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Finabel



Promulgation of report Finabel Study Nr **FDE.2.R**

**HOW TO ENHANCE INTERNATIONAL COOPERATION
AMONGST FINABEL LAND FORCES**

BIBLIOGRAPHY PAPER

BIBLIOGRAPHICAL INFORMATION	
1. <u>Finabel references</u> : a. Finabel report n. M.11.R (3 RD July 2001) b. Supplementary annex to report M.11.R (update – feb. 2004) c. Questionnaire Finabel 2009 d. ETG 2-2010 Counter IED e. Study G.28.R CBRN f. The Finabel Charter 2011 g. Minutes of SWG FDE meeting I/2011	2. <u>Other references</u> :
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11. <u>Summary</u> : starting from the existing forms of cooperation amongst Finabel countries, the document identifies the work areas in which cooperation and interoperability of Finabel Land forces could be enhanced.	

1. FOREWORD

The aim of this study is to examine areas where cooperation can be improved within the Finabel organisation and between Finabel members (FM). Finabel being considered as an organisation, aimed at (Charter 2011):

- 4.2.1. *promoting and facilitating the interoperability¹ of land forces across the full spectrum of military operations thanks to the harmonization of concepts, doctrines and procedures as well as taking into account the joint military operation environment and lessons learned;*
- 4.2.2. *working towards the development of a common European understanding of defence problems by seeking to complement and cooperate with NATO and EU military structures.*

But also “*Finabel strives to be the main institution where all COS² of the EU member states can meet*” (Charter 2011 4.2), and thus, can play a role as forum of key players of 16 European Armies³.

Intensified defence integration through innovative mechanisms is rightly perceived by many governments as a matter of necessity, not of choice. Enhanced cooperation and integration of forces can reduce costs, and make it possible to develop capabilities to meet a wide spectrum of operational requirements.

In the framework of the Finabel land forces Committee, the cooperation is generally realised through meetings and collaborative studies. In the last decades the cooperation between Finabel land forces has continuously increased and reached an effective level of solid work. Areas of study are proposed and work is produced collaboratively in a short timeframe (15-18 months). It could also be said that relations between Finabel members are good and thus cooperation and collaboration come naturally, as the philosophy of Finabel (equity consensus, recommendations, etc.) permits it. Finabel Committee produces studies for elaborating an interoperable doctrine. Fundamentally, Finabel is always striving to improve the way its land forces do business, to enhance common modes of operation, and make this happen through collaborative studies.

Over the years, Finabel members have created a strong and interdependent community, and have developed pragmatic and efficient operating methods. Constant improvement characterises Finabel, and its on-going enlargement shows its relevance.

For over 50 years Finabel has played a role in the creation of a comprehensive and consistent doctrinal resource for European Armies, by stimulating and encouraging the harmonisation of national concepts. It continues to provide the COS with an exceptional, unique and inventive tool.

Recent changes⁴ in the Finabel working method make this an appropriate time to examine Working Group (WG) outputs and make recommendations on possible improvements. This

¹ The ability to operate in synergy in the execution of assigned tasks (NATO AAP-6)

² Chiefs of Staff (COS)

³ PL with the 2011-2012 Finabel Chairmanship has pursued the effort of the preceding presidencies, offering to EU nations non Finabel members to join the organisation.

⁴ According to the reform adopted in order to have a more proactive and efficient tool to the benefit of the COS, whilst armies are facing human and resource constraints, it has been decided to reduce the number of Standing

involves a number of complex decisions requiring a broad consensus among the FM States, something that cannot be taken for granted.

2. FINABEL ORGANISATION

a. Goals/objectives of Finabel organisation.

Finabel has worked towards a European perspective since its creation (1953). In 2004 the COS Committee decided to further strengthen its original vocation by putting an emphasis on a possible cooperation with EU military structures, in addition to its main task consisting in promoting the harmonisation of concepts and doctrines. As the only European forum to discuss land doctrine, Finabel offers its expertise and specifically establishes its ambitions as follows:

- to set out the strategic guidelines defined by the EU military staff up to a doctrinal, tactical and land level;
- to provide a specific operational foundation to doctrinal works at a strategic level, to pre-operational planning works and to efforts to develop European military capacity;
- to provide useful information to the officers in the Finabel Standing Working Groups (SWG) and Expert Task Groups (ETG) whose doctrinal and operational responsibilities require them to quickly take account of conceptual developments of the Common Security and Defence Policy (CSDP).

With a privileged setting for meetings for both member state COS and experts, Finabel wishes to promote:

- the establishment of fruitful contacts in a spirit of openness and mutual understanding;
- the creation of an active and efficient network where officers from member states can talk freely about operational challenges which they encounter in a setting which is favourable to reflection and discussion;
- relationships based on collaboration and friendship between members arising from a true 'Finabel spirit' which unites all its members.

b. General Finabel structure.

The Finabel structure is showed in the figure below.

