



Council of the
European Union

Brussels, 9 February 2016

5966/16

**CSDP/PSDC 79
EUMC 18**

COVER NOTE

From: European External Action Service (EEAS)
To: European Union Military Committee (EUMC)
Subject: EUMS Clearing House Mechanism Concept

Delegations will find attached document EEAS(2015) 1519 REV 3.

Encl.: Document EEAS(2015) 1519 REV 3

EUROPEAN EXTERNAL ACTION SERVICE



**EUROPEAN UNION
MILITARY STAFF**

Brussels, 8 February 2016

**EEAS(2015) 1519
REV 3**

**CSDP/PSDC
EUMC**

NOTE

From: European Union Military Committee (EUMC)

To: European Union Military Committee (EUMC)

No. Prev. doc.: –

Subject: EUMS Clearing House Mechanism Concept

Delegations will find attached the "EUMS Clearing House Mechanism Concept", which was agreed by the EUMC on 8 February 2016.

EUMS CLEARING HOUSE MECHANISM CONCEPT

TABLE OF CONTENTS

INTRODUCTION.....	5
A. AIM.....	5
B. SCOPE.....	6
C. DEFINITIONS.....	6
D. FRAMEWORK	6
E. ADDITIONAL CONSIDERATIONS.....	7
F. PRINCIPLES.....	8
G. ROLES AND RESPONSIBILITIES	9
H. ACTIVATION, FUNCTIONING AND DE-ACTIVATION.....	9
I. RISK ASSESSMENT	10
J. GRAPHIC SCHEMA OF THE BASIC PROCEDURES IN A CHM.....	11

REFERENCES:

- A. Establishment of a Clearing House Mechanism to support AFISMA mission in Mali (128322/13 dated 22 January 2013)

INTRODUCTION

1. In order to coordinate the support by the EU and its Member States (MS) to the Economic Community of West African States (ECOWAS) and African Union led International Support Mission to Mali (AFISMA), the EUMS was tasked to activate a "**Clearing House Mechanism**" (Ref A). This mechanism was intended to liaise with the African Union (AU) and ECOWAS about their requirements and coordinate the fulfilment of these requirements by EU MS and Third States (TS) willing and able to make donations (mostly equipment and services).
2. From its introduction, the term "Clearing House Mechanism", has been used in many contexts in different meanings and it was sometimes even considered to be a "silver bullet", the solution to all problems.
3. As this was obviously not the case, there is a clear need for a common understanding about what the "Clearing House Mechanism" is, what purpose it serves, what it can and cannot achieve and under which conditions it will be an effective and helpful instrument.
4. The concept at hand is built on the experience of the "Clearing House Mechanism" in support of ECOWAS/AFISMA and Mali and is intended to create this common understanding.

A. AIM

5. The aim of this document is:
 - a. To provide the conceptual framework for the establishment and implementation of a Clearing House Mechanism (CHM) to coordinate support to EU External Action in support of a Partner State or Organisation.
 - b. To describe what a CHM is and how it can be used by the EU.
 - c. To explain what a CHM and a Clearing House Cell (CHC) can be expected to achieve given the right support.
 - d. To provide guidance to all participants in a CHM.

B. SCOPE

6. Pending a possible development of new/additional intra- institutional coordination mechanisms within the framework of EU's comprehensive approach to CBSD, this concept describes and explains the functions and procedures of a CHM when activated within the EUMS to support a CSDP Mission or Operation, or another external action activity to be supported by the EEAS. The functions and procedures described in this Concept could be applicable if the decision to activate a CHM in other EEAS or CSDP military structure was taken.
7. The scope of the CHM described in the Concept is limited to the process of fulfilling urgent requirements derived direct or indirectly from military needs, by the means of donations, but also to increase coordination, enhance coherence and avoid duplication of effort. Requests and offers may concern materiel, equipment, services, transportation and other assets and capabilities.

