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NOTE

From:	European Union Military Staff
To:	European Union Military Committee
No. Prev. doc.:	EUMC Mtg Doc 55/2/07 REV 2 dated 20 December 2007
Subject:	EU Air Rapid Response Concept

Delegations will find attached the EU Air Rapid Response Concept, which was agreed by the EUMC on 21 December 2007.

EU AIR RAPID RESPONSE CONCEPT (AIRRRC)

TABLE OF CONTENT

REFERENCES 4

A. INTRODUCTION 5

B. PURPOSE 6

C. SCOPE 6

D. CONSIDERATIONS 6

E. AIR POWER CHARACTERISTICS IN RAPID RESPONSE 7

F. PROCESSES AND MECHANISMS 7

G. C2 ARRANGEMENTS 11

H. READINESS AND SUSTAINABILITY 12

ANNEX A: AIR RAPID RESPONSE MECHANISM - FLOWCHART 14

ANNEX B: GENERIC AIR MODULES 15

ANNEX C: GENERIC AIR C2 MODULES 16

ANNEX D: EUFOR DOB – POSSIBLE ILLUSTRATIVE ORGANISATION 17

ANNEX E: GENERAL STEPS TO ESTABLISH AN EUFOR DOB 18

ANNEX F: DEFINITIONS 19

ANNEX G: PLANNING CONSIDERATIONS 21

REFERENCES

A. Headline Goal 2010 (doc. 6309/6/04 Rev 6 dated 4 May 2004).

B. EU Military Rapid Response Concept (doc. 5641/1/03 REV 1 dated 16 Sep 2003).

C. Requirements Catalogue (RC) 05 (doc. 13732/05 dated 7 Nov 2005).

D. Force Catalogue (FC) 07 (doc. 5151/1/07 REV 1 dated 17 September 2007).

E. EU Battlegroups Concept (doc. 13618/06 dated 5 Oct 2006).

F. Mandate and Methodology for a study of the Rapid Response Air Initiative in ESDP (doc. 11774/06, dated 18 July 2006).

G. EU Martime Rapid Response Concept (doc 15294/07 dated 15 Nov 2007).

H. General Principles and Procedures for EU Force Identification, Generation/Activation and Deployment (doc. 12398/02 dated 26 Sep 2002).

I. EU Military C2 Concept (doc. 11096/03 dated 3 Jul 2003).

J. Reception, Staging, Onward Movement and & Integration (RSOM&I) Concept (doc. 13020/06 COSDP 732, dated 20 September 2006).

K. EU FN Concept (doc. 11278/02 dated 25 Jul 2002).

L. Rapid Response Air Initiative Paper (doc PLP 4198/07 dated 20 Sep 2007).

M. Council Conclusions on ESDP (doc 15417/07 dated 19 Nov 2007).

A. INTRODUCTION

1. Following adoption of the *European Security Strategy*, in December 2003, Member States (MS) committed themselves to Headline Goal (HLG) 2010[1] and the ability of the EU to '*respond with rapid and decisive action*' to an emerging crisis. A key element of this HLG is for the EU to be able 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*'.

2. Further, the General Affairs and External Relations Council (GAERC) meeting in December 2003 concluded that work on the EU Military Rapid Response capability should aim '*at complementing the Headline Goal with a precise definition and subsequent identification of and modalities for EU Rapid Response elements*'. The EU Military Rapid Response Concept[2] (EU MRRC) outlines key requirements for military EU Rapid Response Capabilities. It defines Rapid Response Elements (RRE) as a package of forces and capabilities, possibly combined and joint, tailored for a specific task, at very high readiness. It will either be part of an overall force or able to conduct an operation of smaller scale.

3. MS also agreed the content of the Requirements Catalogue[3] (RC) and, in September 07, the Force Catalogue[4] (FC). The Council recognised that, in line with the EU MRRC, consideration should be given to the development of a Rapid Response Air Initiative (RRAI)[5] within the boundary of the HLG 2010[6].

4. Pursuant to the findings of the RRAI, the EUMC tasked the EUMS to develop an Air Rapid Response Concept (AirRRC).

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1 Ref A.
2 Ref B.
3 Ref C.
4 Ref D.
5 Ref L.
6 General Affairs Council (GAC) conclusions on ESDP (2728th session of the GAC – Brussels, dated 15 May 06).

B. PURPOSE

5. This paper provides a concept for the generation of a militarily effective, credible and coherent rapid response air capability within the framework of the HLG 2010.

