



Council of the
European Union

Brussels, 9 July 2015
(OR. en)

15920/11
EXT 1

CSDP/PSDC 626
COSDP 993

PARTIAL DECLASSIFICATION

of document:	15920/11 UE RESTREINT/EU RESTRICTED
dated:	24 October 2011
new status:	Public
Subject:	EU HQ Manning Guide - Revision

Delegations will find attached the partially declassified version of the above-mentioned document.



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 24 October 2011

**15920/11
EXT 1 (09.07.2015)**

RESTREINT UE/EU RESTRICTED

**CSDP/PSDC 626
COSDP 993**

COVER NOTE

from:	European External Action Service
to:	European Union Military Committee
No. Prev. doc.:	9176/09
Subject:	EU HQ Manning Guide - Revision

Delegations will find attached the EEAS document with reference EEAS 297/11, a revised Council document 9176/09.

Encl.: EEAS 297/11

EUROPEAN EXTERNAL ACTION SERVICE



EUROPEAN UNION MILITARY STAFF

Brussels, 24 October 2011

EEAS 297/11

RESTREINT UE/EU RESTRICTED

**CSDP/PSDC
COSDP**

NOTE

From:	European Union Military Committee
To:	European Union Military Committee
No. Prev. doc.:	EUMS 12255/11, dated 26 September 2011
Subject:	EU HQ Manning Guide - Revision

Delegations will find attached the revised EU HQ Manning Guide, which was agreed by the EUMC on 20 October 2011.



EUROPEAN UNION

HEADQUARTERS

MANNING GUIDE

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EU HQ MANNING GUIDE **AMENDMENT SHEET**

The following amendments have been incorporated into the EU HQ Manning Guide:

[illegible]

EU HQ MANNING GUIDE

GENERAL OBSERVATIONS

A. INTRODUCTION

1. This document provides the general principles and procedures for the designation, structure and composition of EU HQs, which apply generically at the military-strategic and operational level, and in some cases at the tactical level.
2. Even if it concurs to the general process of providing manpower for EU-led military operations, **Manning**¹ should be considered as distinct from the **Force Generation** process².
3. This document must be read in conjunction with the “EU Military C2 Concept”, the “EU Principles for EU HQ” and the common “EU OHQ” and “FHQ SOPs”. It will be reviewed regularly based on lessons from exercises and operations.
4. The attached ORBAT should be considered as a **toolbox** for the Cdr who has ultimate responsibility for tailoring the headquarters.

B. BACKGROUND

5. The Helsinki Headline Goal (HHG) stated that by 2003 MS, on a voluntary basis, would be able to deploy rapidly and sustain forces capable of the full range of Article 17.2 of the TEU tasks. These forces were to be able to deploy in full at this level within 60 days and able to sustain such a deployment for at least one year. Included in the HHG was the aim of MS to provide smaller Rapid Response elements available and deployable at very high readiness. These Rapid Response elements were to be able to deploy into the Joint Operation Area (JOA) and be ready for action within approximately 5 to 30 days (depending on the crisis) from the Council approval of the Crisis Management Concept (CMC).
6. Building on the HHG, a key element of the Headline Goal 2010 was the ability for the EU to deploy force packages at high readiness as a response to a crisis either as a stand-alone force or as part of a larger operation enabling follow-on phases. These minimum force packages were to be military effective, credible and coherent and broadly based on the Battlegroups Concept. Rapid reaction calls for rapid decision making and planning as well as rapid deployment of forces. Therefore, the ambition of the EU was to be able to take the decision to launch an operation within 5 days of the approval of the Crisis Management Concept by the Council. Subsequently the forces start implementing their mission on the ground, no later than 10 days after the decision to launch the operation.