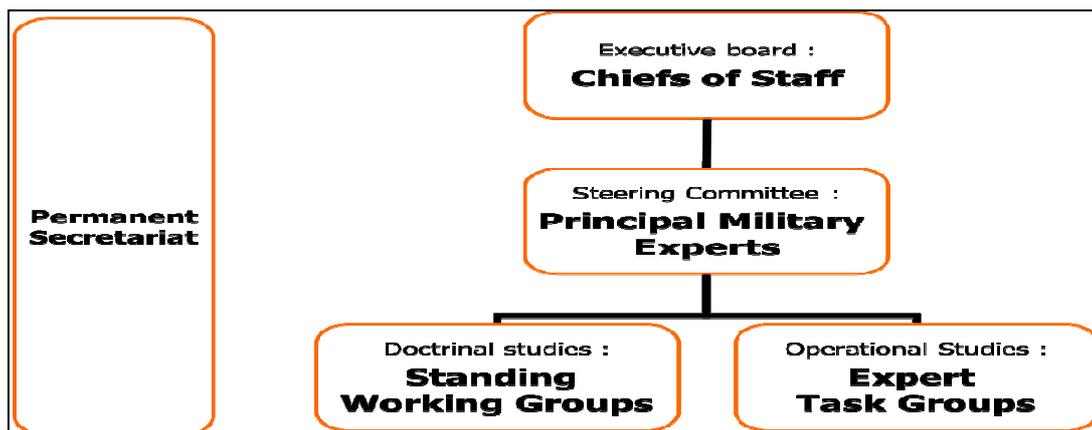


Figure 1 Finabel structure

- Army COS Committee: this is the highest level. It meets once a year to review the work of the past year and to establish the objectives for the upcoming year. The chairmanship of this committee changes annually.
- Principal Military Experts' (PME) Committee: this committee acts as a steering committee on behalf of the COS. It is composed primarily of officers responsible for doctrine, planning and studies within the staffs of the land components of Finabel member nations. The committee meets twice a year to analyse the directives of the Chiefs of Staff and reformulate them in terms of missions to be distributed among the working groups. Belgium has provided a chairman for this committee since the creation of Finabel. Each PME has an assistant to aid him in dealing with Finabel work.
- Permanent Secretariat: located in the Belgian general staff in Brussels, it is the permanent structure of the Finabel Committee and deals with administrative and organisational matters. It is headed by France.
- Working Groups (WG): WG, which are the mainstay of Finabel, carry out studies in various areas of interest to the Armies. Approved by the PME, these studies fall within the general framework of the Finabel unifying theme.

c. Finabel relationship with other organisations.

Finabel offers NATO/EU organisations an expertise in land forces, doctrine and tactics, seeking to act in a complementary manner with a pragmatic and practical approach. The intent of Finabel is not to interfere with NATO/EU organisations and to focus on the supportive character.

In 2008, COS Committee decided to create the status of consultative observer organisations for the European Union Military Staff (EUMS) and the European Defence Agency (EDA). This status could favour:

- a better perpetuation of our relationships by removing them from personal contacts and making them more regular;
- formalizing these relationships.

Finabel also has historical relationship with NATO (in particular through NAAG), seeking to avoid duplication and eventually producing complementary studies to NATO⁵.

In order to take into account the joint environment through a possible expertise exchange on topics of common interest with Chiefs of European Navies (CHENS) and European Air Group (EAG), it was decided to establish informal links with these forums. In similarity to Finabel these are COS (Air/Navy) initiatives.

d. Finabel outputs.

Finabel strives to favour the success of operations and to promote cooperation. More than 500 reports, conventions, agreements focusing on interoperability in a joint environment, developing the harmonisation of concepts, doctrines and procedures support this aim in an appropriate manner.

⁵ For example the ETG I.R 2011 'Counter IED training and education study' aimed to describe the C-IED training and education regimes of FINABEL nations and to provide a practical methodology for the EU BG Commander to deliver coherent C-IED training both before deployment and continuation/refresher training during deployment (Reference d.)

The studies carried out by Finabel take the form of:

- reports, which represent the results of conceptual studies entrusted to the WGs;
- agreements, which relate to the military characteristics of equipment;
- conventions, which standardize procedures, testing methods and glossaries in order to facilitate exchanges between nations.

Work carried out by Finabel must never duplicate or contradict NATO's doctrine or the concepts defined by the military structures of the EU. All work undertaken by the WGs results from a guideline by the PMEs.

Generally neither language nor cultural differences pose any problems or become serious barriers within Finabel. For a better interoperability, Finabel has progressively adopted English as common language (from 2004 for WG, from 2011 at all levels), and this has proved being right, because even debating and developing complex issues and ideas never was a problem. Thus it is not believed that there is any requirement for development in this field.

e. Advantages of Finabel organisation.

Unlike most international organisations, the Finabel Committee opted since its inception for a simple working method that could be easily adapted. Founded on a Charter outlining the basic principles, for over fifty years this forum for reflection has operated in a spirit of fairness, consensus and openness. Thus the Finabel Committee is an independent, multinational forum for European Armies (or land components) based on consensus and equality of member countries.

The annual Chief of the Armies meeting, the regular exchanges among a community of more than five hundred EU officers, directors of Doctrine Centres, experts of working groups, facilitate the development of a Finabel community, which has developed an important doctrinal corpus.

