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from: European External Action Service
to: European Union Military Committee
Subject: EU Concept for Military Planning at the Political Strategic Level

Delegations will find attached document EEAS 02246/8/14 REV 8.

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EUROPEAN EXTERNAL ACTION SERVICE



EUROPEAN UNION MILITARY STAFF

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**EEAS 02246/8/14
REV 8**

CSDP/PSDC

NOTE

from : European Union Military Committee

to : European Union Military Committee

No. prev. doc. : 10687/08 dated 16 June 2008

Subject : EU Concept for Military Planning at the Political Strategic Level

Delegations will find attached the EU Concept for Military Planning at the Political Strategic Level, which was agreed by the EUMC on 20 February 2015.

**THE EUROPEAN UNION CONCEPT FOR
MILITARY PLANNING
AT THE POLITICAL STRATEGIC LEVEL**

**THE EU CONCEPT FOR MILITARY PLANNING
AT THE POLITICAL STRATEGIC LEVEL**

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REFERENCES

- A. Treaty on the European Union (TEU) and Treaty on the Functioning of the European Union (TFEU) (Official Journal of the EU C 326, 26.10.2012, p.13).
- B. European Security Strategy (15895/03, dated 08 December 2003).
- C. Commission and High Representative Joint Communication to the European Parliament and the Council – The EU's comprehensive approach to external conflicts and crises (17859/13, dated 18 December 2013) and the associated Council conclusions on the EU's comprehensive approach, of 12 May 2014 (9644/14).
- D. EU Concept for Military Command and Control (5008/15, dated 5 January 2015).
- E. EU Concept for Force Generation (10690/08, dated 16 June 2008).
- F. Suggestions for crisis management procedures for CSDP crisis management operations (7660/2/13 REV 2, dated 18 June 2013).
- G. Council Decision 2013/488/EU, as amended by Council Decision 2014/233/EU, on the security rules for protecting EU classified information.
- H. European Union Military Staff Crisis Management Manual, dated 5 July 2013 (EEAS(2015)58 dated 16 January 2014).
- I. Council Decision of 22 January 2001 setting up the Military Committee of the European Union (2001/79/CFSP), O.J. L 27, 30 January 2001, p. 4.
- J. Council Decision of 7 April 2008 amending Decision 2001/80/CFSP on the establishment of the Military Staff of the European Union (2008/298/CFSP), O.J. L 102, 12 April 2008, p. 25; and by Council Decision 2010/427/EU of 26 July 2010 establishing the organisation and functioning of the European External Action Service, OJ L 201, 3.8.2010, p. 30.

A. INTRODUCTION

1. European Union (EU) planning for EU-led operations and missions takes into account the EU comprehensive approach to crisis management (Ref. C). Such planning cannot be conducted in isolation. The tools available to the EU in time of crisis are wide-ranging across its institutions and policy areas and comprise political, diplomatic, economic, humanitarian and military actions.
2. The planning effort must be co-ordinated both internally within the European External Action Service (EEAS) and with the Commission so that it is coherent. This also applies to military planning at the Strategic level. Therefore it is essential to adopt a description of EU military planning at the EU political-strategic level.
3. This concept should be read in conjunction with the EU Concept for Military Command and Control (Ref. D) and the EU Concept for Force Generation (Ref. E).
4. Furthermore it is worth noting the ongoing discussion at different levels (political, diplomatic and military) on the need to increase the efficiency of CSDP civilian and military activities. In this framework some Food for Thought (FFT) papers have been circulated proposing different solutions. If in the future, those reflections and initiatives impact on the Crisis Management procedures and structures, the present concept – along with other relevant and related concepts – will have to be amended accordingly¹.

B. AIM

5. This concept defines EU Military Planning at the Political Strategic Level.

C. SCOPE

6. This concept defines the military planning activities within the overall EU Planning Process, its architecture and the levels at which the military planning takes place. It also specifies the role of the EUMC and the EUMS during that process.

¹ NOTE: Foreign Affairs Council Conclusions on Common Security and Defence Policy (25 November 2013), General Affairs Council Conclusions on the EEAS Review (17 December 2013), European Council Conclusions (19/20 December 2013).

