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NOTE

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Subject : EU Concept for Military Planning at the Political and Strategic level

Delegations will find attached the EU Concept for Military Planning at the Political and Strategic level which was agreed by the EUMC on 11 June 2008. This document supersedes the EU Concept for Military Strategic Planning (doc. 12046/01, dated 25 September 2001).

EUROPEAN UNION CONCEPT FOR

MILITARY PLANNING

AT THE POLITICAL AND STRATEGIC LEVEL

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

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REFERENCES

- A. The Treaty on European Union.
- B. European Security Strategy (15895/03, dated 8 December 2003).
- C. Draft EU Concept for Comprehensive Planning (13983/05, dated 3 November 2005).
- D. EU Concept for Military Command and Control (doc. 10688/08, dated 16 June 2008).
- E. EU Concept for Force Generation (doc. 10690/08, dated 16 June 2008).
- F. Presidency Conclusions of the Nice European Council Meeting, dated 7, 8 and 9 December 2000.
- G. Suggestions for procedures for coherent, comprehensive EU crisis management (11127/03 COSDP 401, dated 3 July 2003).
- H. Progress Report on Doctrine and Training Lessons Learned from Op EUFOR RD Congo REV 1 (2645/1/07, dated 13 September 2007).
- I. Lessons Op EUFOR RD Congo: Priorities and Timelines for work on Doctrine (13777/07, dated 11 October 2007).
- J. European Defence; NATO/EU consultation, Planning and Operations (13990/1/04 REV 1, dated 7 December 2004).
- K. Extract from EUMS Crisis Management Manual: Templates for CMC, MSOD, MSOs and IMD (CON/CAP 11563/08, dated 20 May 2008).

A. INTRODUCTION

1. European Union (EU) planning for EU-led operations takes into account the EU comprehensive approach to crisis management (ref. A, B & 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 Council General Secretariat (CGS) and with the Commission so that it is coherent. This also applies to military planning at the Political and 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).

B. AIM

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

C. SCOPE

5. 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.

D. MILITARY PLANNING

6. In general terms planning is the process of anticipating future occurrences and problems, exploring their probable impact, and detailing policies, goals, objectives, and strategies to solve the problems. This often includes preparing options, considering alternatives, and may lead to final plans.
7. Military Planning is an iterative process which needs to analyse all relevant factors to determine the military mission. At the Political and Strategic level this will include analysis of the implication of political objectives, desired 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.
8. Military Planning is conducted at four levels¹.
 - **the Political and Strategic Level** (EU institutional level);
 - **the Military Strategic Level** (Operation Headquarters (OHQ) level);
 - **the Operational Level** (Force Headquarters (FHQ) level), and
 - **the Tactical Level** (Component Headquarters level and below).
9. Military planning at all four levels is interdependent and in practice these levels often overlap. 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.

¹ Further explanation of these levels is described in the EU Concept for Military Command and Control (ref. D).

E. MILITARY PLANNING AT THE POLITICAL AND STRATEGIC LEVEL

- 10. Under the direction of the EUMC, the EUMS conducts Military Planning at the Political and Strategic level. This planning develops military options that encompass the full range of the tasks defined in the TEU (ref. A) and the European Security Strategy (ESS) (ref. B).
- 11. Military Planning at the Political and 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.