Finabel is also:

- a proven working method: Finabel studies are generally completed within 18 months and an accelerated procedure can be adopted if required by the Army COS. To achieve this, Finabel has established, over the course of the years, a precise schedule of actions to be taken and a strict procedure for monitoring the progress of these studies;
- an active and efficient network: Finabel enables staff officers from its member nations to discuss freely the problems and operational challenges they encounter, in an atmosphere which encourages the exchange of views. Officers who have met through Finabel frequently meet again in an operational setting;
- an enduring spirit of camaraderie: the special atmosphere within Finabel creates a strong personal bond with the institution as well as a feeling of solidarity and friendship between its members. We can honestly speak of a true "Finabel spirit" which unites all its members.

There is no supranational or international body leading or directing the work of Finabel. Rather it is solely the responsibility of the COS of the land forces. The agreements reached within Finabel remain objectives that the nations strive to achieve within the limits of their national doctrines and resources. To avoid any duplication of work and to allow a better distribution of information, an official liaison procedure has long been

established with NATO and the EU. The fact that the delegates to the Finabel WG frequently also take part in other international groups eases communication between the various bodies.

The advantages of Finabel Committee seem to be evident also to Finabel officer members. As a matter of fact, from October 2008 to June 2009 a student from the Communication and Management high school – Marges ASBL in Ixelles, attended a training course in Finabel Permanent Secretariat. As her primary study, she conducted a survey in order to assess the opinion about Finabel (see reference c). In total 87 Finabel members agreed to answer to a questionnaire.

According to their responses, the strong points of Finabel Committee are:

- being a contact network,
- realizing open communication, cooperation and interoperability;
- being apolitical and informal.

f. Finabel organisation shortfalls

The above mentioned study also underlined some opportunities for improvement of Finabel Committee, in particular: the use of Finabel studies and the consideration that Finabel as an organisation is not very well known.

Basic assumption is that the studies are freely applicable by members of the Committee. These studies are the result of intensive and in-depth work carried out by many officers from various EU member states, who shared and used their expertise and operational experience. It could be said that shortfalls arise in the lack of feedback with regards to studies and how far each Finabel member state applies their recommendations. Thus the utility of any particular study or how ‘interoperable’ land forces have been rendered as a result of any particular study is elusive.

To better understand the shortfall, it could be useful to illustrate the process defined within NATO for standardization and to compare with what happens within Finabel.

Standardization is defined within NATO as the process of developing concepts, doctrines, procedures and designs to achieve and maintain the most effective levels of ‘compatibility, interchange ability and commonality’ in the operational, procedural, materiel, technical and administrative fields.

The process is developed by the NATO Standardization Agency (NSA), which is an independent NATO Agency that reports to the NATO Committee for Standardization (NCS) for general oversight and direction. The Agency’s mission is to foster NATO standardization with the goal of enhancing the combined operational effectiveness of Alliance military forces. The primary products of this process and NATO's tools for the enhancement of interoperability are Standardization Agreements (STANAGs) between member nations. Each NATO state ratifies a STANAG and implements it within its military structure.

Finabel outputs have a less binding character. Finabel studies can often influence national conceptual documents, but it is important to underline that the implementation of Finabel studies is not mandatory and therefore, if there are pre-existing national documents for the same area, it is likely that such national policies will take precedence.

In order to increase interoperability and cooperation, it would be necessary to take stock of the situation, analysing what has already been adopted by every single land force, works in progress, and what has not been implemented in national doctrine.

Finabel structures exclude an 'experimentation' capability that would inform or evaluate the studies under development. The term experimentation is not referred to an operational experimentation of something already existing (new platforms or pre-series weapon systems), but rather as concept experimentation, which is finalized to verify a possible solution of a precise capability problem.

Different forms of cooperation already exist or are under development among the members of the Finabel Committee. However, the experience gathered from these initiatives/activities, as well as the relationship between Finabel and every bilateral/multinational activity, should be analysed by Finabel, in order to evaluate options for further improvement.

It could be that there is a lack of awareness of the existence of Finabel doctrine but where there is awareness, there is little willingness to use it.

3. EXAMPLES OF EXISTING COOPERATION.

Before analysing how to increase cooperation and interoperability among Finabel countries, it is necessary to focus on which are the different types of existing cooperation among the 16 Finabel Land Forces, taking into consideration that this collaboration is mainly outside of the Finabel organisation and from which possible insights for the development of this study could come out.

These types of bilateral/multinational cooperation concern educational, operational, and training aspects. Some of them are illustrated below:

a. Bilateral exchanges.

- Exchange/Liaison Officers operating under the Operational Commands and General Staffs of the Armed Forces;
- General Staff Courses: Courses attended in other nations, aimed at the advanced training of officers who will work within the General Staffs of Armed Forces;

b. Multinational training.

There are different exercises that are conducted every year on a multinational level (also by EU). An example is the EU military exercise series called MILEX, which is an exercise focusing on key military aspects of crisis management. It concentrates on the interaction between the EU Operation Headquarters (OHQ) and the EU Force Headquarters (FHQ) in the framework of an autonomous EU-led military operation⁶.

c. Multinational units/HQs.