C. SCOPE

6. Air power is an essential element in all military operations. It can be employed over the full range of EU-led Military CMO and be combined with land and maritime operations or employed independently. Furthermore[7], the EU AirRRC should be considered together with the EU MarRRC, iaw ref M, and should be seen as complementary to the agreed EU document 'General Principles and Procedures for EU Force Identification, Generation/Activation and Deployment'[8]. The paper takes account of the appropriate aspects of the RRA I paper/study[9].

D. CONSIDERATIONS

7. In developing Air Rapid Response, the following considerations were mandated:

   a. The HLG 2010 illustrative scenarios used in the development of RC05 and the resultant FC 07 form the conceptual framework for developing the Air Rapid Response Database[10] (ARRD).

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7 The EU MRRC will take due account of the EUBG concept (Ref E) and the ongoing work on the MarRRC and AirRRC. The aforementioned concepts have to be coherent with the overarching EU MRRC.

8 Ref H.

9 Ref L, noted by the EUMC on 17 Oct 2007.

10 The ARRD provides a list of refined requirements, in terms of offered assets readiness and availability that has been validated and which can be associated with FG.

b. The Concept should focus on the necessary efficiency measures to utilise, to the best effect available, resources without increasing the burden on MS or creating new capability requirements.

c. All relevant EU concepts and procedures form the basis for the planning and execution of EU-led CMO requiring Rapid Response.

E. AIR POWER CHARACTERISTICS IN RAPID RESPONSE

8. Air Force specific competences include the combination of professional knowledge, air power and space expertise, and technological fluency that, when applied, produces superior and/or unique military effects, whether as a single service or in conjunction with other services operations. Such competencies should enable the effective integration of platforms, personnel, armaments, base services, logistics, and all supporting infrastructure. Air Power's unique capabilities are its speed, global reach, mobility and flexibility. Due to their inherent strategic characteristics Air Forces can pursue tactical, operational, or strategic objectives, in any combination, or all three simultaneously. Furthermore, Air Power can also be considered as a force multiplier for deployed land forces and engaged maritime forces and is also considered as a means to create a safer environment in which land and maritime forces can be employed.

F. PROCESSES AND MECHANISMS

9. Due to its specific characteristics, air power has the ability to concentrate force over long distances in a short time. It can contribute towards a rapid response across the whole spectrum of EU Crisis Management tasks.

10. The successful use of this ability will depend on the capacity to rapidly generate capabilities and set up an adequate EU C2 structure, and on the availability of adequate support[11] and infrastructure. Force Generation (FG) should always be based upon the required capabilities for a certain operation. The generation of the required capability for Rapid Response will depend chiefly on the speed of the EU and MS decision-making processes. Together with a clear command model, the early designation of the Operations Headquarters (OHQ) and Operation Commander (OpCdr) is paramount to the success of such planning to support a timely FG Process. In addition, there will be benefit in undertaking capability packages analysis in advance of the FG process.

11. Air Rapid Response Mechanism (ARRM). In support of the EU Force Identification, Generation/Activation process, an ARRM requires assets and capabilities to be identified within an Air Rapid Response Database (ARRD). This will facilitate a responsive FG Process that offers flexibility in the mission-tailoring of forces and diversity in the delivery of effects by enabling the selection of the most appropriate available indicative assets and capabilities to undertake an assigned mission, as well as appropriate advance planning. A graphical representation of the resultant ARRM is detailed at Annex A.

12. Air Rapid Response Database (ARRD). An ARRD could offer an indication of the potential availability of assets and capabilities, including the necessary C2 arrangements, in order to support a more informed decision making process, as well as advance planning. It will provide an increased level of transparency to support and inform the EUMS in the performance of its preliminary work and facilitate early preparatory consultations with MSs. A database could also detail those air assets of MS that are deployed nationally on exercises or "out of area" and that could be available in meeting ESDP Rapid Response mission requirements. The identification of such capabilities, which could include airbases offered by MS, will form an indication of potential availability, which could be refined by the OpCdr during the development of the CONOPS and subsequent FG process.

[11] Support: the action of forces that aids, protects, complements or sustains any other force or unit.

13. The voluntary nature of the HLG emphasises that the EU does not maintain On Call or Standing Forces or any form of dedicated assets and capabilities[12]. Although indicative, information provided for inclusion in an ARRD must be accurate and assets annotated with their appropriate readiness state[13].

