

The European Union Military Staff on its Way Ahead

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Director General 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 third 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 will see its officers and civilian personnel increase by about a third, from 148 to about 200, over the course of this 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.

The EUMS provides military expertise for work within the EU

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 **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



Director General of the EUMS, Lt. Gen. Jean-Paul Perruche has a large scope of ground experience at all military levels.

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 be responsible for peacekeeping tasks and tasks of combat forces in crisis management (including peacemaking) as well as further tasks identified in the European Security Strategy, such as 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).

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 Armed Forces 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 (See Box 1) the European Union has already launched three military ESDP operations since 2003:

- *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

BOX 1

EU CIVILIAN MISSIONS

IN THE BALKANS

- **EUPM:** EU Police Mission in Bosnia and Herzegovina.
- **EUPOL PROXIMA:** EU Police Mission in the Former Yugoslav Republic of Macedonia.

IN AFRICA

- **EUPOL KINSHASA:** European Union Police Mission in Kinshasa (Democratic Republic of Congo).
- **EUSEC:** EU mission to provide advice and assistance for security sector reform in the Democratic Republic of the Congo.
- **Consolidated EU Package** in support to the African Union mission AMIS II in Darfur (Sudan).

IN CAUCASUS

- **EUJUST THEMIS:** EU Rule of Law Mission in Georgia.

IN MIDDLE EAST

- **EUJUST LEX:** EU Integrated Rule of Law Mission for Iraq.

IN SOUTH ASIA

- **Monitoring Mission** in Aceh (Indonesia).

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 Operation 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 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). Through its Civilian/Military Cell, it 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

Planning and monitoring the first EU operations was a very demanding experience



Operation Althea.

This EU military operation is part of a coherent EU approach in the context of the Stabilisation and Association Process in Bosnia. (Photo EUFOR ALTHEA).

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. 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.

More Capable

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

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

The EUMS helps elaborate, assess and review capability goals

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. Currently, 13 battle groups are being developed with almost all Member States and at least one additional non-EU state.

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, separately or 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 UK 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.

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. The terms of reference for a permanent NATO Liaison Team at the EUMS and a permanent EU Cell at SHAPE are going to be finalized by the Political and Security Committee of the EU and the NATO North Atlantic Council.

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.

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.

An EUMS military liaison officer to the United Nations will be established in New York in the coming days to further enhance cooperation between military parts of the two organisations.

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

The EUMS may be responsible for planning and running an operation from an Operations Centre

