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## COMMUNICATION SATELLITES FOR EUROPEAN DEFENCE AND SECURITY: CHALLENGES AND OPPORTUNITIES

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### Keynote speech

- Firstly, I am grateful for the opportunity to brief you on an important driver for defence and security: satellite communications. This is particularly so given that I am speaking in the SES premises, a company well experienced on this matter.
- I would like also to thank the organisers and of course the Luxembourg authorities for having placed a spotlight on this topic during the Presidency of the Council of the European Union, which, with the upcoming informal joint ESA-EU Space Council, has had great resonance on space policy.
- The mission of the Agency I represent, the European Defence Agency, is to support and facilitate defence cooperation in Europe and promote capability development through cooperation. With its intergovernmental nature, the Agency is an enabler of its shareholders ambitions: the Member States.
- In order to further strengthen defence cooperation, EDA pursues, as a matter of priority, three core activities:
  - The **development of structuring capabilities** and military cooperation, aiming to improve the operational capability and

interoperability of Europe's armed forces, increase cost effectiveness, and offer prospects to defence industry in Europe.

- Stimulating **R&T**, including both defence-related and dual-use research in order to prepare the capabilities of tomorrow and through this **support the EDTIB**.
- Ensuring that the interests and specificities of defence are taken into account in wider **EU policies**.
- Ladies and gentlemen, Europe's security environment has changed dramatically. This process has been under way for over a decade, but has clearly taken a dramatic sprint over the past couple of years, considering the situation in Ukraine, the refugee crisis but most recently the dramatic incidents in Paris and last week in Bamako or even the unique security situation we experience in Brussels.
- To address the evolving threats it faces, the EU is working on renewing its European Union Internal Security Strategy and its global strategy on foreign and security policy, to be submitted by June 2016;
- The changing security environment – not anymore only in Europe's neighbourhood but also at the heart of our continent - call more than ever for all actors to address current strategic challenges. The key importance of satellite communications in security operations no longer needs to be demonstrated. They are directly and fully embedded in the capability portfolio available to both civil security and military actors. What is critical, however, is our *guaranteed* access to these services.

- From an EDA perspective our contribution is to deliver the necessary means that will be the core tools in addressing these threats; our process is mainly driven by a bottom-up approach through the Capability Development Plan and a top-down approach such as political mandates and European Council decisions.
- The Capability Development Plan constitutes a key instrument to identify defence requirements from short- to long-term. In the recent update, twelve priority actions were agreed by Member States among which were Satellite communication.
- In Dec 2013, defence was on the Agenda of the European Council, when the Heads of State and Government not only asserted their political vision on European Defence, but also undertook actions to provide the means to back their ambitions.
- The European Council thus endorsed four major new capability programmes: Remotely Piloted Aircraft Systems (Drones), Air to Air Refuelling, Cyber Defence and Satellite Communications. As you will all note, all of them having a space dimension.
- Ladies and gentlemen, this forms the policy context. Today, space assets are intrinsically linked to our daily lives, our economies and livelihoods. It is true in the civil sector, and it is true in defence. In fact, space systems have become essential and fully integrated in defence rationales, from strategic information gathering and political decision-making to tactical operational decisions. EDA's contribution to developing a future Satellite Communication capability is at the core of this rationale.

- In the field of satellite communications, there are basically three segments:
  - the first is the segment of highly secure military communications, also dubbed “MILSATCOM”. Here, sovereignty aspects make it difficult to consider multilateral cooperation.
  - At the other end of the spectrum, we have commercial communications, or “COMSATCOM”, which we buy on the market. When I say we, it’s us as private citizens, but also our military and civilian/security forces. These are less secure, and security dimension is clearly not a core driver.
- When developing our concept and proposals through 2012 and 2013, determined to elaborate a politically and programmatically-acceptable approach, EDA has directly aimed for viable solutions and genuine added value for military users. It was clear that the way ahead was to position a European initiative in an intermediate – the third of the segments I mentioned before related to secure government communications: that we defined as GOVSATCOM.
- Anyhow, the mandate (of the European Council) is clear. We have to prepare the next generation of GOVSATCOM in the 2025 timeframe. The political ambition is clear, the mark is set high, and it will be our collective responsibility to deliver solutions to Heads of State and Government.
- What does it mean in practice? As planned, the needs of military users were approved by Member States in early November 2014; less than one year after the European Council mandate.