14. Generic modules. Generic modules[14] (based on capability and not platforms) derived from the current RC can be compared against the indicated capabilities. Those capabilities will be indicated in an Air Rapid Response Information Conference (ARRIC) based on the FC and other voluntary contributions from MS to ascertain if there are any gaps to help in advance planning. The Air capabilities should be constructed on a modular basis[15] to enable MS to take full responsibility for a module or for a number of MS to offer a multinational solution to the capability requirement. The generic Air and Air C2 modules are listed in Annex B and C.

15. Air Rapid Response Information Conference (ARRIC). In order to support the operational planning process, and the EU FG Process in particular, the ARRD should be updated regularly to keep the information accurate. It is envisaged that this activity should take place at a biannual[16] ARRIC supported by MS and chaired by the EUMS. The foreseen conference would be an opportunity to manage and refine the content of the database and provide the opportunity to highlight, discuss and resolve any related issues; and should be combined with related activities where possible. The Conference will be prepared on the basis of a questionnaire, in a format derived from the FC, which could also be used by MS to update their refinements in the ARRD in between conferences and on their own initiative as necessary.

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12 Ref B, Para 47.
13 Availability of capabilities and forces remains subject to a formal FG process.
14 As derived from Ref K.
15 Ref K.
16 The frequency of the conferences will be evaluate after 1 year and adapted if necessary.

16. Force Generation. MS will not formally be invited to commit any forces/C2 until the EU has decided to act. However, in the initial stages of a potential crisis where there are indications that the EU may decide to act, assets identified in the ARRD would be confirmed by the EUMS with MS, together with preliminary indications of their intention to commit to a particular crisis situation. This process would support the Force Identification Phase (FIP) of the FG process and, in the initial stages of a potential crisis, provide the necessary information to underpin the Provisional SOR and initial force balancing, and contribute to the early selection of an appropriate C2 structure.

17. Potential Contributors. MS will decide on request, if they are willing to contribute to an EU-led CMO. The FC indicates what MS in general could be willing to offer for such operations. Additionally, MS might decide to offer resources not previously indicated in the FC. Upon a Council decision, in accordance with the Crisis Management Procedures and agreed modalities the provision of mission tailored Air capabilities could also be opened to third parties[17], while taking into account that any arrangements should not have a negative impact on the EU ability to take rapid and decisive action.

18. Responsibility for Coordination. In accordance with the General Principles and Procedures for EU Force Identification, Generation/Activation and Deployment, during the preliminary phase of an operation, and prior to the designation of the OpCdr, the EUMS acts as the focal point for the exchange of information, based on the ARRD and possibly any ARRIC output. The EUMS serves as the custodian for the ARRD and, in its capacity as Chair of the ARRIC, the provision of any additional products that could aid the Air FG process. The early indication of an OHQ, nomination of an OpCdr and establishment of working relations between the EUMS and the OHQ are paramount. The OpCdr will request forces to fulfil the mission, the EUMS would pre-identify the availability within the ARRD and ask whether MS could provide the forces requested.

[17] Countries and international organisations.

19. EU Force Deployment Operating Base (EUFOR DOB). In an ESDP environment, a deployed air station EUFOR DOB is one way of organising an airbase operationally to serve Rapid Response requirements. It is crucial to enable the EU to mount military operations beyond its boundaries. An EUFOR DOB should be seen as a combined, possibly joint, mission-tailored, modular and rapidly deployable asset drawn from the capabilities listed in the RC05. It is both a support platform for Rapid Response Air Elements and a support tool made available to the EU when responding to a crisis. An EUFOR DOB would either serve as an Air Port of Debarkation (APOD), a Deployment Operating Base (DOB), or as a combination of the two. An EUFOR DOB illustrative chart is given in Annex D. An overview of the establishment of an EUFOR DOB is given in Annex E. An implementing doctrine for EUFOR DOB should be developed. Training of the constituent DOB modules for deployment, either individually or collectively, by interested MS, in accordance with EU exercise policy, in anticipation of a contribution to EU-led operations will enhance interoperability and increase effectiveness.

G. C2 ARRANGEMENTS

20. Command and Control. The C2 arrangements for any Air contribution to an endorsed EU mission will depend on the specific mission and require a case-by-case analysis. The selection of the Air C2, from those elements identified in the ARRD, should be made at the earliest opportunity; this should be concurrent with the EU decision to act . The identification of the OHQ, Force Headquarters, and the appointment of the respective Commanders will be in accordance with the EU Military C2 Concept[18].

