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**DEPARTMENT OF THE ARMY**  
**UNITED STATES ARMY EUROPE**  
UNIT 29351  
APO AE 09014-9351

AEOP

9 September 2014

MEMORANDUM FOR All Army in Europe Leaders

SUBJECT: USAREUR 2020 Base Plan

**1. Supersession.** This memorandum supersedes the USAREUR Campaign Plan 2012–2014, 20 December 2011.

**2. References.** [Annex A](#) lists references.

**3. Situation.**

**a. General.** Our Army and our Nation are emerging from over a decade of conflict. While transitioning to a new normal, fiscal realities demand that the Army evaluate nearly every aspect of its structure and operational approach.

(1) Looking to the future, we in USAREUR must enhance our ability to respond to mission requirements while we remain engaged with our allies and partners. We must also continue our actions as a Total Force, using a mix of Active Army (AA), United States Army National Guard (ARNG), and United States Army Reserve (USAR) units to support our requirements in theater.

(2) This memorandum is the capstone document for all USAREUR actions. It merges the guidance USAREUR received from HQDA and the United States European Command (USEUCOM). This base memorandum provides the broad guidance, and the subordinate annexes ([A thru I](#)) provide greater detail where necessary. Where not specified, USAREUR will use the tenets of mission command to provide leaders the latitude to act within this broad guidance to meet the Commander's intent.

(3) Doctrinally, only joint force commanders publish campaign plans. This document, however, performs a similar function. It synchronizes actions over time in the pursuit of end states. The interdependency and timing of these actions are such that independent plans are not as effective as a single one.

**b. Security Environment.** The current security environment is characterized by complexity and uncertainty. The complexity derives from constantly shifting threats—both conventional and unconventional—from traditional states and extremist groups of various ideologies. The uncertainty derives from the lack of a primary conventional threat, even though threats from conventional groups continue, and the increasing

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constraints on our own resources. Additionally, the proliferation of information and communication technology provides the means to increase the rate at which historical, political, and social concerns can go from latent issues to major movements.

(1) In the USAREUR operational area, we have seen these factors manifest themselves in an ever-shifting security environment. This environment currently is, and likely will continue to be, characterized by increasing regional challenges while we face decreasing resources to meet those challenges. The regional challenges posing the greatest risk to U.S. interests include growing instability in the Eastern Mediterranean, the Baltic region, and North Africa. Our ability to address these challenges is adversely affected not only by the reduced budgets for the U.S. Forces, but also for our allies and partners. Despite this challenging environment, Europe is home to some of our deepest and longest-standing relationships, both bilaterally and multilaterally.

(2) The Army is reducing in size from a war-time strength of 570,000 to approximately 490,000 active-duty troops. Additional reductions to the Total Force (AA, ARNG, and USAR) are also being considered. The absence of a single dominant threat does not allow the luxury of specializing in one aspect of operations, but requires a force capable of acting across the entire range of military operations. The twin challenges of reducing the Force while maintaining competency in all aspects of military operations will place significant demands on leaders and units at all levels.

**c. Strategic Guidance.** Army service component commands (ASCCs) receive guidance from two higher headquarters: Title 10 guidance from HQDA and operational guidance from USEUCOM. This plan synthesizes the guidance from both HQDA and USEUCOM to provide subordinate leaders with the guidance required for organizing, prioritizing, and executing their actions to meet USAREUR's responsibilities.

**(1) HQDA.** HQDA provides guidance on executing Title 10 responsibilities in The Army Plan (TAP).

(a) Section IV of this plan is the Army Campaign Plan (ACP). The 2013 edition of the ACP provides the primary input for USAREUR to develop our objectives and tasks related to our Title 10 responsibilities.

(b) Part I of the TAP is the Army Strategic Planning Guidance (ASPG). The 2014 edition of the ASPG provides additional guidance for USAREUR.

**(2) USEUCOM.** USEUCOM provides guidance through the USEUCOM Theater Campaign Plan (TCP) 2010 (chg 2) as well as the USEUCOM 2013 Theater Strategy and USEUCOM 2013 Strategic Estimate.

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### d. Assumptions.

- (1) Planned reductions in headquarters will not reduce mission requirements.
- (2) Theater security-cooperation (TSC) activities will continue as a core USAREUR mission even if resources are constrained.
- (3) Adjustments to the Army end strength will not reduce USAREUR's capacity to perform TSC activities.
- (4) Budget reductions will not reduce training requirements for forward-stationed forces.

