Luxembourg Defence Guidelines for 2025 and Beyond

THE GOVERNMENT
OF THE GRAND DUCHY OF LUXEMBOURG
Ministry of Foreign and European Affairs

Directorate of Defense

LUXEMBOURG
LET'S MAKE IT HAPPEN

IMPRINT

Published by: Ministry of Foreign and European Affairs ▪ Defence Directorate
6, rue de l'ancien Athénée ▪ L-1144 Luxembourg

Tél. (+352) 247-82828 ▪ Fax (+352) 46 26 82

www.mae.lu ▪ www.gouvernement.lu ▪ www.luxembourg.lu ▪ www.armee.lu

Design and production: F'CREATIONS

Text and photographs: Defence Directorate ▪ Luxembourg Armed Forces ▪ Information and Press Department ▪ NATO

Date of publication: December 2017

Étienne Schneider
Deputy Prime Minister
Minister of Defence

Dear Reader,

I am pleased to present to you the Luxembourg Defence Guidelines for 2025 and Beyond.

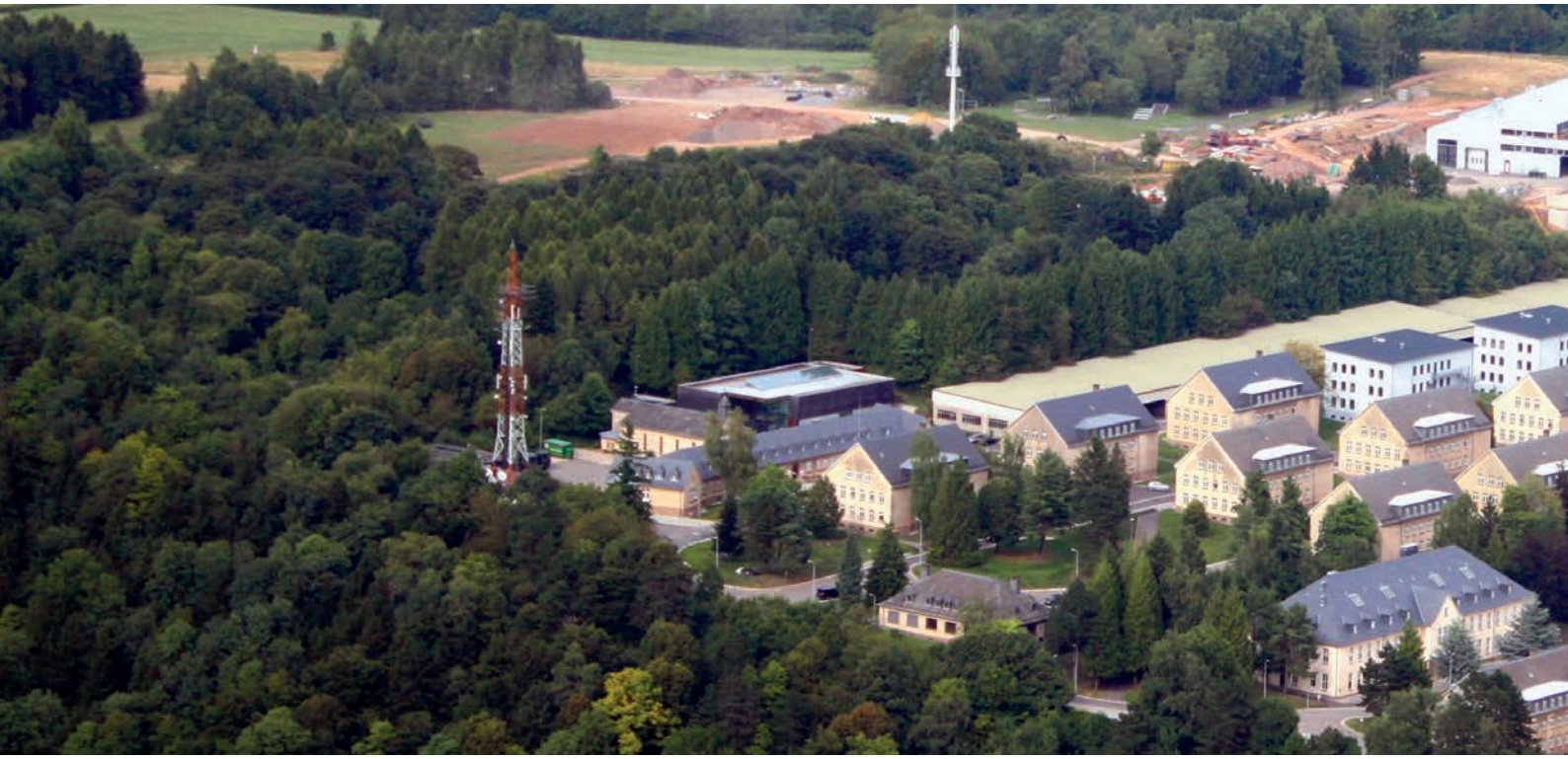
This is the first document of its kind in the field of national defence policy. The intention of this ambitious vision for Luxembourg is to set out a coherent policy as a framework for implementing an increasing national defence effort. Luxembourg is a country open to the world and integrated with the international community, in which it plays a recognized role. Luxembourg's election to a non-permanent member seat on the United Nations Security Council for the term 2013-2014 testifies to the recognition of our country's contribution to international security. But such recognition also entails responsibilities and a resolute commitment to contribute to the collective ability to address threats to our security. Luxembourg has made concrete commitments towards strengthening European defence within both the European Union (EU) and the North Atlantic Treaty Organization (NATO). Luxembourg intends to honour these commitments and has defined its contribution to common defence in accordance with its interests and objectives.

That contribution is described in these Guidelines. The Government intends to deliver an enhanced, visible, relevant and reliable defence effort. We will create new defence structures in Luxembourg that meet the criteria of military relevance but also our national crisis management requirements. We will equip our armed forces with modern, technological capabilities to service the aspirations of an evolving, open, dynamic and generous country. Emphasis will be placed on human resources, national public and private-sector know-how and on strengthening our engagement with our neighbour countries, in particular those of the BENELUX, who are our key partners in the area of defence policy.

Luxembourg and its population wish to continue contributing to national and international security. We have benefited from the security that has prevailed on the European continent since the end of the Second World War. With this new vision for Luxembourg's defence, we intend to consolidate that security for ourselves, our partners and future generations.

I wish you pleasant reading.

Étienne Schneider



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Executive Summary

The Luxembourg Defence Guidelines for 2025+ establish the framework for the development of Luxembourg's Defence and describe the **policy directions** approved by the Government for the coming years.

In setting forth the interests and objectives Luxembourg will pursue in the area of defence policy, these Guidelines reassert the relevance, credibility and visibility of the national defence effort in the context of the Grand Duchy's international relations.

Luxembourg today is a modern, dynamic, open and supportive country capable of contributing to the response to present-day challenges. Our country has **benefited from the security enjoyed on the European continent** thanks to the major role played by **NATO**[1] and the **European Union**, and is committed to and supportive of a **multilateralism** founded on shared principles and values.

The relevance and credibility of the defence effort are important not only in the context of NATO and the transatlantic relationship but also within the EU, where Luxembourg wishes to remain in the lead group as regards European integration.

The unstable international security environment has brought about changes in international security and defence policies. Like the world around it, Luxembourg's Defence is adapting. These Guidelines chart the course towards a modernization of Luxembourg's defence organization and army.

The men and women serving the cause of Luxembourg's Defence are at the heart of this ambitious modernization. Consequently, this effort will entail increased investment in human resources, and also in relevant and effective equipment. The enhanced defence effort must involve a more diverse range of opportunities for defence personnel.

To chart this course, the **Luxembourg Defence Guidelines for 2025+** outline the following key directions and objectives:

- confirm the 2014 commitment to increase Luxembourg's defence effort by 50% up until 2020 and to **continue increasing the defence effort beyond 2020;**

- **develop the army,** increasing its involvement in the defence effort by allocating to it a greater share of investments and creating more diverse and more technology-focused specializations, whilst not forsaking the importance of its social role;

- **modernize** ISR (Intelligence, Surveillance, Reconnaissance) capabilities through investment in new reconnaissance technologies (RPAS), as an extension of the traditional reconnaissance mission of the Luxembourg Armed Forces;

- **develop considerably the air component,** with the acquisition of new capabilities and platforms for strategic lift, medical evacuation and maritime aerial surveillance;

[1] To assist the reader, a glossary is provided at the end of this document

- **develop a Government air hub at Findel airport;**

- implement a **military medicine project** involving, in particular, operationally deployable medical teams specialized in trauma surgery and infectious diseases, that will support Luxembourg hospitals when not deployed, together with increased bed capacity, incorporated in an existing hospital facility, for use in times of crisis;

- **continue developing expertise and capabilities in the future oriented areas of "space" and "cyber defence"** in order to meet the need for surveillance, communications and data link capabilities, but also the need for data storage and analysis capabilities, and so as to enhance the safety of our military personnel, particularly on deployments;

- **develop a strategy for industry, innovation and research** in order to involve Luxembourg's economic fabric in defence capability building;

- **develop a recruitment strategy** to meet the requirement for adequate human resources with suitable profiles, particularly specialists capable of developing and implementing the capabilities of the defence organization and of the Luxembourg Armed Forces;

- conduct a study on **establishing a national service of availability** enabling skilled civilians to be mobilized in the event of a crisis so as to strengthen the resilience of the State and its departments;

- **establish a national capability-development agency** tasked with developing and implementing major investment projects.

For these new directions, the Luxembourg Defence will ensure that **capabilities of high added value** are acquired **in the recognized priority capability areas**, that each project is considered in the light of its potential **relevance for Luxembourg society**, and will establish **durable structures** that anchor defence in Luxembourg's society and allow **better planning of our defence effort**. In addition, the Luxembourg Defence will take particular care to tailor its approach to suit the frameworks of bilateral and multinational cooperation and partnerships in the areas of capability building and deployment.

These Guidelines will be detailed in a more concrete planning document, a Defence Master Plan, to be updated annually.

Introduction

The Luxembourg Defence Policy Guidelines for 2025+ is the **first public, national policy document defining long-term defence policy directions** for Luxembourg. It describes Luxembourg's defence policy, the context and framework in which it is placed, Luxembourg's strategic interests and objectives, its available resources and the manner in which they are employed, and how the Luxembourg Defence is destined to evolve over the coming years.

Luxembourg has a **military tradition** which led to the introduction of compulsory military service in 1944, and, in 1967, to the organization of Luxembourg's army as we know it today. National interests and Luxembourg's defence policy, of which the army is a major tool, have evolved in line with periods of peace and crisis, and national and international requirements.

Today, Luxembourg's Defence is at a **turning point**. The international situation, commitments made in the United Nations (UN), the European Union (EU) and NATO, and the desire to have an army that, in its modernity, reliability, openness and dynamism, is a reflection of our country, justify a change in priorities for Luxembourg's Defence and army.

In this context, several factors play a key role: the **structures** of the Luxembourg Defence (the Defence Directorate and the army), the changes in recruitment and the **human resources** profiles needed to implement the defence policy, the choice of investments (i.e. military capabilities) and **preferred areas of action**, the development of a Defence Technological and Industrial Base both within the EU and in Luxembourg, and the **evolution of Luxembourg's defence effort**.

Nowadays, rare are those countries that are able to influence the course of events alone, be it in terms of security and defence policy or in other areas. Luxembourg is no exception, and all the more so given the size of our country and the limited scale of our resources and defence structures. However, Luxembourg has always been able to turn its situation into a strength.

It succeeds in defending its national interests by enlisting the support of other nations, forging partnerships and leveraging its ability to influence major issues. **Cooperating with partners and maintaining a calm and stable national and international environment** has always been a priority for Luxembourg.

These Guidelines **explain why Luxembourg needs to be a reliable player, both relevant and visible in the field of defence, and lay down the overall directions** for the future. They provide a **strategic outlook** designed to best serve our interests in the pursuit of our long-term foreign policy objectives and of our national and international security policy objectives. A strategic approach guided by clearly defined priorities and objectives enables opportunities to be recognized and seized the moment they arise.

These directions will in due course be given concrete expression in a separate document, the **Defence Master Plan**, which will determine how these Guidelines are to be implemented. The Master Plan will serve as a time line and a tool for implementing the Guidelines, and will be regularly updated. It will be drawn up and supervised by the Defence Directorate, in close cooperation with the Luxembourg army, under the authority of the Minister of Defence. The Plan will enable resource allocation, progress in implementation of objectives, actual results achieved and real progression of projects to be monitored.