¹ **Manning** covers the definition of the requirements and the provision of manpower for EU HQs; it is driven by CJ1; it deals with individual posts through Manning Conferences, ORBAT and CE;

² **Force Generation process**: the process leading to the formal identification of units made available to EU by contributing countries and to their assembly as an EU Force. It is driven by CJ5; it manages contingents via Force Generation Conferences, SOR and Force List;

7. The scale and urgency of the potential EU-led military operation may therefore vary and it is essential that the relevant Command and Control (C2) structures are also able to adapt to the scale, type and urgency of the operation.

C. EU-LED MILITARY OPERATIONS - DEFINITIONS

8. EU Led Military Operations. EU-led military operations are operations decided upon by the Council of the EU, which also exercises the overall responsibility for their conduct.
9. Framework Nation Operation. A Member State or Group of MS that has volunteered and obtained Council agreement, should have specific responsibilities in an operation over which EU exercises political control. A Framework Nation provides the Operation Headquarters which could, after the corresponding decision of the Council of the EU, include the OpCdr and the core of the military chain of command. Coming together with the Staff Support, the communication and information system (CIS) and a logistic framework the Framework Nation contributes with a significant amount of assets and capabilities to the operation. Although EU concepts and procedures remain applicable, procedures may also reflect those of the Framework Nation.
10. Battlegroup (BG) Operations. The BG is a specific form of Rapid Response Element and it constitutes one possible answer to the timely provision of the necessary capabilities for an EU-led military operation requiring a Rapid Response. The BG is designed for a range of possible missions and has a general composition of approximately 1500 troops, plus additional enablers and the (F) HQ completing the BG package.

D. EU MILITARY COMMAND AND CONTROL STRUCTURE

11. As the EU does not maintain a standing HQ, effective C2 arrangements are required to ensure a successful planning and conduct of EU-led military operations. Although specific C2 arrangements for any EU-led military operation are mission-dependent and will require case by case analysis, the EU military chain of command will encompass three levels below the Political and Strategic Level.

a. Military Strategic Level.

- (1) The EU OpCdr is a commander outside the JOA, nominated by the Council to conduct one (or more) defined military operation(s), and authorised to exercise operational command or operation control over allocated forces. This includes the responsibility for developing the Concept of Operation (CONOPS) and the Operation Plan (OPLAN), for generating, launching, sustaining and recovering an EU-led force.
- (2) The EU OHQ designated by the Council are the static, out of area headquarters of the OpCdr.

b. Operational Level.

- (1) The EU Force Commander (FCdr) is the commander of an EU Force, nominated by the Council to act under the authority of the OpCdr, to execute a military operation and authorised to command the assigned forces within a designated JOA.
- (2) The EU Force Headquarters (FHQ) is the HQ of an EU force, designated by the Council. It is deployed in the JOA and supports the EU FCdr in planning, conducting and exercising operational C2 over the forces deployed within the JOA.

c. Tactical level.

- (1) Component Commanders command and control forces apportioned to them. The component commanders are located in their respective HQs and will be given appropriate authority over their forces.
- (2) The scale of the EU operation may require component commands, including Land, Air, Maritime Component Commands but also other specific like BG HQ or Combined Joint Forces Special Operations Component Command (CJFSOCC), will be deployed into the JOA.

E. COMMAND OPTIONS

12. Military Strategic Level. Within the EU there is no standing OHQ. The EU has two basic Command Options :

Autonomous EU-led military operations, through one of the national OHQs offered by MS (DE, EL, FR, IT and UK) or the EU OPSCEN.

EU-led military operation with recourse to NATO common assets and capabilities, through the establishment of an EU OHQ at SHAPE.

13. Operational Level. Within the EU there is no standing FHQ at the Operational Level. Five MS (DE, FR, IT, SE and UK) have offered to provide an FHQ to the EU Force Catalogue. In addition, a particular (F)HQ for BG operations may be generated.
14. Tactical level. Tactical level HQs may be drawn from the EU Force Catalogue, formed from a EU BG HQ or generated during the Force Generation process.

