

# EDA's Pooling & Sharing



## What is Pooling & Sharing

"Pooling & Sharing" is a EU concept which refers to Member States-led initiatives and projects to increase collaboration on military capabilities. The pooling of capabilities occurs when several Member States decide to use capabilities – either nationally owned or multi-nationally procured – on a collective basis. Sharing or more precisely role-sharing is when some Member States relinquish some capabilities with the assumption or the guarantee that other countries will make them available when necessary.

As stated in the German-Swedish Food for Thought Paper on European Imperative Intensifying Military Cooperation in Europe "Ghent Initiative" (November 2010), "the goal of the initiative is to preserve and enhance national operational capabilities – with improved effect, sustainability, interoperability and cost efficiency as a result".

Pooling & Sharing can cover the full spectrum of capability development from the identification and harmonisation of military requirements to through-life management and support (including certification and standardisation). The objective is to support cooperative efforts of EU Member States to develop capabilities. It relies on the following principles:

- Political will and commitment.
- Cost-effectiveness.
- Flexibility: Pooling & Sharing may be implemented in variable groupings of Member States, from two upwards.
- Usability: By enhancing interoperability and deployability of Member States' capabilities, Pooling & Sharing aims at making more capabilities available for Member States to deploy for EU, NATO, multinational or national purposes.
- Availability/Security of supply: Arrangements on assured availability and/or joint use of shared capabilities need to

be agreed from the very beginning of a Pooling & Sharing initiative. This requires political will, legal or quasi-legal instruments (such as treaties or MoUs), sustainable industrial capabilities and technology non-dependence. Existing arrangements can facilitate the setting up of new cooperation.

- Complementarity with NATO Smart Defence.

## Non-duplication and link to operational needs

EDA is working closely with NATO in order to seek for complementarities and avoid unnecessary duplication. The overall objective is to facilitate European capability improvement by addressing Europe's defence capability shortfalls, some of which have been recently illustrated in operations in Libya and Mali.

## Context

Over the past decade, European defence budgets have been declining steadily<sup>1</sup>. The current financial crisis is exacerbating the situation and results in further un-coordinated cuts. Although European armed forces experienced an unprecedented level of co-operation in the field it does not yet translate in the development of defence capabilities. A number of capability gaps continue to exist and to unravel, as illustrated by recent operations. At the same time there is also overcapacity in certain areas at the European level, for which there is scope for rationalisation.

The creation of EDA in 2004 initiated a systematic European approach to collaborative defence capability development, offering a forum for identifying and satisfying operational requirements and supporting the European defence technological and industrial base. While decisions to implement Pooling & Sharing lie with Member States, EDA supports the establishment and implementation of such projects in variable compositions through political impulse, financial, technical, legal and operational expertise, seed-corn budgets and synergies with OCCAR and European Commission policies.

## Background: Ghent summit & EDA's work

The EDA has – in a way – always been working on delivering P&S solutions.

<sup>1</sup> Source: EDA Defence Data - [www.eda.europa.eu/DefenceData](http://www.eda.europa.eu/DefenceData).

EDA's P&S specific work started at the time of the Ghent<sup>2</sup> initiative, when defence ministers agreed to draw up an inventory of projects where they could cooperate by pooling and sharing military capabilities in order to avoid duplication and cut costs. The Ghent initiative is recognised as a starting point for Pooling & Sharing, being the "wake-up call", the origin of a "political momentum" for Pooling & Sharing. Since then the EDA has followed a twin-track approach: on one hand identifying and pursuing practical solutions towards delivery of quick wins and longer term operational projects and on the other hand providing an analytical overview, including the identification of potential obstacles to P&S and of enablers and incentives in response.

On 23 May 2011, the EDA Steering Board<sup>3</sup> tasked the Agency to "produce, in close cooperation with the EUMC and other EU actors, proposals on how European Pooling & Sharing could be taken forward".

The Steering Board of 30 November 2011, further to its tasking of 23 May, endorsed the EDA twin-track approach. Ministers endorsed eleven Pooling & Sharing opportunities identified by the report as well as the recommendations towards further work on incentives - including financial - on models and on legal frameworks. They also tasked EDA to prepare an overview of the consequences of individual budget cuts on the overall European defence effort.

The Steering Board of 22 March 2012 noted the progress on identified P&S opportunities; In particular it endorsed a political declaration on Air-to-Air Refuelling and welcomed the signature of a Declaration of Intent for the Establishment of Multinational Modular Medical Units.

## The 19 November 2012 EDA Steering Board

### CODE OF CONDUCT on P&S

While Pooling & Sharing had so far been implemented on an ad hoc basis, there was a growing recognition that it needed to be considered on a more systematic basis. To this end, EDA has developed a "Code of Conduct on Pooling & Sharing" comprising a series of concrete actions to mainstream Pooling & Sharing in national decision-

<sup>2</sup> Ghent Ministerial Meeting, Belgium Presidency, September 2010.

