANCE

On the basis of the Military Strategic Option selected by the Council, the EUMS prepares a draft Initiating Military Directive (IMD), which is submitted to the EUMC for consideration, endorsement and advice before being presented to the PSC for approval.

Once approved by the PSC, the EUMC authorises the IMD for the Operation Commander. While the content of the IMD will, to some extent, depend on the particular circumstances of each crisis, it will normally provide a clear description of political objectives and the envisaged military mission to contribute to these objectives.

The IMD should also include any political limitations and assumptions that the Operation Commander should take into account during the development of his Concept of Operations (CONOPS) and Operation Plan (OPLAN).

This directive should as well contain any politically desirable supporting tasks that the Council has directed the EU's military forces to be prepared to take.

EU AND DRC

Three EU Missions for Stability

The Democratic Republic of Congo (DRC) has been the epicentre of a regional conflict. DRC is striving to recover from a five-year war that claimed an estimated three million lives. Despite a peace deal and the formation of a transitional government in 2003, the threat of civil war remains.

The EU provides its full support for the comprehensive and inclusive Agreement on Transition in the DRC, signed in Pretoria on 17th December 2002.

The EU is committed to supporting the political process in DRC on three levels: economic, political and security. The year 2006 is key for the democratic process of DRC: a Presidential election is scheduled this spring.

The EU calls on the espace présidentiel, the transitional institutions and their representatives to continue without respite their engagement in view of the implementation of a transition agenda and of the strengthening of good governance. The security reform is crucial for the successful achievement of transition and for the DRC's strategy to exit the crisis.



*2006 is a key year for the democratic transition.
(Photo MONUC/Christophe Boullierac).*



ARTEMIS A FIRST ENGAGEMENT

The **ARTEMIS operation** in Ituri province was conducted in accordance with the UN Security Council Resolution 1484 and the Joint Action adopted by the Council on 5 June 2003.

The mission was conducted **in support of the MONUC** with a task of securing Bunia and the airfield. France acted as the "Framework Nation" for the operation. Major General Neveux was EU Operation Commander (based in Paris). Brigadier General Thonier was Force Commander. The headquarters (HQ) of the military force were installed in Entebbe (Uganda) with an outpost in Bunia, DRC.

ARTEMIS was the **first autonomous operation** of the EU. It ended officially on 1st September 2003.

After the end of the ARTEMIS operation, the EU has pointed out that its engagement in the DRC would continue.



Operation ARTEMIS created the necessary conditions for the reinforced MONUC. (Photo ARTEMIS).

EUPOL KINSHASA POLICE MISSION



EUPOL KINSHASA was established in December 2004 by a Joint Action of the EU Council (2004/847/PESC). The mission was launched by the EU at the end of April 2005.

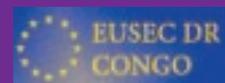
This mission is undertaken in **close coordination with the United Nations** and in response to an invitation of the DRC government.

EUPOL KINSHASA mission is the first **civil mission for crisis management** in Africa within the ESDP framework. The objective is to provide advice to the Integrated Police Unit (IPU) under the Congolese line of command.

Commissioner Adilio Custodio has been appointed head of the mission. **Aldo Ajello**, the EU Special Representative for the Great Lakes region, provides political guidelines. He also facilitates coordination with other EU stakeholders on the ground as well as relations with local authorities.

The budget for EUPOL KINSHASA is around **€4.3 million** and about 30 persons are committed. The mandate is being extended until 31 December 2006.

EUSEC-R.D. CONGO ADVISORY AND ASSISTANCE FOR SECURITY REFORM



Following an **official request by the DRC government**, the European Council has decided to establish an EU advisory and assistance mission for security reform. This mission is named EUSEC - R.D. CONGO. The mission was launched in June 2005 for a **12 months mandate**.

EUSEC - R.D. CONGO has two purposes:

- provide advice and assistance to the Congolese authorities in charge of security;
- ensure the promotion of policies compatible European standards in terms of human rights and international humanitarian law, democracy, principles of good public management, transparency and observance of the rule of law.

