



The Headline Goal

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Background

At the December 1999 Helsinki European Council meeting, EU Member States set themselves a military capability target known as the Headline Goal. It requires that EU Member States be able to deploy 60,000 troops, within 60 days and sustainable for a year, starting in late 2003.

These capabilities are to be used in support of Petersberg missions. The Petersberg Tasks presently include humanitarian and rescue tasks; peacekeeping tasks; and tasks of combat forces in crisis management, including peacemaking (referred to as 'peace enforcement' in some contexts). EU-led forces assembled in response to a crisis would last only for the duration of the crisis and it would be up to the Member States themselves to decide whether, when and how to contribute troops.

The self-sustaining element is envisioned to include the command, control, intelligence capabilities, logistics, and air and naval assets required to carry out the full spectrum of the Petersberg tasks. An additional pool of deployable units and supporting elements are available to provide replacements as required.

Civilian assets were pledged at the June 2000 European Council meeting held in Santa Maria da Feira. At the summit, Member States agreed to be able to provide 5,000 police officers for international missions across the range of conflict prevention and crisis management operations by 2003. In addition, Member States also agreed to identify and deploy up to 1,000 police officers within 30 days.

While the Headline Goal is specifically geared to EU Member States, the EU welcomes the contributions of future member states as well as those from non-EU countries. So far, countries that have expressed a willingness to participate include Bulgaria, Cyprus, the Czech Republic, Estonia, Hungary, Iceland, Latvia, Lithuania, Malta, Norway, Poland, Romania, Slovak Republic, Slovenia, and Turkey.

Missions

While a variety of missions are foreseen for the military dimension of ESDP, it is set to be able to conduct at least two types of concurrent operations:

1. A single corps sized crisis management task while retaining enough assets to conduct a small-scale operation such as a non-combatant evacuation operation (NEO).

2. A long-term operation at less than maximum level of effort while conducting another operation of a limited duration.

On 1 January 2003, the EU launched its first civilian crisis management operation. The European Union Police Mission (EUPM) in Sarajevo is a follow-on operation to the United Nation's International Police Task Force. Consisting of approximately 500 police officers representing over 30 countries, the objective is to establish sustainable policing arrangements under BiH ownership.

On 31 March 2003, the EU launched its first military peacekeeping mission. Known as Operation Concordia, it succeeded NATO's *Allied Harmony* operation in Macedonia. It consisted of roughly 350 personnel representing 27 different nations with access to NATO capabilities and assets. The mission's objective was to guarantee a secure environment to facilitate FYROM government's implementation of the August 2001 Ohrid Framework Agreement. The operation was finalised on December 15, 2003, giving way to the follow-on operation EUPOL Proxima. As the EU's second police mission, Proxima aims to monitor, mentor and advise the Macedonian police force. The yearlong mission is made up some 200 police officers and has its headquarters in Skopje.

On 5 June 2003, the EU Council formally gave the go-ahead to a second military peacekeeping mission. Operation Artemis was set-up to secure the town of Bunia in the Congolese province of Ituri. With France as the Framework nation, a total force of 1,500 personnel participated in the time-limited operation that concluded on September 1st, 2003. Additional details on these missions are available on the operations page.

Developments Post-Helsinki

The 20-21 November 2000 Capabilities Commitments Conference: Reinforcing Military Capabilities and Identifying Shortcomings

To operationally meet the requirements established by the Headline Goal, a Capabilities Commitments Conference (CCC) was organized in late 2000. The preparatory work was carried out by a 'Headline Goal Task Force (HTF) created at Feira. When EU-NATO relations were addressed, the HTF was reinforced by the participation of NATO experts under the 'HTF-plus' arrangement. Building on the initial reviews of available, expected, and required forces and assets discussed in July 2000 by means of a confidential Helsinki Headline Catalogue, the CCC specified the following assets in support of the Headline Goal (the Catalogue was updated prior to the CCC in mid-September 2000):

- 100,000 personnel;
- 400 combat aircraft; and,
- 100 naval vessels

The Conference also made it possible to identify a number of areas in which efforts are needed to upgrade existing assets, investment, development, and coordination to enhance the capabilities required for autonomous EU action.

The 19 November 2001 Capability Improvement Conference: Addressing the Capability Gaps

At the Capability Improvement Conference (CIC), Member States identified additional shortcomings and agreed on a plan of action to remedy them. Identified challenge areas include force protection, logistics, and operational mobility. Improvements were similarly suggested for specific mission requirements, including the acquisition of related technologies.