F. KEY PRINCIPLES AND STRUCTURE OF THE EU HQ

15. The Headline Goal 2010 states the EU must be able to conduct concurrent operations. This implies that an OHQ should be able to run two small scale operations and two medium operations concurrently. As a general principle for each operation it is assumed that there is a dedicated FHQ.

16. Key Principles. The following principles should be applied for the manning of EU HQs:
- 1) The commanders of both OHQ and FHQ are responsible for the manning of their HQ and will adopt a mission-tailored approach to meet the requirements of the operation.
 - 2) Multinationalisation of the HQ is the overarching principle. However, manning will be driven by functional requirements of the operation, rather than to facilitate the participation from MS. Nevertheless, wherever possible the EU HQ structure should allow for participation by all MS.
 - 3) The manning of the EU HQ will be reviewed periodically throughout the course of the operation.
 - 4) In order to achieve a wide degree of commonality across the potential EU HQ and to facilitate functional links between Strategic and Operational Levels, it is encouraged that HQs should stick to the generic EU HQs structure as described in this guide.
17. Additional Functions. In addition to the normal CJ functions, the nature of a particular operation may dictate that certain tasks are better dealt with in an independent functional area. e.g. Special Operations Forces (SOF) and Engineering.
18. Specialist Staff. The EU HQ ORBAT will be supplemented by the specialist staff and may include, but are not limited to: Political Advisor (POLAD), Legal Advisor (LEGAD), Gender Advisor, Media, Protocol and Visitors Bureau, Environmental Advisor and Cultural, Religious Advisors and Police and Security Sector Advisor.
19. ORBAT. The **ORBAT** is a catalogue of potential posts for the HQ, which can be used as a basis for the Commander to tailor the HQ. The EU HQs ORBAT will be reviewed biennially or as required. The ORBAT review will be initiated by the EUMS, or at the request of MS. The review will be conducted by the EUMS utilizing the network of the MS expertise; the ORBAT, as part of the overall manning guide review, will be sent for agreement to the EUMC.
20. CE. The Crisis Establishment (**CE**) describes the manning requirement for the HQ and is tailored for the specific operation. It is based on the ORBAT which serves as a toolbox for the capabilities needed for the respective operation, however further posts may be created by the Cdr. This may specifically apply when an additional operation/BG operation has to be planned and conducted by the HQ. CE will be developed as part of the HQ activation process approved by the Cdr. Once approved by the Cdr, the CE will be sent to higher command (e.g. FHQ CE to OHQ for notation. Finally, the CE will be sent to EUMS for further dissemination to MS and all Troop Contributing Nations (TCNs) as required.

G. EXTERNAL PERSONNEL

21. In addition to the staff selected by the Cdr, the following personnel may also be collocated with the EU HQ and thus may significantly increase the size of the EU HQ working area, without being an organic part of the respective HQ:

- 1) Liaison Teams. National Liaison Teams (NLT) may be established by MS and by invited non-EU TCNs. Other liaison teams may be established by other bodies (e.g. EU, UN, OSCE, NATO) as appropriate. For planning purposes, it is assumed that each (N)LT should consist of no more than 5 personnel.
- 2) National Intelligence Cells (NIC) / National Intelligence Liaison Officers (NILO). It is assumed that, in addition to the NIC at the EU FHQ, most (EU and non-EU) TCNs will establish either a NIC or a NILO at the EU OHQ. For planning purposes, it is further assumed that each NIC should consist of no more than 5 personnel.

H. DESIGNATION AND ACTIVATION

22. There are 3 distinct stages for the designation and activation of an EU HQ.'

- 1) Routine. Encompasses ongoing activity by the Parent HQs, outside times of crisis. The emphasis in this stage is on the routine preparations for activation, which includes training and maintaining a state of readiness.
- 2) Pre-Activation. Following the identification of a crisis, this stage encompasses all activity by the Parent HQ, up until the point at which the Council designates the EU HQ. It reflects increased activity within the Parent HQ, both from the perspective of operational planning support and from the initial preparations to establish the EU HQ. In this case, bilateral arrangements between MS may be required to meet the reduced time limits.
- 3) Activation. This stage encompasses all EU HQ preparation activity following designation by the Council. While initial activity will already have begun on a national basis, full activation will be driven with a multinational staff.