<sup>3</sup> The Steering Board, composed of the participating Member States' Defence Ministers plus a representative from the Commission (without voting rights), is EDA's governing body. It represents the decision-making level in the capitals. Each year, at least two Ministerial Steering Board meetings take place - plus several at sub-ministerial level. The Ministerial Steering Board is chaired by the Head of the Agency, Ms. Catherine Ashton.

making processes, to be implemented on a national and voluntary basis. The objective is to contribute to a more systematic and sustainable approach to the long-term development of cooperation. A Discussion Paper, which built on proposals tabled by Belgium, Finland, Greece and Luxembourg in April 2012, was discussed by Ministers at their informal meeting in Cyprus on 26/27 September, and received widespread support<sup>4</sup>.

### POOLING & SHARING PROJECTS

In the margins of the meeting the signing (by some Delegations) of a Letter of Intent on Air-to-Air Refuelling, the Programme Arrangement for the Helicopter Exercise Programme, and the Technical Arrangement on Diplomatic Clearances sanctioned practical progress on P&S projects.

Of the eleven opportunities presented to the Steering Board in November 2011, nine have made either substantive or good progress:

1. The Helicopter Training Programme (HTP) is developing well. EDA plays the central role of pooling national contributions to a common objective. Initially based on delivering live exercises aiming at disseminating tactical skills, it now includes a synthetic simulator based training project, a helicopter tactics instructor training course, and an operational English training course. Two exercises were held in 2012, in Portugal and Belgium, which allowed the training of 56 helicopter crews and over 3000 ground personnel. The next step is achieved with the signature of a Programme Arrangement for live exercises over the next ten years by twelve nations, which is flexible and allows for alignment with nationally-driven initiatives.

2. As a component part of the overall Intelligence Surveillance and Reconnaissance capability, the production of a comprehensive picture of the maritime situation is a key requirement for both deployed operations and security of the home base. It is also an area where major synergies can be achieved through the military and civilian authorities exchanging information. The Maritime Surveillance (MARSUR) live network is active and membership continues to increase. With Finland in the lead, the next step is a technical evolution to enhance services with the addition of a classified information handling capability. To this end Member States signed the MARSUR Development Category B project framework in the margins of the Steering Board (Capabilities Directors' formation) on 11 October 2012.

3. The European Satellite Communications Procurement Cell (ESPCPC) has moved forward as planned, with the signature of the Framework Contract in September 2012. Five Member States participate on a pay-per-use basis. It remains open to other Member States to opt-in. There may

<sup>4</sup> The Code of Conduct on Pooling & Sharing is available on the EDA website.

also be scope for other EU actors such as the Commission or the EEAS to make use of the ESCPC.

4. The provision of medical capability is a fundamental enabler for any military operation and deployable medical capability is both scarce and expensive. It is an ideal capability for European Pooling & Sharing due to commonly recognised civilian qualifications and it is very much a "dual use" civ/mil capability that can be utilised in humanitarian operations. With Italy as lead Nation, the Multinational Modular Medical Units (Medical Field Hospitals) attracts growing participation: fifteen Member States have signed the Declaration of Intent. The Common Staff Target is expected to be finalised by mid-2013. The Memorandum of Understanding and Common Requirements will follow, with the objective of procurement of assets in 2014 and Initial Operational Capability in 2015.

5. Air to Air Refuelling (AAR): EDA has developed a global approach with three objectives: increasing overall capacity, reducing fragmentation of the fleet, and optimising the use of assets. It has led to four complementary work-strands, on some of which EDA is cooperating closely with OCCAR (in the framework of the Administrative Arrangement signed in July 2012). A Project Team Air-to-Air refuelling (PT AAR) was established to coordinate the work. The work-strands cover: short term solutions, including access to commercial AAR services; optimising the use of existing assets and organisations; increasing the A400M fleet AAR capability by acquiring more AAR kits; and increasing the strategic tanker capability in Europe by 2020. All would benefit from stronger MS support and wider participation.

6. Pilot Training has attracted significant interest. France has offered to lead on transport crew training, and Italy on fast jet training. Progress on transport crew training has led to a proposal to establish a Category B project in 2013 with a view to agreeing a Common Staff Requirement by 2015 and contracting services by the end of 2017. EDA assesses that the standardisation of aircrew training syllabi is a prerequisite for the identification of solutions. In line with the March 2012 Steering Board tasking, EDA is working to develop solutions for the harmonisation of regulatory frameworks with a view to a possible military pilot licensing system.

7. Ireland, as lead nation, has initiated work on European Naval Training with a view to improving the sharing of existing facilities, realising economies and efficiencies, and improving the use of niche capabilities and civil/military synergies. The potential of this initiative would benefit from wider participation.

8. Work on European Multimodal Transport Hubs has been launched through a study (the results of which

will be available in March 2013) to develop a European concept to increase the efficiency and cost-effectiveness of Europe's transport assets in support of military, civil and disaster relief operations.

9. Substantive work has been shaped by EDA on Smart Munitions. But this requires commitment and support from Member States including the identification of a lead nation. Moreover, P&S opportunities have been identified in: (i) the identification of smart munitions systems/types that are about to be phased out; and (ii) P&S training and education to maintain skills and know-how.

The following opportunities were endorsed by Ministers at the November 2011 Steering Board but have yet to attract sufficient support from Member States.