**4. Mission.** USAREUR remains responsive to the needs of HQDA and USEUCOM and engaged with its partners and allies. When ordered, USAREUR provides the full range of land-power capabilities to USEUCOM or other designated combatant commands (CCMDs) to prevent conflict, shape the environment, and win should conflict occur.

### 5. Execution.

#### a. Vision and Intent of the CG, USAREUR.

**(1) Vision.** USAREUR remains responsive and engaged by providing a full range of land-power capabilities to USEUCOM and other CCMDs to prevent, shape, and win.

#### **(2) Intent.**

**(a) Executing Key Functions.** USAREUR performs the following three key functions:

- USAREUR is responsive to USEUCOM and other CCMDs through its enduring infrastructure and wide array of capabilities.
- USAREUR is engaged with regional partners.
- USAREUR and its assigned forces are trained and ready to support their assigned or designated CCMD with land power to prevent, shape, and win.

**1. Responsive.** USAREUR will support USEUCOM and other designated geographic CCMDs with trained, ready, and tailored Forces to enable joint force commanders to meet their mission requirements. USAREUR also maintains a forward-

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based infrastructure positioned an ocean closer to potential trouble spots to support global operations. USAREUR will also ensure all Title 10 functions are performed in support of the joint force as required

**2. Engaged.** Because of its forward presence, USAREUR interacts with allies and partner nations on a routine basis. These bilateral and multilateral interactions are tailored to our shared interests and goals, so specific actions will vary over time and as relationships develop. USAREUR is augmented through the employment of rotational forces from CONUS as a part of the Regionally Aligned Forces (RAF) initiative.

**3. Prevent, Shape, Win.** This frames the Army's contribution to the joint force and USAREUR's contribution to USEUCOM.

**a. Prevent.** The Army, as part of the joint force, deters regional conflicts and limits destabilizing activities through its credibility as a modern, trained, and combat-ready Force.

**b. Shape.** The Army shapes the environment through TSC activities and other military-to-military engagements that maintain interoperability, build stronger relationships, enhance capacity, or maintain access. This includes assuring our allies and partners and coercing potential adversaries through training, exercises, and operations.

**c. Win.** When deterrence fails or assurance and coercion are insufficient, the Army will compel adversaries by providing dominant land power integrated with the joint force.

**(b) Supporting a Total Force Policy.** As a result of shared sacrifice and being employed together in combat zones around the globe during the last decade, the AA, ARNG, and USAR are at a high state of integration. Under the lead of the 7th Civil Support Command, USAREUR will continue improving this integration as part of the overall Army effort. Additionally, a well-integrated ARNG State Partnership Program (SPP) will continue to complement our TSC and exercise activities.

**(3) Enduring Purpose.** Responsive and engaged, USAREUR supports joint force commander requirements to prevent, shape, and win.

