



Hungarian Presidency 2013-2014 of the
VISEGRAD GROUP

Framework for an Enhanced Visegrád Defence Planning Cooperation

Visegrád, March 14th 2014

The states of the Visegrád group need to spend more efficiently on defence. The reason is that the unfavourable economic environment has constrained our ability to develop our national military capabilities. Furthermore, there is an increased demand for certain capabilities, many of which are uneconomical to be developed nationally for small and medium-sized states. Therefore, the Visegrád states must continue to explore areas where capabilities can be pooled, sustained or developed together, or procurement can be conducted jointly when mutually beneficial, in order to better exploit the limited funds.

The Heads of Governments of the Visegrád states recognized this challenge and saw opportunity in the V4 cooperation arrangements and tasked their Ministers of Defence to explore the possibility to create a framework for an enhanced defence planning cooperation in the V4 in order to identify new promising areas of defence cooperation among the countries. (*Budapest Joint Statement of the Visegrád Group Heads of Government on Strengthening the V4 Security and Defence Cooperation, October 2013*)

The cooperation among the Visegrád states in the field of defence planning is not without precedent. The first significant step in the process was the introduction of the regular meetings of the V4 Armament Directors. In February 2013, the four countries have shared their existing defence and procurement plans with each other. Furthermore, the Czech Republic initiated bilateral talks with each of the Visegrád states in order to identify areas of cooperation in the field of capability development. In the fall of 2013, the V4 countries participated in each other's bilateral consultations with NATO in order to enhance the mutual understanding of their defence plans.

In accordance with the tasking of the Heads of Governments, this process should be advanced by the launch of a systematic defence planning program in order to achieve our goals. This document will specify the details of this cooperation.

The Principles of the V4 Defence Planning Cooperation

With the ultimate goal of spending our resources better and develop our military capabilities, it is crucial to find common areas of capability development and capacity-sharing. In order to maximize the utility of this cooperation, those areas need to be identified, where cooperation serves national development priorities and fill regional capability gaps, in line with the EU and NATO capability development priorities and building on the experiences of the V4 EU Battlegroup preparation. Resulting capability development projects could fundamentally encompass three types of practical solutions: pooling and sharing of assets, the joint procurement of equipment and research and development.

We must always keep in focus the long-term vision, and the purpose of the V4 Defence Cooperation: training and exercises, capability development, and at the end of the spectrum the establishment of multinational forces. It is therefore crucial for our defence planning cooperation to be mutually reinforcing with the meetings of the V4 armament directors, the training directors and be fully in line with the aims of the former defence planner meetings.

Harmonization with the V4 armament cooperation would also contribute to the establishment of cooperation among the national defence industries and the reinvigoration of the defence and other national industries, as well.

During the planning phase of a national capability development project, by default, the Visegrád states should always examine first whether the projects are feasible and mutually advantageous to be carried out in the V4 framework. We are aware that this would require a significant change in our mind-set and our working process, but it is an important step to take for the success of our cooperation.

We hold it for great importance to allow the Visegrád states to engage in projects not only in quadrilateral formation, but also in bilateral and trilateral groupings. Furthermore, the inclusion of third parties should be allowed with the consent of the participating states. The ultimate goal is to initiate fruitful, sustainable multinational capability development projects.

Furthermore, the foundations of the cooperation should be built on the NATO Defence Planning Process, NDPP.

Supporting Elements

The success of the V4 defence planning cooperation requires certain structures to be in place in order to facilitate the identification and implementation of capability development areas and projects.

To ensure the most effective outcome to be obtained from these efforts, a V4 Planning Group (V4PG) should be established. The V4PG will be tasked to select the most promising areas of cooperation and ensure the reporting of the results to the State Secretaries/Defence Policy Directors (DPDs) and the channelling of the decisions into the respective national planning processes and NATO's defence planning. The V4PG will be responsible for preparing the decisions for the State Secretaries/DPDs from a planning perspective, whereas the political decision will be prepared by the V4 State Secretaries/DPDs. The State Secretaries/DPDs should always keep the issues of the defence planning cooperation on the agenda of their meetings.

The V4PG will comprise of the national planning and/or procurement experts led by the Defence Planning Director or the senior planning expert of the respective countries. The V4PG must maintain contact through a point of contact network and should meet as deemed necessary, preferably utilizing the margins of related NATO and EU events.