C. DEFINITIONS

8. A **Clearing House Mechanism** (CHM) brokers urgent military-related requirements expressed by a partner State or Organisation ("recipient"). It coordinates a coherent response by possible donors. It is managed by a single point of contact known as Clearing House Cell (CHC) and will be activated on a case-by-case basis.
9. A **Clearing House Cell** is a temporary task based platform activated on a case basis and consisting of a core staff of officers tasked to operate a specific CHM.

D. FRAMEWORK

10. The CHM is designed to provide EU External Action with a prompt asset to support Partner States and Organisations in addressing urgent military-related requirements in a coordinated and efficient way.
11. The CHM is open to all potential donors, subject to approval by the PSC, if so required. Possible participants in a CHM are the EU MS, the EEAS, the Commission (CION), TS, International Organisations (IO), such as, the UN, the AU and NATO, as well as Governmental and possibly Non-Governmental Organisations (GO/NGO). All participants in a CHM will apply the principles set forth in this concept.
12. The CHC will be the single EU point of contact (SPOC) for all participants (both donors and recipient(s)). From the outset the CHC will actively liaise with all participants, providing proper guidance, coordination and prioritisation in the execution of the CHM and will maintain

situational awareness (progress, delivery status, legal/administrative paperwork, points of contact (POC), shortfalls, etc.) through continuous reporting to all participants.

13. Donors' offers remain voluntary and the eventual transfers remain their responsibility.

Transportation and administrative issues such as, Third Parties Transfer, Import License, Storage and Transfer of Responsibility, are the responsibility of the donor in direct coordination with the recipient.

14. All activities developed within the framework of a CHM follow the principle of "Costs lie where they fall".

E. ADDITIONAL CONSIDERATIONS

15. Any CHM and CHC will be ad hoc in nature. As no permanent military or CSDP structures exist within the EEAS to support the functioning of a CHM and CHC, a lead time to establish the workable structures and lines of communication will have to be considered.

16. A CHM can be applied in support of Partner States or Organisations all over the world, possibly involve more than one recipient and may last for a long time.

17. The support provided by the EUMS, depends on the capability and willingness of EU MS, TS, IO, etc. to support the CHM and the availability of required resources. Therefore a preliminary assessment of the feasibility of a CHM needs to be conducted with the EU MS and in close coordination with the CMPD, in order to maximise the chances of success. This assessment will also look into the requirements of the recipient(s) and, if applicable, their validation by the relevant Commander of an EU-led Military Operation or Mission (OpCdr / MCdr), or the respective Head of Mission (HoM) or Head of EU Delegation (HoD).

18. The effectiveness of a CHM can be measured by the level of fulfilment of the recipient's requirements, keeping in mind not only the need for specific equipment or services, but also the related requirements with regard to standardisation, documentation, training and sustainability.

19. A CHM can and will not substitute a recipient's obligation to equip its forces or security organisations by running an autonomous armament planning and procurement program.

F. PRINCIPLES

20. Functionality

Donated equipment will match the requirements and needs of the recipient. A simple solution might address the need more effectively than a highly sophisticated one. Related requirements with regard to standardisation, documentation, training and sustainability are to be included.

21. Coordination

The CHC is the coordinating body of the CHM. Sharing of information by all participants is key to running an efficient CHM and avoiding duplication of effort.

22. Cooperation

Cooperation between donors can facilitate the quality and the execution of donations, especially when it comes to areas such as functionality, transportation or sustainability.

23. Comprehensiveness

Donations will fit the broader scope of EU Comprehensive Action and should therefore be coordinated with the appropriate military and non-military EU actors both in Brussels and in theatre (OpCdr, MCdr, HoM or HoD).

24. Legitimacy

Planning and execution of donations will take into account relevant national and international law and regulations. Procedures and regulations provided by already existing mutual support agreements or bilateral contracts or programs can be used as appropriate.

25. Accountability

In order to maintain transparency and to prevent donations from falling into the wrong hands, recipients will register, track and trace received equipment within means and capabilities.

26. Sustainability

Donations will aim at providing long-term capability. Therefore proper documentation, provision of spare parts, storage facilities and training (user, maintenance and management) will ideally be included. Donations of outdated and/or surplus equipment of different types and without appropriate support package are to be avoided.