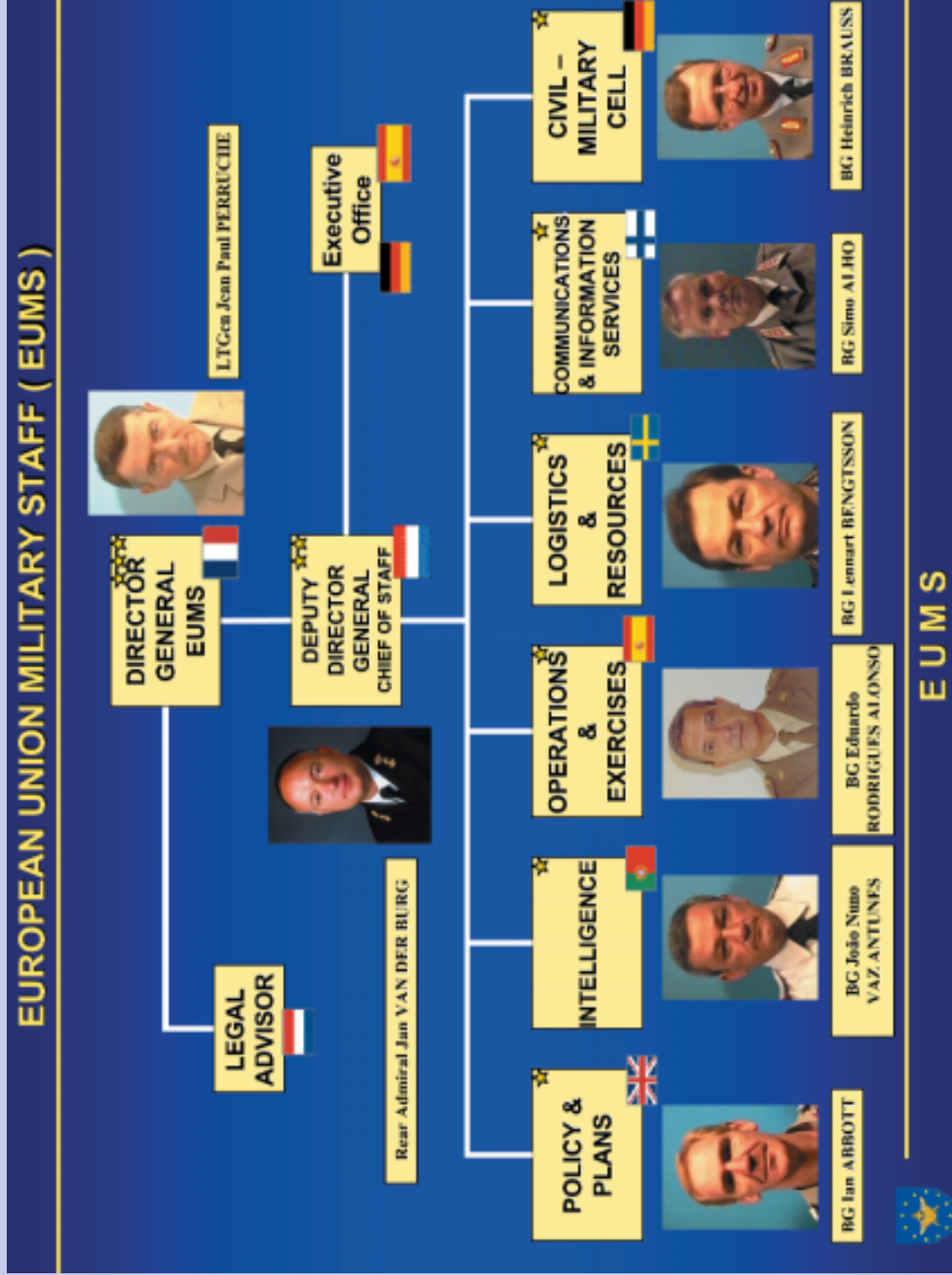


Inviting Partners.

Norwegian troops assigned as a reserve unit for *CONCORDIA* Operation during an exercise in Macedonia. (Photo EUFOR *CONCORDIA*).

1- CFSP tasks: The Article 17/2 of the TUE (amended by the Nice Treaty).
2- ACEH Monitoring Mission began on 15 Sept 2005 (preceded by the Initial Monitoring Presence since 15 Aug 2005).
3- in addition, the complementarity with NATO has to be assured.

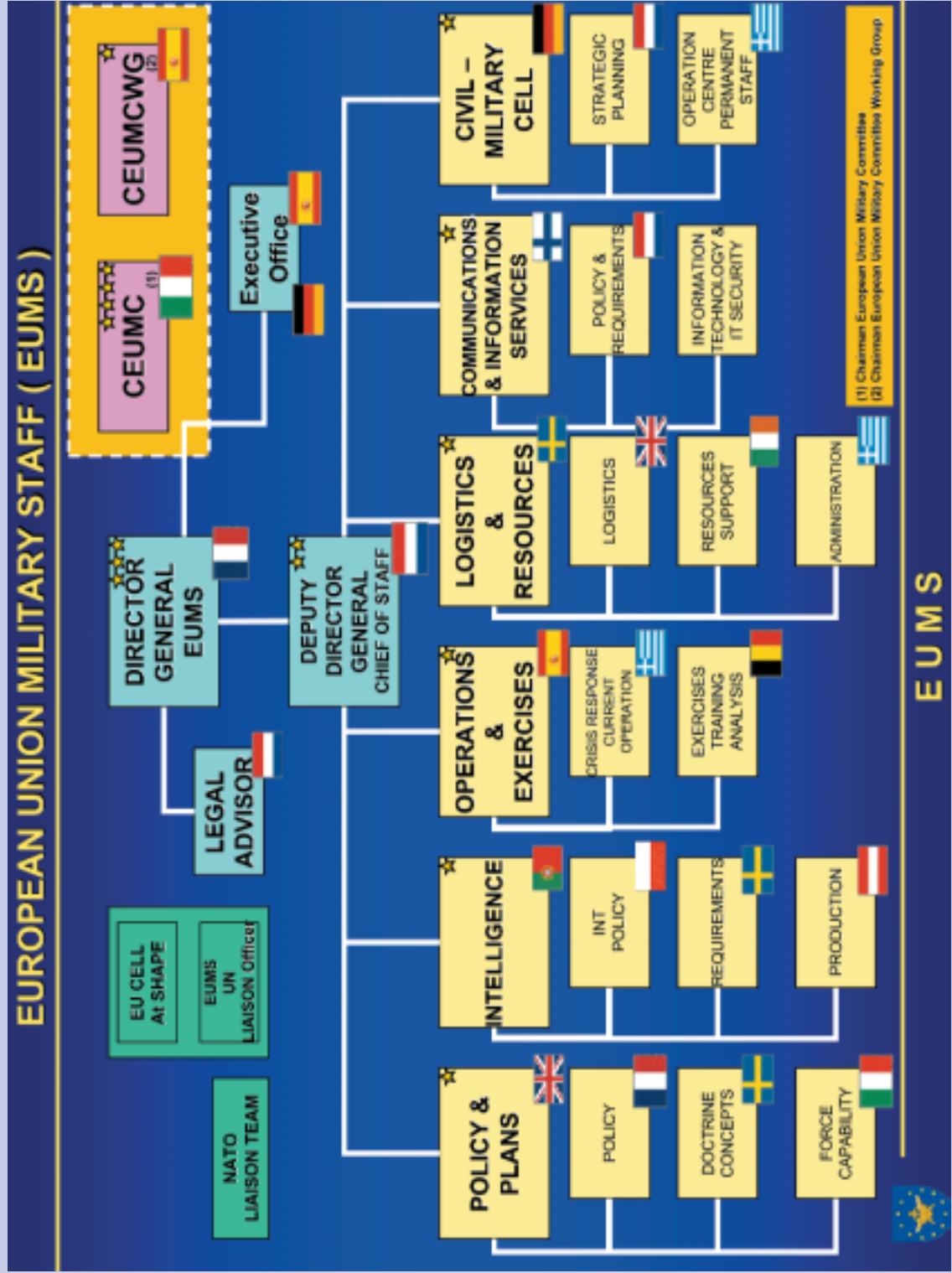
STRUCTURE OF THE EUMS



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).