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NOTE

From: Secretariat
To: Political and Security Committee
Subject: Promoting Synergies between the EU Civil and Military
Capability Development – Way ahead

Following the request from the Political and Security Committee on 12 November, Delegations will find attached a document providing a way ahead to identify concrete actions to promote synergies between the EU civil and military capability development.

PROMOTING SYNERGIES BETWEEN THE EU CIVIL AND MILITARY
CAPABILITY DEVELOPMENT

WAY AHEAD TO IDENTIFY CONCRETE ACTIONS

I. BACKGROUND

1. In November 2009, the Council agreed a paper¹ on promoting synergies between the EU civil and military capability development for EU crisis management operations. On 21 May 2010, the Political and Security Committee (PSC) noted a related workplan², together with advice and recommendations provided by the EU Military Committee (EUMC), the Committee for Civilian Aspects of Crisis Management (CivCom) and the Political Military Group (PMG).
2. Phase 1 of the workplan was conducted from June to September 2010. Contributions were received from the European Union Military Staff (EUMS), the Civilian Planning and Conduct Capability (CPCC), the EU Situation Centre, the Council General Secretariat (DGA5, Security Office), the European Defence Agency (EDA) as well as from the European Commission, thus ensuring a civil-military perspective in each of the thirteen areas³ addressed.
3. On 8 October 2010, the PSC took note of a report on the outcomes of Phase 1 providing general considerations on how further work should be conducted as well as opportunities and possible issues to explore in order to enhance synergies within ongoing work and alleviate identified limitations.
4. Advice and recommendations from the EUMC, the CivCom and the PMG on the outcomes of Phase 1 and on a possible way ahead were noted on 12 November by the PSC. The PSC invited the CMPD to elaborate an action plan to identify the areas for concrete actions based on these advice and recommendations.

¹ "Promoting Synergies between the EU Civil and Military Capability Development" doc. 15475/09 of 9 Nov. 2009.

² Doc. 8499/10 of 15 April 2010.

³ Strategic and tactical transportation, Logistic support, Communications and Information systems, Medical support, Security and Force protection, Use of space capabilities, Unmanned Vehicles, Warehousing and Centralised support systems, Sharing information and intelligence, Training, Exercises, Interconnecting the civilian and military capability development processes, Lessons learned.

II. GENERAL CONSIDERATIONS

5. As highlighted during Phase 1 of the workplan as well as in advice and recommendations provided by Member States on the outcomes of Phase 1 and on possible ways to conduct this undertaking further, all domains already addressed during Phase 1 offer a potential for added value. The list of domains is open to review at a later stage but these domains are wide-ranging and cover various capability development aspects from personnel and equipment to procedures and best practices.

The precise nature and scope of the added value from each domain will vary but should be geared towards tangible deliverables. Pressing operational requirements, among other possible factors, should be taken into account when selecting actions and deriving work lines. This could lead to specific actions and work lines in a shorter timeframe than this paper foresees.

Nevertheless, work should not be limited to easy and quick wins.

6. In accordance with the workplan, the following phase (Phase 2) will aim at confirming the state of play established in Phase 1 and deriving work lines required to further develop potential synergies. It will be conducted from December 2010 to May 2011. It will be a planning phase, allowing the identification of actions that bring mutual and tangible added value, and the derivation of individual work lines for each action. Actions and respective work lines will be compiled and submitted to PSC's approval for subsequent implementation.
7. Initial implementation will take place from July 2011 to June 2012 following agreed work lines. However, this should not prejudice possible early implementation work as outlined in paragraph 5. In addition, once launched, related actions should be pursued as deemed necessary. The PSC may then reflect on progress achieved and on recommendations on how to conduct further work.
8. Cross cutting issues, such as potential legal or financial obstacles to otherwise viable and beneficial synergies, may be confirmed or revealed during analysis to be conducted in early Phase 2, and should be taken into account.