- EDA launched then right after a feasibility study. A European industrial consortium is supporting us in this process and in this respect I would like to welcome the good cooperation we have with the Euroconsult company expressing my deep appreciation for the work it is conducting for EDA.
- The first conclusions of the ongoing EDA study show that with respect to military users, there is clearly a need for GOVSATCOM services, for whom a higher level of security is required/desired than available with a strictly commercial capacity, without necessarily going to the much higher expense of a fully-fledged MilSatCom service.
- I have to highlight also the huge benefit we gain from the direct involvement of our leading nation (Spain) in this matter and I salute Spain's commitment both to this project and a European vision for defence cooperation. I know also that Luxembourg is also very much supportive of this project.
- I would also like to take this opportunity to thank ESA. Linked to ESA with an "administrative arrangement" concluded in 2011, EDA took the initiative of inviting ESA into this project as early as 2013. ESA's technical expertise has been substantial in preliminary steps, it is now central namely with its contribution to the systems analysis which is now carrying out for us.
- It is worth noting at this point that this work has also been done seamlessly with the European Commission, who has been a solid partner namely in taking the initiative of collecting civil user requirements, and engaging itself in EDA in a complementary way to

the Agency's work on GOVSATCOM. This has added significant width to our initial proposal.

- Based on the collection of user requirements of both military and civil communities, we will dedicate 2016 to addressing the best architecture solutions with the key support of ESA which I was just mentioning. Our programmatic approach is compatible with a number of national Satcom procurement plans and we can anticipate some benefits in using those assets in defining the future GOVSATCOM system. Only then will we be able to define:
  - What GOVSATCOM could look like as a concept of systems or systems of systems;
  - How it should be used;
  - Which governance regime will be most appropriate;
  - How a European contribution, if any, could reinforce national efforts; and
  - What the impact will be for (European) industry.
- Although Member States support our GOVSATCOM initiative, there are red lines we all need to take into account. One is that any proposal would not follow a Galileo-type of model, but that these sensitive military or dual-use assets would remain under national control. A European contribution would come in support of this capability environment. LuxGovSat being of course one of the parameters in this complex equation.

- As I said, the Commission, following the December 2013 European Council, proposed to include civil aspects to the endeavour, which was widely welcomed insofar as GOVSATCOM are intrinsically dual in nature. The conclusions of the Competitiveness Council last December reminded us of the responsibility we have to develop effective solutions together in order to optimize both investment and operational returns.
- So, GOVSATCOM from its genesis, will benefit from a "dual" approach – in other words taking into account both civil and military needs. Not exploiting such synergies would be a loss of efficiency and in effect would mean European taxpayers would need to pay twice for the same capability... which is not acceptable in the current budgetary climate. And let's be realistic, any proposal duplicating already existing efforts is simply doomed to failure, with the political fallout this would entail.
- I think GOVSATCOM may mark the birth of a new type of cooperation - fully integrating the civil-military dimension. The trust created between GOVSATCOM Member States and European institutions is fundamental and will benefit future programmes in other areas.
- Clearly, this seminar perfectly reflects this endeavour, including in its choreography with the three institutions involved in this process. This capability development process starts from a civ/mil perspective from the onset.
- Beyond this technical development, there is an added value for all actors, including users, to make sure that GOVSATCOM is conceived as a dual use system. This means that all actors must commit to such an approach, and avoid unilateral proposals.

- From our perspective, Europe's ability to first define the scope and parameters of any future endeavour is central and must be done before considering solutions or processes. In space systems, as in other defence domains, a balance between national, sovereign capabilities and collaborative EU effort needs to be maintained. **This project therefore raises clear governance challenges. Member States, EDA, the Commission, EEAS and ESA will have to explore complex legal and budgetary issues: to be able to implement a programme at technical level, we need to clarify and perhaps invent ways to cooperate in a sensitive and complex institutional setting. We need to be INNOVATIVE.** This will allow us to manage programmatic rules from different frameworks for the benefit of all parties involved and in synchronisation not only with each other, but also with national capability development cycles. Joint solutions are needed, because GOVSATCOM will not function with a civil or military-only outlook. It will not function without making sure that national, intergovernmental and community frameworks and systems are synchronised to maximize added value and smart sharing of roles and responsibilities for the benefit of security and military users.
- The EDA Steering Board in Minister of Defence formation has in fact directly recognised this challenge during its 17 November 2015 meeting, clearly mandating EDA, in this instance, to elaborate, with its partners, a governance scheme that will fit the complexities of the Governmental Satellite Communications project. I imagine that this may also be discussed by the ESA Council or the Competitiveness Council, and we are ready to work with our Commission and ESA



counterparts in preparing these crucial political and programmatic steps.

