



Die  
Bundesregierung



Rzeczpospolita Polska

Her Excellency  
Ms. Federica MOGHERINI  
High Representative of the Union  
for Foreign Affairs and Security Policy  
Council of the European Union

Paris/Berlin /Warsaw, 30 March 2015

Dear High Representative,

As today's global security environment calls for a stronger Europe, the Common Security and Defence Policy (CSDP) needs to be further strengthened, for it lies at the heart of EU's foreign policy. We warmly welcome your determination to reinforce this crucial dimension of the EU's external action. Our countries will support your efforts to make European security and defence more ambitious, credible, and concrete.

In December 2013, the European Council declared that "defence matters" and approved a list of tasks to revitalize CSDP. Since 2013, good progress has been made, e.g. with the adoption of the EU Maritime Security Strategy, a revised EU Sahel Strategy, the EU Cyber Defence Policy Framework, the Policy Framework for Systematic and Long-term Defence Cooperation and the Council conclusions on the EU's Comprehensive Approach. In addition, four more CSDP missions and operations have been launched, in the Central African Republic, Mali, and Ukraine. First steps have also been taken on defence capabilities development projects within the framework of the European Defence Agency (EDA).

On 25 and 26 June 2015, the European Council will assess the progress made since December 2013 and provide further guidance. It will provide an opportunity to re-confirm the determination of Member States to strengthen each of the three clusters of CSDP identified since 2012 (increasing the effectiveness, visibility and impact of CSDP; enhancing the development of capabilities; strengthening Europe's defence industry), in accordance with their commitments reflected in the conclusions of the European Council of December 2013.

Today, the EU finds itself surrounded by a ring of insecurity with crises both East and South of its frontiers. Russia's actions to destabilize Ukraine and the illegal annexation of Crimea pose a direct challenge to European security, based on such fundamental principles as the sovereignty of states and integrity of borders. At the same time, Europe's security is affected by the on-going war in Iraq and in Syria as well as the rise of *Daech* in the Middle-East, an increasingly unstable North Africa, with Libya being the most worrying development, the activities of terrorist armed groups in the Sahel-Sahara region and in the region of Northern Nigeria, as well as the continued challenges in Central and Eastern Africa, and in Afghanistan. These developments reinforce the need for a stronger and more efficient CSDP, capable of contributing to our own security and of shaping security outside our borders. Ensuring peace and stability in our neighbourhood is intertwined with our internal security and the safety of our citizens, which are today dramatically challenged, as was demonstrated by the recent terrorist attacks in Paris, Copenhagen and Tunis.

Our commitment to European security requires a new coherence of EU and Member States' interests, policy, and action, as our strategic priorities have evolved beyond our traditional areas of concern. Your analysis of the EU's strategic environment and resulting challenges and opportunities for the Union ahead of the June European Council is much needed and will be important for guiding the development of CSDP. This report should take into account the recent changes of our security environment. We are ready to contribute with our ideas to this process, which could also benefit from the input of European think tanks. It should pave the way, under your leadership, to the elaboration of a new foreign and security policy strategy for the EU, highlighting CSDP's central role.

France, Germany, and Poland would also like to recall the need for more efficient and stronger European crisis management structures, as part of the EEAS review.

NATO has recognized, at the Wales Summit, the importance of increasing the readiness and the responsiveness of the Alliance and of a stronger and more capable European defence. Whilst ensuring transatlantic coherence and solidarity, we will have to reinforce the readiness of European Member States' military capabilities, enhance European capacity to act as a first responder, and make the EU a more credible security provider. As CSDP relies on adequate budgets, European investment in security and defence must be increased, pooling and sharing arrangements intensified and related capability programmes further developed.

In preparation of the June 2015 European Council, France, Germany, and Poland would like to present common ideas to be further elaborated in the next months with the aim of strengthening CSDP. You will find attached some of our views and proposals under each cluster of the conclusions adopted by the European Council in December 2013. We consider all three clusters to be equally important and interrelated.

