

EUROPEAN EXTERNAL ACTION SERVICE



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NOTE

From:	European Union Military Staff
To:	European Union Military Committee
No. Prev. doc.:	EEAS 268/11 dated 26 October 2011
Subject:	Revised draft Military Recommendation on Pooling and Sharing

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Delegations will find attached the revised draft Military Recommendation to PSC on Pooling and Sharing.

The EUMCWG will discuss this revised draft Military Recommendation on Thursday 10 November 2011.

References:

- A. **Food for Thought European Imperative Intensifying Military Cooperation in Europe “Ghent – Initiative” - Berlin and Stockholm, November 2010**
- B. Military Recommendation to PSC on Pooling and Sharing (Doc. 9847/11, dated 19 May 2011).
- C. Council conclusions on Pooling and Sharing of military capabilities (3091st FOREIGN AFFAIRS Council meeting, 23 May 2011).
- D. Letter of the Chairman of the EUMC to CHODs (CEUMC 7924/11, dated 17 June 2011).
- E. Compilation of Member States' analysis on Pooling and Sharing (Doc. EUMS 12883/1/11 REV 1, dated 19 October 2011).
- F. Pooling and Sharing - first analysis of Member States' final findings - update (Doc. EEAS 266/11, dated 19 October 2011).

A. BACKGROUND

1. The Foreign Affairs Council on 23 May 2011, taking into account the Military Recommendations (Ref. A), welcomed the initial inputs and findings from MS and called for a structured and long term approach to pooling and sharing (Ref. B). The Chairman of the EUMC, in his letter to CHODs (Ref. C), inter alia asked for additional information on the national analyses of military capabilities and support structures. The EUMS compiled Member States answers (Ref. D) and identified, in a first analysis (Ref. E), potential new projects. The list of these potential new projects identified through EUMS analysis or national declarations is provided in annex. This list of projects and associated potential interested member states is not exclusive and must be considered as a first identification of possible orientations.

B. AIM

2. The aim of this document is to provide a Military Recommendation to PSC on Pooling and Sharing with a view to the 30 November Foreign Affairs Council in MoD format.

C. CONSIDERATIONS

3. Pooling and Sharing has gained favour as a timely means to sustain existing, and develop, new capabilities by applying multinational solutions, as Member States are facing severe financial pressure on their respective Defence budgets.
4. The conclusion of Member States' national analysis of military capabilities and support structures appears to point to this initiative as a potentially significant step to coping with their respective financial challenges. The list of projects, based on the EUMS' analysis on Member States' Final Findings shows, that EU MS have taken the first step in the initiative to improve cooperation and efficiency of common projects through Pooling & Sharing. A list of 15 potential new Pooling and Sharing projects and 3 projects where nations have declared to take over the lead is provided at annex.

To continue step by step would bring these projects to success, the success going with four Ts: Trust, Truth, Transparency and Team work. Therefore it is of utmost importance that more Member States declare their lead for respective projects. To facilitate the joining for potential partners a flexible cooperation tailored to the individual needs of Member States is necessary. By applying these broad avenues of approach for the nations concerned greatest flexibility can be offered.

5. However, impediments seem to continue to hamper more ambitious proposals. Many of these challenges, such as the industrial, economic and social (i.e. on Armed Forces human resources) impact of Pooling and Sharing projects, remain issues to be first addressed at the political level. In this vein Member States sovereignty dilemma could also be addressed at Political level in order to give more opportunities for Pooling and Sharing. Moreover, Pooling and Sharing must not only be seen as a short-term initiative but also as a longer term effort.
6. There are a number of views on the incentives for P&S. Money-saver is one, capability-builder is another and a frequent one is capability-keeper, i.e. retaining the same capabilities for less money. From a military point of view it would be a clear incentive if savings generated by P&S could be spent again on defence¹. However, it should be noted that initial short term investments could be necessary in order to realise longer term savings.

¹ This has also been identified by EDA as one of the key issues, EDA 'Food for Thought' Paper No. 2011/01 on Pooling and Sharing dated 5 October 2011.