- And I am being optimistic because EDA had already demonstrated that SatCom cooperation works in the defence domain. As you may know, EDA already provides its Member States since 2012 with a one-stop shop to procure SatCom on the commercial market for Ministries of Defence - the so called EU SatCom Market project related to the Commercial segment I mentioned earlier.
- This project started with 5 participating members and now includes 12 participating members: Austria, Belgium, Cyprus, Finland, Germany, Greece, Italy, Luxemburg, Portugal, Romania, the United Kingdom and the Athena Mechanism. I will come back to the Athena mechanism later on. Since May 2013, more than 40 orders have been placed with a total value of around €5 million and this is increasing very quickly.
- EDA acts as the 'central purchasing body' for the participating members on a non-exclusive basis and Pay-per-use basis. This means they can make use of the EDA option or make use of a national contract as they wish on a case by case basis without any commitment. This means also they only pay for what they order without any standby or administrative fee.
- Services include fixed and mobile satellite bandwidth/airtime in all commercial bands and leasing of terminals. The support is going to be expanded to offer also end-to-end CIS solutions for headquarters on the theatre beyond just SatCom (e.g contracted solutions for local area network, workstations, radio, welfare,...).

- The participation since June 2015 of the Athena mechanism, established to finance CSDP military operations, as well as the revised status of the Agency are for EDA two important steps.
- Firstly, it is a proof that EDA projects can support Member States directly but also the EU institutions, bodies and entities thus achieving maximum value for money and less duplication.
- Secondly, it is recognition of the added-value of the project as part of Athena effort to improve procurement in EU CSDP military operations and missions.
- Previously each operation had to procure SatCom independently, often under time pressure, often resorting to local providers with various qualities of services.
- Concretely, since October, EDA is providing SatCom for the EU training mission in Somalia with a C-band SatCom link between Somalia and Europe and a terminal in Mogadishu. The order runs until December 2016. EDA is also currently discussing with the various CSDP operations the modalities for providing Mobile Satcom Services in the coming months.
- As I also mentioned earlier, two other initiatives endorsed by EU Heads of State and Government which have a direct link to space : Remotely Piloted Aircraft Systems and Cyber Defence. Regarding the former, ESA and EDA have been successfully cooperating ever since 2012 with the aim of demonstrating that RPAS relying on satellites can be safely inserted in general air traffic. Regarding the latter, in a network-centric and information-based world, the cyber protection of

space assets, whether public or private, and thus the integrity of the data they produce or transmit, is of the utmost strategic importance.

- In addition, I would like to highlight the importance of our sustained cooperation with ESA and the Commission on Critical Space Technologies for European strategic non-dependence, successfully ongoing since 2008.
- Finally, the decisions taken by the European Council will have direct bearing on our common industrial base. ESA, the EC and EDA share the objective of sustaining the skills, innovative capacity and competitiveness of European industry, without which Member States could not build independent strategic infrastructures. Despite our different missions, all organisations contribute to Europe's strategic security of supply, the very essence of our ability to play a role in the world while sustaining jobs and growth. This is yet another reason for our institutions to engage in smart, transparent and effective cooperation on GOVSATCOM.
- I will conclude with a few points of general scope:
- Our evolving and degrading security environment calls for more efficient defence cooperation. EDA is the place to go for cooperation in order to initiate defence capability development in Europe at the best value-for-money;
- While civil-military synergies have been called upon for several years in various policy fora, it is safe to say that bridging the military and civil dimensions has proven extremely difficult, for various reasons ranging

from institutional barriers to the absence of centralized dialogue structures among the users.

- In light of this objective, I would like to express praise again for the efficient and smart cooperation between EDA, European Commission and ESA in GOVSATCOM, exploring together the elaboration of what could be the first ever dual-use European space programme effort to date.
- This entails that, politically, success would not only illustrate the accomplishment of cooperation among European actors of a different nature, but also boost efforts in other space domains, such as imagery or navigation, positioning and timing. The road will be long and related proposals may suggest an incremental approach to gain trust and confidence over the different phases of this work.
- What is critical today, however, is the sustainable reinforcement of these capabilities, tailored to the user's needs. After years of policy calls for the need of increased civil-military synergies, the success of dual-use satellite systems and services is more than just a programmatic opportunity: it is a political test-case for European actors in demonstrating that Europe can rise to the challenge of building ambitious governance systems to support security users and industry alike. It is in this context and towards this very political goal that Member States and European institutions must converge in building a future Governmental Satellite Communications capability package. I insist on this: **BE INNOVATIVE.**

- With these thoughts I would like to wish you fruitful discussions and invite you to actively contribute to the two panels today. I am looking forward to the conclusions of the LU Presidency.
- Thank you