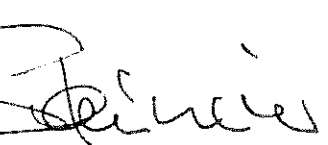
France, Germany, and Poland are determined to support substantial conclusions in June, in order to help further develop CSDP as an essential element of the EU's comprehensive approach to security challenges and pursue the process that the December 2013 European Council has initiated, guided by ambitious yet realistic goals for the way forward.

We provide copies of this letter to our colleagues.

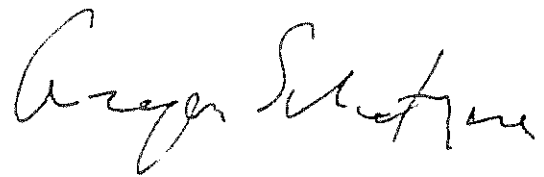
Yours sincerely,



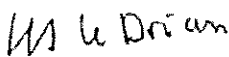
Laurent Fabius  
Ministre des Affaires étrangères  
et du Développement international



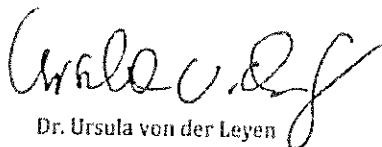
Dr. Frank-Walter Steinmeier  
Bundesminister des Auswärtigen



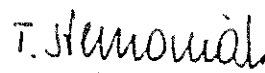
Grzegorz Schetyna  
Minister Spraw Zagranicznych



Jean-Yves Le Drian  
Ministre de la Défense



Dr. Ursula von der Leyen  
Bundesministerin der Verteidigung



Tomasz Siemoniak  
Minister Obrony Narodowej

In view of the preparations of the European Council on Security and Defence in June 2015, France, Germany, and Poland put forward the following proposals:

**Cluster 1: Increasing the effectiveness, visibility and impact of CSDP**

- **Elaborating a new European foreign and security policy strategy**

Our commitment to European security requires a new strategic coherence that the 2003 European Security Strategy (ESS) is not able to provide any longer. The strategic and institutional environment has profoundly changed since the ESS adoption in 2003. Based on your forthcoming analysis, we propose to elaborate a new European foreign and security policy strategy, developed under your leadership, in close consultation with the Member States, and to be adopted or endorsed by the European Council within a year.

A new strategy should be visionary, operational, and realistic. It should identify and describe EU interests, objectives to be achieved, existing and evolving threats and challenges, and the EU instruments and means to tackle them, based on the EU's Comprehensive Approach. It should also highlight CSDP's central role in this framework. As a credible security provider we have to define our level of ambition and match it with adequate European resources.

- **Continuing to build an effective European External Action Service**

We strongly support the statement you made before the European Parliament on streamlining and re-organizing the EEAS in order to enable it to better detect and respond to crises. We are ready to support your initiatives regarding reforms for a more efficient EEAS, including more efficient crisis management structures. More efficiency, functionality, political coherence and comprehensiveness should be the guiding principles. The planning and conduct of CSDP missions and operations are still an area where progress is needed. To that end, effective civilian-military structures to plan and conduct missions and operations within a framework yet to be defined should remain a mid-term objective. Civilian CSDP management should become more efficient. We ask for a swift set-up of the Mission Support Platform.

- **Making full use of the EU military rapid reaction tools**

An efficient security and defence policy relies on the implementation of effective and robust tools. Strategic foresight should allow us to detect threats, but also to address them effectively in time. In this regard, the European Council should reiterate the need to tackle force generation shortfalls identified in CSDP missions and operations.

We also reaffirm that the EU Battlegroups (EUBGs) remain the EU's primary military rapid reaction tool. In order to make best use of this valuable capability, we propose, whilst keeping enough flexibility, that the EUBGs should routinely be taken into consideration during the initial phase of the planning process as the option of choice for the initial entry operation phase in crisis situations requiring prompt action. To encourage the use of these units, permanent common financing of the deployment into theatre, in accordance with the ATHENA mechanism, should be guaranteed. In line with the EU Battlegroup concept, future

EUBGs should be trained, designed and certified to fulfil the tasks related to initial entry operations, considering this as their core capability.