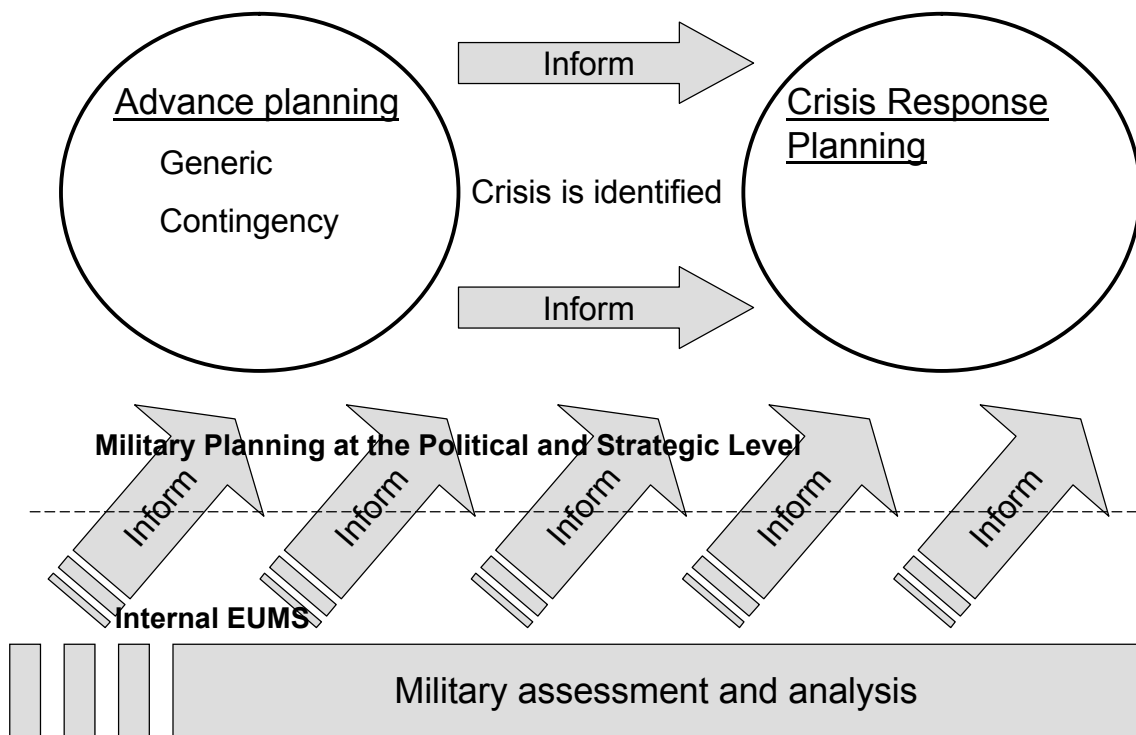


Figure 1. An illustrative diagram of the relationship between military assessment and analysis, and planning at the Political and Strategic level

12. Advance Planning. Advance Planning is conducted to allow the EU to deal with potential crises. Advance Planning is sub-divided into two categories: Generic and Contingency.
 - a. Generic Planning. 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. 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.
13. Crisis Response Planning. Crisis Response Planning is conducted to enable the EU to deal with real crises. It builds on Advance Planning products, whenever available.
14. In accordance with priorities set by DGEUMS, the EUMS routinely conducts military assessment and analysis as an internal activity at the Political and Strategic level. This activity can also provide the required military strategic level, operational level and in some cases tactical level of detail to support the planning process². It can occur both concurrently or in advance of the political process. This informs both the EU political decision-making process and the MS during Advance Planning and Crisis Response Planning.
15. Information gathering missions allow the collection of data to allow military assessment and analysis to be conducted. Such activity allows greater planning granularity and may also assist in turning generic plans into contingency plans.
16. External Planning Support. The EUMS may draw on planning support from other sources such as national or multinational HQs available to the EU. For Advance Planning, under EUMC direction in accordance with reference F, the EUMS may also draw on planning support from external sources, e.g. NATO planning capabilities. For Crisis Response Planning this should be conducted in accordance with reference G.

² 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.

F. ADVANCE PLANNING AT THE POLITICAL AND STRATEGIC LEVEL

17. Advance Planning is conducted continuously to allow the EU to deal with potential crises. In order to inform political judgements and Member States' decisions it is necessary to start planning as early as possible (ref. H & I).
18. The products of Advance Planning can range from country books or specific military concepts, such as the Rapid Response Concepts, in their most generic form, to possible military actions suitable for dealing with specific crises, in their most detailed form.
19. Advance Planning products and the associated knowledge should inform Crisis Response Planning for an identified crisis. These allow a smooth transition into Crisis Response Planning. Advance Planning is therefore essential to reduce the EU's response time.

G. CRISIS RESPONSE PLANNING AT THE POLITICAL AND STRATEGIC LEVEL

20. This section contains a general overview of the military planning that contributes to the EU Crisis Response Process. Complete details of the Council's interaction with other EU actors in the EU Crisis Response Process are at reference G.
21. Crisis Response Planning starts as soon as an emerging crisis is identified by the EU at the political level. It leads to the development of a Crisis Management Concept (CMC), which may then result in Military Strategic Options (MSOs) and an Initiating Military Directive (IMD). These products allow the development of a Concept of Operations (CONOPS) and an Operation Plan (OPLAN) by the Operation Commander (OpCdr). 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 which allows a measure of flexibility and pragmatism to be applied to the process.

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.
23. Crisis Management Concept. The CMC is the conceptual framework describing the overall approach of the EU to the management of a particular crisis.
24. The EUMS contributes to the development of the CMC by analysing and evaluating the military parameters of the envisaged operation. The EUMS should evaluate the feasibility of the options and provide an initial estimate of the military capabilities required.
25. Military Strategic Option Directive (MSOD). Once the Council has approved the CMC the PSC requests that the EUMC task the EUMS, through the MSOD, to develop, prioritise and present MSOs. The MSOD will express the intent and guidance of the PSC in military terms.
26. Military Strategic Options. The EUMS develops and prioritises the MSOs. A MSO describes a military action designed to achieve the EU objectives as defined in the CMC. A MSO will outline the military course of action and the required resources and the constraints. It should also include an assessment of feasibility and risk, an outline of the Command and Control structure and an indicative force capability. It should contain 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 derived from the CMC.
27. Initiating Military Directive. On the basis of the MSO selected by the Council the EUMS drafts an Initiating Military Directive. The draft IMD will be submitted to the EUMC for consideration, endorsement and its advice before being presented to the PSC for approval. Once approved by the PSC, the EUMC authorises the release of the IMD to the OpCdr. The IMD should provide a clear description of the EU political/military objectives and the envisaged military mission to achieve these objectives. It should also include any political limitations and assumptions that the OpCdr should take into account during the development of the CONOPS and the Provisional Statement of Requirements (PSOR), OPLAN 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).