I. AUGMENTATION

23. The dormant nature of EU HQs requires a robust augmentation process in order for a Cdr to man the EU HQ within the designated timescales. To facilitate the selection of staff positions, the Cdr is provided with the ORBAT. Posts are divided into 2 categories:

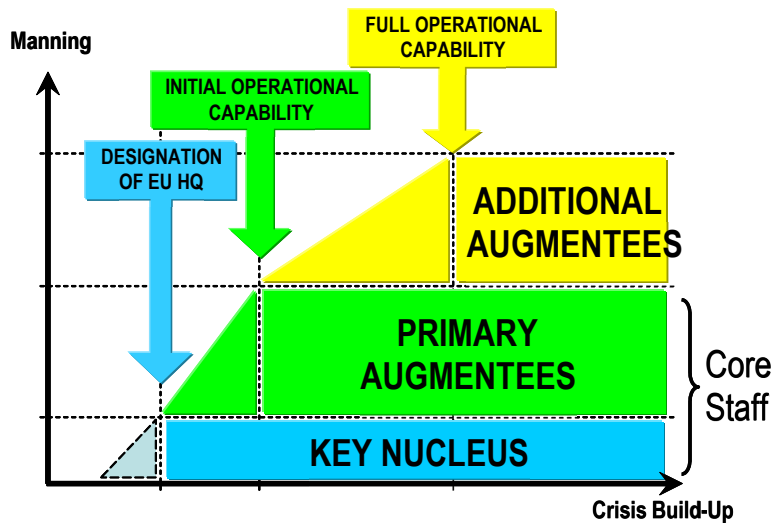
1) Core Staff. The Core Staff, who are responsible for the establishment of the EU HQ and the initial operational planning, are pre-nominated and held at 5 days readiness. The scale of the operation may dictate that not all the nominated Core Staff will be required, and further Core Staff not previously identified may be needed. The Core Staff comprise:

(1) Key Nucleus (KN). The KN staff is provided by the Parent HQ and is at immediate readiness. It is responsible for activating the EU HQ and creates the framework of the Core Staff across the staff divisions. It comprises trained, experienced staff from the Parent HQ who are familiar with EU procedures.

(2) Primary Augmentees (PA). To provide a balanced framework in the EU HQ, the PA posts are divided between volunteering MS (PA MN) and the Parent Nation (PA PN). They are trained, experienced staff, familiar with EU procedures. The PA multinational are identified in databases maintained by the EUMS.

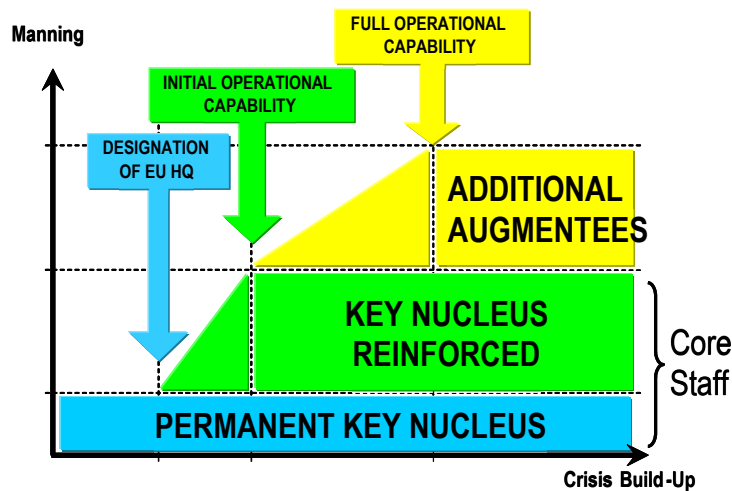
2) Additional Augmentees (AA). The AA posts are not pre-nominated and, if/when required, will be bid for by MS and invited non-EU states at HQ Force Generation and Manning Conferences. In principle, these positions are open to all MS and invited non-EU states, provided that the incumbent is fully qualified in accordance with the detailed job description.