D. MILITARY PLANNING

7. In general terms planning is the preparation of an operation or mission, based on a political objective or on a mission assigned by a higher authority, to ensure that the necessary measures can be taken in a timely manner, both before the activity is launched or during its development, in the light of foreseeable contingencies or of unforeseen events. This often includes the preparation of options and the consideration of alternatives that may lead to final plans.
8. Military Planning is an iterative process which needs to analyse all relevant factors to shape the military mission to achieve specific EU political / military objectives. At the political strategic level this will include analysis of the implication of political objectives, the desired EU end state, restraints and constraints as well as an analysis of the capabilities needed, in order to develop potential military options balanced against those capabilities offered or potentially available.
9. Military Planning is conducted at four EU levels:
 - **the Political Strategic Level** (EU institutional level);
 - **the Military Strategic Level** (Operation Headquarters / Mission Headquarters (OHQ / MHQ) level)²;
 - **the Operational Level** (Mission Headquarters / Force Headquarters (MHQ / FHQ level)²;
 - **the Tactical Level** (Component Headquarters level and below)².
10. Military planning at all four levels is interdependent and in practice these levels often overlap and may take place in parallel. However, each level of command and the responsibility of the commander and staffs are separate. The differences between the four levels and the processes at each level are not simply a matter of scale or granularity of planning; distinctive elements exist at each level of command irrespective of the size or type of operation. Prior to the establishment of the Command and Control (C2) structure for an EU-led military operation some planning actions of one level may have to be assumed by another.

² These levels are described in the EU Concept for Military Command and Control (Ref. D.).

E. MILITARY PLANNING AT THE POLITICAL STRATEGIC LEVEL (DETAIL)

11. Under the direction of the EUMC, the EUMS conducts Military Planning during all phases of the crisis response planning at the Political Strategic level. This supports comprehensive planning and may include, among other activities, the development of military options that encompass the full range of the tasks defined in the TEU (Ref. A) and the European Security Strategy (ESS) (Ref. B).
12. Military Planning at the Political Strategic level comprises Advance and Crisis Response Planning. Both are underpinned by a continuous EUMS internal process of information collection, military assessment and analysis. This is shown in Figure 1, below.

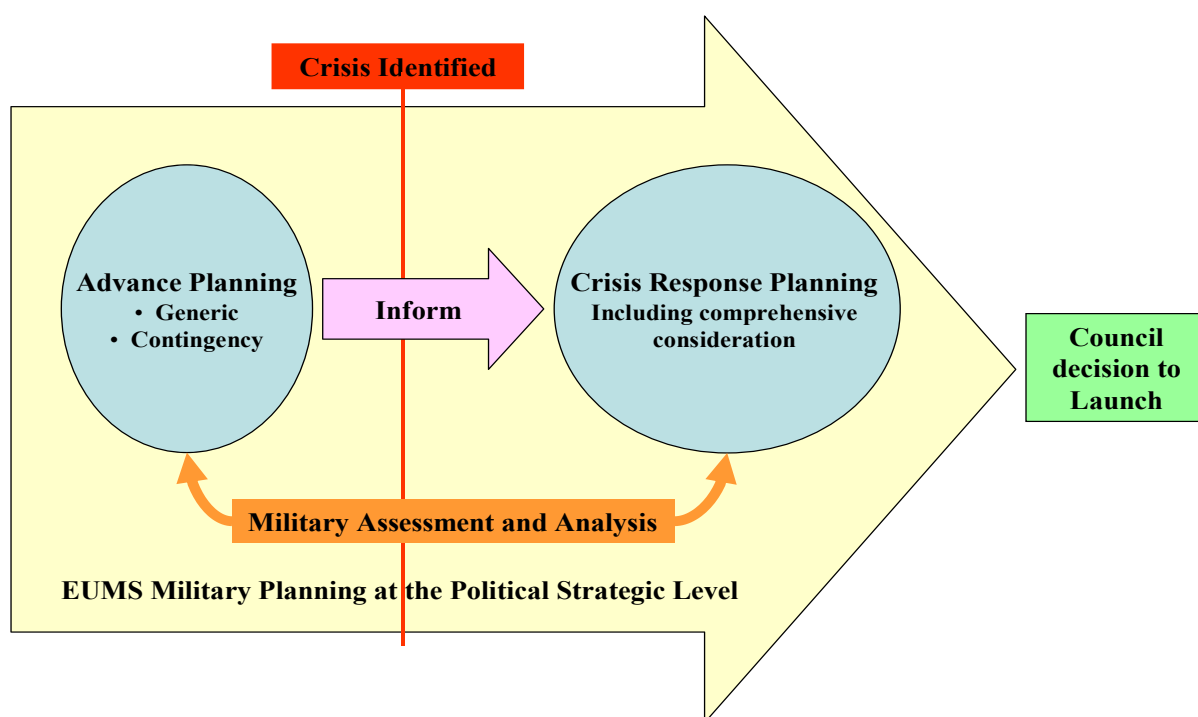


Figure 1. Relationship of military assessment and analysis to planning at the political strategic level