27. **Visibility**

In order to function properly the CHC will receive all information with regard to requirements, possible donations, agreed donations, transfer arrangements, etc. and will share relevant information with other participants as appropriate. This will provide for total asset visibility at the level of the CHC and facilitate their role.

G. ROLES AND RESPONSIBILITIES

28. The decision to initiate a CHM is made by the EU's High Representative for Foreign Affairs and Security Policy (HR).
29. DG EUMS, responsible for activation of the CHC, will provide the required guidance to start a CHM and he will appoint a Director from within the EUMS to be responsible for the functioning of the CHC, the information exchange and the reporting procedures. The CHC will be composed of a core staff of officers drawn from EUMS across all relevant Directorates, tasked to operate a specific CHM. The CHC core staff may be augmented by personnel offered by MS.
30. The responsible Director coordinates and de-conflicts the CHM information flow among participants, aiming at identifying synergies and avoiding duplications of effort.
31. CMPD will assess participation by any Third Party and advise HR accordingly.
32. Donors are responsible for ownership, quality, serviceability, requested end-user certificates, possible clearance, transportation, etc. of all donations until the hand-over to the recipient. If so required, the CHC can also assist in brokering transportation requirements among participants.

H. ACTIVATION, FUNCTIONING AND DE-ACTIVATION

33. Once activated, the CHC will establish liaison with all possible participants, make arrangements for information exchange and explain working procedures.
34. Participants and, if applicable, respective OpCdr / MCdr, HoM / HoD, will appoint a POC for the CHC. Information with regard to requirements and donations will exclusively be exchanged between the CHC and these POC.
35. The CHC will validate and assess the incoming requirements in close cooperation with MCdr / OpCdr and/or HoM / HoD and determine their appropriateness. In doing so, the CHC will also assess their feasibility before channelling them to potential donors. Donors will then be invited to provide any voluntary offer through the CHC.
36. The CHC will scrutinise support propositions, if applicable, in close coordination with the

respective MCdr / OpCdr and/or HoM / HoD, and will subsequently present collated offers to the intended recipient.

37. Following recipient's feed-back on the most appropriate offers to fit their requirements, the CHC will facilitate direct liaison between recipient and donor(s) for the delivery of the support.
38. Donor(s) and recipient(s) establish direct liaison to arrange procedures for transportation and hand-over of the donation. They will keep the CHC informed throughout the process. CHC will keep all participants updated on the remaining requirements.
39. On a regular basis DG EUMS will report to the HR and to EU MS (through EUMC) on the state of play and results of the CHM.
40. Following periodic assessments and recommendations of DG EUMS, HR will decide when to deactivate the CHM. DG EUMS will inform the EU MS (through the EUMC) and other participants accordingly.
41. Lessons and observations of closed CHM will be implemented in future revisions of this concept as well as in the respective EUMS-internal procedures (SOP).

I. RISK ASSESSMENT

42. In order to provide a clear understanding of the inherent risks any CHM needs to be accompanied by a continuous risk assessment.
43. This assessment ideally starts during the decision making process leading to the activation decision by the HR (phase 1) and continues during the entire lifespan of the CHM (phase 2).
44. During phase 1 the nature of the assessment is mainly geopolitical and it should address questions concerning the impact of delivering military equipment and services to the armed and/or security forces of a particular state or organisation.

45. During phase 2 the assessment will look into the risks related to specific requirements/requests.

This assessment should answer questions like:

- What is the probability that the provided equipment will not be used in the intended manner or handed over to someone else?
- What kind of risks might occur if the provided equipment is not used in the intended manner or is handed over to someone else?
- What is the probability that the receiving party will not be able to utilise, store and maintain the provided equipment appropriately?

46. The respective EEAS Managing Directorate/Geodesk is to lead the risk assessment process, supported by the EUMS, and if applicable, the respective OpCdr / MCdr , and/or HoM / HoD, and to advise the HR on the outcome of the assessment and recommended limitations with regard to possible donations.

47. The CHC is to be informed about any decision made by the HR in this respect.

J. GRAPHIC SCHEMA OF THE BASIC PROCEDURES IN A CHM