21. The identification of the appropriate Air C2 structure, tailored to the mission, is essential and is mission dependent. Dependent on the number and variety of the committed Air resources this may range from an embedded Air Cell within the C2 structure at the operational level to a fully structured Joint Force Air Component Command/(Deployable) Combined Air Operations Centre (JFACC/(D)CAOC). The JFACC Commander (COMJFACC) is the only one responsible for commanding and controlling the subordinate forces apportioned to him. He will be vested with the appropriate command authority by the Force Commander over the allocated forces.

H. READINESS[19] AND SUSTAINABILITY

22. **DELETED**

23. **DELETED**

[18] Ref I.

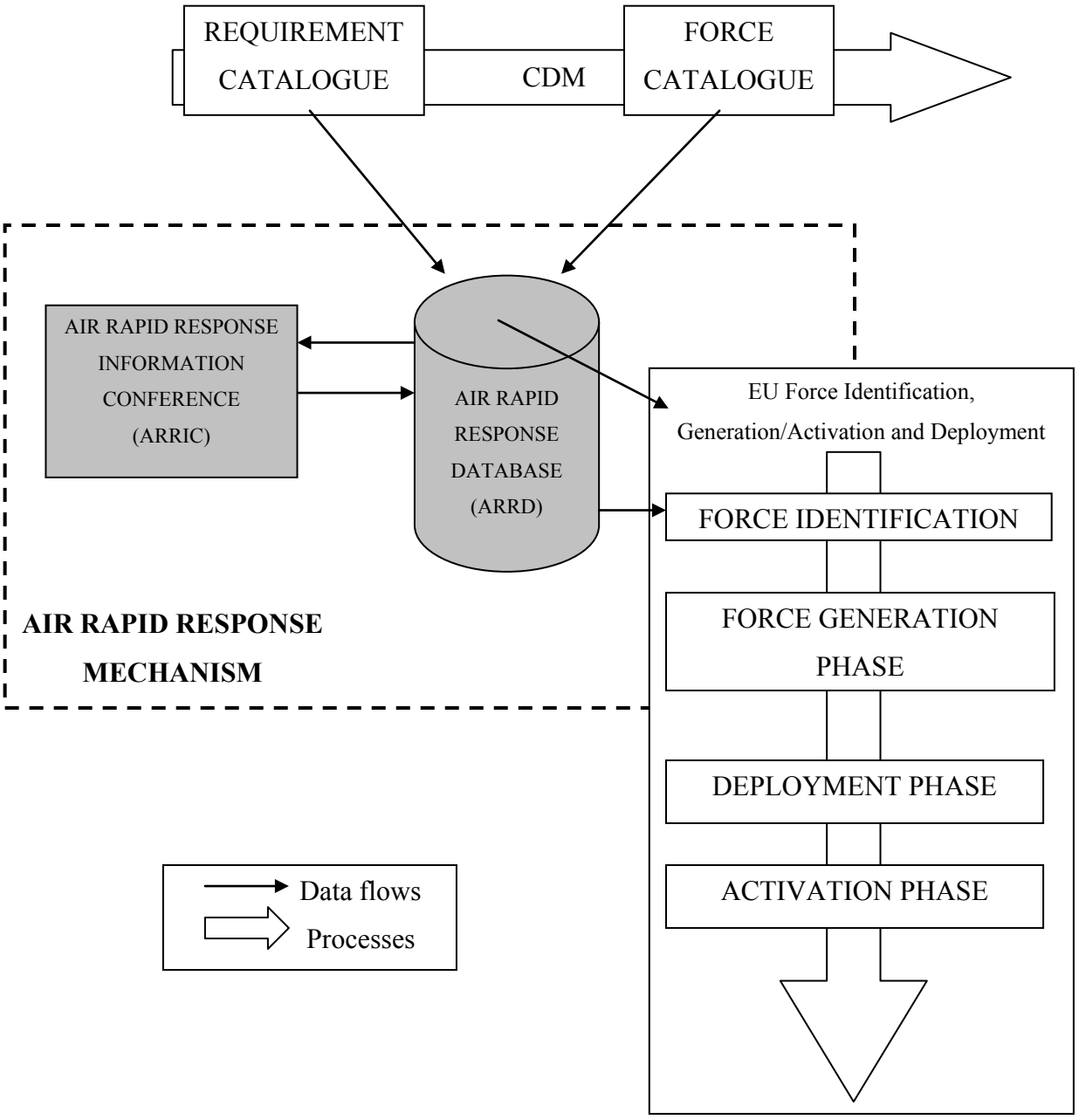
[19] This Para will be revisited when the revised version of the EU MRRC will be agreed.