13. External Planning Support. In accordance with its Terms of Reference (Ref. J), the EUMS, under EUMC direction, may draw on planning support from external sources, such as national or multinational HQs that Member States make available to the EU, in order to ensure a smooth transition from political-strategic to military-strategic planning. For Advance Planning, under EUMC direction, the EUMS may also draw on additional augmentation for planning support from external sources, to increase knowledge in very specialised areas and if required due to excessive workload. For Crisis Response Planning this should be conducted in accordance with 'Suggestions for crisis management procedures for CSDP crisis

management operations' (Ref. F). Any exchange of classified information will take place in accordance with Ref G.

F. ADVANCE PLANNING AT THE POLITICAL STRATEGIC LEVEL

14. Advance Planning (AP) can either be conducted at the request of Member States or by the initiative of the EEAS services themselves (Ref. F.). Whilst AP is conducted continuously at differing levels (political and military strategic, operational, tactical) to allow the EU to deal better with potential crises in a timely manner, CMPD ensures the political strategic coherence of advance planning. The products of advance planning can range from country books, in their most generic form, to possible military and / or civilian actions suitable for dealing with specific crises, in their most detailed form. These products inform and allow a smooth transition to the formal Crisis Response Planning for an identified crisis. The EU's response time is significantly reduced by the use of advance planning and the availability of advance planning products could influence the decision to opt for the Fast Track process. Military planning has two forms of AP:
- a. Generic Planning is the production of basic planning documents for potential operations where some planning factors have not yet been fully identified or have not been assumed. It identifies the general capabilities required.
 - b. Contingency Planning is the production of detailed planning documents for potential operations where the planning factors have been identified or have been assumed. They include an indication of resources needed and the deployment options. They may form the basis for subsequent planning.
15. In accordance with priorities set by DGEUMS, the EUMS routinely conducts military assessment and analysis as an internal activity at the political strategic level. This activity can also provide the required military strategic, operational and, in some cases, tactical level of detail to support the planning process³. It can occur both concurrently or in advance of the political process. This activity, led either by the Situation Analysis Team (SAT) or the EUMS Crisis Planning Team (CPT)⁴, informs both the EU political decision-making process and the

³ For a specific EU-led military operation, the provision of such information will mainly be taken over by the headquarters at these levels as soon as they are established and their respective commanders nominated.

⁴ Full details on planning teams in the EUMS are available in the EUMS Crisis Management Manual, Ref. H.

Member States, through the PSC and EUMC, during Advance Planning and Crisis Response Planning.

16. Information gathering missions (fact-finding missions (FFM) or technical advice missions (TAM))⁵ allow the collection of data to permit assessment and analysis to be conducted. Such activity leads to greater planning granularity and may also assist in turning generic plans into contingency plans. Additional value could be provided to these missions by including OHQ, MHQ, FHQ and / or HQ personnel (if already identified and available) to gather information required at the military Strategic and Operational levels.

G. CRISIS RESPONSE PLANNING AT THE POLITICAL STRATEGIC LEVEL

17. This section contains a general overview of the military planning that contributes to the EU Crisis Response Process. Complete details of the EEAS interaction with other EU actors in the EU Crisis Response Process are conducted in accordance with 'Suggestions for crisis management procedures for CSDP crisis management operations' (Ref. F.).
18. The Standard and the Fast Track EU Military Crisis Response Planning Processes are depicted schematically in Annexes A and B. Further details of the process, the role of the EUMS, the use of the 'Urgent Response' or 'Fast Track' procedures are described in Ref. F.
19. Crisis Response Planning is conducted to enable the EU to deal with emerging or existing crises and builds on Advance Planning products, whenever available. It starts as soon as a crisis is identified by the EU at the political strategic level. It is normally based on evaluation of the Political Framework for Crisis Approach (PFCA), prepared by the relevant EEAS geographical desk. The PFCA is the conceptual framework describing the comprehensive approach of the EU to the management of a particular crisis. Its inclusive development provides a common appreciation of the crisis to all EU stakeholders and assesses the impact of the crisis on EU interests, values and objectives. It envisages possible lines of engagement, objectives and effects for EU engagement to address the crisis in the short, medium and long terms and seeks synergies across potential instruments.
20. For the development of the PFCA the EUMS role will be twofold, first providing military contribution (analysis of the military dimensions of the crisis, security challenges to be addressed and risk assessments, availability of the military CSDP instruments, etc.) and afterwards supporting the production of any EUMC Military advice.