The defence planning cooperation can also be facilitated by the knowledge acquired from the participation in each other's bilateral meetings with NATO and an exchange of defence planners when mutually advantageous, decided on a case-by-case basis. The role and the standards of the participation in each other's bilateral meetings with NATO and the terms of the defence planner exchange are to be described in Annex C, which will be added to the document by the oral endorsement of the Ministers.

The work of the Planning Group should be supported and complemented by the activity of Working Teams (WT). The task of a WT is to develop the details and specification of the projects and inform the Planning Group. These WTs, staffed by subject matter experts, can take on structures that are best suited to provide solutions or options for the tasked projects (for example working groups or a network of points of contacts).

The detailed Terms of Reference concerning the supporting elements, their role and area of accountability is to be elaborated on in Annex B, which will be added to the document by the oral endorsement of the Ministers.

Procedural Base (Annex A)

A formal, structured approach to capability development will ensure that the work of the V4PG and the WTs will provide cohesive and well developed options. The procedural base can be found in Annex A.

Conclusion

The V4 Defence Planning cooperation is envisaged as a long-term process, but we foresee the cooperation to produce tangible results already in the short-term: we expect to launch the first defence planning process as outlined in Annex A and we also expect to identify a flagship project, which enjoys the necessary political support from all parties and can serve as a model for our future projects. A flagship project would offer a great opportunity to demonstrate to both the political leadership and to the allies that we have commonalities in our goals and we are willing to cooperate and actively seek common projects.

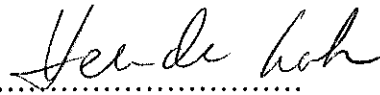
Although the current document will provide a solid basis for our capability development-oriented defence planning cooperation, it should remain a living document that can be broadened, or enhanced parallel to the development of the Visegrád defence cooperation.

We believe that there is a significant potential to developing, procuring and maintaining capabilities together in the Visegrád group, which is yet to be fully exploited. Through building on NDPP we can reinforce our commitment to transatlantic security and increase our contribution to European defence. We also believe that by utilizing this partnership for this end, we will not only enhance our weight and visibility, but also contribute more to the capabilities of Europe and NATO.



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Martin Stropnický



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Csaba Hende



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Tomasz Siemoniak



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Martin Glváč

Annex A

Procedural Base of the V4 Defence Planning Cooperation

V4 defence planning cooperation should be performed through four procedural steps.

1. Examination of the national defence and procurement plans, and the NATO capability targets by the V4 Planning Group.
2. Identification of mutually beneficial areas of cooperation and nations responsible for facilitating the projects.
3. Establishment of Working Teams to carry out the in-depth analysis of the cooperation areas.
4. Channelling planning input into the national defence or procurement plans and NDPP in order to launch the implementation of the projects.

1. Examination of Plans

As a point of departure, the V4 Planning Group (V4PG) has to examine respective NATO capability target packages and national defence and procurement plans if necessary, in order to identify the areas of possible cooperation. Additionally, the experiences of the V4 EU Battlegroup preparation process could also be utilized, and ad hoc, top-down initiatives from NATO and EU could also be included (such as Smart Defence flagship project proposals or the ones anticipated in the draft NATO document of “Menu of Choices”).

Based on these documents, a matrix will be compiled, in which all countries should record the most promising elements of their NATO capability targets and the national procurement and defence plans, together with the planned timing of implementation. The matrix can then prepare the members to conduct successful and substantial discussions at V4PG meetings.

2. Identification of areas of cooperation

We envision the regular meetings of the V4PG in order to give ample opportunity to identify the most promising and most beneficial areas of cooperation.

In this phase the objectives of capability development, their basic requirements, including timelines, will be identified in order to initially assess the feasibility of specific projects.

This process should run parallel with the regular political consultations and meetings of the Ministers of Defence, the V4 Senior Body and the Defence Policy Directors (DPDs) that would provide the necessary political oversight and impetus to the process, including the initial approval of the State Secretaries/DPDs on the proposed projects before preparing a feasibility study in the third phase.

3. Establishment of Working Teams and feasibility analysis

After the areas of cooperation have been selected, a facilitating nation for each project would take the lead for the coordination of the capability development area and reporting at the V4 State Secretary/DPD-meetings. However, the facilitating nation shall not bear responsibility for filling the gaps or shortfalls in the project they are enabling.

