



**COUNCIL OF
THE EUROPEAN UNION**

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LIMITE

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COVER NOTE

from :	Presidency
to :	Delegations
Subject :	Follow-up to the Action Plan for the further strengthening of civil-military co-ordination in EU crisis management: - Crisis Management Concept: Template

As a follow-up to the Action Plan for the further strengthening of civil-military co-ordination in EU crisis management, delegations will find attached the Presidency proposal for a revised template for the Crisis Management Concept (point no. 1 in the Action Plan¹).

It is foreseen that the revised template - when finally agreed in the PSC – will be annexed to the “Suggestions for procedures for coherent, comprehensive EU crisis management”.

¹ 13480/1/02 REV I

The crisis management concept is an important tool to ensure the coherence and comprehensiveness of possible EU actions by taking into account the range and scale of the different instruments available to the Union.

According to the “Suggestions for procedures for coherent, comprehensive EU crisis management” (paras 41-50), the development of a crisis management concept is triggered by the PSC considering EU action appropriate. The Crisis Response Co-ordinating Team (CRCT) prepares the draft crisis management concept, and in light of PSC’s guidance for further development also prepares the revised versions of the draft crisis management concepts (CMC). In the process of the developing the draft CMC, the Council Secretariat and the Commission will keep the Presidency and the PSC informed at an early stage and in particular on issues which require further political guidance. The Council Secretariat and the Commission as appropriate will report to the PSC at regular intervals or at the request of the Presidency

After further discussion, if needed in an iterative process, the PSC agrees the draft CMC and forwards it to the Council with its opinion identifying the political objectives to be pursued by the Union and suggesting a comprehensive course of action comprising the different possible elements aimed at contributing to the settlement of the crisis.

Throughout the development of a crisis management concept the Council Secretariat, including Military Staff and the Police Unit, and the Commission continue co-ordinating planning acting within their respective spheres of responsibility with a view to ensuring maximum coherence between the military and civilian components. In relation to the crisis management concept this especially applies to the crisis response co-ordinating team.

[EU CRISIS MANAGEMENT CONCEPT – DRAFT STRUCTURE]

I. **Executive Summary.** *This should set down the broad options for an overall EU response to a crisis and highlight which option is recommended.*

II. **General.**

A. **Facts.**

(a) **Situation.** *This should set down only those facts that are relevant to the development of options for an overall EU response to the crisis. This would focus on recent developments with regard to the positions taken towards the crisis by the local parties, neighbouring countries, relevant organisations – such as NATO, the UN and the OSCE - , by the non-EU European NATO Members and other countries candidates for accession to the EU, and by other potential partners of the EU.*

(b) **Existing EU Engagement.** *This should set down an outline of existing EU engagement in the crisis location that would include relevant factors such as formal agreements with the EU, the level of EU assistance and trade relations. Further detailed information should be provided for in annexes.*

B. **EU Approach.**

(a) **EU Political Interest.** *This should set down how the EU political interest is affected by the crisis, and how the EU political interest might be affected by or by not contributing more actively in the resolution of the crisis.*

(b) **Political Objectives.** *This should set down the overall political objective for EU-action. The objectives in turn would then constitute the overall frame for the formulation of different options to meet these objectives.*

C. **Premises.** *This should set down the overall legal basis, practical and political factors that govern the possibility to act. These include a description of how EU objectives would relate to other international objectives in the overall international approach to solution of the crisis.*

III. **Description of Options for an Overall EU Response.** *This should present the options available to meet the political objectives. The section should secure that Member States have a broad set of options for EU action to consider. Optimally a minimum of 3 realistic options should be presented to the PSC for consideration.*

A. **Option 1:**

1. **Description of the option.** *This should give a brief description of the main features of the option.*
2. **Assumptions.** *This should set down any specific assumptions for the preparation and execution of Option 1*
3. **Endstate.** *This should explain what endstate to expect from this option and how this would meet the political objectives. It may also make an initial, early evaluation of the overall duration of a possible operation and may indicate how long the various measures should be employed for.*
4. **Measures Envisaged in Option 1.** *This should set down the application of crisis management instruments envisaged for option 1: the diplomatic, economic, humanitarian ¹, other civilian measures such as rule of law, civilian administration and civil protection, and the police and military measures envisaged in Option 1: these measures would include both the alteration of existing Community and Member States' bilateral measures and the addition of new Community and Member States' bilateral measures. These measures may also be separated into those envisaged in the short-term and those envisaged in the medium to long-term. ²³*

¹ In accordance with Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid, humanitarian aid "the sole aim of which is to prevent or relieve human suffering, is accorded to victims without discrimination on the grounds of race, ethnic group, religion, sex, age, nationality or political affiliation and must not be guided by, or subject to, political considerations" (preamble), and is provided on a "non-discriminatory basis" (Article 1).

² The broad options relate to planning for a possible overall EU response to a crisis and should not be seen as an obstacle to those actions, particularly such as humanitarian aid or as could be triggered by the Rapid Response Mechanism, which the Commission could decide to deploy as and when required. Furthermore, the structure as suggested in this template CMC is indicative to show that co-ordination of these different elements will be required for a coherent and comprehensive EU response to a crisis and should not be seen to constrain either the

5. Risk Assessment for Option 1. *This should set down the risk assessment for Option 1, based on the assumptions and the measures envisaged. The risk assessment should include an estimate of the risk to EU personnel (civilian and military) employed in the crisis area under the measures envisaged and specific risks associated with an unsuccessful outcome of EU crisis management efforts under Option 1.*
 6. Considerations Related To A Legal Basis. *This should set down, in so far as is possible at an early stage of a crisis, considerations related to a legal basis for actions within Option 1.*
 7. Financial Considerations. *This should set down, in so far as is possible at an early stage of a crisis, relevant financial considerations for Option 1.*
 8. Cooperation Envisaged With Other International Organisations, The '15', The '6' And Other Close Partners of the EU. *This should set down those elements of cooperation that is envisaged or required.*
 9. Information Strategy. *This should set down the broad outline of an information strategy tailored to Option 1.*
- B. Option 2. *(additional option for an overall EU response following the same structure as for Option 1).*
- C. Option 3. *(additional option for an overall EU response following the same structure as for Option 1).*
- IV. Evaluation of the options. *This should explain, in so far as is possible at an early stage in the planning process, the pros and cons of the options in relation to the political objectives. In this assessment evaluation of the costs, effectiveness, risks and feasibility should be included.*

development or the deployment of Community instruments in response to a crisis.

³ Member States' bilateral measures would be included in the Crisis Management Concept after consultation with Member States.

- V. **Suggested recommendation to the PSC.** *This should set down which Option could be recommended by the PSC in its opinion to the Council. It will also provide a rationale for this recommendation, including, as necessary, further request for guidance and clarification. As appropriate, advice from the EUMC and CIVCOM could be requested before the PSC forwards its opinion to the Council.*
- VI. **Annexes.** Annexes should provide detailed information on key activities and existing EU engagement in the crisis location such as Country Fact Files, EUMM mandates, Fact Finding Mission reports and other relevant documents.]