⁵ FFM and TAM are described at Ref. F.

21. During the crisis planning process, the PFCA may lead to the development of a Crisis Management Concept (CMC), which may then result in Military Strategic Options (MSO) and an Initiating Military Directive (IMD). These products allow the development of a Concept of Operations (CONOPS) and an Operation Plan (OPLAN)⁶ by the Operation Commander / Mission Commander (OpCdr / MCdr). This linear, sequential planning process should be regarded as an ideal rather than a mandatory one. In practice, often due to time constraints or events, steps can be skipped (under the 'Urgent Response' option and the 'Fast Track Process') which allow a measure of flexibility and pragmatism to be applied to the process (see Ref. F for details). If the fast track process is to be used, it is envisaged that the military advice on the CMC should consider and assess the level (quality and quantity) of advance planning available documents and if the CMC provides enough details and indications for the subsequent IMD (skipping some planning steps).
22. The EUMC provides advice to support the EU political decision-making process. The Political and Security Committee (PSC) consideration of military advice, amongst others, and determination that EU action is appropriate triggers the development of a CMC. Further, in accordance with Ref F., it should be noted that the respective Council working bodies (EUMC / CIVCOM / PMG) provide an essential role in finalising the planning documents, thereby achieving Member State consensus in advance of their presentation to the PSC.
23. Crisis Management Concept. The CMC is the conceptual framework describing CSDP activity to address a particular crisis within the EU comprehensive approach. It is initiated once the PSC has analysed the situation and determined that CSDP action may be appropriate. The CMC defines the political strategic objectives for CSDP engagement, and provides CSDP option(s) to meet EU objectives. Within the EEAS, it is prepared by CMPD, supported amongst others by CPCC and EUMS for civilian and military considerations.
24. The EUMS contributes to the development of the CMC by analysing and evaluating the military parameters of the envisaged operation. The EUMS evaluates the feasibility of the options and provides an initial estimate of the military capabilities required. Thus military options may be included in the CMC, enabling the official Military Strategic Options stage to be skipped (as described under 'Fast Track Process' in Ref. F.) allowing the CMC to inform a Council Decision to Establish an Operation.
25. Military Strategic Options. If not already included within the CMC (as described under 'Fast Track Process' in Ref. F.), the EUMS, under direction of the EUMC, develops and prioritises

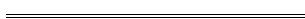
⁶ A Mission Plan (MPLAN) is developed for military missions.

the Military Strategic Options (MSO), which describe the military actions designed to achieve the EU objectives as defined in the CMC. A MSO will outline a military course of action with the constraints and, in general terms, the required resources. It should also include an assessment of feasibility and risk, an outline of the Command and Control structure and an indicative force capability. It will contain a mission statement, the objective, the desired End State, the Exit Strategy, the general objective of any military engagement and the degree to which military force will be employed, which are all derived from the CMC. The EUMC evaluates the MSO and forwards them, together with its advice, to the PSC for the subsequent selection of a preferred option and possible approval by the Council (Ref. F. leaves this decision open).