These two documents will facilitate **democratic scrutiny** of defence policy by setting out, in an entirely transparent manner, the principles and objectives of that policy. They constitute the baseline for monitoring the utilization of defence resources, the missions of the army, the investment policy and the capability priorities. The Guidelines will also enable our interests to be better promoted in the institutions of which Luxembourg is a member and will explain how the Grand Duchy intends to meet its solidarity-oriented policy commitments as a credible player at the international level.

I. Context of Luxembourg's defence policy

A. Defending Luxembourg

Luxembourg's geographical location, territorial integrity and size have always influenced our country's history and foreign and security policy. **Luxembourg cannot isolate itself from the international arena, nor has it ever wished to**. Our country has opted for peace and effective **multilateralism**. Luxembourg's sovereignty is guaranteed by the absolute observance – by all – of the rules governing relations between States. The security and defence of our territory are dependent upon the security of our neighbours, of the EU and of NATO, and upon stability in the world.

In the age of globalization, **Luxembourg's vital interests cannot be defended at our immediate borders only. Its economic prosperity and security interests are both dependent upon free and safe access – assured by international law – to resources and goods common to all nations (known as global commons)**. For confirmation, one needs only think of space, which is essential for our space industry, of access to international waterways, which is fundamental for our maritime flag, of energy supplies, or indeed of trade exchange, climate, airspace, cyberspace; all of these domains are vital for our security and essential for the proper functioning of a knowledge-based and services economy that is dynamic and open to the world.

Today, the European and transatlantic security order is being challenged. The norms of international law are disputed, even flouted. Europe is facing a huge migration crisis compounded by a humanitarian tragedy. The threat of radical and violent extremism is spreading, and terrorism plagues even Luxembourg's neighbour countries. Luxembourg is spared neither the threat of extremism nor the attraction of violent ideologies for young people struggling to find their way. This scourge, which has developed on the periphery of Europe in the wake of disintegrating regional and local orders, is capable of striking at the heart of our societies. Potentially just as dangerous, **emerging threats** such as cyber attacks and hybrid threats (which often have a cyber component) are less direct and sometimes less visible, making it very difficult to identify the assailant and produce a response. Faced with these threats, our societies must harden their resilience, i.e. their ability to withstand all kinds of external attacks and blows, particularly in asymmetrical form, and to guarantee that the State and its public services will continue to function. The answers to these complex challenges can only be effective if they derive from holistic, interdepartmental, multidisciplinary and international approaches.

On account of its **political, economic, cultural and social openness, Luxembourg is vulnerable and exposed** to the risks affecting its external environment. Luxembourg cannot single-handedly preserve its territorial integrity, the safety of its population, its prosperity, its independence and its sovereignty. International developments and the many

elements of instability they generate often have direct or indirect impacts on our security, our society and our economy. It is essential for Luxembourg to closely monitor, influence and adapt to such changes.

To protect its security interests, Luxembourg has chosen to have an **army** and to integrate into **multilateral structures**.

The preservation of a rules-based international order is a vital security interest for Luxembourg. Luxembourg is one of the **founding members of the 20th century's major multilateral institutions,** in particular the United Nations, the North Atlantic Treaty Organization, the European Union and the Organization for Security and Cooperation in Europe. This gives it not only great pride but also an affirmed sense of special **responsibility** when it comes to defending the founding values of these institutions. These multilateral fora provide the formal framework and the necessary assurances to protect our vital interests, in particular our economic and security interests, and justify taking decisions that commit our country.

In order to assert its interests, to have its voice heard and to enjoy the collective security assured in particular by NATO, Luxembourg must meet the commitments it has entered into in the international organizations, bear its share of responsibility in the efforts and risks inherent in collective and common defence, and be recognized as a partner making relevant contributions. The goal of the defence policy is also to ensure that Luxembourg's army has the human resources and equipment needed to contribute to defending our security interests and to successfully accomplish national and international missions. Luxembourg must make its due contribution to collective security.

Luxembourg thus supports national and international peace and stability efforts in a **holistic and coherent approach combining diplomacy, development cooperation and defence** (known as the "3D approach"). While the Luxembourg Defence, in particular the army, provides territorial defence, it is also a component of Luxembourg's foreign policy which, in conjunction with traditional diplomacy and development cooperation policy, contributes to conflict prevention and post-conflict reconstruction. For this reason, Luxembourg attaches particular importance to modes of action that are not exclusively military, and contributes to training or equipments that enable other countries to provide their own security, for instance in the context of the EU "Capacity Building in support of Security and Development" programme and NATO's "Projecting Stability" initiative.

B. The interests, objectives, and principles of the Luxembourg Defence

The Luxembourg Defence contributes to the implementation of the Grand Duchy's foreign and security policy. It enables the State to exercise sovereign functions in the areas of security and defence, in pursuance of Luxembourg's international commitments. Luxembourg's defence policy is articulated around essential security interests and guiding principles, and pursues a number of fundamental objectives.

a. Essential security interests

The Luxembourg Defence **helps maintain and strengthen institutions which promote the stability, prosperity and security of States and the respect of our values**. To that end, Luxembourg promotes in particular:

- the rule of law and the observance of international law, of human rights and fundamental freedoms and of the principles of good governance;
- collaborative approaches in the context of an effective multilateral system;
- the defence of our values on an international level;
- a strong transatlantic link.

Luxembourg's defence policy helps **protect the essential security interests and foundations** of the living environment of the country and its population:

- preserving Luxembourg's territorial integrity, independence and sovereignty;
- preserving the population's freedom and safety in a stable, open and dynamic society;
- protecting the foundations of Luxembourg's prosperity and economic & strategic supply security;
- guaranteeing ongoing functioning of the State and of public services;
- decision-making autonomy;
- strengthening institutions and international rules.

b. Strategic objectives

The Luxembourg Defence pursues a number of strategic objectives which are also commitments in the context of its active, solidarity-oriented participation in multilateral structures such as the European Union and NATO.

1. Providing visible contributions of high added value to collective and common defence and to crisis-management missions and stability-building efforts.

Luxembourg honours its international commitments through solidarity-focused contributions to the equitable sharing of operational risks, by engaging its armed forces and increasing its defence effort. In addition to deploying its armed forces, Luxembourg will also contribute to these operational commitments by developing and offering access to high-value-added capabilities in niches of excellence, in particular via the development of a national Defence Technological and Industrial Base.

2. Contributing, in solidarity, to defence effort burden-sharing.

Luxembourg assumes its responsibilities as a NATO Ally and will continue to enhance its contribution to burden sharing, in particular by gradually increasing its defence effort. At the NATO Summit held in Wales in 2014, Luxembourg committed, in a first stage, to achieving a defence effort target equivalent to 0.6% of GDP in 2020. That trend is to continue beyond 2020. Besides the financial criteria, Luxembourg promotes a broader view of the defence and

security effort: qualitative aspects and policies other than defence alone must be taken into account. European co-operation initiatives in the area of equipment must also be promoted.

3. Fostering coherent management of the full range of crisis-prevention and crisis-response tools.

Domestic and external security issues are linked and the threats are complex, such that a coordinated approach to security issues is essential. Luxembourg supports a consistent and integrated approach that promotes democracy, sustainable development and prosperity to combat factors of instability. This requires coherent implementation of a set of tools not fully available to any single player and which touch on areas other than just defence (development aid, environment, etc.).

4. Decision-making autonomy.

Luxembourg seeks to develop capabilities that it fully controls, over which it will have assured availability and security, that will remain autonomous and that will afford visibility of Luxembourg's security policy approach. Autonomy in decision-making allows Luxembourg to honour its commitments and to engage its support and sustainment capabilities while respecting its values and priorities.

5. Promoting and federating national competencies so as to develop a competitive technological and industrial base capable of contributing to NATO and EU capability requirements.

The existence of a technological and industrial base that is competitive on the international market is a central, strategic element enabling Luxembourg, the EU Member States and the Allies to assume their obligations in the long term. Developing a national Defence Technological and Industrial Base is a useful means of contributing to military capability building and decision-making autonomy in line with policy choices made in the area of crisis management. Those capabilities and services – particularly in the areas of information gathering and data transmission, storage, processing and analysis – form moreover part of the critical infrastructure that must be protected against hostile action.

Various forms of partnership with the private sector enable new capabilities to be developed using innovative methods, generally in the area of 'dual-use' (civilian and military) capabilities. This approach also involves promoting research and development for emerging niches of excellence. To this end, a strategy aiming to establish a national technology, innovation and research base will be developed.

6. Defence in tune with national realities.

The defence organization and the armed forces are an integral part of Luxembourg society. Luxembourg's defence policy must promote an evolution of the army and of the defence investment effort that reflects Luxembourg society – open, multicultural, dynamic, modern, technological and solidarity-oriented.

c. Guiding principles

The conduct of the Luxembourg Defence is informed by a set of guiding principles:

- **Defence that is relevant and visible** in the context of a coherent foreign policy

  The usefulness of the defence organization and the armed forces hinges on them having at their disposal a range of **operational capabilities** that are both **deployable and** actually **deployed** to exert a military effort capable of defending Luxembourg's security interests in the context of a **coherent foreign and national & international security policy**. Having a modern defence apparatus underpins Luxembourg as a reliable international partner. The capabilities available to the Luxembourg Defence must cater for (1) contributions to common and collective defence missions, (2) participation in crisis-management missions and in rapid reaction groups in a sustained manner, (3) contributions to projecting stability in the context of the EU and NATO, and (4) performance of national missions.

- **Key partners**

  Luxembourg's military forces and capabilities are almost exclusively **deployed in the context of multinational groups and incorporated into contingents of our key partners** (Germany, Belgium, France, The Netherlands). Interaction with partners is consequently a main driver of defence development. Such cooperation shapes and guides capability development and operational engagement, and requires interoperability of forces to be systematically taken into account. In future, these partnerships are destined to be further consolidated and deepened.

- **Operational risk sharing:** leadership – skills – equipment– training

  Personnel deployed by the are exposed to operational risks inherent to the engagement of military forces when options for resolving disputes by peaceful means have been exhausted. Observance of the principle of equitable sharing of risks **requires forces that are instructed, equipped and trained to perform their missions in the best possible conditions** and in line with the political mandate for each operation. Interoperability with our partners is also a crucial factor for the effectiveness of our forces and the safety of our military personnel. The Luxembourg Defence will continue to **invest in its personnel** to ensure they have the leadership, instruction, training, equipment and protection needed to engage successfully.

- **Flexibility and adaptability**

  The Luxembourg Defence must maintain a degree of flexibility to **react quickly** to changing circumstances, new threats and the emergence of new capability initiatives. Luxembourg must be able to respond to new requests with respect to the niche areas of competence in which it excels. Its intent is to seize opportunities, asserting itself as a reliable and dynamic partner.

C. The Luxembourg Defence in a changing international environment

The United Nations is the keystone of the international structure whose purpose is to preserve lasting peace in the world. The election of Luxembourg, on its first candidacy, to a non-permanent seat on the UN Security Council for the term 2013-2014 enabled it to contribute actively to this endeavour. Its election was a mark of confidence and recognition, on the part of the international community, of Luxembourg's ability to promote international peace and security. Above all, it is an illustration of the responsibility that falls to our country in this area. Luxembourg has submitted a further candidacy for the term 2031-2032.

In addition to the United Nations, attachment to a strong **transatlantic link** and commitment to a strong European defence within the **European Union and NATO** are fundamental principles of Luxembourg's security and defence policy. Geography, history and culture explain Luxembourg's anchoring in the Euro-Atlantic community, of which we share not only the values and interests but also the responsibilities for protecting those values and interests on a scale beyond the purely regional level. The presence on Luxembourg territory of numerous European institutions, of NATO's largest agency (NSPA – the **NATO Support and Procurement Agency**) and of US defence infrastructure is tangible evidence of the recognition of Luxembourg's international commitment.

Luxembourg acts with determination in concert with its allies and partners, **in particular in the context of the European Union and NATO**, through active involvement in and contributions to the efforts undertaken in those institutional frameworks. Several factors underpin Luxembourg's engagement at the international level**:**

- the need for Europe to shoulder its security responsibilities to ensure stability in its area of interest, in particular in connection with the implementation of the new Global Strategy for security;

- the need to contribute as an Ally to the modernization of NATO's collective defence capabilities (in particular with a view to an effective deterrence policy), while at the same time bolstering the resilience of our societies in the face of hybrid threats, and to meeting the requirement to share the burden equitably between European and North American players;

- the willingness to make concrete contributions (equipment, troops, training) to crisis management and to initiatives aimed at projecting stability, using every available security and development tool, to help contain instability factors before they result in the proliferation of transnational risks affecting our own security.