- EUROCORPS: Eurocorps was created in 1992, as the result of a French-German initiative. It is one of Europe's first initiatives of physical integration/cooperation as an instrument of defence. It is an Army corps level formation composed of a multinational headquarters in Strasbourg, division level forces, and organic elements provided by BE, DE, ES, FR and LU. It is open to other NATO and EU nations, which must participate in all its activities (exercises, seminars, operations). Thus since 2002, officers and NCOs from AT, Canada, FI, EL, PL, PO and Turkey have

⁶ The last military exercise MILEX 10 was held from 16 to 25 June 2010 in the framework of the Common Security and Defence Policy (CSDP). MILEX 10 was an EU military exercise focusing on key military aspects of crisis management. It concentrated on the interaction between the EU Operation Headquarters (OHQ) in Potsdam (Germany) and the EU Force Headquarters (FHQ) in Toulon (France).

been integrated in the Eurocorps Headquarters. The UK, IT and the NL are represented by liaison officers.

- FR-DE Brigade: After 15 years of existence, the French-German Brigade (FGB) is recognized as a fully operational unit. Its military credibility now extends well beyond its initial task, which was to provide a laboratory for testing the interoperability of personnel and equipment. Indeed it has become a model for FR-DE cooperation. It earned that recognition as a major operational tool during several successful operations in the Balkans, but also in view of its results during its regular participation in numerous training exercises in FR, DE and sometimes even ES, under the authority of the Eurocorps or various FR or DE commands.
- FR-IT Brigade: It is a commitment by both countries to create a non-permanent bi-national Brigade HQ that can be deployed in UN operations, NATO or EU, and committed within the entire range of missions. The FR-IT Brigade will have a unified headquarters modelled on that of the FR-DE Brigade, and by 2015 it will be ready to be deployed for mountain warfare in areas like Afghanistan.
- MULTINATIONAL CORPS NORTH-EAST (MNC NE): it was created in autumn 1998 by the Ministers of Defence of DK, DE and PL (at that time PL was not a member of NATO yet, but the date of the country's access (12th March 1999) had already been set). Many NATO members, in particular new members considered MNC NE to be an interesting option to establish multilateral cooperation among new members of the Alliance. The flags of eleven nations (DK, DE, PL, EE, LV, LT, SK, CZ, USA, RO and SI) were flying in the Corps Headquarters in Szczecin. In 2007 and 2010 the MNC NE successfully contributed to the NATO-led mission in Afghanistan, thereby proving its Full Operational Capability (FOC) in a real mission environment. Currently, the main task of the Corps is to benefit as much as possible from the experiences gained during missions and share them with other headquarters and commands, preparing for their deployment to Afghanistan.
- LT-PL-Ukr Brigade: on June 14th, 2007 during a EU Defence Ministers' meeting, Lithuanian, Polish and Ukrainian ministers agreed to create a multinational unit. In autumn of 2008 the proposed unit type was specified as a brigade ('LITPOLUKRBRIG'). Currently LT and PL are NATO members, while Ukraine is not, but the country requested to join the NATO Membership Action Plan (MAP) in January 2008. The brigade with the strength of 4,500 personnel will have its headquarters and staff in Lublin, PL, with national components stationed in their respective countries and only actually gathering for exercise and foreign mission purposes. Only staff officers will cooperate on a regular basis. Once the brigade reaches operational readiness (estimated for autumn 2011, with full readiness in 2013) it will be used to fulfil tasks assigned by NATO, European Union (EU) and the United Nations. The working language of the brigade will be English.

d. EU initiatives

- EU project called "Pooling and Sharing" (P&S): P&S is a EU-led concept which refers to initiatives and projects to pool and share more military capabilities among EU Member States. 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'. The utilisation of P&S as a means of addressing the impact of the financial crisis on European defence capability has been a major theme of capabilities work in the European Union. Defence Ministers in Ghent gave P&S a

strong political push, which led to Member States submitting a range of P&S candidates to the EUMC.

The European Defence Ministers agreed that the Agency’s activities on P&S of national military capabilities should be enhanced. In addition to successful on-going projects – such as improving helicopter availability, air transport, third party logistics support and airworthiness – more P&S opportunities exist in areas like satellite communications, medical support and naval logistics. In many cases, P&S also offers opportunities for civil-military dual-use. Following its December 2010 conclusions, the European Council (EC) reiterates the need to turn the financial crisis and its impact on national defence budgets into an opportunity for greater cooperation in the area of capability development. The EC calls for a structured and long-term approach to P&S, based on a high level of ambition, in a wide array of capability areas, and leading to concrete results. While shorter-term quick-win initiatives can have a useful stimulating effect, the EC encourages Member States to apply P&S on a systematic and sustainable basis, promoting multinational – including regional - cooperation, as a key method to preserve and develop military capabilities in Europe for sustaining and enhancing Common Security and Defence Policy (CSDP).