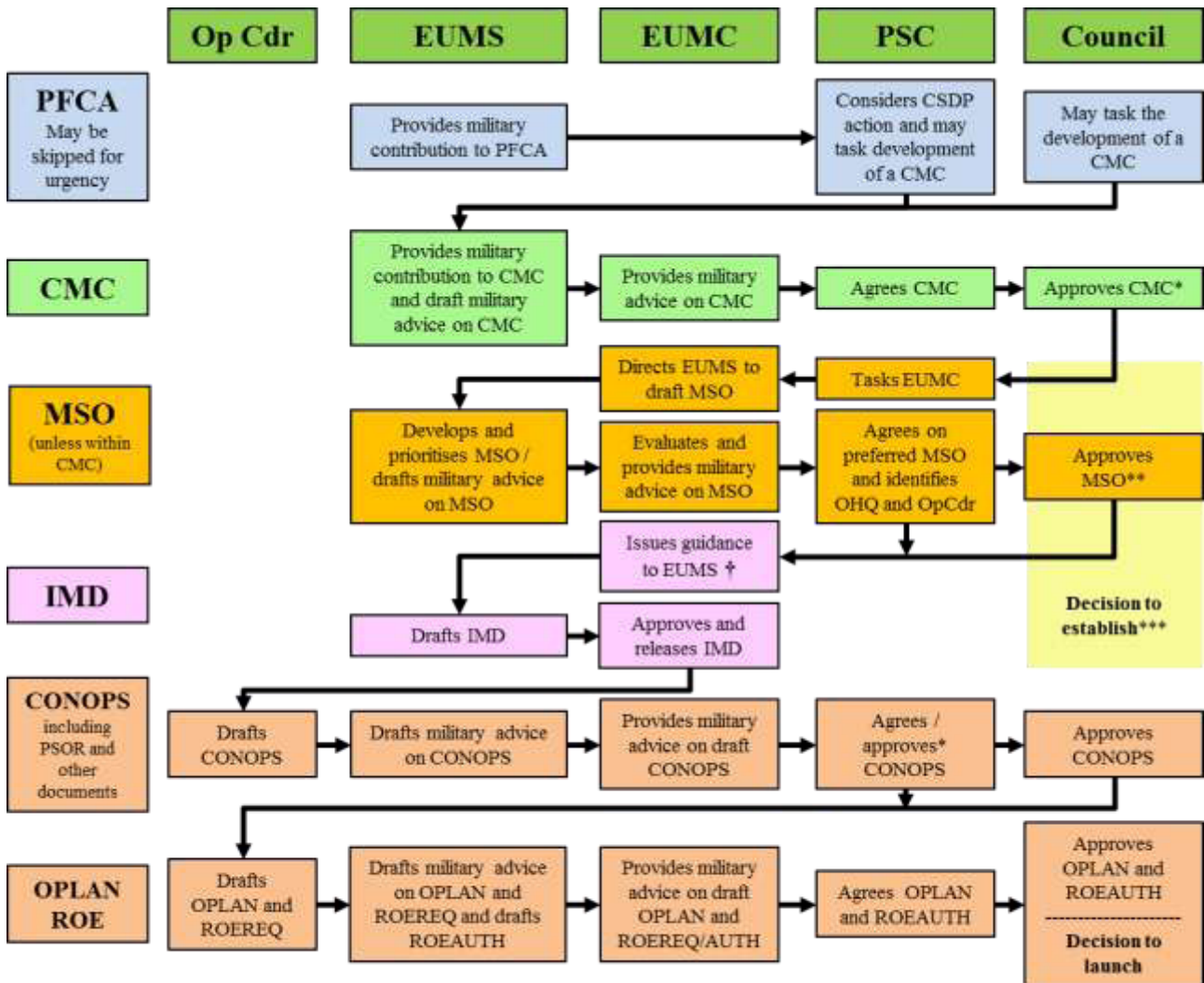
26. Initiating Military Directive. On the basis of the selected option and following EUMC guidance, the EUMS develops an Initiating Military Directive (IMD) toward the military OpCdr / MCdr, with a view to ensuring that the CMC is well translated into military direction and guidance with the appropriate level of detail. The draft IMD will be submitted to the EUMC for consideration, approval and authorisation for subsequent release to the OpCdr / MCdr. The IMD should provide a clear description of the EU political / military objectives and the envisaged military mission to achieve these objectives and it should comprise the strategic effects to be achieved and the actions to be taken. It should also include any direction, guidance, limitations and assumptions that the OpCdr / MCdr should take into account during the development of the CONOPS including the Provisional Statement of Requirements (PSOR), OPLAN / MPLAN and the Rules of Engagement Request (ROEREQ), and how the operation will be concluded (e.g. the achievement of the End State and Exit Strategy). In order to ensure the continuity of the planning process, involvement of the OpCdr / MCdr (and associated HQ), by engagement with an Advance Planning Team (APT)⁷, is highly desirable.
27. Military planning does not cease with the release of the IMD to the OpCdr / MCdr. The EUMS provides planning support for the operation to the military strategic level in order to guarantee a smooth transition of the planning process from the Political Strategic Level to the Military Strategic Level. On occasion, that planning support by the EUMS may occur down to the Operational Level.