The Luxembourg Defence thus largely falls in with the priorities and commitments defined jointly within NATO and the EU.

a. Evolution of the institutional framework

The European Union and the Alliance are facing unprecedented, complex challenges in an environment characterized by increasing unpredictability and uncertainty in which populations are evidencing a degree of disenchantment with international institutions. Protecting the values and principles on which these institutions are founded nowadays requires concerted, determined, focused and measured action in order to preserve the benefits of an evolution that has brought about a united, prosperous and peaceful Europe enjoyed by 500 million citizens..

In view of the changing international context, the member nations of **the Atlantic Alliance and the European Union have embarked upon a process of adaptation and transformation**, while ensuring close cooperation is maintained and avoiding duplication of their efforts. **As an Ally and an EU Member State, Luxembourg must also adapt and shoulder its responsibilities in these organizations in solidarity.**

The EU and NATO must leverage the fact that a majority of the Allies are also EU Member States, sharing a very similar geographic footprint and very similar security challenges. Both organizations must **intensify their cooperation in a coordinated, pragmatic and complementary approach**, particularly as regards hybrid threats, maritime issues, cyber security, strategic communication, the defence industry and research, and exercises and capability strengthening in the area of defence and security.

In making its strategic choices, Luxembourg will give priority to exploring avenues that will lead to deeper cooperation between NATO and the European Union, with due respect for their decision-making autonomy.

- **Luxembourg in the European Union (EU)**

The European Union is motivated by a project of peace, security and prosperity. Within the development of a European Security and Defence Policy, it contributes to stability efforts in its zone of influence, beyond continental Europe. The withdrawal of the United Kingdom does not alter the relevance of the EU Global Strategy for security, particularly in its defence-related aspects. The security interests of the EU and its Member States underline the need to continue to work with the United Kingdom and other European partner countries.

The **Global Strategy for security presented in 2016** aims to provide a new framework for European foreign and security policy. It defines the four fundamental interests of the European Union: **peace and security, prosperity, democracy and a rules-based global order.** The strategy also emphasizes the importance of prevention to counter instability and the need to take account of the links between domestic and external security. In the pursuit of its interests, the European Union observes four principles: unity, participation, responsibility and partnerships.

Luxembourg shares the objectives of the new European Union defence strategy and actively supports evolution towards a strengthening of European defence policy in complementarity with NATO. The EU can neither remain on the sidelines in the face of the global challenges nor overly rely on others at the risk of endangering its own stability and losing strategic weight and importance. The European Union must project peace and stability beyond its borders. The European Union Member States, including Luxembourg, must shoulder more responsibility for strengthening Europe's security and defence in a challenging geopolitical environment, in the interest of the security and well-being of their citizens. The European Union and its Member States must be capable of making a decisive contribution to collective security efforts and of acting autonomously when and where the need arises, with their partners wherever possible. This ambition must be founded on the EU's ability to use the full range of global crisis management tools. The Europeans must have their own planning and decision-making capability.

In order to develop this stronger, more effective European defence, it will be necessary to **enhance cooperation between Member States in the development of relevant military capabilities** in the framework of a sustained defence effort, along the lines of what Luxembourg is already doing, for instance within BENELUX, in particular with a view to improving the EU's strategic and operational autonomy. Common planning and funding resources (European Defence Agency, European Defence Fund) will be useful for harmonizing capability investment policy, so as to ensure that defence budgets are used in the most rational, relevant and effective manner, and to enhance synergies between EU Member States in the area of defence.

The EU's strength lies in federating States that pool their political and operational strength. In future, emphasis must be placed on major common investment programmes supporting fair and inclusive development of the European Defence Technological and Industrial Base and a common defence policy. Luxembourg supports the establishment of Permanent Structured Cooperation (PESCO) for defence and welcomes the European Defence Action Plan.

Luxembourg will continue to take part in the EU's common acquisition programmes, in particular within the European Defence Agency. It will also continue to deploy troops and military capabilities in military operations worldwide, and to participate in EU Battlegroups.

- **Luxembourg in the North Atlantic Treaty Organization (NATO)**

NATO is a defensive military alliance. It is a guarantor of security in the Euro-Atlantic area. The guarantees of collective security founded on a strong transatlantic link have made it possible to cultivate an area of peace embracing the values of democracy, human rights and freedom. The solidarity among Allies is based on concrete commitments in a context of equitable burden-sharing. The **North Atlantic Treaty** sets out the obligations of its signatories, who define themselves as a community of values that include freedom, democracy and the rule of law and are rooted in a common history and heritage.

Based on a Strategic Concept defining what the Alliance requires to implement the Treaty's Article 5 collective defence clause, the Allies are committed under Article 3 to develop individually and collectively the military capacities needed for that collective defence. Each Ally is therefore required to invest in military capabilities, and the sum of the capabilities of all the Allies must enable NATO to ensure the collective defence of the entire Alliance. To that end, NATO has established a **defence planning mechanism** that defines the nations' contributions and helps nations to achieve them. This same process defines capability goals consistent with national and Alliance needs. The assignment of capability goals is based on the principles **of equitable sharing** and **reasonable challenge**. This equitable sharing involves not just equipment and military acquisitions: each Ally must maintain operational forces capable of being deployed in jointly decided operations. Luxembourg, like the other Allies, must provide a fair share of NATO's collective capability requirements.

***

NATO has embarked on a long-term adaptation process designed to allow it to confront the new risks affecting the security of all the Allies. These risks call for comprehensive, concerted approaches. The process was launched at the **Wales Summit** in September 2014. The **Warsaw Summit** in July 2016 reviewed progress and gave new impetus.

The adaptation covers three dimensions: military, policy, and institutional. It aims to ensure NATO's enduring relevance in continuing to guarantee the security of all the Allies in a degraded environment. It involves all of the Allies, in solidarity. With this adaptation, the priority in terms of NATO operations has shifted from crisis management to collective defence. The military will no longer solely be deployed in operations such as that of KFOR in Kosovo or the Resolute Support Mission in Afghanistan, but increasingly in the context of reassurance measures for Allied nations finding themselves in a degraded security situation.

Military adaptation involves concrete measures to which Luxembourg contributes in the following areas in particular:

- responsiveness of forces and NATO's decision-making agility are to be enhanced: NATO's troops must be capable of being deployed more rapidly. The **NATO Response Force** (NRF) has consequently been reinforced, and within it a **Very High Readiness Joint Task Force** (VJTF) has been established in which all Allies take part, and which can be deployed in-theatre very rapidly in the event of an incident or an attack;

- an array of **assurance measures** will be sustained, particularly for the Baltic States. This involves ensuring a **significant level of defensive military activity** on the territory of Allied countries and in international airspace and waters;

- continuous multinational military presence will be ensured by rotation on the territory of certain Allies requesting it, in the context of **enhanced Forward Presence** (eFP) and **tailored Forward Presence** (tFP). In conjunction with assurance measures, the aim is to ensure that the solidarity of all the Allies is visible by means of multinational defensive forces of limited size acting as a deterrent and affirming the credibility of collective defence. From 2017, Luxembourg will contribute to an eFP battalion in Lithuania with Germany as Framework Nation;

- a **strategy to counter hybrid threats** and a reinforcement of national **cyber defence** capabilities help to improve our societies' resilience to these complex threats. **Resilience** encompasses the full range of measures needed to ensure that institutions and public services continue to function and that populations and critical infrastructures are safeguarded.

Policy adjustment aims in particular to improve the ability to **project stability** for regional partners and organizations that share our values and interests. The **Defence Capacity Building Initiative** (DCBI) is the major initiative designed to help requesting countries to develop military capabilities that are interoperable with NATO.

At the 2014 NATO Summit in Wales, Heads of State and Government made the commitment to **increase their defence effort and move towards the target of 2% of GDP** in the medium term. They also agreed to allocate 20% of their defence effort to investments.

Luxembourg has met the 20% investment target and intends to continue exceeding that figure through its national defence effort. Our country has moreover agreed to increase its defence effort from 0.4% to 0.6% of GDP by 2020. The intent is to consolidate this commitment to an augmented defence effort.

Luxembourg will continue to invest in military capabilities that are relevant for the Alliance, in a solidarity-oriented effort aimed at collective defence. Our country **has taken part in NATO military operations and deployments and will continue to do so**. In addition to deployments in the context of reassurance measures, Luxembourg has been

present for more than 15 years in Kosovo as part of KFOR, and since 2003 in Afghanistan alongside other Allied and international troops.

For Luxembourg, the challenges stemming from these developments are complex and have profound implications: **the stakes are high and the bar has been set higher**. This is also true of the expectations made of a prosperous country that has benefited from the stability and security enjoyed on the European continent. A long-term view should therefore be taken in managing resources that are admittedly increasing but nonetheless limited. Positions should be adopted that will strengthen our credibility as a Member State and Ally capable of contributing to collective security.

b. Evolution of Luxembourg's defence policy

For several years, Luxembourg has been facing a dual change process:

- at the national level, Luxembourg has evolved. Our country is prosperous, our population continues to grow and this prosperity and growth are rooted in our economy's ever increasing diversification and openness. Luxembourg is also experiencing a technological evolution, particularly in the field of communications. Our armed forces must confront the challenge of new missions and modernizing technologies in a demographic context that constrains the recruitment of the necessary talent;

- at the international level, the security situation has deteriorated, and constant change, instability and a degree of insecurity now seem to be the norm. New threats, more diffuse but no less dangerous, directly or indirectly affect our country's security. **The world is changing rapidly and will continue to change**.

The commitments made at the 2014 and 2016 NATO Summits and in the European Union have set in motion a **profound and lasting change in terms of security and defence at the international level**, and entail **constant pressure to increase our contribution to common and collective solidarity and defence**. Our country, too, must adapt to this change and prepare for the future, in order to defend our national interests, assume our obligations and shoulder our share of responsibility, in solidarity, alongside our partners.

The Luxembourg Defence, like the major international institutions and our partner countries, must **keep abreast with world developments and adapt to the changes. Faced with constant, unpredictable evolutions in the international security context, new policy directions need to be defined** to defend Luxembourg's security interests and realize its strategic objectives.

Luxembourg must **plan and roll out its defence effort in a responsible, effective, rational and innovative manner**. The investments made must be meaningful for our Allies and for Luxembourg's army. As far as possible, these investments should also be beneficial for the population, the economy and Luxembourg society. Luxembourg must establish new defence structures enabling this effort to be sustained over time.

These Luxembourg Defence Guidelines and the future directions they set out for our country will enable the Grand Duchy to respond and adapt to current and future threats. The present situation, characterized by changes in international security, modernization of equipment and a heightened defence effort, must be taken as an opportunity for the Luxembourg Defence and its armed forces. Continuing as though nothing has happened is not an option. **Like our country and the world around it, the Luxembourg Defence must look to the future**.

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II. A defence that mirrors the country

Luxembourg's army has always been the key component in the defence of the Grand Duchy – the instrument of choice for meeting our national and international commitments. Within the Ministry of Foreign and European Affairs, the Defence Directorate assists the Minister of Defence in defining defence policy and ensures that it is implemented, including by the armed forces.

With the evolution of the defence effort and the national and international context, the activities of the Luxembourg Defence have, for several years now, extended **beyond merely investing in specific equipment for the army**. In particular, Luxembourg participates in **multilateral acquisition programmes** for common capabilities which enable contributions to the priority requirements of the EU and NATO, and which can either serve Luxembourg's army directly with a view to deployment and operation by the latter on behalf of the Grand Duchy, or constitute a Luxembourg contribution to EU, NATO or UN operations involving missions in which our armed forces do not participate directly.

The increase in budgetary resources allocated for defence, announced at the NATO Summit held in Wales in September 2014, has been essentially manifested in significant investment in multinational capabilities. The continuing augmentation of the defence effort will require a significant level of investment to be sustained. This investment effort has revealed structural challenges, particularly in terms of human resources and of a degree of volatility at the planning level. As things now stand, the structures of the defence organization and of the Luxembourg army are managing only with difficulty to absorb this considerable budgetary growth. In future, in addition to an investment effort exceeding 20% of the defence budget, the aim will be to establish new, sustainable defence structures and to develop new sectors within Luxembourg's armed forces together with the appropriate infrastructure. The goal is to ensure that, in future, the Luxembourg Defence apparatus can be founded on broader structures. In keeping with a rapidly diversifying society and economy characterized by an influx of foreign talent and technological innovation,

the Luxembourg Defence will leverage this technological know-how and will be able to draw on expertise from EU countries where necessary. This approach will be implemented in a resolute and intelligent manner, while maintaining the essential cohesion within the armed forces and respecting the prerogatives of the public authorities.