7. Longer term projects needing the development of new capabilities require an in depth analysis involving Research & Technology.
8. The loss of national autonomy when entering into Pooling and Sharing projects, especially the assurance that shared assets will remain operationally available whenever required by any of the partners, is a major constraint within this initiative. All its dimensions (inter alia employability, sustainability, reversibility) have to be considered in developing projects. A step-by-step approach should be envisaged, starting with projects of limited impact on sovereignty.
9. Member States in their final findings confirmed the regional or small group approach being the most appropriate way to initiate projects. However, in many cases increase in potential benefits, in terms of savings or employability and interoperability, is in direct proportion with the number of participants. Projects prepared regionally or within a small number of participants could, on a case by case basis, be extended, when mature, to other Member States.
10. Another factor to be considered when entering into pooling and sharing of projects is the modular approach. This is specially important when applied for scarce and cost-intensive capabilities (e.g. CBRN Battalion or medical role 2/3 facilities) by developing standards for modules of a capability with Member States before they, individually, develop the modules on their own. This would increase interoperability and would ensure autonomy for Member States regarding their modules.
11. In the light of the EDA Food-for-Thought paper on Pooling and Sharing, the EUMC is pleased to note that the Agency will draw upon CHODs' Final Findings and the associated Annex 1 and 2 of EUMS' updated first analysis. This could enable the EDA, whose role is to coordinate and possibly link the various initiatives in light of a common EU level of ambition, to take forward concrete projects as a result of these significant Member States' contributions. Member States are invited to declare themselves as lead nations on specific projects and launch them in the framework they consider as appropriate. Furthermore, the EUMS, as custodian of the "CSDP Sharing Training Facilities Catalogue" (STFC), will be deeply committed in its "enabling role of decision support" stimulating the Member States' reflection on the base of a specific document in the area of "Facilitating Training and Education". The EDA may also have a significant cooperative role to play, as training is fully part of capability development.

12. EU-NATO cooperation to avoid unnecessary duplication has so far generated excellent results at staff and political level. This cooperation was conducted in the understanding that there will be no competition between the organisations and that finally Member States will decide which projects to follow and, if appropriate, which organisation to ask for support.

D. CONCLUSIONS

13. In May 2011 (Ref A), four projects were already announced, during the EUMC in CHOD format, and three of them have already been taken forward (see Annex) which are either facilitated by EDA, specified in the context of the work of the NATO Task Force on multinational and innovative approaches or developed on a multinational basis.
14. The EUMS analysis has shown that one third of Member States' proposals relate to Training and Education - a domain which is the less sensitive to sovereignty issues, as it does not directly involve operational employment of forces. Consequently, the EUMC has asked the EUMS, in close cooperation with EDA, to propose options to facilitate Member States' activities in this area.
15. The initiative to develop medical facilities, encompassing the modular as well as the regional / small group approach, could serve as model for many other projects, like for instance CBRN capabilities, by transferring the concept and standards for the development of modules, agreed within a limited group of participants, to other interested Member States.
16. Based on the EUMS analysis of Member States' final findings (Ref. E), a list of potential "new" projects has been developed by the EUMC which needs further discussion and Lead Nations to carry the work forward (see annex). These Lead Nations together with their potential partners are the key for success. It is their responsibility to further develop the initiatives, tailor them to participating Member States' individual needs and to implement them. Some of the topics are already addressed by EDA.
17. The proposed projects may lead to savings and thus contribute to capabilities addressing the identified shortfalls. To this effect the prioritised capability shortfalls and a coordination database (e.g. through the EDA's CODABA), will enable Member States to have a better overview and address their efforts respectively. Once implemented, they could represent strong incentives towards more ambitious initiatives.

18. NATO MNA and EU Pooling and Sharing processes are complementary. Close cooperation within relevant EU bodies and continuous reciprocal and transparent exchange of relevant information with NATO at staff level remains important.
19. Based on CHODs commitment "to further develop existing multilateral contacts or to establish new ones, supported by EU bodies, with a view to establishing new Pooling and Sharing projects or widening participation in existing ones by mid-2012", reports on progress and eventual decisions for implementation of projects could be prepared by the EUMC to be ready by May 2012.

E. RECOMMENDATION

20. The EUMC invites the PSC to take into account the considerations and conclusions developed in this document in preparation for the Foreign Affairs Council in MoD format on 30 November 2011.

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