Under the direction of the facilitating nation, the established Working Team (WT) will develop the details and specification of the project and confirm project feasibility. It is the task of the WT to lay down the conceptual foundation of the project, prepare the feasibility study, and if the project is deemed executable create a roadmap. The WT is also responsible to advise the V4PG that a project is not feasible and the WT will then be disbanded by the State Secretaries/DPDs based on recommendation of the V4PG.

4. Channelling Planning Input into National Defence Planning Processes

WT recommended projects will then receive further consideration by the V4PG and it will prepare a report for decision by the State Secretaries/DPDs. Reporting to the State Secretaries/DPDs must be done by the V4PG. The State Secretaries/DPDs will also include whether a project shall be open to other, non-V4 participants, in which case the project should also be included in NATO's Smart Defence or the EU's Pooling and Sharing initiatives.

Following the political decision, the WT should begin drafting the necessary documentation of the project (e.g. Memorandum of Understanding). Simultaneously this information will be forwarded to the V4PG to channel the necessary information to their respective national defence planning processes.

ANNEX B

TERMS OF REFERENCE OF THE V4 PLANNING GROUP

I. PURPOSE

The V4 Planning Group (V4 PG) is an integrated defence planning body, in charge of the expert-level work in the field of V4 defence planning cooperation. The V4 PG explores the potential areas of cooperation with regard to capability development and provides recommendations to the V4 Senior Body of State Secretaries/Defence Policy Directors/Armament Directors on these areas. The V4 PG is also responsible for ensuring that the projects are reflected in the respective national planning processes and NATO's defence planning process and it assures that the projects are executed in a V4 format.

II. COMPOSITION

The V4 PG is an expert forum led by the defence planning chiefs, also including experts from force planning and armament planning and the chairpersons of the Working Teams for consultancy. The defence planning chief of the nation holding the presidency of the V4 acts as the chairperson of the V4 PG.

The V4 PG is supported by the Working Teams that are non-permanent structures established on a case-by-case basis, comprised of the defense planning experts and the subject matter experts of the project areas. The chairperson of the Working Team is a delegate from the facilitating nation of the assigned project.

The detailed Terms of Reference of the Working Teams will be added to the document **later, based on the practical experience from the cooperation**, by the oral endorsement of the Ministers.

III. MANDATE

1. The V4 PG operates under the authority of the V4 Senior Body of State Secretaries/Defence Policy Directors/Armament Directors.
2. The V4 PG oversees and gives guidance over the activity of the Working Teams.

3. The V4 PG is responsible for the screening of defence and procurement plans and identifying capability development projects on the expert-level.
4. The V4 PG prepares project proposals for the V4 Senior Body.
5. The V4 PG should be informed on the inclusion of the approved projects in the national and NATO's defence planning process.

IV. TASKS

1. Examination of the national defence and procurement plans and NATO capability targets, also considering international trends and regional capability shortfalls;
2. Compiling the capability development matrix and a list of potential capability development areas;
3. Identification of the most promising capability development areas and advising the V4 Senior Body on these affairs;
4. Providing recommendations to the V4 Senior Body on the selection of the facilitating nation for each project;
5. Advising the V4 Senior Body which projects should be submitted for feasibility study for the Working Teams;
6. Providing recommendations to the V4 Senior Body whether a project should be open to third parties;
7. Establishing Working Teams in project areas approved by the V4 Senior Body;
8. Providing recommendations concerning individual projects to the V4 Senior Body based on the proposals and the feasibility study prepared by the Working Teams;
9. Submission of the conceptual foundation of capability development or procurement projects to the V4 Senior Body based on the elaboration of the Working Teams;
10. Advising the V4 Senior Body on the roadmaps of individual projects based on the recommendations of the Working Teams;
11. Tracking the progress of the individual projects and the overall defence planning cooperation and reporting results to the Senior Body;
12. Providing recommendations to the V4 Senior Body on the dismissal of unfeasible project proposals and disbanding the related Working Teams;

- 13.Overseeing the inclusion of projects in the respective national planning and NATO's defence planning process following the Ministerial decision;
- 14.Overseeing the drafting of the necessary documentation of a project by the Working Teams (for example Memorandum of Understanding, Technical Agreement).

V. WORKING METHOD

The V4 PG meets at least twice during every presidency year, and utilizes the margins of related EU, NATO, or other international events if possible.

English is the working language of the V4 defence planning cooperation.

VI. COSTS

The expenses related to the V4 defence planning cooperation are shared by the participating nations by the principle of "costs lie where they fall".