By the end of 2001, five of the 55 major shortfalls identified by the CIC had been resolved (*Military Balance 2002-2003*). To remedy these gaps, a European Capability Action Plan (ECAP) was agreed upon by member states (see section on ECAP for details).

Current operational status

According to the 28 February 2000 “Food for Thought” Paper, the Headline Goal is to be met by June 2003 if possible and by December 2003 at the latest. However, according to the December 2001 Laeken Presidency Conclusions, the “Union is now capable of conducting some crisis-management operations.” This position was confirmed at the May 2003 General Affairs and External Relations Council which states that “the EU now has operational capability across the full range of Petersberg tasks, limited and constrained [only] by recognised shortfalls.”

**Table X: Likely EU Force Components Available for Crisis Management Operations
(Selected EU nations)**

Country	Maritime	Ground (No. of personnel)	Air
Austria		1 mech inf battalion (PKO) 1 light inf battalion 1 NBC unit (2,000)	1 transport helo squadron
Belgium	2 frigates 6 MCMV 1 command ship	1 mech inf brigade	1 squadron F-16 (24) 8 C-1302 Airbus
Finland		1 mech inf battalion 1 transport company 1 CIMIC company (2,000)	
France	1 SSN 2 aircraft carriers (22 combat a/c each) 2 amphibious ships 4 frigates 3 spt ships	HQs and C4ISR 1 light inf brigade 1 armoured division 1 airborne division 1 amphibious division Special forces (12,000)	1 air-naval group 75 combat a/c 1 AWACS 8 tanker a/c 3 transport a/c (LR) 24 transport a/c (MR)
Germany	13 ships 1 amphibious transport ship	HQ GE/NE Corps 18,000 (all elements) incl. 7 combat battalions	6 squadrons combat a/c 8 air defence squadrons
Greece	8 ships	1 operational HQ 1 mech inf brigade 1 light inf battalion	1 combat helo unit 1 transport helo unit 42 combat a/c 4 transport a/c 1 <i>Patriot</i> air defence battalion 1 SHORAD squadron
Ireland		1 light inf battalion Special forces group (850)	
Italy	1 maritime HQ 1 aircraft carrier (6 combat a/c, 8 helo) 1 destroyer 3 frigates 4 ptl ships 1 submarine 4 MCMV 2 amphibious ships	Operational level HQ C3I Corps level HQ 1 CIMIC group Special forces (12,500-14,500)	26 Tornado and AMX combat a/c 6 CSAR helos 4 C-130J a/c 2 tanker a/c 3 MPA 2 SHORAD units
Luxembourg		1 light recce unit	1 A-400M (future)
Netherlands	1 LPD Air defence and command frigates	HQ of 1 GE/NE Corps 1 mech inf brigade 1 airmobile brigade 1 amphibious battalion	1 air brigade F-16 a/c
Portugal	1 frigate 1 submarine 1 patrol boat 1 sp ship 1 svy ship	1 infantry brigade (4,000)	12 F-16 4 C-130 Hercules 12 C-212 tactical transport a/c 3 MPA 4 Puma helos
Spain		1 division, 1 brigade HQs 1 mech brigade Mountain units 1 light inf group Special forces	Air-navy unit 2 squadrons F-1/F-18 combat a/c (24 total) 1 transport squadron
Sweden	2 corvettes 1 spt ship	1 mech inf battalion (900) 1 engineering unit (175) 1 MP unit (160) 1 marine unit (206)	4 AJS 37 a/c (to be 8 JAS 30 in 2004) 4 C-130
UK	1 aircraft carrier 2 SSN 4 destroyer/frigate 1 helo carrier	1 mobile joint HQ 1 armed mech brigade 1 amphibious brigade (12,500)	72 combat a/c 58 strategic transport a/c and Chinook/Merlin helos

Note: SSN= nuclear-fuelled submarine; HQ= headquarters; C4ISR= command, control, communication, computers, intelligence, surveillance and reconnaissance; LPD= landing platform, dock; Recce= reconnaissance; a/c= aircraft; spt= support; inf= infantry; mech= mechanised; helo= helicopter; ptl= patrol; CIMIC= Civil-Military Cooperation; svy= survey; SHORAD= Short Range Air Defence. Denmark did not take part in the Force Catalogue.

Source: *The Military Balance 2002-2003*, The International Institute for Strategic Studies, London.