24. **DELETED**

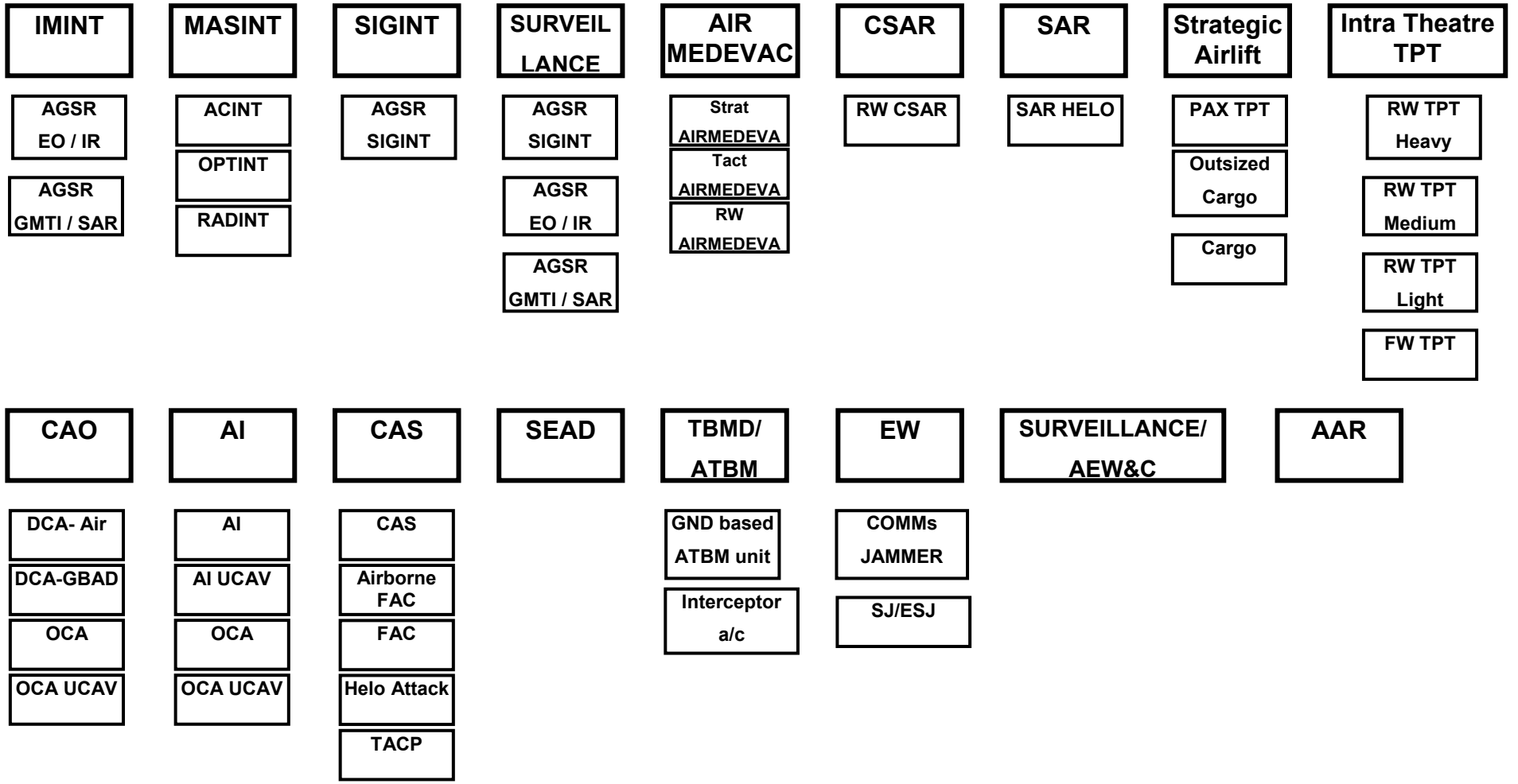
25. **DELETED**

ANNEX A