- European initiative for the exchange of young military officers (Military Erasmus). In the second half on 2008, the EC approved an initiative aimed at increasing the number of international exchanges during the initial academic and professional training of young officers. Since the start of this initiative, progress has been made in various aspects, including the conduct of CSDP modules (already done in Portugal and Spain) based on the standard curriculum developed by European Security and Defence College (ESDC).

With the cooperation of the Faculty of Law and Political Science of the University of Liège, a detailed stocktaking has been finalized which will allow the interested institutes to easily identify partners with whom exchanges will be organized. A framework arrangement has been made which should also facilitate the establishment of exchange programmes for the interested national institutes. Meanwhile, several other common curricula have been put at the Member States’ disposal, and these courses started in 2010. Thanks to the Bulgarian Military University, a dedicated forum for the exchange of information both between cadets and between the members of the Implementation Group has been set up.

e. Multinational Doctrine & Training Centers

- Centres of Excellence (CoEs)⁷: CoE are nationally or multi-nationally funded institutions that train and educate leaders and specialists from NATO

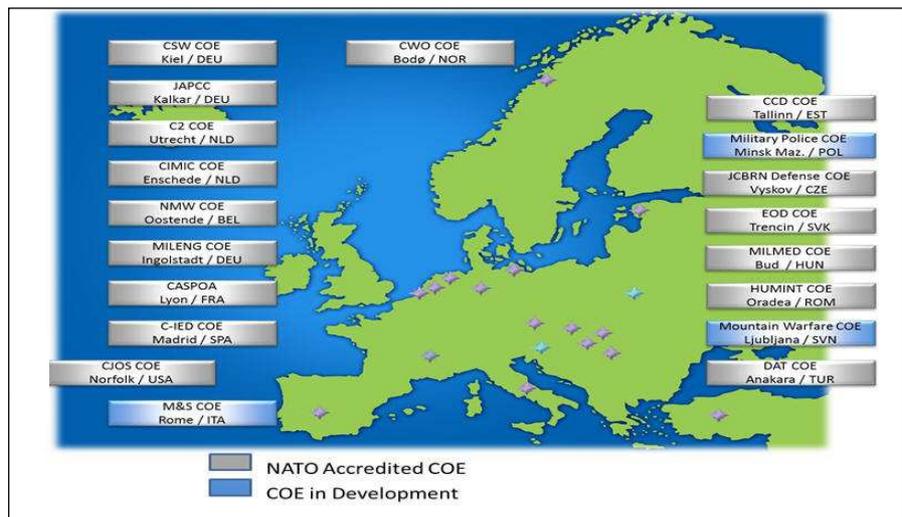


Figure 2 – NATO Centres of Excellence

⁷ Not all the CoEs are Land Centric Centers

member and partner countries, assist in doctrine development, identify lessons learned, improve interoperability and capabilities, and test and validate concepts through experimentation. They offer recognized expertise and experience that is of benefit to the Alliance, and support the transformation of NATO, while avoiding the duplication of assets, resources and capabilities already present within the NATO command structure.

They distribute their in-depth knowledge through training, conferences, seminars, concepts, doctrine, lessons learned and papers. In addition to giving NATO and partner country leaders and units the opportunity to augment their education and training, CoE also help the Alliance to expand interoperability, increase capabilities, aid in the development of doctrine and standards, conduct analyses, evaluate lessons-learned and experiments in order to test and verify concepts. They are nationally or multi-nationally funded and are part of a supporting network, encouraging internal and external information exchange to the benefit of the Alliance. Currently, there are 19 CoE: 16 with NATO accreditation, plus three additional CoE that are in the development stages. The working language of CoE is generally English.

4. OPTIONS TO ENHANCE INTERNATIONAL COOPERATION

a. External Drivers.

One driver common to all Finabel land forces is finance. Budgetary constraints are common to all countries. Clearly, any activity conducted will be subject to intense financial scrutiny. On the one hand, increased cooperation can offer the possibility of making savings, and this might increase attractiveness to Member States. On the other hand, the activity outside national business is often the first to be cut. Moreover, it should be considered that many Armies are reducing in size. This means that certain activities - or the staff that support and conduct them - are being reduced. This may mean that, in future, commitment to, or cooperation for, Finabel activity may be reduced or threatened. Any activity that renders Finabel more efficient or effective is to be welcomed.

b. A new Finabel mission?

As stated in Finabel mission (see par. 1), in theory, interoperability is being addressed, on a conceptual level. It is logical to assume that achieving interoperability will require a degree of physical change and testing. This is clearly where the mandate for Finabel falls short. However, given the standardization agreements throughout NATO, there is an argument that says pursuing enhanced interoperability among Finabel nations may represent unnecessary duplication.

If things are to be taken further, then the charter has to be redrafted and required also an increased 'buy-in' on the part of member nations. Under current circumstances, the above seems unlikely to happen.