The diagram below shows the build up of the EU HQ for a National HQ.



24. EU OPSCEN. The specific requirements of the EU OPSCEN require it to use a different augmentation process and different terminology to the national HQs. It consists of a small permanent military staff, which forms the permanent KN of the OPSCEN. On activation the permanent KN will be reinforced to achieve Initial Operational Capability (IOC) and then additional augmentation will occur to achieve Full Operational Capability (FOC). The configuration and size of the EU OPSCEN will ultimately depend upon the scope, scale, size and duration of an operation to be conducted. This will be the responsibility of the OpCdr.
- 1) Key Nucleus Reinforced. The permanent KN will be reinforced by pre-identified personnel from the EUMS, the General Secretariat of the Council (GSC) and MS. These personnel will be available within 5 days of activation of the OPSCEN. The Permanent KN and KN Reinforced will perform the functions of the OHQ Core Staff.
 - 2) Augmentees. Further augmentation will be provided by pre-nominated personnel from the EUMS, GSC and MS. These posts will be filled within 20 days of the activation of the OPSCEN.
 - 3) Augmentation by the MS will be achieved by using the PA Database.

The diagram below shows the build up of the EU OPSCEN Staff.



25. EU OHQ at SHAPE. Whilst SHAPE follows EU OHQ procedures as far as possible, not all of these are directly applicable, given SHAPE's status as a functioning standing HQ. Thus, the manning process and terminology differ from those adopted by the national HQs.
 - 1) The SHAPE permanent staff, including the Strategic Direction Centre, forms the foundation of the EU OHQ, enabling the latter to draw upon the entire spectrum of capabilities at SHAPE. This capability is enhanced with EU expertise in the form of an EU Staff Group (EUSG), which ensures that the EU perspective is fully reflected and provides the necessary EU connectivity and focus. The EUSG is set up with J-functions that mirror those of the SHAPE staff as a whole, thereby establishing a mechanism through which the EU can access all SHAPE divisions.
 - 2) The manning process for the EUSG is conducted by the OpCdr, who deals directly with MS on the basis of a tailored CE. This provides the opportunity for all MS to bid for posts.
 - 3) Manning levels for the EUSG have been developed on the basis of experience, and the strength for a complex operation is likely to be 20 or less. In addition to Chief EUSG (OF5), the staff would comprise one or more posts in each of the J1 to J9 functions (OF3/4), plus LEGAD, POLAD and admin support.
26. Battlegroup Operations. For a BG operation the same manning and augmentation principles apply to the OHQ. The BG contributing MS may require increased representation within the KN or PA (PN) posts. However, the reduced timescales and smaller number of troops in a BG operation are likely to impact the CE of the EU OHQ.

J. OPERATIONAL CAPABILITY

27. The designated EU HQ is required to reach IOC within 5 days of designation. The IOC for the EU HQ can be defined as the necessary staff to assist the Cdr in the production of a draft CONOPS and a draft OPLAN.
28. The FOC for the EU OHQ will have the necessary staff to plan and operate, and should be reached prior to the deployment of troops into the JOA. FOC of the OHQ and the FHQ will be declared by the respective Cdrs, the latter will take into account deployment criteria.