This evolution will enable Luxembourg to have at its command a set of modern, diverse, relevant and effective tools and resources for **achieving its security objectives**. In a changing world, where the nature of potential and actual threats is increasingly varied, technological and unforeseeable, the Luxembourg Defence and the armed forces must also evolve, while conserving our national particularities.

The evolution of the Luxembourg Defence for 2025 and beyond takes account of the changes and broad principles described in the first chapter. Its overall objective is to ensure that the **Luxembourg Defence is effective and modern, reliable and dynamic, open and solidarity-oriented, and capable of contributing to security in Europe and beyond**. Defence policy is defined and agreed upon in a specific **framework** that structures the thinking and decision-making process, for instance as regards the organization of the army or capability planning. The armed forces will remain at the centre of Luxembourg's defence policy and will be given new capability areas. Other than the army, durable capability sectors will be established in partnership with industry for defence purposes.

Implementing a defence policy entails setting Luxembourg's level of ambition, i.e. what we wish to be capable of achieving in the field of defence at the national and international levels. It will then be necessary to put in place the assets (human and financial resources and capabilities, etc.) that we wish to have to achieve that level of ambition, and to decide how we wish to employ them.

A. Evolution of the Luxembourg Defence structures framework

a. National level of ambition

Like all other countries, Luxembourg has to set its "national level of ambition" in the area of defence. The **level of ambition** defines the defence and **military objectives and resources** that Luxembourg assigns, at the national and international levels, to defend its security interests and to participate in collective defence, crisis management and cooperative security, in accordance with our policy commitments. The purpose of so doing is for the Government to have a sufficiently broad range of **options** for meeting all of its voluntary and binding commitments. The capabilities must be **credible, relevant, available and sustainable and allow autonomous policy choices to be made**.

These Guidelines describe a generic level of ambition that will be detailed in the Master Plan.

The **level of ambition** enables the missions provided for under Luxembourg law to materialize in the form of concrete tasks.

The **law** of 1952 (amended) on military organization sets forth the army's **national** missions as follows:

- participating, in the event of armed conflict, in the defence of the territory of the Grand Duchy;
- protecting vital points and areas of the national territory;

- providing assistance to the other public authorities and to the population where the public interest is seriously compromised or in the event of natural disasters;

- preparing its volunteers for public or private sector employment.

In the context of our **international** commitments, the missions are as follows:

- contributing to collective and common defence within the international organizations of which the Grand Duchy is a member;

- participating within the same framework in peacekeeping and crisis management missions, including peace restoration missions;

- participating within the same framework in peacekeeping and crisis management missions, including peace pearce-makingmissions;

The **level of ambition therefore identifies the military and capability resources enabling** priority national tasks to be performed and politically binding commitments to be met. Further, it identifies the means of respecting any other voluntary commitments made by the Government to promote peace, security and international stability in line with our global "3D" approach.

This level of ambition will be detailed in the Defence Master Plan.

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The Luxembourg Defence will implement the following level of ambition:

At the national level:

1. The Luxembourg Defence will maintain the resources required to contribute to defending the country, including in the framework of the VigilNat plan, and to meet its obligations as a host nation.

2. The Luxembourg Defence will contribute to hardening **national resilience**, the goal being to tackle **hybrid threats and cyber threats** with a view to ensuring **continuity of public services**.

At the international level:

1. Luxembourg will continue to participate in military operations abroad. Luxembourg's contribution may take the form of deployments of military or civilian personnel, of military capabilities and/or of financial contributions, in compliance with NATO-defined criteria for the usability of forces.

2. In the context of a global approach to crisis prevention, the Luxembourg Defence will contribute to efforts designed to support partner nations to enable them to take charge of their own security, particularly through training and equipment support.

3. Luxembourg will contribute in the shape of civilian and military experts and instructors who can be made available for international operations and missions.

4. In the framework of **NATO**:

   The Luxembourg Defence will continue its durable contribution to fulfilling the policy commitments made at the NATO Summits:

   a. by participating in exercises and deployments designed to strengthen the deterrence and defence posture through forward presence in certain Alliance countries, in close cooperation with our key partners;

   b. by participating in the rapid reaction capability (NRF/VJTF). A substantial contribution will be envisaged at regular intervals, in principle every 4 to 5 years, taking into account the plans of our key partners;

   c. by participating in the **Framework Nations Concept (FNC),** including contributing to the constitution of large multinational units ("Larger Formations") and pooling with other FNC participants key capabilities essential for executing Alliance missions;

   d. by contributing to permanent or temporary reinforcement of the command structure and the force structure, as far as demands and available resources allow;

   e. by participating in conflict prevention, crisis management and stabilization missions with adequately supported and sustainable contingents.

5. In the framework of the **European Union**:

    a. Luxembourg will actively support **implementation of the European Union's Global Strategy** for security and will contribute to the measures and structures designed to exploit the full potential of the Treaty of Lisbon as regards the Common Security and Defence Policy (CSDP), particularly in the context of **Permanent Structured Cooperation (PESCO)**, which is open to Member States committing to closer cooperation in the area of defence;

    b. Luxembourg will **regularly participate in crisis management, advisory, assistance and training operations;**

    c. Luxembourg will participate in the EU's **rapid reaction capability** (EU Battle Groups). A substantial contribution will be envisaged at regular intervals, in principle every 4 or 5 years, taking into account the plans of our key partners;

The **operational level of ambition** comprises the following elements, which will be detailed in the Defence Master Plan:

1. The responsiveness and speed of deployment of our forces will continue to improve, enhancing the credibility of our contributions to rapid-reaction force units.

2. In the context of **defence planning** within NATO, **the maximum level of commitment planned** for the Land Component of the **Luxembourg armed forces** is a force strength equivalent to the manning level of a company, sustainable **for one year**. That contingent will be integrated with the contributions of key partners, with a high level of interdependence in the area of support and sustainment. Affiliation arrangements will be developed with our key partners within the Framework Nations Concept.

3. In the context of **operational engagements in crisis management** and **long-term deployments** on a rotation basis, the **maximum deployment capability** for the Land Component is a platoon strength contingent.

4. The Luxembourg Defence will enhance its resources so as to be able to provide **Staff-level reinforcements or specialized land and air capabilities** or elements in its priority areas of action.

b. Planning

To define and achieve its national level of ambition, Luxembourg must plan and manage its existing resources and assets and those it intends to acquire. This national planning process is conducted within the framework of policy and military objectives and commitments, of processes and of partnerships, in part mandatory, and it must allow the policy decisions and objectives, the operational in-theatre commitments decided by the Allies and the mandatory NATO planning process to be realized.

Several factors and considerations thus structure and determine the planning of the resources and assets of the Luxembourg Defence:

- Policy and military objectives

Luxembourg's adherence to international policy objectives and commitments has **significant consequences in terms of structures, resources, preparation and engagement of forces, capability building & commitment and in terms of partnering choices, which inform the transformation and adaptation of the forces**.

These commitments have a direct effect on the armed forces' **organization**, resulting in a transformation of our forces and a demanding **time line** and framework for Luxembourg's armed forces. This has profound repercussions for the **management** of human resources, equipment, training and organization, and requires adjustments in terms of the **interoperability** of our forces and an adaptation of our decision-making mechanisms.

- Mechanisms and bodies involved in capability development, acquisition, management and monitoring

NATO and the EU have mechanisms to ensure the development, availability and coherence of available capabilities: each of the Allies and EU Member States must develop at national level capabilities that can be pooled for collective defence.

Within **NATO**, this capability development mechanism takes the form of the **NATO Defence Planning Process (NDPP)**, which sets concrete objectives for all Allies in four-year cycles and comprises an annual review and monitoring component. It includes tools for evaluation and comparison against quantitative and qualitative benchmarks. Individual Allies are required to achieve objectives assigned to and accepted by them on a national basis in order to contribute, in solidarity, to meeting the Alliance's needs. Luxembourg is therefore assigned a number of capability objectives to be achieved in the short and medium terms.

The **European Union** mechanism is currently more flexible and functions on a voluntary basis. It is synchronized with the NATO mechanism. The establishment of a Coordinated Annual Review on Defence (CARD) in connection with the

implementation of the Global Strategy for security will also contribute to improving the coordination of national efforts.

For acquisition, monitoring and, where the need arises, employment of capabilities, the Luxembourg Defence favours pooling and the use of existing structures. It therefore engages at various levels in the European Defence Agency (EDA), the European Air Transport Command (EATC), the NATO Communication and Information Agency (NCIA), and the Luxembourg-based NATO Support and Procurement Agency (NSPA).

- Bilateral and multilateral cooperation

Luxembourg's troops deploy within multinational contingents. For these contingents to be operational, it must be ensured that the troops and resources deployed by each country are interoperable, in order to guarantee the effectiveness of the chain of command. The capabilities acquired by Luxembourg must function within a multinationally coherent whole.

Engagement alongside our key partners informs Luxembourg's decisions and enhances the legitimacy thereof as regards capability investments and operational deployments.

For Luxembourg, **cooperation** between Allies and EU Member States is both a necessity and a deliberate choice. The aims of this cooperation are, in particular, to jointly acquire or employ shared capabilities or to ensure the interoperability of forces.

Interoperability is a critical requirement because of the increasing complexity of operational situations and the technicality of assets and processes. It involves all areas of cooperation, ranging from common acquisition of capabili-

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ties, through instruction & training and capability life-cycle management, to operational engagements. The Luxembourg Defence intends to make lasting contributions to **high-value-added elements integrated in a multinational effort**. Capabilities held jointly with partners also allow access to alternatives in terms of military responses suited to concrete calls for engagement and to national policy choices. Luxembourg's armed forces will adopt, from amongst those capabilities, those best matching its evolution.

For Luxembourg, cooperation with **Belgium** is founded on a long tradition of joint deployments and links between the members of our Armed Forces, notably because most of the Army's officers are sent to train in Belgian military schools. Joint exercises and deployments have become the norm.

Defence cooperation between the three **BENELUX** countries has gained renewed momentum since the joint declaration by the Ministers of Defence on 18 April 2012, and this will continue. Several joint projects have already been conducted.

There is also a long history of cooperation with **Germany and France**; this will continue, particularly in the framework of the European Corps, occasionally in the framework of the Franco-German Brigade, and in the area of instruction, training and deployments.

In June 2014, the NATO Ministers of Defence approved the **Framework Nations Concept** (FNC), which originated in a **German initiative**. Luxembourg was amongst the first to subscribe to the concept. The FNC offers a structured framework allowing participating Allies to implement their common capability goals stemming from NATO defence planning in a coherent manner that allows synergies to be achieved and fully interoperable capabilities to be put in place. Based in particular on FNC cooperation, Germany also intends to provide a land forces formation at army corps level: the "Larger Formations" initiative, in which Luxembourg will take part.

Luxembourg's contributions to the European Corps and to the Multinational Joint Headquarters in Ulm will continue to evolve depending on the prospects of relevant contributions in the framework both of the European Union and NATO. Other contributions to a multinational unit could be envisaged.

Preserving a strong **transatlantic link** is crucial. To that end, the Luxembourg Defence is involved in practical cooperation with the United States, particularly in the area of satellites.

The **partnership** policy has a far-reaching **structuring effect** because interoperability constraints necessitate progressive alignment of military requirements, acquisition programme timelines, employment concepts and training. In response to the objection that Luxembourg's defence apparatus risks losing control of its own future and identity, it can be argued that only by interacting with partners can we master the technicalities of ever more sophisticated capabilities and, above all, leverage our investments through a multiplier effect while ensuring relevant implementation in a coherent host environment provided by our partners.