⁷ Full details of the APT are available in the EUMS Crisis Management Manual, Ref H.

28. After the operation is launched, the EUMS continues to monitor the strategic environment and to provide assessment and analysis at the Political Strategic level. This is conducted by the creation of a Mission Monitoring Team (MMT) from, and replacing, the Crisis Planning Team (CPT). The MMT ensures that the OpCdr / MCdr and the OHQ / MHQ / FHQ are supported throughout the mission by the continuing provision of advice. The EUMS will also be ready to offer support to or undertake post launch military planning.

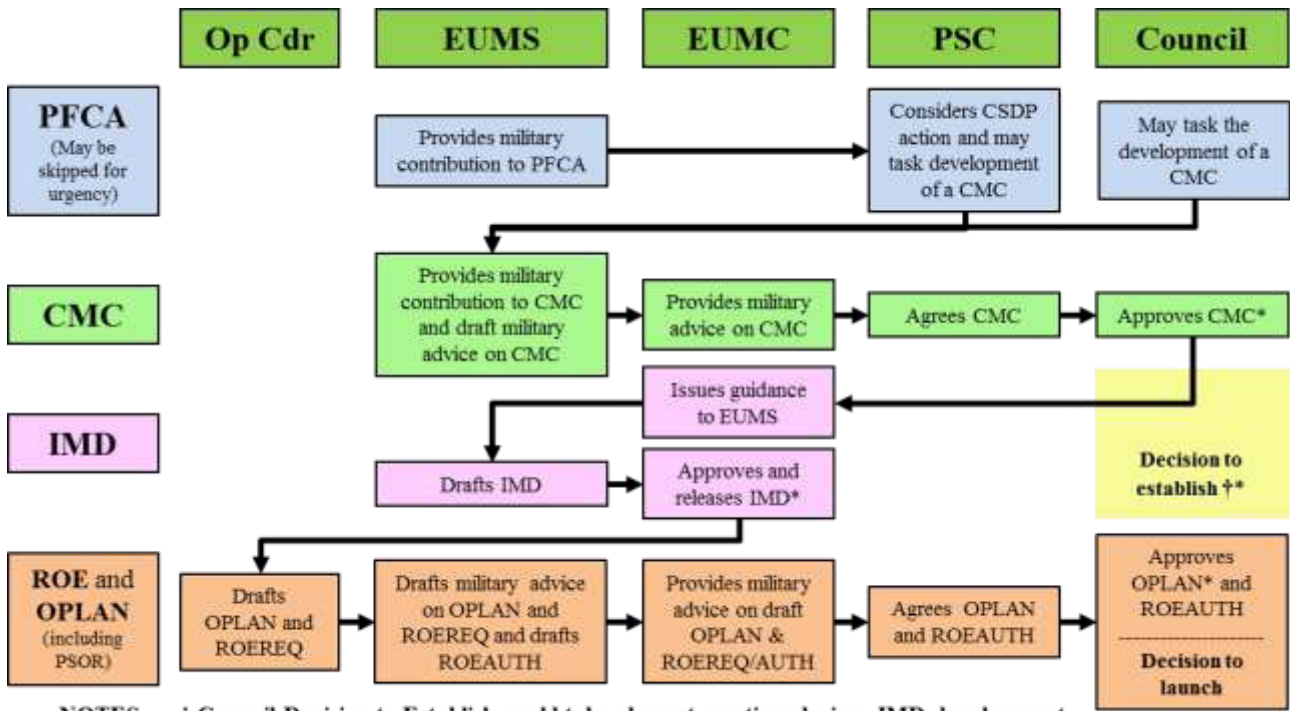


Standard EU Military Crisis Response Planning Process



Notes: * Council may authorise PSC to approve CONOPS
 ** CMP leaves this decision open (iaw Ref. F., PSC agrees MSO).
 *** Council Decision to Establish could take place at any time during MSO or IMD development.
 † This stage is complementary to Ref. F.

Fast Track EU Military Crisis Response Planning Process



NOTES: † Council Decision to Establish could take place at any time during IMD development.
 * The minimum decision-making steps.