### **b. Concept of Operations.**

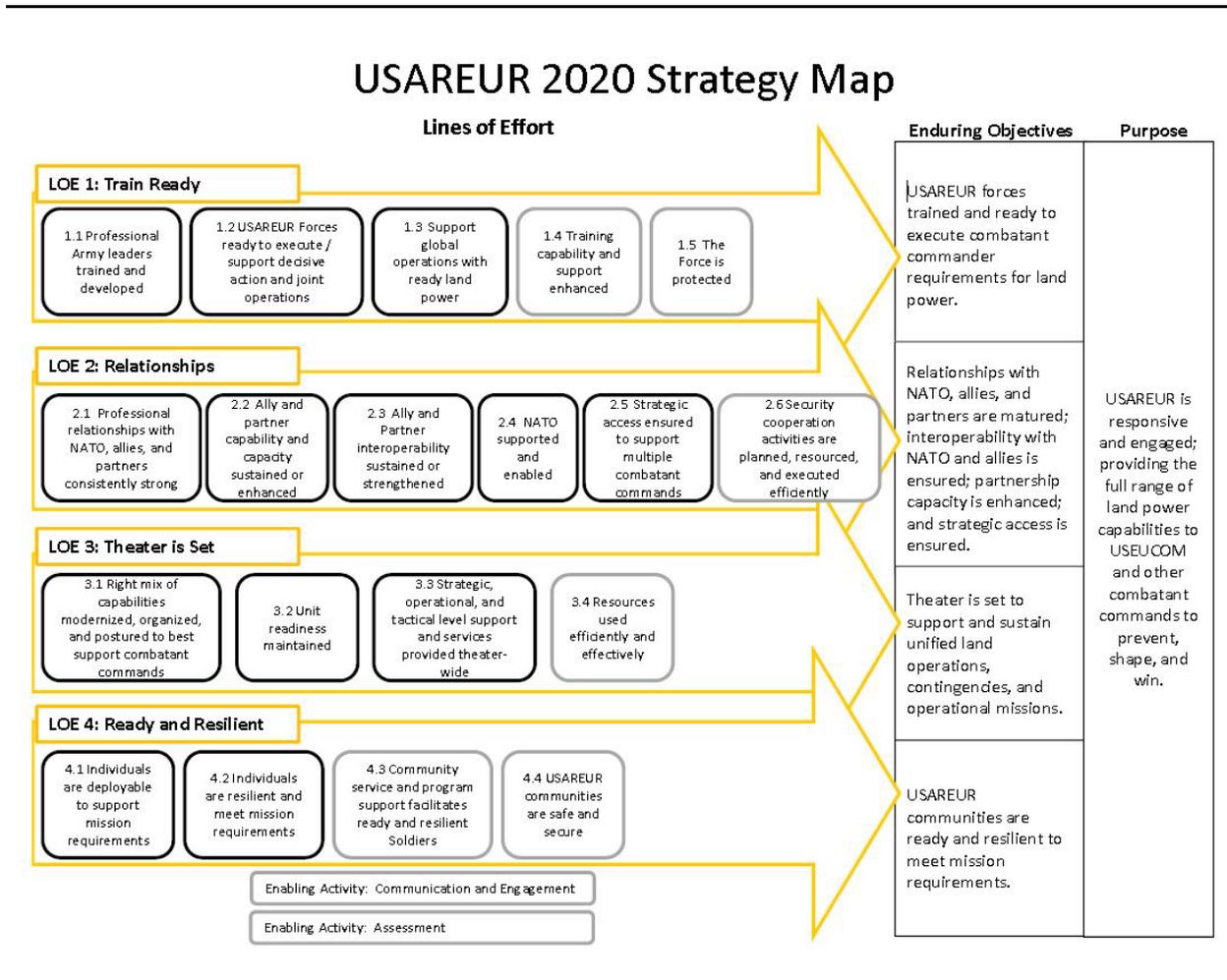
**(1) USAREUR 2020 Operational Design.** The USAREUR 2020 Operational Design synthesizes HQDA and USEUCOM guidance to meet USAREUR's enduring purpose in the near to midterm. As a result, the lines of effort (LOEs) of the USAREUR

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2020 Operational Design are nested with the ACP imperative outcomes and campaign objectives as well as the USEUCOM TCP theater priorities and objectives.

**(2) USAREUR 2020 Strategy Map.** The USAREUR Strategy Map (fig 1) graphically displays the USAREUR CG’s Operational Design guidance and the relative prioritization for the enduring objectives. The objectives of the individual USAREUR LOEs interpret the goals of USAREUR’s higher headquarters into ends for USAREUR to pursue.



**Figure 1. USAREUR 2020 Strategy Map**

**(a) USAREUR 2020 Purpose.** This term refers to our *raison d’être*—the reason why U.S. Forces are assigned to USEUCOM and forward-stationed in Europe. (The

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plan relies on maintaining an appropriate mix of assets forward in an appropriate mission posture.) This purpose is enduring and, regardless of specific events (for example, reduced funding, changing mission priorities, emerging crises), will not change. It is a purpose that applies to and unifies all USAREUR actions.

**(b) USAREUR 2020 Enduring Objectives.** These objectives describe the conditions that, if pursued, will help meet the purpose. They are similar to goals in that they cannot be achieved and discarded. Instead, they are required to achieve a steady state to maintain conditions. Each objective has an LOE to organize USAREUR efforts.

### **(c) LOEs.**

#### **1. LOE 1: Train Ready (short title).**

a. Long Title: USAREUR Forces trained and ready to execute combatant commander requirements for land power.

b. Description: USAREUR prepares trained and ready forces with operational depth and versatility, capable of operating with unified action partners to execute unified land operations (ULO) to support USEUCOM and other CCMDs. All USAREUR Forces are expeditionary, campaign-focused, and tailorable to provide CCDRs the required capabilities across the full range of ULO. USAREUR develops supporting plans to USEUCOM contingency and crisis action plans. USAREUR conducts training (that is, leader-development training; squad through brigade collective training; live-fire qualifications; and large-scale joint, interagency, intergovernmental, and multinational (JIIM) exercises). USAREUR also supports the Army's RAF mission.