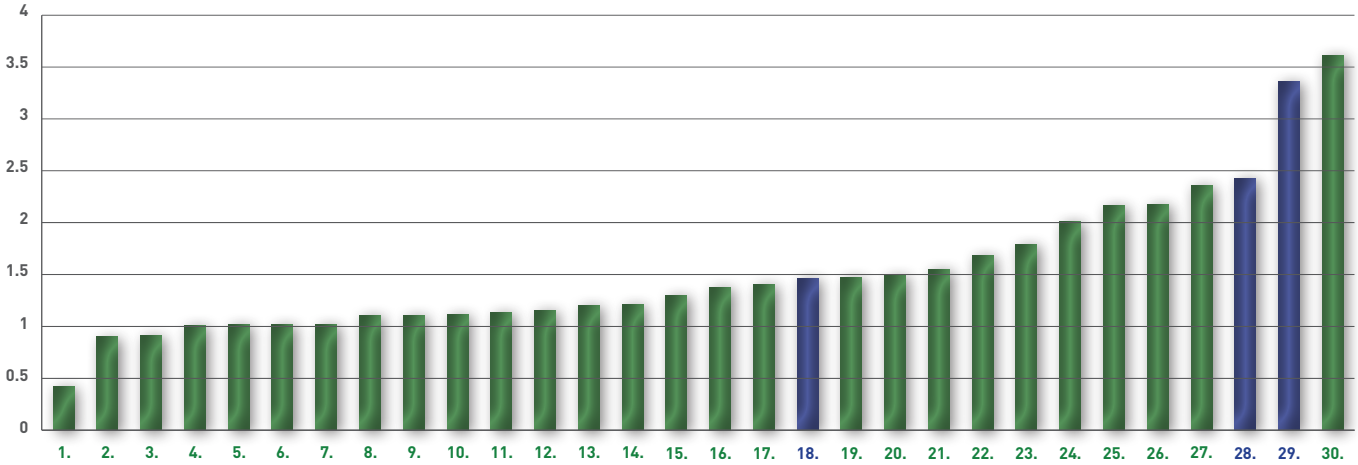
c. Budgetary ambition

At the 2014 NATO Summit in Wales, the Allies committed to reverse the downturn in defence budgets observed since the fall of the Berlin wall and to aim in the medium term at a defence effort amounting to 2% of GDP. The Luxembourg Government announced a first concrete objective: **to raise its defence effort from 0.4% of GDP in 2014 to 0.6% in 2020**, i.e. an increase in real terms of at least 50%, absorbing which represents a challenge for Luxembourg's current defence architecture. The proportion of the investment in multinational capabilities with partners will remain high, above the 20% benchmark confirmed by NATO at the Wales Summit.

This decision is to be viewed in an international context characterized by numerous crises. The increase in defence budgets is also in keeping with Europe's desire to develop a **stronger and more autonomous European defence, be it within NATO or within the EU. Participation in PESCO, in line with Protocol No. 10 of the EU Treaty, will also require a sustained budgetary effort**. The international community has expressed an expectation of all of the Allies. The increase in Luxembourg's defence effort must therefore enable us to **participate, in solidarity, in a more ambitious European and transatlantic defence and security effort**. This will also allow us to initiate a **progression of Luxembourg's defence apparatus and army towards more modern, high-tech capabilities and enable Luxembourg's Defence structures to aim for a lasting impact**. Finally, defence effort investments will also enable Luxembourg society to enjoy not only a higher level of security but also access to capabilities and infrastructure that can equally well be deployed for military purposes or used in Luxembourg for the benefit of the population.

Luxembourg's annual defence effort will exceed 320 million euros in 2018, amounting to roughly 0.5% of GDP (based on GDP estimated at the time of going to print), while the average for European countries is close to 1.4%. Although Luxembourg's per capita GDP is one of the highest in the world, our defence effort remains below 1%.

Within NATO, estimated figures for 2016 are as follows, in increasing order of defence effort[2]:



1. Luxembourg (0,42%) / 2. Spain (0,90%) / 3. Belgium (0,91%) / 4. Czech Republic (1,01%) / 5. Slovenia (1,02%) / 6. Hungary (1,02%) / 7. Canada (1,02%) 8. Italy (1,11%) / 9. Albania (1,11%) / 10. Slovak Republic (1,12%) / 11. Denmark (1,14%) / 12. Netherlands (1,16%) / 13. Germany (1,20%) / 14. Croatia (1,21%) 15. Bulgaria (1,30%) / 16. Portugal (1,38%) / 17. Romania (1,41%) / 18. Latavia (1,46%) / 19. NATO Europe (1,47%) / 20. Lithuania (1,49%) 21. Norway (1,55%) / 22. Turkey (1,69%) / 23. France (1,79%) / 24. Poland (2,01%) / 25. United Kingdom (2,17%) / 26. Estonia (2,18%) / 27. Greece (2,36%) 28. NATO Total (2,43%) / 29. North America (3,36%) / 30. United States (3,61%)

[2] http://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2016_07/20160704_160704-pr2016-116.pdf

The share allocated by Luxembourg to investment expenditure has systematically exceeded 30% of its average multi-year defence effort and has followed an increasing trend: a significant ability to invest is the dominant feature of the Luxembourg Defence and its primary advantage for engaging in multinational capability cooperation.

Luxembourg's defence effort comprises several elements, the most important being the budget of the Army, the budget managed by the Defence Directorate and the Military Equipment Fund – the principal instrument for defence investment. This is supplemented by expenditure made by other ministries but having military relevance and purpose.

One of the major challenges in particular is having the necessary budgetary flexibility to acquire complex capabilities in the context of major, long-term multinational programmes. Planning in such circumstances depends not only on Luxembourg, but also on how the programmes progress, on disbursement scheduling and on other factors that can be difficult to predict and that require budgetary adjustments throughout a project's life cycle and great responsiveness. The long-term ambition is to achieve budgetary stability based on fixed or multi-year expenditure.

All other things being equal, and based on the growth forecasts available in early 2017, the defence effort will exceed 410 million current euros in 2020 so as to reach the target of 0.6% of GDP at that point. For the years 2017 - 2020, the Luxembourg Defence will thus have a total investment margin of some 310 million current euros. Beyond 2020, the Government has decided to plan for a constant increase in defence effort.

Luxembourg's commitment to **increase its defence effort** illustrates our willingness to shoulder our responsibilities as a European Ally and to continue improving our contribution to solidarity-oriented burden sharing. A long-term resources and capabilities investment plan shall serve to sustain the defence effort, taking international requirements into account. The task of setting the time line and credible objectives commensurate with our country's wealth will fall to future governments.

The evolution of the defence effort must form a part of a sustained approach that also involves the gradual establishment of suitable structures. But given the complexity of the factors leading to the current security threats, simply increasing defence expenditure is an inadequate response. Continued investment in development cooperation is required to push forward action on conflict prevention. It is also necessary to spend better and to promote European cooperation initiatives in the area of equipment. Besides the financial criteria, other quantitative and qualitative aspects must be factored in to measure the real contributions made. Luxembourg will also continue to advocate an overarching and more differentiated view of national efforts in terms of contributions to stability and security, to include using Gross National Income (GNI) instead of Gross Domestic Product (GDP) when calculating the defence effort, GNI being more representative of Luxembourg's economic reality.

d. Defence structures

Defence policy and defence effort planning are defined, managed and implemented on various levels:

- The **Minister** of Defence defines and implements Luxembourg's defence policy.

- The **Defence Directorate** advises and assists the Minister in the development of defence policy and performs and supervises its implementation; it defines and implements capability strategy and exercises supervision and control of the administrative and budgetary management of the resources (human and financial) of Luxembourg's Army. The Defence Directorate is incorporated within the Ministry of Foreign and European Affairs.

- **Luxembourg's Army** is placed under the responsibility of the Chief of Staff and performs in-service support for the resources allocated by the Government in connection with missions falling within the legal framework. It manages the employment of the forces and assists in providing strategic advice to the Government on conditions for the utilization of forces and on capability development.

The various evolutions described in these Guidelines have revealed the need to adapt the defence management **structures** to ensure they are furnished with the necessary human resources (adequate in number and background), as well as the decision-making processes needed to implement an evolving defence policy and to properly manage the defence effort.

To that end, a **new organizational chart** for the defence structures was adopted in September 2016 (see annex). This arrangement will provide for efficient implementation and monitoring of the Luxembourg Defence Guidelines and Master Plan. At the heart of this organizational chart lies an organizational rapprochement between the Defence Directorate and the Army Staff.

- Increased staff numbers and the adoption of a new internal organization within the Defence Directorate make for better definition of tasks and better implementation of defence policy. Staffing levels have been increased at every level, particularly in capability investments planning and management, relations with the Army and legal review of the many dossiers involving the Army and international relations.

- Regarding the Army, the new organizational chart has made it possible to finalize the reorganization initiated in 2007, which sought synergies between the Defence Directorate and the Army Staff and an optimized internal organization of the Army. The chart reflects evolutions in the field of defence and will enable the Army to branch out into new areas in the future.

The future Army Staff will have three divisions:

- a General Affairs Division
- a Resources Division
- an Employment Division

The General Affairs Division – with its more strategic dimension and in particular responsibility for defence planning, the Army's international relations and the controlling function – will be collocated with the Defence Directorate for the purpose of enhancing synergies and cohesion. This collocation will group together civilian and military planning entities and bolster the strategic planning capability. This answers a requirement for functionally integrated processes suitable for managing simultaneously the policy and military aspects of crises, including at the planning level. The new structure will thus allow more integrated decision support processes to be implemented across the civilian and military defence structures.

The Resources and Employment Divisions will be merged with the corresponding structures in the Diekirch Military Centre, optimizing personnel and the decision-making mechanisms within the Army.

The new Army structure provides for a transition from a pure land Army towards a force that can gradually take on joint force functions to manage capabilities – air and aerospace in particular – likely to develop with the implementation of these Guidelines.

- The strategic management of the defence effort will be in the hands of a Steering Committee chaired by the Minister of Defence and including representatives of the Defence Directorate and the Luxembourg Army.

e. Legislative and regulatory framework

Lastly, if the evolution of the Luxembourg Defence organization and the army is to have concrete effects, changes to the legislative and regulatory framework governing defence policy must be brought about. Legislation and regulations will be introduced through legislative channels within the term of the current Government, particularly in the following areas:

- the law governing military organization;
- the law governing the Military Equipment Fund;
- the law governing participation in external military operations and civilian missions;
- the Grand Ducal regulations governing the organization of the army.

B. Evolution of the Luxembourg Defence for 2025+

Beyond the 2025 horizon, the goal of defence policy will be for the evolution of the armed forces to reflect the image of our country – integrated with the international community, in full command of modern technology, receptive to research and development and open to EU citizens.

The army will be equipped with **modern military capabilities** such as RPAS in the context of its ISR mission, and will develop its Air Component by investing in new air platforms and space technologies for communications & observation, medical evacuation and transport. A study will be conducted on physically embedding some of these air platforms at Luxembourg airport, with public and private synergies. New skill profiles will be defined within the military career pathways, making the armed forces more attractive and opening gateways and career development opportunities in the private sector.

While career militaries must still be Luxembourg citizens, certain more technological functions may, under strict and limited conditions, be open to EU citizens.

Multinational capability investment will become a pillar of national defence policy in line with the principles of international solidarity, synergy, integration and cooperation. Consideration will be given to establishing and tasking a national capability investment agency, with a view to implementing a permanent, effective instrument for this long-term capability investment policy. This entity would be placed under the authority of the Defence Directorate.

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The Luxembourg Defence must evolve. To that end, **(a)** the defence effort must target capability sectors that shadow technological evolutions and that fall within priority areas for Luxembourg, **(b)** Luxembourg's Army will contribute to implementing and deploying military capabilities while preserving its social role, and (c) the Luxembourg Defence must ensure that it has the necessary human resources to achieve its objectives.

In view of the security developments and objectives described in Chapter I, the Government intends to ensure that the defence policy and the upscaling defence effort:

- enable our country's policy and security objectives **to be implemented** and our national and international **levels of ambition** to be achieved;
- **develop new capabilities within the Luxembourg armed forces,** the Government wishing to seize the opportunity offered by a change in defence policy and an increase in the defence effort to permit the Luxembourg armed forces to grow, modernize, acquire both new equipment and new skills, attract more diversely skilled personnel and offer new types of training for those joining the armed forces;
- create **synergies** with our international partners, with national players and between the individual military capabilities themselves;
- offer the greatest possible benefit to the entire country and allow the growth of a national Defence Technological and Industrial Base.

a. Main lines of capability development

Armed forces traditionally comprise three major components: land, air and sea. Luxembourg's armed force has historically been a land army. However, just as international developments have seen two new domains of military action emerge (space and cyber), the Luxembourg Defence and army have in recent years already begun working in these new areas and in the field of air operations.

The Luxembourg Defence has traditionally specialized in land reconnaissance and operational support capabilities. In military terms, reconnaissance is part of the broader area of ISR – Intelligence, Surveillance & Reconnaissance. Reconnaissance enables a military contingent engaged in an operation to gather intelligence, by visual observation and using various means of detection, in particular to identify the risks to which deployed military personnel are exposed, so as to protect them and to facilitate the planning and decision-making process.