28. The EU Military Crisis Response Planning Process is depicted schematically in Figure 2 (below). Further details of the process, the role of the EUMS and the templates associated with each of the Crisis Response Planning documents are described in reference K.

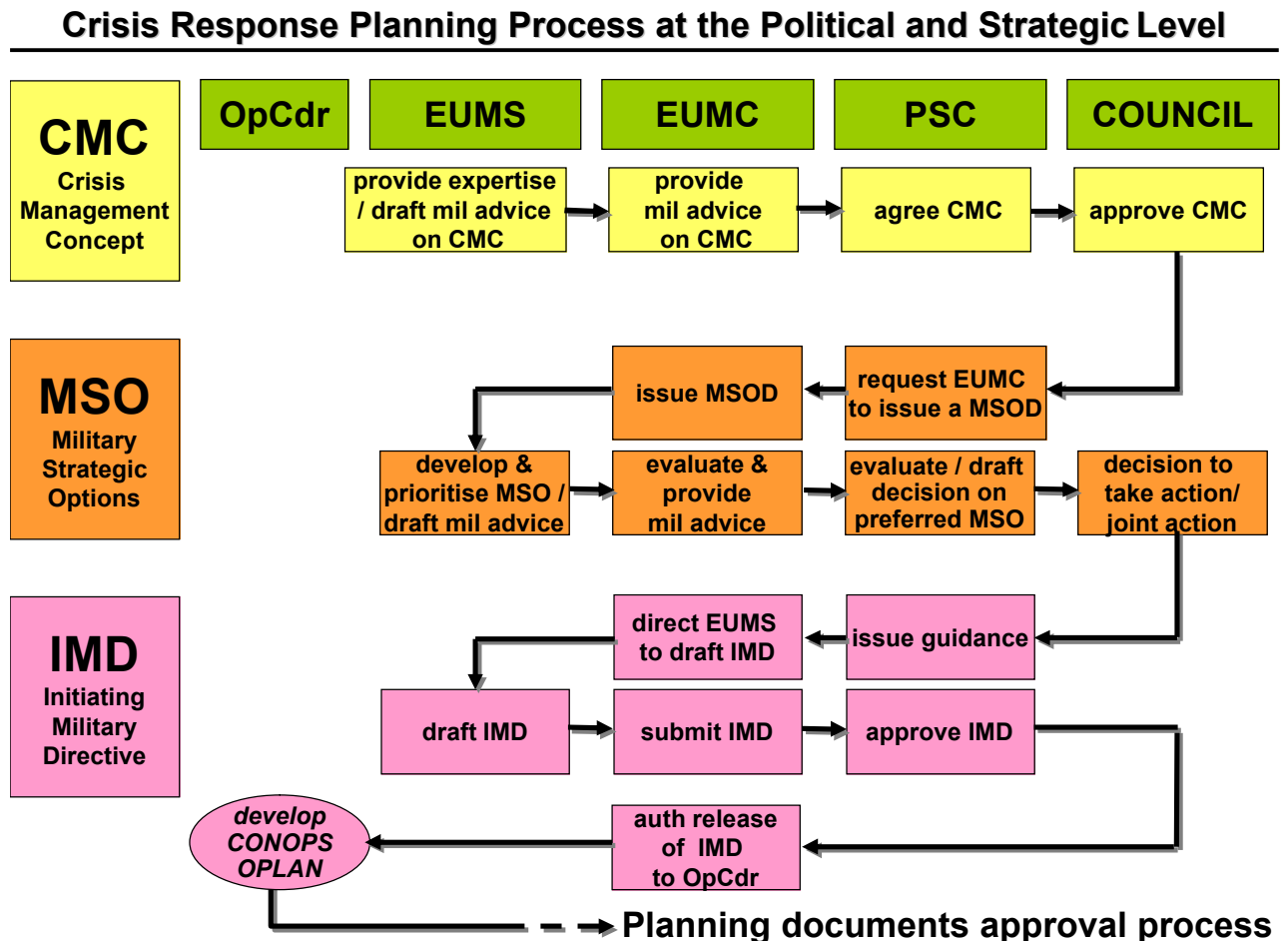


Figure 2. EU Military Crisis Response Planning Process at the Political and Strategic level

29. The military planning at the Political and Strategic Level does not cease with the release of the IMD to the OpCdr. 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 and Strategic Level to the Military Strategic Level. On occasion that planning support by the EUMS may occur down to the operational level.

30. After the operation is launched, the EUMS continues to monitor the strategic environment and to provide assessment and analysis at the Political and Strategic level. This ensures that the OpCdr and the OHQ are supported throughout the mission by the continuing provision of advice. The EUMS should also be ready to undertake post launch military planning at the Political and Strategic level.