General Pierre Joana (France) has been appointed head of mission. The mission comprises eight experts who will be seconded by the Member States and by the EU institutions.

The reference budget of EUSEC-R.D.Congo is **€ 1.6 million**.

EUFOR RD CONGO SUPPORT TO MONUC (in preparation)

On 23 March 2006, following a **United Nations request** issued in December 2005, the EU Council approved the concept for a new EU operation in DR Congo.

This operation is to be undertaken during the **upcoming electoral process**, in support to the **MONUC**, the UN mission in DRC.

This mission has full supports from the **DRC authorities** and from the **African Union**. The decision was taken in transparency with countries of the region.

The preparation of the concept includes notably:

- The deployment of an advanced element to Kinshasa of about 400 to 450 military personnel;
- The availability of a battalion-size "on-call" force outside DRC but rapidly deployable if necessary.

This mission will be genuinely European and multinational with the characteristics of an **autonomous EU operation**. The operation headquarters (EU OHQ) in Potsdam, Germany, has been designated.

The **EU Political and Security Committee (PSC)** will ensure the political guidance and strategic decision.



*EUPOL Kinshasa ensures that the Congolese IPU rises to European standards and acts according to international best practice.
(Photo EU Council).*

IN BRIEF

LIAISON WITH THE AU, THE UN AND SHAPE

Since the 1st of December 2005, **Col. Fergus Bushell** has started working in the EUMS liaison office to the General Secretariat of the Council to the UN in New York thus enhancing the information exchange between the two Organisations.

With the arrival of **Col. Christian Platzer** as the Head of the new EU Cell at SHAPE (EUCS), in March 2006, the Cell is now up and running. By June 2006 two officers and one NCO will have arrived, to be joined later in 2006 by another three officers.

And, as already mentioned, **Col. Reinhard Linz** has been EUMS Liaison Officer to the African Union (AU), based in Addis Ababa, Ethiopia, since October 2004.

1- About 70 participants of 25 Member States and several EU bodies.

2- Some 90 participants in total.

TRAINING IN THE FIELD OF ESDP

The EUMS contributes significantly to the implementation of the ESDP training concept and training action plan through both the development of the EU Training Programme and by giving lectures to seminars and courses.

The EUMS contributes, in co-operation with the current Presidency and DGE, to the establishment of the **European Security and Defence College (ESDC)**.

The official work of the ESDC started in January 2006. However, since the official ESDC Secretariat is not yet activated, the EUMS, in co-operation with DGE, has had to bridge the time necessary for this coming establishment.

Hence, the EUMS contributes to the organisation and the conduct of the ESDC **High Level Course**¹ (academic session 2005-2006) and two **ESDP Orientation Courses**² conducted in February in Brussels and in March in Vilnius. Both ESDP Orientation Courses were open to candidate countries, Third States and international organisations.

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PARTICIPATION IN FACT FINDING MISSIONS (FFM)

EUMS participation in **Fact Finding Missions (FFM) and assessment missions** prior to operations but also in ongoing **assistance missions** remains at a high and demanding level. EUMS personnel participated in the last six months in **33** such **missions**.

These include: two FFMs to **DR Congo** as part of the EU support to MONUC, two FFMs to **Kosovo** to prepare the EU mission in the area, one FFM in the **Central African Republic**, nine FFMs or advising missions in support to AMIS in Darfur (Sudan), and seven missions as support of the African Stand-by Force (ASF) Workshops.

The EUMS involvement in **support to the African Union** remains particularly high, both in Sudan (9 officers involved) and for the African Standby Forces (8 officers). Africa is the main area of EUMS operational activities due to the UN request for EU support to MONUC for the summer DR Congo elections (12 officers).

Furthermore, the EUMS is still involved in the ALTHEA operation in **Bosnia** (4 officers) and has been associated in the preparation of a tentative EU civilian mission in Kosovo (3 officers). EUMS personnel took part in FFMs to other places, including Aceh and Rafah.

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