For 2025 and beyond, the Luxembourg Defence will effect a transition that will see the Luxembourg army outgrow its land dimension and that will furnish Luxembourg with an array of relevant and coherent tools for executing its missions. **The army will remain at the heart of defence. Future capability developments will be effected in cooperation with the army and, as far as possible, army involvement in their implementation will be sought.** More detailed studies will need to determine precisely the extent of the armed forces' ownership of capability development. All capability acquisitions will be implemented following internal consultation between the Defence Directorate and the armed forces.

Luxembourg:

- provides capabilities operated by its armed forces;
- develops specialized capabilities and services drawing on industrial know-how;
- contributes to multinational capability initiatives and to collective capability-related programmes.

An army, and military capability programmes, **cannot change overnight**. The capability programmes will take shape over a number of years. The troops must be reor-

ganized, instructed and trained. We have made short and medium-term commitments in the context of the NATO Defence Planning Process (NDPP). However these commitments already point towards a new direction, and the Luxembourg Defence has commenced planning in the light of future developments.

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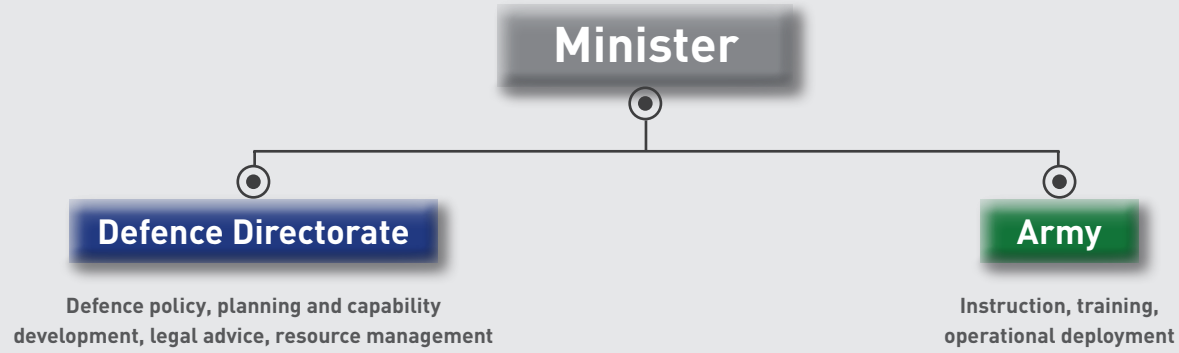
In terms of capability investments and the organization of its army, the Luxembourg Defence organization will focus on ISR, a domain of action in which existing expertise can be built on and which resonates with competencies in a number of fields that are key for our country: communications, information, the satellite industry and data management. In general, the Luxembourg Defence will continue to recommend the development of support and sustainment capabilities whose implementation will take account of both the structural parameters of our armed forces and of the national and European technological and industrial base.

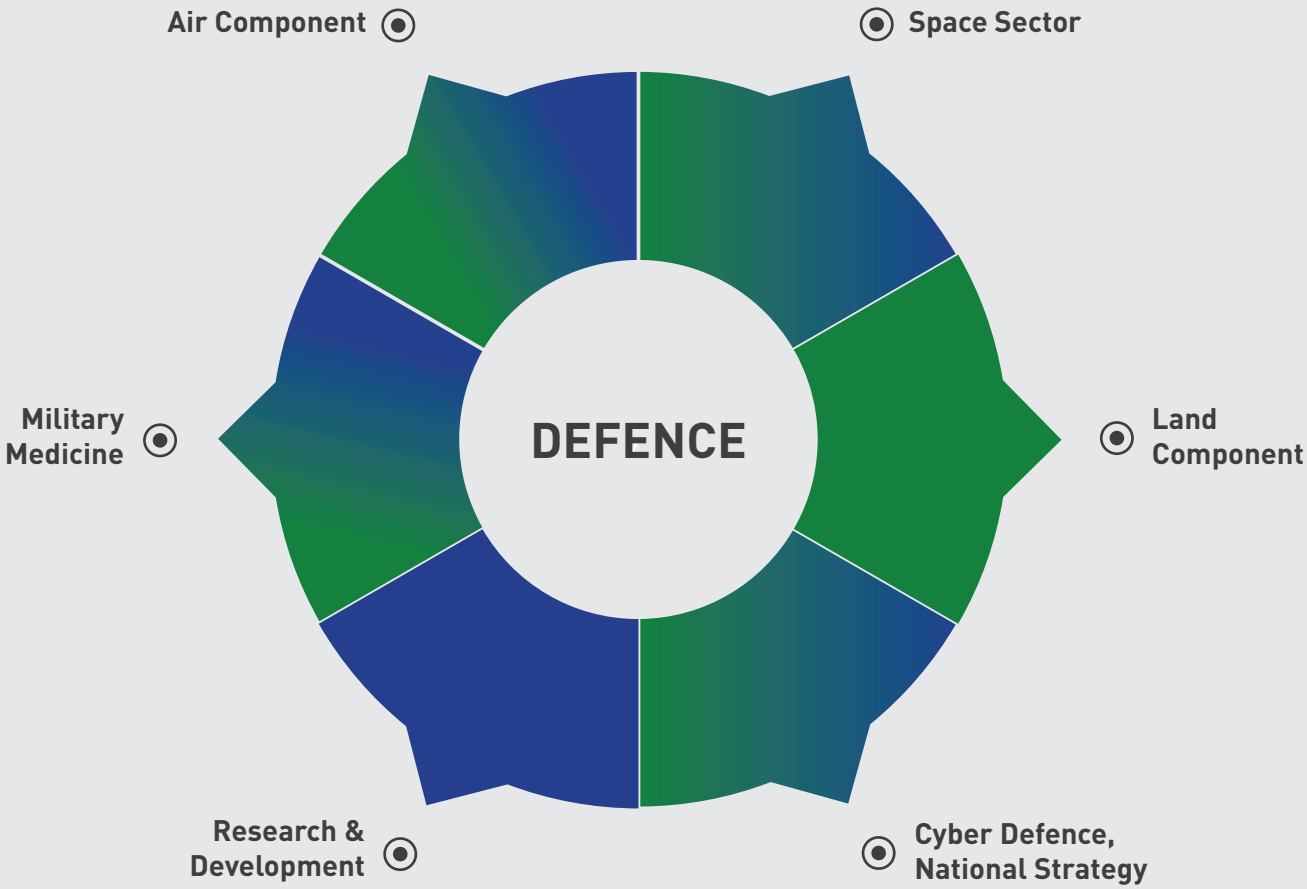
In particular, the Luxembourg Defence advocates capabilities that are relevant in the broadest possible range of situations, be it security crises, natural disaster impact management or humanitarian crises such as large-scale migratory movements. **ISR capabilities** help to provide enhanced situational awareness in such varied circumstances and are thus essential for civilian and military decision-makers, particularly for the protection of deployed forces. Timely provision of adequate information improves the quality of decision-making and allows action to be taken in an appropriate, targeted and measured fashion, avoiding exposure to risk and unnecessary harm while using available resources to the best possible effect.

A capability is far more than a material asset. It covers not only **equipments** but also **competent personnel** – instructed and trained in their use – together with an organization and infrastructure for their sustainment. The types of capabilities used by the armed forces and the conditions for their use are a matter of sovereign, national policy choices. Our capability development is guided by national political priorities, NATO defence planning and the EU capability development process. Our key partnerships provide the context for operational deployment.

The purpose of developing military capabilities is to provide Luxembourg with a **range of options** for contributing to missions and operations with more varied, technological and up-to-date equipment. The goal is to have tools that are deployable – by the Luxembourg army, or with international partners, or through contractual arrangements with private-sector partners – in support of international military deployments.

The increased defence effort associated with a greater assumption of responsibility on the part of Europe in the area of security and defence must be reflected in terms of **actual relevance**: capabilities that are relevant in the context of missions and operations, services that are relevant to national requirements, and economic relevance through the development of a Defence Technological and Industrial Base generating employment and driving research and innovation. Thus, within its means, Luxembourg contributes to eliminating critical European capability shortfalls, for instance through the establishment of a European air-to-air-refuelling capability. Luxembourg's participation in the Alliance Ground Surveillance (AGS) programme and the launch of a Government communications satellite both contribute to meeting critical strategic requirements in the field of communications and observation and to consolidating technological know-how in this field in Luxembourg.


Minister
Defence Directorate
Defence policy, planning and capability development, legal advice, resource management
Army
Instruction, training, operational deployment


Air Component
Space Sector
Military Medicine
DEFENCE
Land Component
Research & Development
Cyber Defence, National Strategy

Transitioning to capability diversification

- **The Land Component**

The exercises, deployments and military operations in which Luxembourg military personnel will take part over the coming years will employ **land reconnaissance equipment already largely available**. If required, this equipment will be supplemented and upgraded as necessary.

A BENELUX Letter of Intent provides for the establishment of a tactical observation RPAS capability. RPAS are the future of land reconnaissance. They allow comprehensive and extensive information on the military environment and the attendant risks to be gathered without having to deploy military personnel to the front line. Land reconnaissance is performed in the air also, not just on the ground.

The armed forces will continue to evolve in the field of ISR by implementing capability modules that can integrate into a partner's ISR environment. The army's current reconnaissance capabilities will evolve over time with the introduction of new technologies. A transition towards forces operating a broader range of ISR sensors will commence without delay, based in particular on exchanges in the context of FNC cooperation with Germany, and BENELUX cooperation.

- **The Air Component**

Luxembourg has extensive expertise in the field of aviation. In view of this expertise and of the international capability requirements in the area of ISR, airlift and medical evacuation, the Luxembourg Defence is considering a more substantial expansion of the army's Air Component:

- The **airlift** capabilities acquired (A400M, MRTT) can be used to meet national and international military or humanitarian needs. These capabilities will be supplemented through the acquisition of other air platforms, e.g. **tactical airlift and medical evacuation** helicopters, which in due course could be piloted by Luxembourg aircrews or used to transport medical teams constituted by the Luxembourg Defence, particularly in connection with the military medicine project described below.

- One of the promising areas in the ISR context is that of **aerial observation**. This can be performed with RPAS, aircraft or satellites. Luxembourg will consider the merits of joining aerial observation programmes to be conducted in cooperation with national players in the public and private sectors. Such programmes may include various components such as the acquisition of aircraft or RPAS for observation, the development of a data analysis capability in Luxembourg, or the use of aircraft for both military and civilian missions. In addition to dedicated equipment, aerial observation requires satellite communication capabilities to transmit, record and process the information gathered (see below under "The Space Sector").

- In due course, the NATO Airborne Early Warning and Control System (NAEW&CS) capability, using AWACS aircraft, will be replaced by the Alliance Future Surveillance and Control (AFSC) capability. The Luxembourg Defence will consider contribution options, particularly those involving potential participation in a European RPAS programme.

- Currently, **Findel airport** is already used occasionally for military purposes. The Luxembourg Defence is considering setting up a Government facility within the Findel airport perimeter – possibly in the form of facilities for parking and servicing aircraft acquired by the Luxembourg Defence in the future – in cooperation with national partners.

- Aerial observation and airborne medical evacuation capabilities can also contribute usefully to the defence of our maritime interests, including the safeguard of the Luxembourg maritime flag, which is currently dependent upon on support from partner nations.

• The Space Sector

Luxembourg has extensive expertise and know-how in the satellite field. In the area of defence and security, there is a fast-growing demand for secure satellite capabilities for government use. The requirements are for communications, observation, and for the capture, storage, provision and analysis of data. The Luxembourg army has fully embraced the field of satellite communications. That engagement already enables it to intervene occasionally in response to critical requirements. Pursuance of this effort will see the establishment of a highly valued capability that is easy to integrate into multinational units and can be deployed continuously in diverse operational scenarios.

Secure satellite communications ensure an additional layer of resilience for critical national systems, provide a secure, constant link with deployed forces in all circumstances and offer satellite link availability to other Allies.

Considering the growing demand for these special requirements, the nations are seeking alternative multinational solutions, including with the private sector. Luxembourg has positioned itself to be able to meet these requirements with the launch of a government satellite – GovSat-1 – under a public-private partnership. Depending on requirements, and once GovSat-1 is fully operational, the Luxembourg Defence will consider the merits of gradually deploying a constellation of satellites over the coming decade.

The Luxembourg Defence will continue to actively explore opportunities in the space sector, from a European and transatlantic perspective, particularly within the Wideband Global Satellite Communications System (WGS) programme.

The defence organization will furthermore consider options for engaging in a space observation programme, in view of our national expertise in the field of space programmes, data processing and imagery interpretation.

• Military Medicine

Military medicine is one of the critical shortfalls within NATO and the EU. With every deployment, provision must be made for medical protection, ranging from basic medical assistance to the deployment of fully equipped field hospitals.