For the purpose of this study, Finabel mission statement does not need to be changed. Enhanced cooperation can be delivered without changing the nature of Finabel's prime drivers. Also it has been assessed that the structure of Finabel might need minor adjustments. It is possible that, in the event that it should be decided that certain capabilities are required, there may be a need to enhance or increase the number of WGs. For example, it should be decided that experimentation is an important activity, then there could be a requirement to create a new SWG dedicated to this. The reduction of the SWGs from seven to four was an appropriate decision at the time, also taking into consideration the possibility of using Expert Task Groups ('*ad hoc*' WG). However,

Finabel must pursue a process of constant self re-examination, in order to decide if it needs to change or adapt as a result of changing global European circumstances.

c. Options within Finabel organisation

(1) *Enhancing trust and harmonisation*

SWGs currently meet twice a year. Increasing the frequency of meetings is one way to build and increase trust and harmonization among Finabel members, however, there are other unused opportunities to increase it. Given the advances in technology, it should be possible to collaborate more effectively than ever before. In the 21st century we should use tools and applications that help reduce the gap and, consequently, the costs to conduct an activity or study. For example, it would be possible, simply and at low cost, to hold a Video Conference (VTC) either using commercially available systems (Skype, iChat), or using military VTC facilities.

For example this technical instrument could be used by PME during their meetings, permitting an increased number of participants with very low additional costs. The PME Committee could be briefed on video conference by the WG Chairmen in order to have a clear updated situation about the development of the on-going studies. Thus, if necessary, the PMEs could give adjustments or guidelines to better address the WG activities achieving the COS objectives.

Moreover, in order to increase trust and harmonization, an option worth being considered is the implementation of the 'Knowledge Base' tool, already existing in Finabel web site, including a link to a database which should contain all proposals and recommendations that have been applied by the land forces of FM, as well as procedures that are being evaluated by national Army staffs, or that have not been implemented because of national caveats and different doctrine.

This database should not be seen as an investigation or interference in decision-making process of member countries, but rather, following the spirit of the Finabel initiative, as a systematic search of consensus. This option could be considered very advantageous in terms of cost-effectiveness but it could also take a long time to be realized considering the large number of Finabel studies produced.

(2) *How to increase cooperation with other organisations.*

As experienced, the use of guest speakers during biannual and COS/PME/ETG meetings, is not only informative but creates linkages between organizations. Furthermore, it might be possible to arrange visits to such organisations, depending on relevant geographic locations. This is something that should become part of the programme for each meeting. Further consideration should be given to open up the membership of the WGs to such organisations. This might usefully broaden the scope, but would need to focus on the land centric nature of Finabel.

Moreover the relationship with key players must be encouraged, for example with the Head of planning directorate (with EU staff) and with the Head of bi/multilateral cooperation directorate (with EU/NATO staffs).

With regards to particular organizations, it would be useful to recognize the comprehensive approach, looking at Non-Governmental Organisations (NGO), Official Governmental Agencies (OGAs) and similar. Also in short-term perspective, it is evident that the balance of many of our operations has swung in favour of building policing/internal security capability and thus, an organisation offering such a capability deserves consideration.

(3) Increase visibility.

In an age where technology enables relatively low-cost internet access even in remote areas, to receive mails or video calls, the greater exploitation of the potential offered by computer tools appears to be a safe cost-effective option enabling:

- to increase the visibility of the Finabel Committee;
- to establish fruitful contacts in a spirit of openness and mutual understanding (for example the new Finabel newsletter);
- to increase the exchange of information about studies and doctrine;
- to encourage the on-going enlargement;
- to extend the knowledge of the committee to non-experts.

Currently the absence of a link to the homepage Finabel in most official websites of the Member States' land forces is noteworthy. While Finabel web site provides links to all the other multinational organisations, this does not apply the other way round. As a result, the visibility of the Finabel committee and widespread knowledge among the members of land forces is reduced. The impression is that the topics covered by Finabel are part of professional culture for a few insiders. It is probably a strong statement, but it could be closer to reality and Finabel should give this due consideration.

For the reasons outlined above, a link should be created to finabel.org on the web page or within all official websites of the Ministries of Defense and the Land Forces of all Finabel member countries. The link to finabel.org may also be introduced in EU/ EUMS / EDA / Eurocorps / NATO official sites.

Nations should improve visibility of Finabel by disseminating Finabel outputs to the Academies, Staff Colleges, Doctrine Centres and be a promoter of Finabel organisation.

(4) Development of Lessons Learned (LLs) System.

LLs system is a vital tool in improving performance and increasing capabilities of any Army and, of course, also for the Finabel organisation LLs are important to develop common doctrine and studies.

The European Union has already started to develop its own LLs capability under the project called ELPRO⁸. In the future, according to EU vision, the process will be further developed as will civilian/military intelligence cooperation at both the strategic and operational levels, expanding the network where possible to include other partners.

As noted, Finabel does not have a network for sharing classified information and a possible implementation of the net would require certainly a high cost. For this reason, at the moment, a permanent link with the database of the EU is assessed as not feasible.

Furthermore, in order to avoid duplication, it is considered not to be necessary to carry out a LLs process among the Finabel Committee, also taking into account the limited results achieved by the Finabel CBRN LLs website, which has already been developed inside the Finabel organisation, according to the conclusions of study G.28.R.⁹. However, this website is no longer active, mainly because most of the LLs regarding the specific matter are classified. Furthermore the LLs process has to be

⁸ ELPRO: EU Military Lessons Learned Process

⁹ CBRN - EOD risk management tool for the incident commander within the EUBG operation.

finalized through an implementation process, which cannot be provided by Finabel Committee.