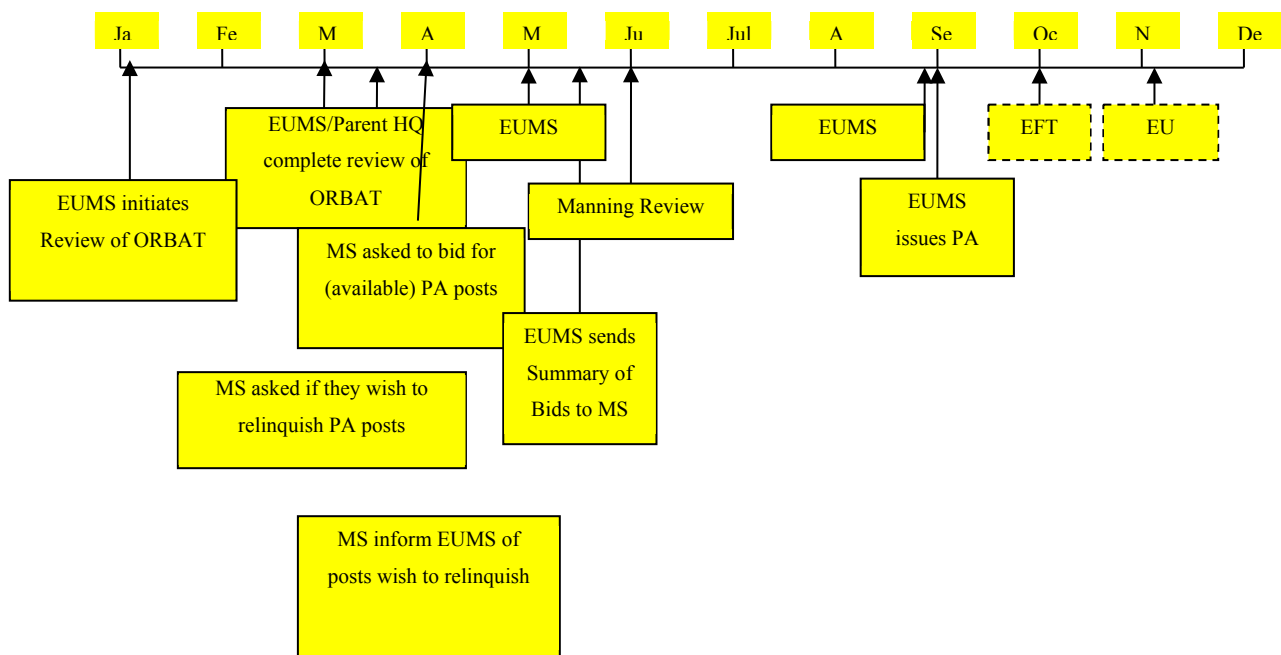
K. AUGMENTEES MANAGEMENT

29. PA Database Maintenance. The EUMS is the custodian of the PA Database. However, it is the responsibility of the MS to inform the EUMS of any changes to the personnel details held in this database, for example due to the posting of an individual. The MS will be requested, by the EUMS, to report the status of their PA commitment on 1 March and 1 September each year.
30. PA Manning Review Conference. Every 2 years or as required the ORBAT will be reviewed at a Manning Review Conference (MRC).
 - 1) The purpose of the MRC is to confirm the EU HQ PA requirements, including any addition or reduction in posts; allow the MS to relinquish their responsibility to fill a PA post.
 - 2) The MS will be allowed to bid for any posts in the ORBAT, including the opportunity to bid for previously allocated posts. While the database will not be ‘zeroed’, this will allow for the rotation of the MS to posts.
31. Review Process. The review process comprises the following stages:
 - 1) Review of Current Commitments and bidding for Posts. Three months prior to the MRC the EUMS will distribute the ORBAT to MS. Concurrently MS will be asked to inform the EUMS, within 2 weeks, of those posts they wish to retain and those they wish to relinquish responsibility for in the forthcoming period. Two months prior to the MRC, the EUMS will distribute the full PA database to the MS, who may then bid for any post.
 - 2) Compilation of Bids. The MS will be asked to respond with their bids 1 month prior to the MRC. The EUMS will collate the bids from MS and will send a summary of the bids to MS 2 weeks prior to the MRC.
 - 3) MRC Procedure. The meeting will be chaired by the EUMS. Attendance of the MS representatives at the MRC is required in order to confirm their bids. The following procedures will be applied:

- (1) Any negotiations between MS prior to the MRC cannot be guaranteed. These will not be taken into account by the Chairman of the MRC as other MS may also wish to bid for the pre-negotiated post.
 - (2) All MS who bid for posts and attend the MRC will be represented, where possible, on the reviewed PA database.
 - (3) The conduct of the MRC will follow the sequence below:
 - (a) Provisional allocation of all FHQ posts (excluding the ACOS/DACOS posts).
 - (b) Provisional allocation of all OHQ posts (excluding the ACOS/DACOS posts).
 - (c) Provisional allocation of FHQ ACOS/DACOS posts.
 - (d) Provisional allocation of OHQ ACOS/DACOS posts.
 - (4) The following criteria to prioritise bids for PA (MN) posts by MS will apply:
 - (a) MS who have not filled a specific post in the previous period will take priority over those who have.
 - (b) Then, priority will be given to bids from those MS with the highest number of posts throughout the same HQ.
 - (c) MS may only fill one ACOS or DACOS posts in the same HQ. This rule will not apply for ACOS/DACOS posts without any bid.
- 4) Use of the EU HQ PA Databases:
- (1) The PA Databases are valid for two years. A post may be shared among MS. Each MS should cover a period of at least six months, starting with the prioritised MS in accordance with the criteria set out above.
 - (2) Upon activation of an HQ, PA will be called. In the case of MS sharing a specific post, the period to be covered by the first MS will count from the date that FOC is declared.
- 5) Post MRC. Immediately following the MRC a 7-day silence procedure will be imposed, where any break of silence will be addressed to the EUMC. Following the silence procedure the EUMS will forward the agreed PA database to the EUMC for notation.
- 6) Provision of Names to Posts. In principle the PA database will come into force on 1 September of that year. Therefore MS are to provide personal details of post incumbents to the EUMS no later than 31 August.

- 7) Duration of Commitment. Ideally, individuals should remain on the database for a period of approximately two years. MS are responsible for ensuring that nominated personnel are qualified and experienced in accordance with the job description. In principle nominated individuals should participate in EU HQ training/exercise activities (e.g. European Foundation Training, Operational Planning Course and EU CME/MILEX).
- 8) Distribution of PA database. The EUMS will distribute the completed PA Database on production and in any case in accordance with Para 29, with personal details, to all Parent HQ. A database without personal details will be forwarded to all MS.

The suggested timeline for the PA Review Process is depicted below:



32. PA Activation Process.

- 1) Activation Warning. When the possibility arises that an EU HQ may be activated, the EUMS will distribute an activation warning to all PA, via the Military Representatives, informing them of their likely activation. The activation warning should include specific equipment requirements (for example individual protective equipment) and any medical prophylaxis recommendations dependent upon the operational area.
- 2) Activation of PA. PA are held at 5 days readiness from the decision to activate the EU HQ, to ensure that the EU HQ Core Staff will be stood-up completely within 5 days. The Cdr must confirm his PA requirements as soon as possible, but in any case, within 2 days of the decision to activate the EU HQ.
- 3) Calling of PA. The Cdr must send adequate joining instructions to the selected PA via EUMS or directly via Military Representatives.

33. AA Nomination and Activation Process.

- 1) Nomination of AA. Once the Cdr has confirmed his AA requirements, these requirements and the details of the AA Manning Conference (AA MC) will be sent to his Military Representative for onward transmission to all MS and non-EU TCN.
- 2) AA Manning Conference. The Cdr, supported by the EUMS, will chair the AA MC. At the conference the Cdr will inform MS on what date he requires the AA to report to the EU HQ and provide Joining Instructions. Ideally this would be a common EU OHQ and EU FHQ AA MC.
- 3) AA Activation. The date the AA are to arrive at the EU HQ, normally within 20 days, will be subject to the Cdr's requirements and will be clearly stated at the Manning Conference. On arrival at the EU HQ they will require induction training.