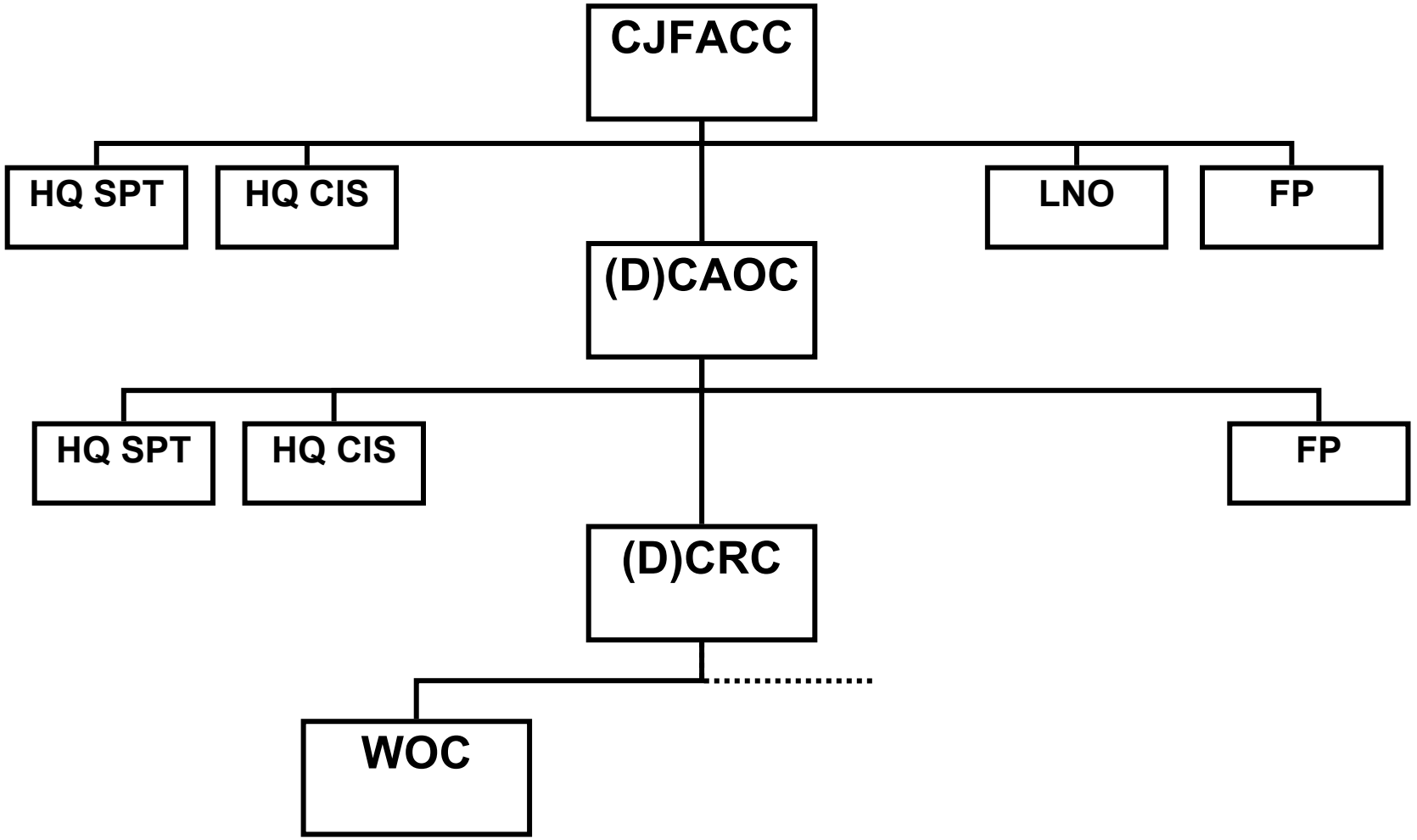
AIR RAPID RESPONSE MECHANISM - FLOWCHART