#### **2. LOE 2: Relationships (short title).**

a. Long Title: Relationships with the North Atlantic Treaty Organization (NATO), allies, and partners are matured; interoperability with NATO and allies is ensured; partnership capacity is enhanced; and strategic access is ensured.

b. Description: Interactions with our many allies and partners are nuanced; the specific nature of the interaction varies. USAREUR considers all of this in developing country-specific security-cooperation activities to support shared mutual interests.

#### **3. LOE 3: Theater is Set (short title).**

a. Long Title: The USAREUR theater is set to support and sustain unified land operations, contingencies, and operational missions.

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b. Description: To ensure the theater is set, USAREUR maintains the capacity to support and sustain Army Forces, other services' Forces, and multiple CCMDs. Force posture and readiness are key to providing a viable theater platform for deploying and redeploying U.S. Forces, staging U.S. Forces in support of NATO and international agreements, and sustaining theater-committed U.S. Forces throughout the USEUCOM and other CCMD areas of responsibility. Force-structure changes across the theater, equipment fielding and maintenance, consolidating infrastructure and facilities, maintaining operational sites, and funding reductions play a large role in planning for future years.

#### **4. LOE 4: Ready and Resilient (short title).**

a. Long Title: USAREUR communities are ready and resilient to meet mission requirements.

b. Description: USAREUR implements the Army Ready and Resilient Campaign (R2C) with the intent of inculcating a cultural change by directly linking personal resilience to readiness and emphasizing the responsibility of personnel at all levels to build and maintain resilience. LOE 4 entails the collective synchronization, integration, and prioritization of programs and services designed to sustain and enhance ready and resilient communities.

**(d) Enabling Activities.** These are actions that are necessary to meet the USAREUR enduring purpose, but either do not contain enough subordinate objectives that would require them to be developed into another LOE or, because of their nature, cut across the existing LOEs. The two enabling activities identified are as follows:

**1. Communication and Engagement.** Deliberate, coordinated, and synchronized communication and engagement is conducted with internal audiences, key influencers, and stakeholders. This activity, although depicted separately, supports all four LOEs. It is highlighted separately to allow the command to focus efforts on this key enabling activity.

**2. Assessment.** USAREUR will conduct semiannual assessments to evaluate progress by comparing it to goals (that is, steady-state conditions) and review theater-wide operational issues in order to allocate resources the best way possible.

**(e) Objectives and Tasks.** Objectives and tasks are described in detail in the applicable annexes associated with the LOEs and any enabling activity.

1. Objectives describe the conditions that support the achievement of the overall LOE enduring objective. These objectives are generally drawn from requirements

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directed by HQDA or USEUCOM. They are the ends toward which means and ways will be applied. They organize the tasks performed by the headquarters.

2. Tasks are actions that either directly accomplish or support accomplishing an objective. They correlate with *ways* in the ends-ways-means model.

### **(f) Priority.**

1. LOEs are arranged in relative priority from top to bottom on the Strategy Map. The LOEs are, however, all linked in that the LOEs at the bottom form the base that sets the conditions allowing the higher priority LOEs to be pursued.

2. All objectives within each LOE are organized in relative priority order from left to right, not in absolute priority order. In an absolute priority order, all efforts are directed at one objective, and only after that objective is achieved will efforts be applied to the following objective. Relative priority means that although some attention must be focused on the first objective before moving to the second or further objectives, efforts may be applied simultaneously across the spectrum of objectives.

3. Objectives are further organized into *supported* (outlined in black) and *supporting* (outlined in grey) efforts. This intends to provide further guidance on the relationships between objectives and to emphasize that certain supporting efforts are necessary to enable the accomplishment of the supported objectives.

### **(g) LOE Proponents.**

1. Routine management of the objectives is delegated to the staff section that is the greatest stakeholder for meeting the enduring objective. The proponents for the two enabling activities (that is, Communication and Engagement, and Assessment) have similar responsibility over their areas as detailed in the applicable annex. Proponents have the following specific responsibilities:

a. Establish business rules for LOE management forums at the action officer (AO), O6, and general officer (GO) level and ensure that these forums are captured in the command battle rhythm ([anx B](#)).

b. Recommend to the CG, USAREUR, changes to the Strategy Map.

c. Provide regular updates to the CG, USAREUR, on the status of assigned enduring objectives, LOE objectives, LOE tasks, and metrics.