As possible way ahead, in order to improve the definition of common doctrine and studies taking into account the relevant role of LLs, the Finabel organisation could use the outputs of the LLs process that is already developed among some of FM land forces.

(5) *Finabel as a 'Think Tank' of the European Land Forces.*

To foster a better cooperation within the Finabel Land Forces and the EU, the Finabel Committee should be deeper involved in the CSDP/European environment. The long term vision could be subsequently to recognize Finabel as a European forum dedicated to the land doctrine, offering a specific expertise in different matters.

In this regard the EU institutions offer the following options:

- being recognized as a Reinforced Cooperation;
- being recognized as a Permanent Structured Cooperation;
- being created as a EU agency;
- being recognized as a EU Think Tank.

For different reasons (principally related to legal/financial or political/institutional aspects), Finabel cannot be one of the first three possibilities.

Concerning the 'EU Think Tank' option: nine criteria have to be fulfilled to be considered as a Think Tank of EU organisation. The criteria are the following:

- the organisation is permanent;
- the organisation elaborates solutions for public policy;
- the organisation has a specific personnel dedicated to research;
- the organisation issues original products, for analysing, advising, etc.;
- the results of the organisation are published and in particular via a dedicated Internet website;
- the Think Tank does not fulfil governmental mission;
- the Think Tank is independent and is not linked with specific interest;
- the Think Tank does not deliver any diplomas;
- the Think Tank aims at working for the general interest.

The Finabel organisation meets most of them. To become a Think Tank, there is no specific process to follow, but the organisation has to be recognized as a valuable forum, thanks to the products delivered (visibility, confidence, and liability).

In the past, Finabel has developed relations with EDA and EUMS, which, as already mentioned, have the status of consultative observers¹⁰ inside Finabel. Nevertheless, it has to be emphasized that often these organisations develop studies (for instance on the EU Battle Group) which have already been developed within Finabel. From a certain point of view, this could be seen as a duplication of effort and not as a prudent management of resources. Probably, the participating nations to the different EU working meetings are not aware of the important role played by Finabel to develop an interoperable doctrine, nor of the large amount of studies regarding land forces produced by FM since 1953.

In conclusion, it could be assessed that the Finabel forum has a concrete possibility to be considered as a EU Think Tank. To turn this possibility into reality some actions should be pursued by FM.

¹⁰ COS decision 2008

Thus, to be recognized as a EU Think Tank, first of all the Finabel organisation should participate in the studies conducted by European organisations, and then be involved in the development of the CSDP doctrine.

Moreover, a specific role has to be played on the one hand by the Permanent Secretariat (increasing daily relations with EU/NATO representatives), and on the other hand by the national representatives employed in the EU, who should promote the Finabel Committee, encouraging the use of Finabel for developing studies, present Finabel to the future members of the EUMS, EDA, other EU or NATO organisations.

c. Options between Members facilitated by Finabel

(1) *Collective training/Exercises.*

If it is likely that Finabel countries are going to operate together, then it makes good sense to train together. However, given the various missions that Member States are currently employed on, there is little likelihood of such activities being resourced. As we shift to virtual and synthetic training environments, this collaboration becomes more likely. Until then it is probable that the costs outweigh tangible benefits.

Moreover it must be considered that a CAX or CPX could also be one way of validating a study (doctrine at present, also concepts in the future). As the training environment becomes more synthetic, it is likely that it will be possible to experiment and evaluate concepts with little cost or real world impact. In theory, it would be possible to conduct such activity without leaving our respective nations, realizing a so called 'battle labs federation'. But, as previously analysed for other topics, even in this area there are initiatives by other agencies. In particular, EDA is the leader as regards such opportunities, in particular concerning the 'experimentation capability'. So, also regarding this argument, duplicating the efforts in order to create a Finabel collective training capability/experimentation is assessed as not feasible.

(2) *Education / Individual Training*

As already mentioned before, an example of European military educational programme is the so-called military Erasmus. Modelled on the civilian Erasmus programme, the military Erasmus aims to encourage European officers to share a common strategic culture from the very early stages of their careers. The young officers exchange scheme is presented as an opportunity but until now, in the majority of cases, such reciprocal training arrangements either have been unrecognised or have been considered as additional to strictly national curricula. As with the civilian Erasmus programme, exchanges of officers between European military Academies should be fully recognised and integrated into national training curricula. In this field, the Finabel Committee could be a promoter to reduce the 'distances' between its members, in order to reach a common education.

Moreover in order to increase Finabel visibility, it could be proposed to include in the curricula developed under the Erasmus project, conferences conducted by Finabel representatives to explain to young officers the tasks, structure and activities of the Committee. The possibility to include such lecture in the courses conducted by the European Security and Defence College (ESDC) should also be considered.