1. Future Military SATCOM. Decisions are required in the near future on the replacement of existing satellite networks in the 2018-25 timeframe. As the window of opportunity will close shortly, EDA stands ready to take action on P&S solutions, and is planning a high level workshop "MILSATCOM 2020" in the first half of 2013 in order to present proposals, foster common activities, and link with bi-lateral initiatives.

2. Intelligence, Surveillance and Reconnaissance (ISR). So far no Member State has indicated a willingness to pursue ISR related Pooling & Sharing initiatives in the EDA framework. EDA is prepared to continue to work on the capability, but substantive progress on fulfilling this key requirement will require commitment by Member States and the availability of a Lead Nation.

In addition to the initial eleven opportunities, the EDA Pooling & Sharing portfolio has increased. Following the successful deployment of the C-IED laboratory in Afghanistan, C-IED training has been launched, with Spain in the lead and strong support from other Member States. Work has also been launched on pooling of maritime capacities in support of CSDP operations, with Greece in the lead.

Four new opportunities were endorsed on 19 November after having received broad support at the Steering Board meeting in Capabilities Directors format of 11 October 2012:

1. Cyber Defence. The report to the March 2012



Steering Board mentioned the EDA stocktaking exercise related to both capability development and R&T. The EDA sees a clear opportunity for Pooling & Sharing Cyber Defence capabilities for Operation/Force Headquarters, joint R&T activities, and training and exercises. This would strengthen civ-mil synergies with the EU Cyber Security Strategy and provide a framework for developing a shared Cyber Defence culture prior to deeper cooperation.

2. Route Clearance CIED. Capability elements are costly and come in small numbers. Pooling national capabilities could provide significant savings and operational benefits.

3. NH90. There is an opportunity for cooperative initiatives to mitigate the costs associated with bringing the aircraft into service and supporting it on operations. One is the reduction of live tests by organising the sharing of technical data and the results of operational testing and evaluation campaigns. The other consists of reducing logistic supply chains for deployed operations through common spare parts pools.

4. Within the framework of the European Air Transport Fleet (EATF), EDA successfully supports European Air Transport Training (EATT) events on a yearly basis. EDA's objective is for combined training on a recurrent basis from 2014 through the establishment of European Advanced Airlift Tactics Training Courses (EAATTC).

#### **POOLING & SHARING ENABLERS**

1. In line with a Steering Board tasking on cascading, EDA has developed an electronic market place - eQuip - for redundant or surplus equipment, which is about to become operational. Member States will be able to publish surplus equipment and capabilities, through donation, transfer or exchange in kind.

2. Diplomatic clearances for military transport aircraft: the aim is to facilitate the cross-utilization of military air transport assets by reducing the burden of diplomatic clearances. The first step will be achieved through signature, in the margins of the Steering Board on 19 November, of the first Technical Arrangement regulating the requirements for diplomatic clearances within the territories of Member States.

3. Pooling Demand. EDA has concluded a €228m Framework Contract covering Basic Logistic Services to support the Group Contributing Nations of the current German-led EU Battle Group.

4. EDA continues to work on the development, population and management of the European Defence Standards Reference system with a view to reducing the

hitherto fragmented approach to standardisation. The development of hybrid standards, with both civil and military applications, will contribute to an efficient European Defence Technological and Industrial Base. To prepare and support the development of such standards, EDA will cooperate with the European Commission in identifying the technical domains that are relevant for both Security and Defence applications.

5. The GO GREEN project aims at supporting the deployment of alternative energy sources for faster, cleaner, more sustainable and cheaper ways to meet the energy needs of European armed forces. Launched in March 2012, the project has advanced significantly: the first Programme Arrangement is ready for signature by the 7 contributing Member States. The procurement procedure for the €200m tender has been initiated. The European Commission has identified an initial set of financial tools to support the implementation of GO GREEN and the wider strategic approach to energy. These mechanisms, covering other renewable energy sources in the defence domain, will be further refined and implemented in the coming months.

6. Substantive work has also been dedicated to qualification/certification, notably in:

- Airworthiness: Member States are in the process of implementing in national law the European Military Airworthiness Requirements (EMARs) developed within EDA. Additional EMARs for Maintenance Personnel Licensing and Airworthiness Management are also being developed. Moreover, some Member States have already agreed to use EMARs for the in-service phase of the A400M in order to benefit from harmonised regulations. This will support the coordination of mutual recognition between Member States' military airworthiness authorities.

- Ammunition: EDA is addressing the regulatory framework (harmonisation of qualification and certification regulations) for ammunition to facilitate cooperation on procuring, stockpiling, exchanging or transporting all types of ammunition. Pooling & Sharing opportunities have been identified, such as standardised qualification, a minimum safety data package, and mutual recognition of test and evaluation facilities, all of which will reduce duplication, improve harmonization and, potentially, generate considerable savings. In addition, a demonstration on test & evaluation and certification of ammunition was organised with industry in Germany in November.

**Photo credits:** Portuguese Airforce - EU NAVFOR - Austrian Airforce; **Last update:** 30/01/2013