Luxembourg is developing a military medicine project designed to establish operationally deployable medical teams, compliant with approved military standards, in partnership with national civilian players. The general concept of the project provides for three key pillars:

- **trauma surgery and reanimation:** establishment of a team of doctors and nursing staff. This team will be operationally deployable and, when not deployed, be placed at the disposal of a national hospital facility, particularly in the event of a major national crisis;

- **infectious diseases:** a medical team will be established for deployment – for the UN, NATO or the EU – to collect samples of biological agents or pathogens posing a safety hazard. This team will work closely with national players such as the National Health Laboratory, and can be placed at the disposal of a national hospital facility when not deployed. Under this project, the Luxembourg Defence will also contribute to reinforcing national care capacities for treating contagious patients;

- a **medical crisis response centre:** an additional bed capacity for wounded military personnel or for use in the event of a national or international crisis will be adjoined to an existing national hospital facility. This crisis centre will also serve as a venue for training and exercises for the medical teams and will be open to national and international partners.

The medical evacuation capabilities (fixed-wing aircraft or helicopters) implemented within the Air Component can be used in conjunction with the military medical teams and equipment provided under this project, which is being developed in close cooperation with the Ministry of Health and national health structures.

- **Cyber Defence and Hybrid Threats**

In the context of national and international cyber security policy, the Luxembourg Defence, alongside the relevant national authorities, supports the "defence" component of the national cyber security strategy. The Luxembourg Defence will help strengthen the resilience of national infrastructure, within the framework of EU and NATO-defined requirements and policies, and will provide cyber security for Luxembourg's defence assets and ISR-related resources. The Luxembourg Defence will continue to recruit experts in the field of cyber defence, which is a critical area for the future and also a vector in respect of hybrid threats.

- **Research & Development (R&D), Innovation**

The defence organization aims to meet the target of allocating 2% of the defence effort to R&D projects and programmes, focusing on the development of dual-use technologies with potential applications in the area of defence and consistent with the priority capability development pathways. Focus areas for the defence organization will be further detailed in a national strategy for developing a technological and industrial base for defence, research and innovation.

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b. The Luxembourg Army

The mission of Luxembourg's armed forces is clearly set out in the **legal framework**. Engagement of the armed forces aims to prevent conflict situations or to put an end to them. In the current international context, and in the framework of our foreign and security policy, the relevance of the role of competent and **professional Luxembourg** armed forces is obvious. The armed forces' personnel is the human face of our action abroad in operations, and their deployment, with the risks inherent to presence in a conflict zone, is **the ultimate demonstration of our solidarity** and risk sharing – its value is immeasurable.

The armed forces' personnel must be able to face these challenges in the best possible conditions, with **the necessary equipment, leadership, instruction and training that are essential for their safety and for effective deployment**. This entails not only investments in more technology-oriented capabilities but also the provision of comprehensive, modern and up-to-date equipment at every moment and for each soldier, for his or her everyday needs.

The armed forces will also take care to preserve and expand its **social role**, which remains a priority objective for our armed forces and our country. An **analysis** will be conducted to identify avenues for **improving this social role** (more career prospects, varied and interesting duties, training opportunities, etc.).

Luxembourg's armed forces must be capable of responding at any time to **national requirements** and of participating in **crisis management** missions and in **collective defence** and **stability projection** actions. Improving responsiveness (speed of deployment) and participating in rapid reaction groupings are also key challenges. The number and the nature of military deployments has been changing for several years and has come to involve more than just exercises and peacekeeping operations. The armed forces have already adapted its internal structures to enable Luxembourg to ensure a military presence where necessary, in a manner commensurate with its resources. Luxembourg's **international deployments will continue, but may change in nature:** sending small, dedicated teams into the field to deploy an essential capability (e.g. satellite communications) or providing a team of data analysts can be just as relevant, strategic and visible as mobilizing a whole platoon.

The armed forces will develop **new skills** and acquire know-how and a high level of professionalism in new domains. They will continue to deploy military personnel in crisis management exercises and operations, in line with policy decisions.

Luxembourg's armed forces will continue to develop coherent, relevant, effective and useful capabilities in the context of our partnerships and will acquire the technical competence required to employ those capabilities. The armed forces evolution cannot be dissociated from the evolution of the budget and capabilities of the Luxembourg Defence. Thanks to the new defence structures, **the Defence Directorate and the Army Staff will cooperate closely in capability planning, development and investment**. Each capability project will entail an analysis of its implementation, performed either directly by the Luxembourg armed forces or in partnership with national or international players. This analysis will, in particular, take into account policy priorities and human resources requirements/availability. The reinforcement of the capability pillars has already been taken into account in the new organizational chart of the Defence Directorate and Army Staff.

The army will maintain its role as a ground force within the Land Component, but its tasks will evolve in the other fields of action described above, in particular air, space and cyber. To this end, **the armed forces will organize their forces such as to perform their current tasks and take on new ones**. The land army will thus accentuate its evolution towards an armed force with joint capabilities.

The **Air Component**, currently in its infancy, will be developed to take account of the capability developments described above.

Competencies will also be developed in the medical area, to help complete the **military medicine** project currently in preparation.

The **Cyber** Cell will continue working on the defence aspects of national and international strategies and will be further developed.

The armed forces will assist in advancing defence in the direction of high-tech-oriented capabilities, while sustaining its societal role.

Beyond investments and acquisitions, and in addition to internal reorganization and the evolution of the Luxembourg Defence, a central and vital concern needs to be addressed: **the diversification and extension of the armed forces' tasks and competencies cannot be effected without diversifying and augmenting its human resources**.

c. Human resources

The Luxembourg Defence must be able to rely on qualified personnel capable of addressing the complex challenges of an army that is evolving and engaging at national and international levels.

The 2007 Reform set the authorized ceiling for the army's establishment at nearly 1400. This ceiling is not a goal in itself: it sets a framework within which the army can evolve. The personnel situation continues to demand sustained attention. To address the challenge of the human resources needed to implement its policy, the Luxembourg Defence must take account of the demographic realities and the constraints of a competitive labour market in a dynamic economy that is, to a very large extent, reliant on foreign, essentially European manpower. Currently, the area of defence accounts for some 1% of the resident working population of Luxembourg nationals. A significant increase in the armed forces' establishment can only be achieved through decisive action on the attractiveness of a career in the military and by occasionally extending recruitment opportunities to European Union citizens.

The armed forces are in competition with the private sector in the labour market. The arrangements determining the attractiveness of enrolment since the abolition of compulsory military service in 1967 are continually adjusted in line with societal change. This approach is no longer sure to produce sufficiently long-term solutions. To prevent a rupture, we need to rethink our model, taking account of social realities and considering the requirements dictated by the changing context and operational missions. Much has been done already: creation of an Army Information Bureau, creation of a Luxembourg Army preparatory course (COPRAL) in the Ettelbruck technical college, adjustments to the recruitment of volunteer soldiers, introduction of direct career officer recruitment for candidates with a masters degree, etc.

Between now and the beginning of 2018, the Luxembourg Defence will conduct an in-depth analysis of recruitment procedures in the armed forces and will submit a recruitment strategy and plan for the short, medium and long-term to the Government in Council. This strategy will be based on a consideration of demographic factors and the labour market in particular, and will cover everything touching on recruitment, attractiveness, status, training and careers within the armed forces, including:

- volunteer soldiers : ways of increasing the number of volunteer soldier recruits who complete their contracts, more gradual integration of volunteer recruits in the military environment, particularly in terms of attaining physical fitness levels (longer support phase), analysis of duties and training for volunteer soldiers, preservation and expansion of the social role, provision for flexible periods of enlistment;

- corporals and NCOs: steps to promote skill development in commanding soldiers to the highest standards of leadership and in mastering the level of technicality associated with new capabilities, by proposing suitable in-service training;

- officers: greater recourse to direct recruitment. This will be the preferred method for meeting specific requirements;

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- all career paths: improved planning of individual career paths, and development of decision-making criteria to improve the transparency of selections, including in the area of managing rotations to postings abroad, in respect of which planning will be more systematic and longer-term, set in context with career plans and functional criteria; provision of opportunities for career mobility;

- creation of new career paths to take account of the diversity of the duties to be performed, contract durations;

- recruitment of experts on a case-by-case basis;

- study into improving the attractiveness of the armed forces: communication campaign, communication through social media, increase in the number of female personnel, career management and advancement, training, skills management, deployment planning, relevance of new technical domains, work-life balance;

- recruitment of career soldiers: revision of recruitment conditions, occasional, restricted recruitment of foreign nationals, professional retraining, technological occupations;

- exchanges with, and secondment of personnel to our bilateral partners.

The Luxembourg Defence will also systematically investigate innovative means of developing and implementing capabilities based on partnerships with the private sector and national players in Luxembourg. In future, the Luxembourg Defence will increasingly require dedicated personnel to temporarily perform specific duties in the context of national emergencies and operational deployments, in order to exploit complex, and often dual-use (civilian and military) capabilities. Such dedicated personnel, from the public or private sector, are of permanent value to our society in performing professional functions and would be called upon to assist the nation in the event of a crisis situation. To this end, a study will be conducted to explore the merits and feasibility of creating a pool of specialized personnel who could occasionally be made available to the Luxembourg Defence on a voluntary basis. **Participation in such a service would, at all events, take place in cooperation with the employer, with a status to be defined**. The contribution of the Luxembourg Defence could involve, for instance, investments in dual-use resources, coverage of training or subsidizing personnel costs.

In general, achieving synergies between the armed forces and other State institutions will foster interdepartmental mobility and improve the attractiveness of the armed forces, which will consequently open up to a broader population and gain access to more diverse personnel.

In this connection, consideration will also be given to making greater use of the possibilities of commissioning. In the context of cooperation with our key partners, the Luxembourg Defence will also pursue a policy of drawing on international expertise in joint projects, or seconding foreign military personnel.

In order to attract the personnel it needs, the Luxembourg Defence must also position itself as an attractive employer by playing on its particular strengths: the armed forces as a dynamic, forward-looking entity offering a motivating living and working environment, personal and professional development opportunities (including in new specializations), and the unique and rewarding experience of operations benefiting the security of the nation and its population.

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III. Conclusions

The Luxembourg Defence has already moved forward. In an environment of change, the Luxembourg armed forces have shown that they can adapt and continue to make effective and highly valuable contributions both in Luxembourg and on deployment. The Defence Directorate has prepared itself to plan and develop even larger and more complex capability programmes, while pursuing its traditional mission of advising the Minister, defining defence policy and overseeing the management of the armed forces.

The changes we are confronting are not temporary ones. Consequently, these Guidelines trace the path to the future and to a restructured and modernized defence apparatus that has the human and material resources it needs and that is a reflection of our country – open, reliable, dynamic, innovative, technological, social and collaborative.