The Finabel report M.11.R¹¹ (reference a. and b.) aimed to identify the possible types of cooperation between the Finabel countries in the field of instruction and training,

¹¹ M.11.R 'Through the pragmatic further development of the provisional results from study M.11.R, concretely identify the possible types of cooperation (including those already existing and which could be developed) between

and could be another important matter to explore. It could be interesting to have an update of the document in order to share training opportunities and to improve the cooperation and interoperability among FM. This study could be conducted by a specific WG after COS decision. This summary of training activities could be part of the 'Knowledge base' web page and should be regularly updated under the Permanent Secretariat supervision.

(3) *Pooling and Sharing (P&S).*

P&S is at the moment one of the most important initiatives focusing on increasing cooperation in order to decrease costs. Finabel can support it acting as a facilitator between FM states, providing data on the capabilities that can be shared.

Another possible kind of sharing that could also be considered by Finabel are the different and complementary skills offered by CoE accredited by NATO or purely national.

This is an area where studies could be enhanced. For example, the use of existing CoE to support the development of specific studies makes sense. However, linkages would need to be made via the national representatives and would be dependant upon such schools or CoE being available to conduct such work. Although we cannot think of spending additional resources in CoE or of counting upon their availability, it is important to recognize the validity of studies and training conducted by experts in specific areas that are framed in such centres. Finabel could reinforce liaisons with CoE led by Finabel countries, in order to exchange ideas and 'food for thoughts' about specific matters.

This option could be considered as feasible and really cost-effective in the near future. Even though the Ghent-Initiative has an opposition the real benefit of this has to be determined.

5. PROPOSALS AND RECOMMENDATIONS.

As repeatedly pointed out during the development of this study, Finabel has already reached an excellent level of cooperation among member countries. In a period of severe economic crisis affecting many of FMs, it is necessary to explore the role that Finabel can play as an organisation for increasing this cooperation.

a. Proposals.

The SWG FDE 2.R. identified the following proposals:

- to promote Finabel as a 'Think Tank' of the European Land Forces. This could be the most important proposal for the future development of Finabel – EU relationship. A strong effort must be done by every FM and also by the Permanent Secretariat in order to turn it into reality, if this will be the decision of COS. At least elements of Finabel should be identified as a 'Finabel internal strategic think tank';
- in order to have a complete and updated view of what is currently running, what is missing and where are redundancies, a general overview of all bilateral/multinational initiatives that already exist among the 16 Finabel Land Forces could be established. The aim of this mapping could be:
 - to define if it is necessary to add new areas of cooperation or if the already existing initiatives are efficient enough;

- to define if the doctrine adopted by every bilateral/multinational initiative is developed according to Finabel doctrine. This could be considered a sort of Measures of Effectiveness (MOEs) of Finabel work/outputs. The intention is to measure the results achieved in the overall mission of Finabel Committee.
- to define what can be promoted, supported, resulting of Finabel initiative; in order to help the COS in further decisions.
- to identify available opportunities in P&S among Finabel countries;
- to update the list of possible types of cooperation between the FM in the field of instruction and training.

b. Recommendations.

The following recommendations are the result of the analysis conducted in this study:

- to use the Finabel forum (as a meeting opportunity of 16 COS) to enhance cooperation with these initiatives/activities. The feedback that these initiatives/activities send to Finabel, as well as the relationship between Finabel and every bilateral/multinational activity, should also be considered, in order to set up a contribution to the doctrine production and improvement;
- Nations must encourage the use of the Finabel website in order to increase the employment of this tool, discovering what is available in the website and what has to be improved;
- to verify the interest of Finabel members to launch new types of cooperation (even if not directly linked with the Finabel objectives, as depicted in the Finabel Charter) could be also relevant for further COS decisions. Furthermore, the Educational Finabel committee could be a promoter and a facilitator of the Erasmus educational process;
- to update the Finabel report M.11.R (also Annex);
- to identify available opportunities in P&S;
- to develop relationships with EU/NATO key players;
- to create a database (also available online on finabel.eu website) containing all proposals and recommendations applied by the land forces of FM, as well as procedures that are being evaluated by the staff, or that have not been implemented because of national caveats and different doctrine;
- to increase the use of technology, with particular reference to the Internet (VTC, links on web sites).

These recommendations could be summed in the following action plan:

Area	Target	Responsible	Dedicated means	Expected results	Deadline
Improve visibility					
Establish web links		Perm Sec	Website		Permanent
Promote Finabel	Academy	FM Perm Sec		Conference Lecture	Asap
	ESDC Trainees Officers	Perm Sec Lead Nation?		Lecture Specific courses	Asap
	Officers	Nation Perm Sec	Studies Website	Dissemination of studies at all level	Asap
Information sharing					
Mapping implementation of F. studies & Training	Finabel members	Nations	National documents	Finabel Website Knowledge base	Permanent

opportunities					
Area	Target	Responsible	Dedicated means	Expected results	Deadline
Mapping of initiatives	Finabel COS	A specific ETG		Study Finabel Database	2012 (TBC)
Key leader meetings	Head of Planning Directorate EDA/EUMS	Specific meetings			
Finabel as Forum for EU	EU	Nations Mil Rep	Lecture Studies	Studies Website Meetings	