France, Germany, and Poland will, from mid-2015 to the end of 2016, successively assume the lead-nation role for EUBGs. We will ensure their readiness for deployment to theatre as initial entry force if the situation so requires and the Council so decides. We have collectively invested in this concept and therefore we must make it fit for purpose and usable in order to be able to rapidly and effectively react to crises. EUBG exercises, also conducted, when appropriate, together with partners, could contribute to this goal.

In order to improve further our interoperability, a more coherent approach to the EUBGs and other rapid reaction instruments (such as renewed NRF) should be considered.

- **Implementing the “Train and Equip” initiative**

The European Council conclusions of December 2013 and the subsequent work presented by the EEAS and the Commission show that efforts in the field of training, assistance, advising, and mentoring for partner countries and regional organizations require support in terms of capability development and equipment. This support is to be organised more systematically and jointly by the European Union, Member States and relevant partners, within the framework of the “Train and Equip” and “Enable & Enhance” initiatives, to serve our partners.

The Council has decided that Mali, Somalia and the African Peace and Security Architecture (APSA) should become the first pilot cases to implement the “Train and Equip” initiative, based on a new approach for complementary material support and training. Further support to the APSA was a strong commitment taken by the EU-Africa summit in April 2014.

The implementation of the “Train and Equip” initiative will require decisions on funding, including through EU owned or managed financial instruments. It also requires even closer coordination and cooperation between the Commission, the EEAS and Member States.

Based on the forthcoming Joint Communication, the European Council next June should endorse a workable policy framework on “Train and Equip”, applicable to all relevant EU partners, including on legal, export control and funding issues and options in a short- and mid-term perspective, as well as first implementation cases to be started soon after. A list of possible projects, highlighting the synergies between the various EU support efforts, should be presented to Ministers at the latest for the Foreign Affairs Council in May 2015.

- **Renewing cooperation with CSDP partners**

A comprehensive and long-term EU approach must acknowledge that cooperation with partners is of utmost importance to promote security in the EU’s neighbourhood. This cooperation includes institutional partners such as NATO, the United Nations, the OSCE and the African Union. France, Germany, and Poland welcome the relevant outcomes of NATO’s Wales Summit in September 2014 and EU-NATO cooperation in recent crises, and call for further political and practical enhancement of the EU-NATO partnership. In particular, we

call for further complementarity and coherence between EU and NATO capability planning processes.

Renewed OSCE and CSDP emphasis on the Eastern neighbourhood makes a significant contribution to the stabilization of this region as well as to European security. We recall as well the ongoing ENP review which aims at closer integration of ENP and CFSP and CSDP activities. In view of the June 2015 European Council, options and ideas should be submitted to the Heads of State and Government on a new approach towards our partnerships with the Southern and Eastern neighbourhood.

This cooperation should not only stimulate long-term security and defence cooperation with our partners, but also encourage and facilitate partners' further participation in CSDP missions and operations, which should be valued as an essential input. Meetings at the ministerial level with our partners signatories of CSDP Cooperation Framework Agreements and participating in EU operations and missions should be considered.

- **Implementing integrated border management in the Sahel-Sahara region**

Integrated border management is an important EU tool aimed at strengthening partners' capacity and capability in the field of border security.

The continued security threats due to trafficking of human beings, weapons and drugs and cross-border movement of terrorist groups call for concrete projects aimed at strengthening the long-term capability of the security forces of countries in the Sahel-Sahara region and at enhancing their cross-border cooperation. Based on the tasking by the European Council in December 2013, the June 2015 European Council should endorse recommendations, including a possible contribution of the existing civilian CSDP missions EUCAP Sahel Mali and EUCAP Sahel Niger with regard to border control, as part of the EU Action Plan implementing the EU Strategy for Security and Development in the Sahel.

- **Taking initiatives in accordance with the new EU Maritime Security Strategy (EUMSS)**

We welcome the adoption of the EUMSS and the related Action Plan, which shall secure the maritime security interests of the EU and its Member States. We would support ongoing and planned initiatives taken by EU Member States and institutions in all areas of the EUMSS, also with a view to supporting ongoing regional EU policies, thereby underlining its global approach and its underlying core principles.