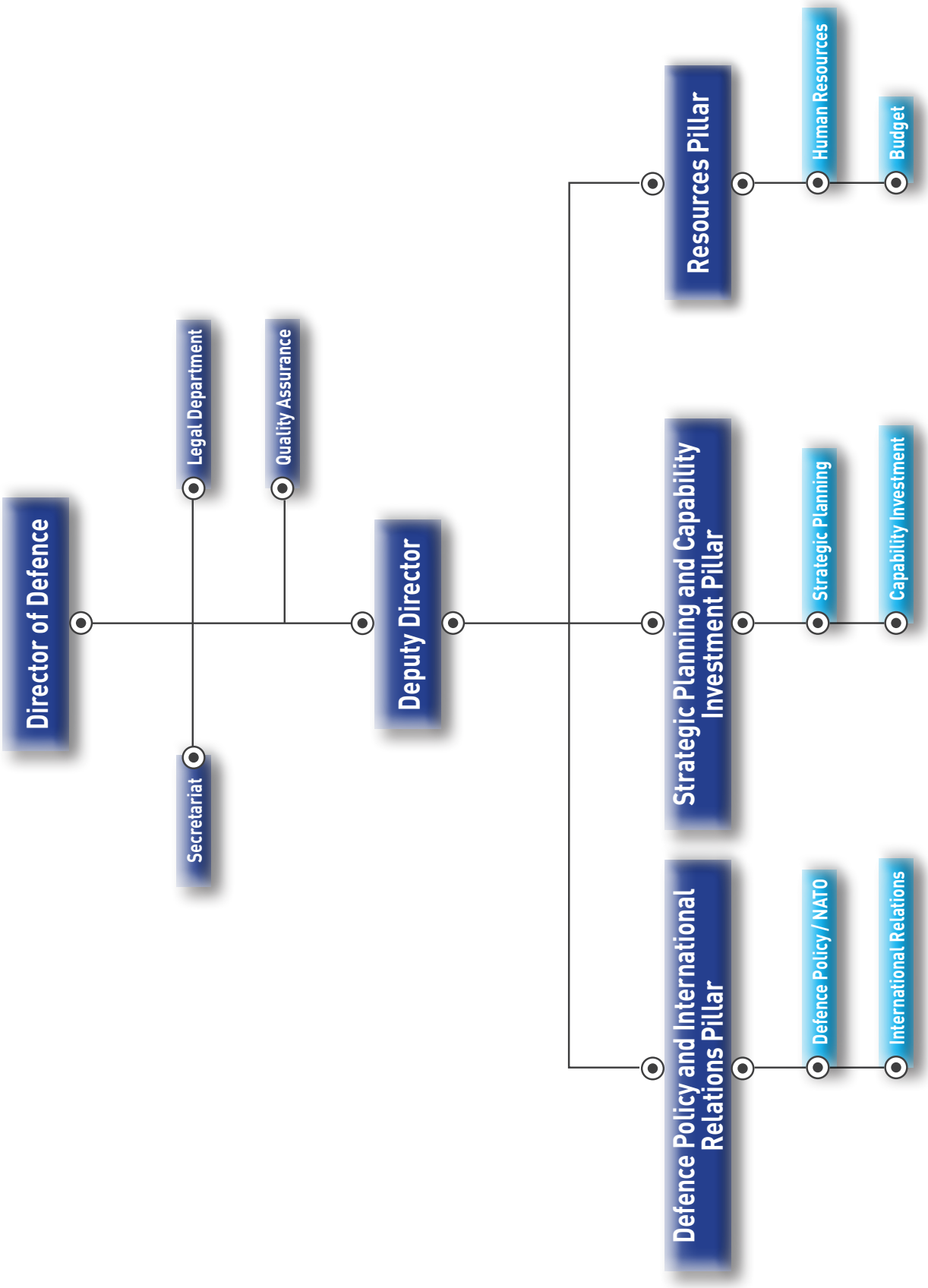
In the matter of defence, Luxembourg's contributions cannot in all events make the difference through strength of numbers. It is by investing in dedicated, high value-added areas that Luxembourg will honour its commitments. The effort to diversify our capabilities while maintaining a specialized approach, drawing in particular on the competencies of national industry, will be continued.

These Guidelines will be supplemented with an implementation / investment Master Plan that will allow the defence effort to be planned in detail. This plan projects beyond the 2020 horizon without prejudice to any subsequent decisions taken in the medium term by future Governments. A major challenge will be to maintain the flexibility and responsiveness required to be able to adapt to the demands of a fluctuating and uncertain context in the short term, while initiating the necessary transition to new structures and the reorientation of the armed forces.

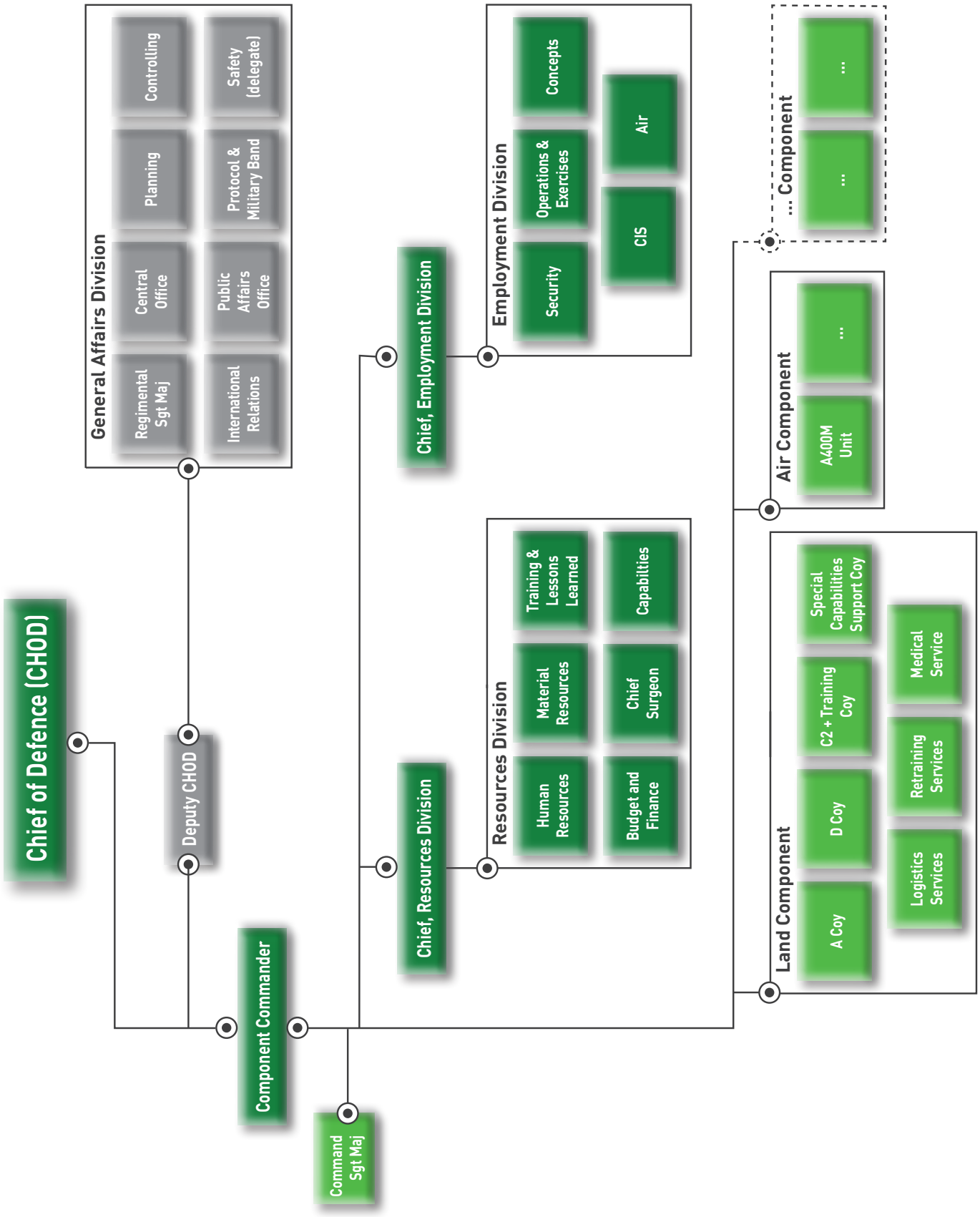
However, the main challenge will be that posed by human resources. Without career soldiers, without volunteer soldiers and without civilian personnel, the Luxembourg Defence will not be able to achieve the ambition set forth in these Guidelines. At stake is Luxembourg's credibility as a reliable partner and a contributor to security.

ANNEXES

ANNEX A: Defence Directorate



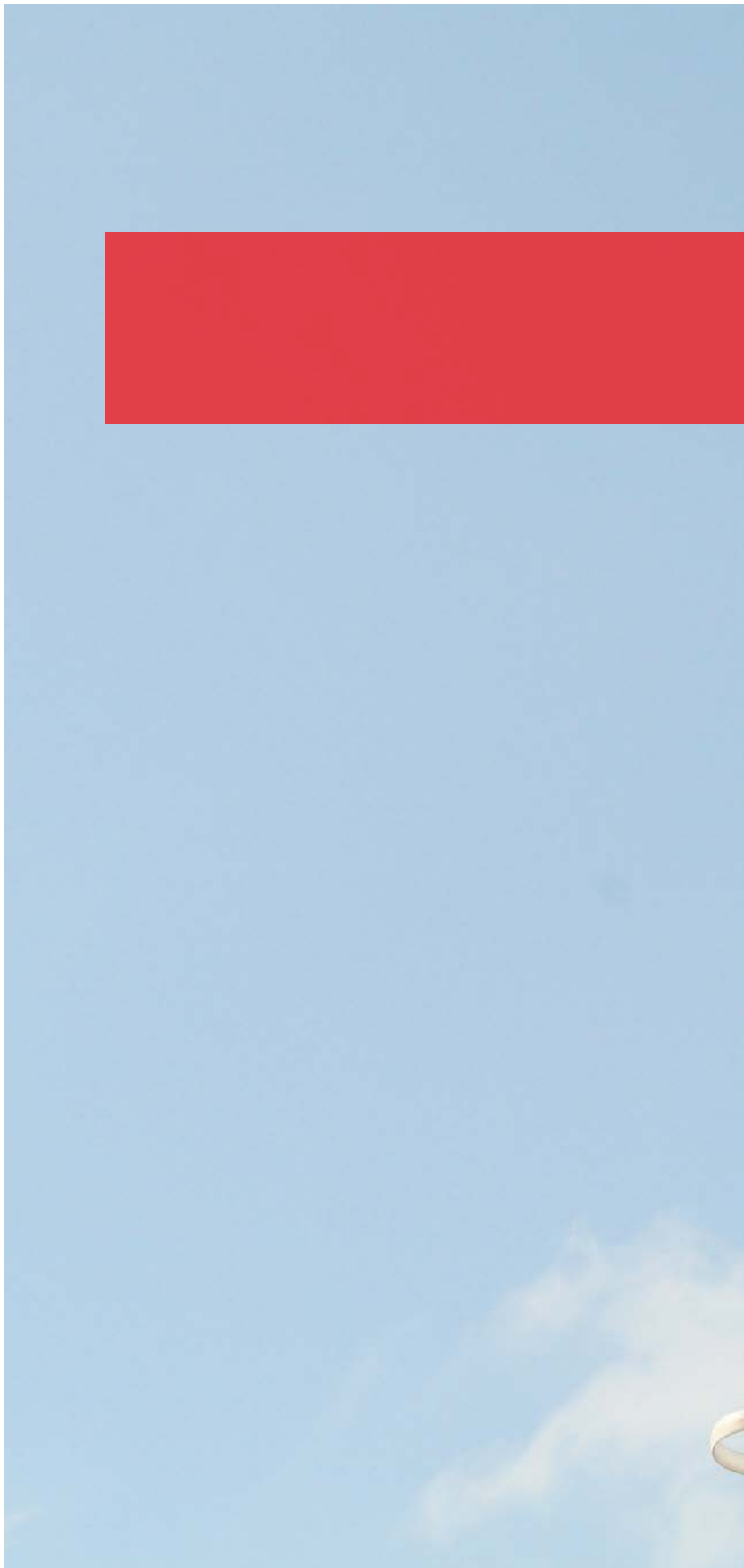
ANNEX B: Armed Forces Organizational Chart



ANNEXE C: Glossary

3D	Diplomacy, Development, Defence
AGS	Alliance Ground Surveillance
AWACS	Airborne Warning and Control System
Benelux	Intergovernmental cooperation between Belgium, the Netherlands and Luxembourg
CARD	Coordinated Annual Review on Defence
CBRN	Chemical, Biological, Radiological and Nuclear
CBSD	Capacity Building in support of Security and Development
CHOD	Chief of Defence Staff
COPRAL	Luxembourg Army preparatory course
Coy	Company
CSDP	Common Security and Defence Policy
DCBI	Defence Capacity Building Initiative
DTIB	Defence Technological and Industrial Base
EATC	European Air Transport Command
EDA	European Defence Agency
eFP	enhanced Forward Presence
EU	European Union
EUBG	European Union Battlegroup
FNC	Framework Nations Concept
GDP	Gross Domestic Product
GNI	Gross National Income
GovSat	Government Satellite

ISR	Intelligence, Surveillance and Reconnaissance
KFOR	Kosovo Force
LuxGovSat	Luxembourg Government Satellite
MRTT	Multi-Role Tanker Transport
NAEW&CS	NATO Airborne Early Warning and Control System
NATO	North Atlantic Treaty Organization
NCIA	NATO Communications and Information Agency
NDPP	NATO Defence Planning Process
NRF	NATO Response Force
NSPA	NATO Support and Procurement Agency
OCCAR	Organization for Joint Armament Cooperation
OSCE	Organization for Security and Cooperation in Europe
RPAS	Remotely Piloted Aerial System
PESCO	Permanent Structured Cooperation
SatCom	Satellite Communications
TEU	Treaty on European Union
tFP	tailored Forward Presence
UAV	Unmanned Aerial Vehicle
UN	United Nations
VigilNat	Government plan for national vigilance against terrorist threats
VJTF	Very High Readiness Joint Task Force
WGS	Wideband Global Satellite Communications System



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