9. Particular attention should be paid to already ongoing work towards synergies in other areas of civil-military or of a cross-cutting nature which should be taken into account without being diverted. This relates in particular to Network Enabled Capabilities (NEC). It also relates to maritime surveillance, Radio Spectrum and Single European Sky Air Traffic Management Research (SESAR). Work towards synergies is already being undertaken in these areas and the related achievements should be taken into account to the maximum extent possible during Phase 2 and during following implementation in order to ensure coherence and compatibility and avoid duplication.
10. Member States should remain closely involved throughout this work on synergies, through political and strategic guidance by the PSC and also through the EUMC, CIVCOM and the PMG. In addition, Member States' expertise may be required in the course of this work, providing for interaction with national capability development processes. In accordance with the Declaration on "ESDP 10 years"⁴ and relevant Council Conclusions⁵, the CMPD, within its area of responsibility, will continue fostering and coordinating work on synergies between civil and military EU capability development. EDA and other relevant bodies, and the Commission as appropriate, should continue to be closely involved.
11. The work aimed at promoting civil-military synergies is to be considered in the wider context of the political strategic guidance on the EU Capability Development beyond 2010. The work on civil-military synergies should contribute to achieving the capability targets set in this guidance.

III. IDENTIFICATION OF CONCRETE ACTIONS

12. Phase 2 will build on working methods used, experience gained and expertise provided during Phase 1, including having recourse to specific expert panels.
13. During this work, expert panels and the CMPD will take into account relevant work ongoing beyond the EU framework. The outcomes of this work should be available to all Member States.

⁴ ESDP Ten Years- Challenges and Opportunities, doc 4665/09 of 6 November 2009

⁵ Council conclusions from November 2009 and April 2010.

14. Notwithstanding the overall timelines proposed below and notably with respect to possible early or quick wins, the process will remain as far as possible pragmatic, flexible and agile. Ongoing PSC guidance will inter alia look to ensure this.

15. Identification and selection of potential actions (December 2010 to March 2011): work will be based initially on domains addressed in Phase 1, taking account of possible priorities set by Member States.

In each domain, potential actions will be analysed by dedicated expert panels, in close consultation with CMPD, against the following variables:

- work already ongoing in this domain;
- ongoing work in other areas having potential influence on this domain (such as those referenced in paragraph 9) in order to ensure coherence;
- availability of civil and military expertise to conduct the work;
- an estimation of human and financial resources required to implement related work lines;
- whether deliverables can be obtained in the short-term as early wins, or whether a long-term approach is required;
- whether there is a direct effect on or a requirement from CSDP operations and missions. Particular attention could be given to Medical support, Logistic Support, Strategic and Tactical Transportation, Communications and Information Systems, Security and Force Protection, Lessons Learned, Training as well as Information and Intelligence Sharing. However, the analyses should not be limited to these areas nor to quick and easy wins;
- whether cost benefits can be obtained;
- the level of difficulty and its implications for the required approach;
- the existence of limitations or blocking issues to be addressed first (legal, financial, institutional...);
- Research and Technology aspects.

The CMPD, in close consultation with all relevant EU entities, will then compile the analysis conducted at expert level and will propose a selection of possible actions to elaborate further at expert level.

16. Derivation of detailed individual work lines (April to May 2011): for each proposed action, the expert panels will elaborate work lines including proposals on expected deliverables, timelines, most appropriate working fora, coordination and leading role, participation, resources needed etc. Actions and their related work lines will be compiled by the CMPD in close consultation with all relevant EU entities. The compilation will be submitted to the PSC.

IV. IMPLEMENTATION

17. Decision to implement (June 2011): PSC may then agree to launch the implementation of selected actions including elements related to appropriate fora, leading and supporting roles, participation of civil and military actors and timelines.

18. Implementation (July 2011 to June 2012): Related work may then be conducted in the appropriate fora and a report to PSC will be coordinated by CMPD after one year. This report will include relevant achievements of other areas of interest for promoting synergies in capability development.

19. Further guidance (July 2012): Based on this report, the PSC may give guidance on the way ahead. This could include reviewing the list of domains or amending the way of working with a view to improving the efficiency of work done to actually generate concrete civil-military synergies in capability development. This review could be motivated in particular by new operational lessons and requirements from CSDP missions and operations leading to re-orientate work.

V. RECOMMENDATIONS

20. It is recommended that the PSC:

- notes this document and endorses paragraphs 5 to 16;
- stresses the importance of Member States' continued active involvement as pointed out in paragraph 10;
- encourages all relevant EU entities involved in this endeavour to actively support the work as appropriate;
- invites the CMPD to keep PSC informed of progress achieved and, working in cooperation with all EU entities involved, to provide reports to PSC as necessary.