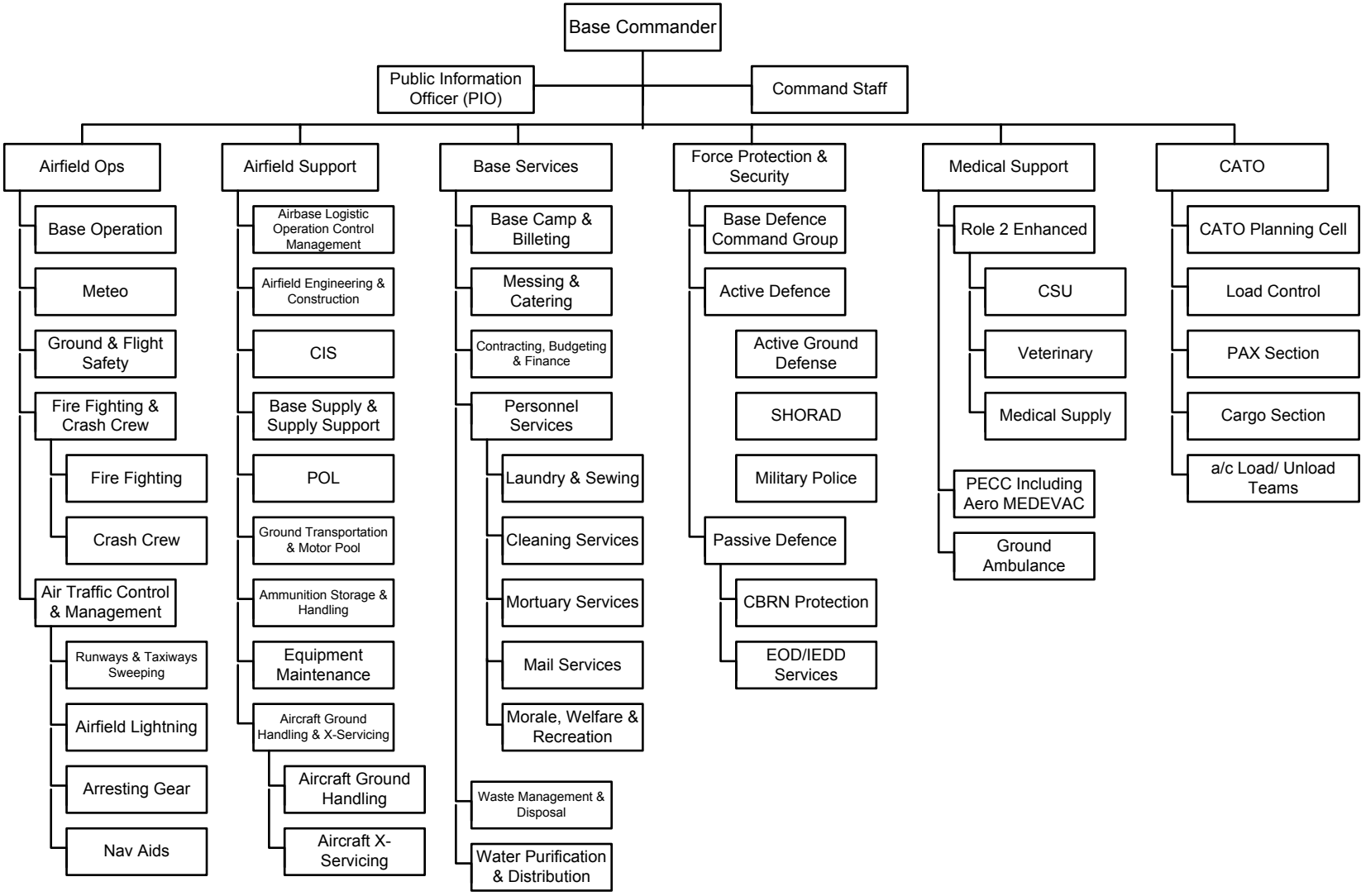
GENERIC AIR MODULES



GENERIC AIR C2 MODULES

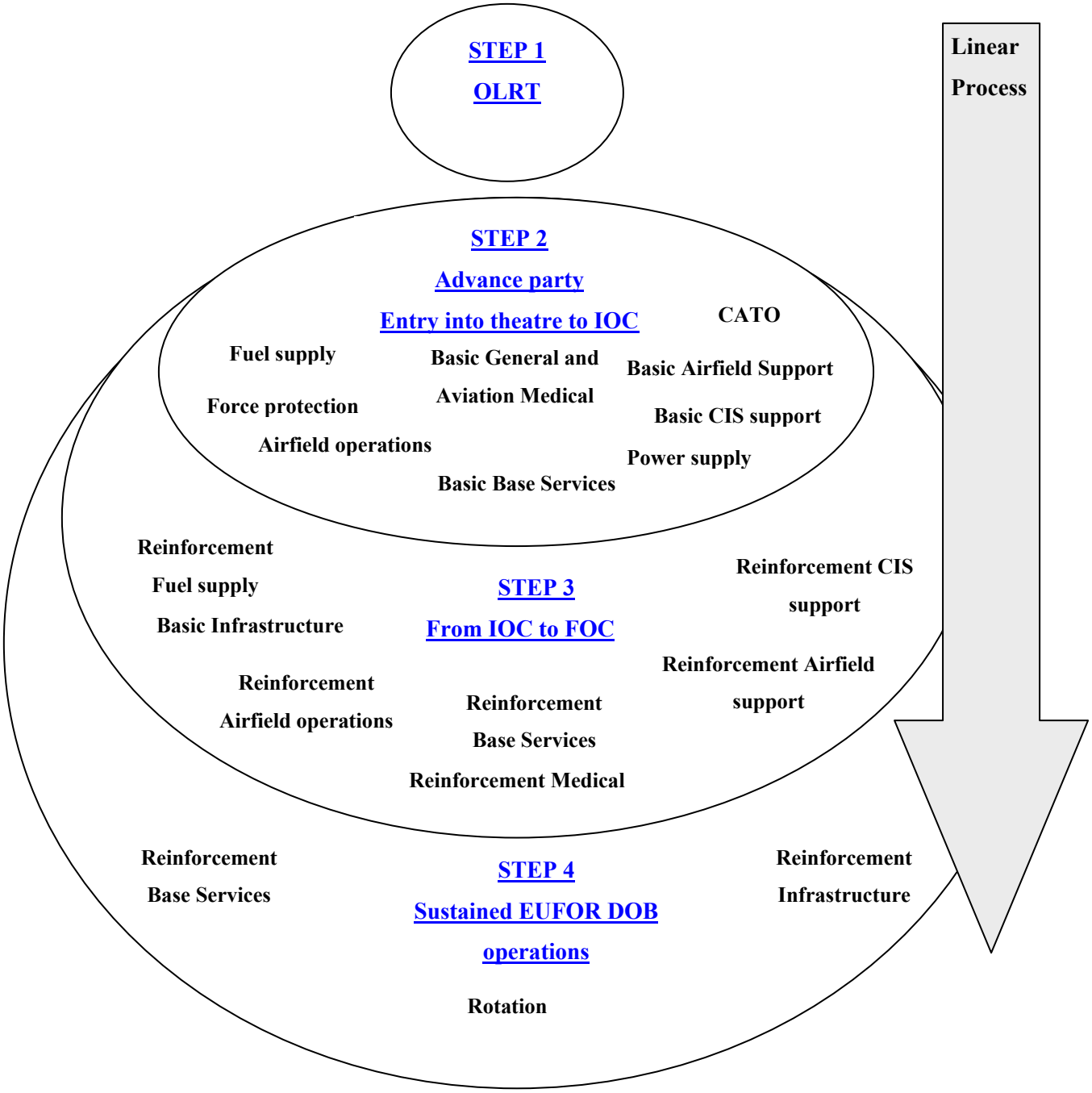


EUFOR DOB – POSSIBLE ILLUSTRATIVE ORGANISATION



ANNEX E

GENERAL STEPS TO ESTABLISH AN EUFOR DOB



ANNEX F

DEFINITIONS[20]

DELETED

[20] Subject to revision after the revision of the EU MRRC.

DELETED

ANNEX G

PLANNING CONSIDERATIONS

1. Rapid Response deployment requires advance planning and coordination on a number of issues by the EU. These issues comprise framework documents, covering diplomatic clearances, legal and contractual aspects, financial and operational aspects (site survey teams, etc). When decided that EU action is appropriate, planning will have to become more precise.

2. Diplomatic clearances are normally a MS responsibility and granted by many countries on a case-by-case basis (i.e. national regulations). Clearance for ESDP operations, including the over-flight of EU assets will be required if they are to deploy. Such clearances will need to be considered early in the planning process and the arrangement of permanent diplomatic clearances for such operations, where possible, would greatly foster responsiveness.

3. To facilitate stationing in or transit through third countries Status Of Force Agreements (SOFA) and/or transit arrangements may have to be negotiated. Such arrangements will be negotiated and concluded by the competent authorities.

4. Technical Arrangements (TA) are needed for any deployment. The competent authorities would negotiate these implementing arrangements.

5. The faster the response required, the more likely the Air Rapid Response Elements (ARRE) will have to rely on Host Nation Support (HNS). Such support could be available on civil as well as military airfields. The choice of the operating base will be dependent on a wide range of planning considerations which should form an integral part of the Force Generation.