<b>Cluster 2: Increasing the development of military capabilities</b>
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- **Pursuing and implementing concrete capability programmes**

A strategic vision for CSDP must be underpinned by a significant investment in future capabilities. European capability shortfalls have been identified within the Progress Catalogue 2014. EDA will support Member States with planning and delivery of these capabilities in accordance with the Capability Development Plan (CDP). Coherence and cooperation between the EU and NATO in the field of capability development remain crucial.

To that end and to close identified gaps, the development of four key capabilities (Remotely Piloted Aircraft Systems, Air-to-Air Refuelling, Satellite Communication - GOVSATCOM - and Cyber) must be further pursued with EDA's support. France, Germany, and Poland will strive for significant progress to be made on each of these projects.

In order to offer perspectives for new programmes, the EDA must continue to develop incentive mechanisms that will make cooperation more attractive and systematic. The June European Council could mandate you, also acting as the VP to coordinate joint work between the EDA and the Commission in order to present Member States with concrete proposals within the existing legal framework.

- **Strengthening EDA's role and focus**

The EDA plays a crucial role in catalysing capability programmes and cooperation. In order to further strengthen its action, a strong involvement of the HR/VP as Head of the Agency is needed in order to enhance inter-institutional work on key capabilities and projects including Single European Sky (SES). The EDA should also continue to concentrate its efforts on a limited number of selected critical priorities, and improve further cooperation with and among Member States.

<b>Cluster 3: Strengthening Europe's defence industry</b>
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- **Raising the performance and competitiveness of the European Defence Technological and Industrial Base (EDTIB)**

A particular effort has to be made in the field of research and technology, one of the key areas to enhance the European Union's and its Member States' long term strategic autonomy, and to strengthen the performance, sustainability, and competitiveness of the existing EDTIB across the EU.

- **Supporting the Preparatory Action and further CSDP-related research programmes**

We emphasize our strong support for the Preparatory Action, but also for the implementation of a CSDP-related research programme in the EU's next financial perspective (2021-2027). This CSDP-related defence oriented research shall be developed in close consultation with Member States and complementary to national research programmes for which Member States need to maintain their funding efforts. We highlight the importance of target dates for the Pilot Project, to be implemented by the EDA in 2015 and 2016, as well as for the Preparatory Action, which shall be conducted in 2017-2019.

We are committed to contribute, in close cooperation with the EDA and the Commission, to defining the objectives of this Preparatory Action and the future programme, and capability-driven research projects. CSDP's most urgent capability shortfalls should be addressed, as well as innovative research topics supporting the long term sustainability and competitiveness of the EDTIB, CSDP missions and operations, and security of supply and technology transfers within the EU. Such research must also take into account the specificities of defence Research & Development (R&D). We look forward to determining, as soon as possible, in

close consultation with Member States, the Commission and the EDA, the governance-structure and modalities of the Preparatory Action. The European Council in June could give political and strategic guidance for its implementation.

- **Fostering better programmatic and industrial cooperation in Europe**

Besides R&D, the future of the EDTIB relies on new cooperative projects. In times of constrained budgets, stronger European cooperation for capability development remains vital and must be incentivized.

France, Germany, and Poland emphasize the importance of more effective cooperation, e.g. through better identification and harmonization of common military needs and by encouraging more efficient industrial partnerships amongst the European industry.

In the perspective of the reports to be submitted by the Commission in 2016, we also highlight the importance of ensuring the effective implementation of the directives related to procurement in the fields of defence and security and to transfers of defence-related products, bearing in mind that EU regulation must respect the specificities of the defence market, in order not to hamper cooperation between Member States, notably “pooling and sharing” initiatives.

Finally, we stress the importance of ensuring access of small and medium size enterprises (SMEs) to European defence markets, for example as part of the supply chain to system providers, based on SMEs competitiveness and their capacity for innovation.

- **Taking into account environmental issues in the development of European defence**

Climate change is an urgent and growing threat to our security. In addition, efforts to promote energy efficiency in Member States’ armed forces and EU crisis management operation should be further strengthened. In this context, “green defence” is crucial and we wish that environmental issues are better taken into account in the development of European defence, in line with the Council conclusions of November 2013 and with a view to the Conference of the Parties to the UNFCCC which will take place in Paris in December 2015./.