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d. Synchronize efforts among the objectives to support achieving the overall enduring objective.

e. Identify topics and issues associated with the LOE objectives, the LOE tasks, or the enduring objectives that require consideration at the GO level for inclusion in the GO-level forum.

f. Ensure synchronization, integration, and deconfliction as required within the assigned LOE and with other LOE proponents.

2. The following are the USAREUR LOE and enabling-activity proponents:

a. **LOE 1:** G3/7 Training and Exercise Directorate (G3/7 TREX), Office of the Deputy Chief of Staff (ODCS), G3/5/7, HQ USAREUR ([anx D](#)).

b. **LOE 2:** Security Cooperation Division (SCD), G3/7 TREX, ODCS, G3/5/7, HQ USAREUR ([anx E](#)).

c. **LOE 3:** ODCS, G4, HQ USAREUR ([anx F](#)).

d. **LOE 4:** ODCS, G1, HQ USAREUR ([anx G](#)).

e. **Communication and Engagement:** DCOS, USAREUR ([anx H](#)).

f. **Assessment:** Assessments Division, G3/5 Plans Directorate (G3/5 Plans), ODCS, G3/5/7, HQ USAREUR ([anx I](#)).

### **(h) Objective Leads.**

1. Objective leads are the single staff sections primarily responsible for the routine management of efforts in support of a single objective. Sometimes this effort may need to be divided between two staff sections, which involves establishing sub-objectives for the portions of the task applicable to each co-lead. Objective leads will—

a. Develop and implement plans to achieve the assigned objective in conjunction with LOE proponents.

b. Identify topics and issues requiring coordination outside the objective for inclusion in the appropriate LOE management process.

2. Objective leads are identified in the appropriate annex.

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**(i) Objective Team Members.** Objective team members are staff sections or units that are stakeholders for the objective. Objective team members will—

1. Support the objective lead by helping design and implement the plan to accomplish the objective.
2. Execute or manage required tasks as published in the applicable annex and inform the objective lead when an objective has or has not been met. This supports the assessment process.

**(j) Changes to the USAREUR 2020 Strategy Map.**

1. The CG, USAREUR, is the approval authority for any recommended changes to the USAREUR 2020 Strategy Map ([fig 1](#)).

2. LOE proponents may propose changes to the USAREUR 2020 Strategy Map for approval by the CG, USAREUR, during the next semiannual assessment. Proponents must send proposed changes to G3/5 Plans for vetting and staff coordination at the O6 and staff principal levels.

3. G3/5 Plans will publish approved changes in fragmentary orders (FRAGOs), and maintain the USAREUR 2020 Base Plan, the annexes, and FRAGOs on the USAREUR SharePoint portals (NIPRNET: <https://intranet.eur.army.mil/SitePages/Home.aspx> and SIPRNET: <https://intranet.eur.army.smil.mil/sitepages/home.aspx>). The documents will be available by clicking on the *USAREUR 2020* tab on the top-line navigation bar (next to the *I Like It* tab) on every USAREUR SharePoint page.

**(k) Changes to the USAREUR 2020 Annexes.**

1. The CG, USAREUR, has delegated authority for making changes to the annexes (for example, changes to team members, LOE tasks, LOE subobjectives, metrics) to the LOE proponents. However, the proponents must coordinate any proposed changes with team members and obtain approval from the appropriate O6-level committee before publishing them. LOE proponents will publish changes and ensure that the material on the USAREUR SharePoint portal ([subpara \(j\)3](#) above) is always up to date.

2. Team members (or others) will send recommendations for changes to LOE proponents for staff coordination. LOE proponents must coordinate any proposed changes to assessment metrics with the Assessments Division, G3/5 Plans.

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### **(3) Assessment and Feedback.**

(a) USAREUR will conduct formal assessments on a semiannual basis. Annex I provides the assessment methodology and process.

(b) Feedback or ideas for changes to this plan should be sent to G3/5 Plans for coordination and possible inclusion in future updates.

**(4) Risk.** Predictions and resources can never eliminate all risk. This plan is structured with flexibility in mind. However, several risks remain, which must be assessed as this plan is implemented.

(a) Full implementation of budget cuts in the Budget Control Act (sequestration) could make implementing the activities in this plan challenging.

(b) Recent events have highlighted the risks that are still posed by conventional and unconventional forces in theater. Addressing these risks may require additional assets (forces, training, and cooperation) that were not predicted a short time ago.

### **c. Tasks and Responsibilities.**

**(1) USAREUR G1.** The USAREUR G1 is the proponent for LOE 4 and will maintain [annex G](#).

**(2) Assessments Division, G3/5 Plans, ODCS, G3/5/7, HQ USAREUR.** The Assessments Division is the proponent for the assessment plan and will maintain [annex I](#).

**(3) SCD, G3/7 TREX, ODCS, G3/5/7, HQ USAREUR.** The SCD is the proponent for LOE 2 and will maintain [annex E](#).

**(4) G3/5 Plans, ODCS, G3/5/7, HQ USAREUR.** G3/5 Plans is the proponent for this base plan (to include [anxs A thru C](#)) and will coordinate changes and republishing as required.

**(5) G3/7 TREX.** G3/7 TREX is the proponent for LOE 1 and will maintain [annex D](#).

**(6) USAREUR G4.** The USAREUR G4 is the proponent for LOE 3 and will maintain [annex F](#).

**(7) USAREUR G7.** The USAREUR G7 will serve as a team member for the enabling activity Communication and Engagement and will support the DCoS, HQ USAREUR, in maintaining [annex H](#).

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**(8) The DCoS, HQ USAREUR.** The DCoS, USAREUR, is the proponent for the enabling activity Communication and Engagement and will maintain [annex H](#).

**(9) Chief, Public Affairs (CPA), USAREUR.** The CPA will serve as a team member for the enabling activity Communication and Engagement and will support the DCoS, HQ USAREUR, in maintaining [annex H](#).

### d. Coordinating Instructions.

(1) All staff sections and subordinate units will support the execution of the tasks outlined in the annexes to this memorandum.

(2) USAREUR will publish the USAREUR Theater Campaign Support Plan (TCSP) as annex C separately (document is classified SECRET) for USAREUR to provide a support plan to the USEUCOM TCP.

**6. Administration.** G3/5 Plans provides current and historical information related to USAREUR 2020 primarily through the USAREUR SIPRNET SharePoint portal ([para 5b\(1\)\(j\)3](#)). The USAREUR NIPRNET SharePoint portal ([para 5b\(1\)\(j\)3](#)) also provides access to the unclassified portions of this plan to enable broad distribution and understanding of the guidance.

### 7. Command and Control.

**a. USAREUR 2020 Approval.** The CG, USAREUR, is the approval authority for the overall plan and for any changes to the Strategy Map.

**b. USAREUR 2020 Forums.** USAREUR executes forums as battle-rhythm events both to improve understanding within the command and to enable decisionmaking at the appropriate level. The following meetings play a role in managing the execution of this plan at the GO or cross-domain levels:

(1) The USAREUR 2020 semiannual assessments (conducted at the CG level) will include a review of all LOEs and enabling activities.

(2) The Quarterly Effects Board (conducted at the CG level) will include a review of all LOEs, but primarily for prioritization.

(3) The CoS Synch Meeting (conducted at the O6 level) will include a review of all LOEs and enabling activities.

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(4) The following LOEs will be reviewed (to include supporting objectives and tasks as required) in and supported by the identified forums:

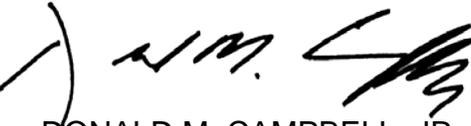
(a) LOE 1: The Training Management Review (conducted at the CG or DCG level) and the Command Plans Board (conducted at the CG level).

(b) LOE 2: The CG TSC Quarterly (conducted at the CG level).

(c) LOE 3: Monthly readiness reviews including the Sustainment Readiness Review, the Personnel Readiness Review, and the Maintenance Readiness Review; the Unit Status Report (conducted quarterly at the CG level), and the Strategy, Policy, and Programs Board (conducted at the CG level)).

(d) LOE 4: The Quarterly Health Promotion Oversight Council (conducted at the CG level).

**8. POC.** The POC for this memorandum (excluding anxs D thru I) is the Office of the Deputy Chief of Staff, G3/5/7, HQ USAREUR, at military 314-537-3598, civilian 0049-611-143-537-3598.



DONALD M. CAMPBELL, JR.  
Lieutenant General, USA  
Commanding

Annexes: (A, B, and C to be published at a later date)

A. [References](#)

B. [Battle Rhythm](#)

C. (U) USAREUR TCSP (This annex is classified SECRET and is published separately.)

D. [Line of Effort 1: Train Ready](#)

E. [Line of Effort 2: Relationships](#)

F. [Line of Effort 3: Theater is Set](#)

G. [Line of Effort 4: Ready and Resilient Communities](#)

H. [Communication and Engagement](#)

I. [Assessment Methodology](#)