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European Union

Brussels, 5 January 2015
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COVER NOTE

From:	European External Action Service (EEAS)
To:	European Union Military Committee (EUMC)
Subject:	EU Concept for Military Command and Control

Delegations will find attached document EEAS 02021/7/14 REV 7.

Encl.: EEAS 02021/7/14 REV 7

EUROPEAN EXTERNAL ACTION SERVICE



**EUROPEAN UNION
MILITARY STAFF**

Brussels, 05 January 2015

**EEAS 02021/7/14
REV 7**

CSDP/PSDC

NOTE

from :	European Union Military Staff
to :	European Union Military Committee
No. Prev. doc.:	doc. 10688/08, dated 16 June 2008
Subject :	EU Concept for Military Command and Control

Delegations will find attached the EU Concept for Military Command and Control, which was agreed by the EUMC on 22 December 2014.

**EUROPEAN UNION CONCEPT FOR
MILITARY COMMAND AND CONTROL**

**EU CONCEPT FOR
MILITARY COMMAND AND CONTROL**

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- B. European Security Strategy (ESS) (doc. 15849/03, dated 5 Dec 2003).
- C. EU Concept for EU-led military operations (EEAS 00990/5/14, dated 17 December 2014)
- D. EU Concept for Military Planning at the Political Strategic level (doc. 10687/08, dated 16 June 2008).
- E. EU Concept for Force Generation (doc. 10690/08, dated 16 June 2008).
- F. Council Decision setting up the Political and Security Committee (doc. 2001/78/CFSP, dated 22 Jan 2001).
- G. Draft EU Concept for comprehensive planning, doc 13983/05, dated 3 Nov 2005.
- H. Force Catalogue 2014 (FC 14) (doc. 8181/14, dated 27 March 2014, and its supplement doc 8179/14, dated 28 March 14).
- I. European Defence: NATO/EU Consultation, Planning and Operations (doc. 13990/1/04 rev 1, dated 7 Dec 2004).
- J. EU Framework Nation Concept (doc. 16276/10, dated 22 November 2010).
- K. EU OHQ and FHQ Manning Guide (doc. 0078/3/14 Rev 3, dated 16 July 2014).
- L. Council Decision on the security rules for protecting EU classified information (2013/488, dated 23 September 2013).
- M. Guidelines for Command and Control structure for EU Civilian operations in Crisis Management (doc. 9919/07, dated 23 May 2007).
- N. Identifying main elements of NATO's European Command Options for EU led Operations, (doc. MCM 028 03).
- O. Suggestions for crisis management procedures for CSDP crisis management operations (doc . 7660/2/13, dated 18 June 2013).
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- Q. Council Decision 2001/80/CFSP, dated 22 January 2001 on the establishment of the Military Staff of the European Union (OJL 27, 30.1.2001, p.7) as amended by Council Decision 2005/395/CFSP, dated 10 May 2005 (OJ L 132, 26.5.2005, p.17) and Council Decision 2008/298/CFSP, dated 7 April 2008 (OJ L 102, 12.4.2008, p.25) on the establishment of the Military Staff of the European Union (doc 2008/298/CFSP, dated 7 April 2008).
- R. EU OHQs SOPs (doc. 15718/06, dated 22 Dec 2006).

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 - T. EU FHQs SOPs (doc. 15720/06, dated 22 Dec 2006).
 - U. EU Concept for Military Information Operations (6917/08, dated 25 February 2008).
 - V. EU Concept for Military Intelligence Structures in EU Crisis Management and EU-Led Military Operations/Missions, Revision 2 (01846/13, dated 15 November 2013).
 - W. EU Concept for Reception, Staging, Onward Movement & Integration (RSOI) (doc. 9844/12 dated 11 May 2012).
 - X. Military Rapid Response Concept (EEAS 02168/3/14, dated 17 December 2014).
 - Y. Civil-Military Co-ordination (CMCO) (doc. 14457/03, dated 7 Nov 2003).
 - Z. EU Principles for EU HQs (doc. 9983/14, dated 16 May 2014).
 - AA. Council Decision 2011/871/CFSP, dated 19 December 2011, establishing a mechanism to administer the financing of the common costs of European Union operations having military or defence implications (Athena).
 - BB. EUMC Glossary of Acronyms and Definitions (updated yearly).
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A. INTRODUCTION

1. The EU has established an autonomous capacity to take decisions to launch and conduct EU-led military operations and missions¹ within the range of the tasks defined in the Treaty on European Union (TEU- ref. A) and in the European Security Strategy (ESS) (ref. B).
2. The EU does not have a standing military Command and Control (C2) structure, therefore clear and effective C2 arrangements are needed to ensure the successful planning and conduct of these operations and missions.
3. This document supersedes the EU Military C2 Concept (doc. 10688/08, dated 16 July 2008).
4. This concept should be read in conjunction with the EU Concept for Military Planning at the Political Strategic level (ref. D) and EU Concept for Force Generation (ref. E).
5. Furthermore it is worthwhile to recall the ongoing discussion at different levels (political, diplomatic and military) on the need to increase the efficiency of CSDP civilian and military activities². In this framework some Food for Thought papers have been circulated proposing different solutions. In particular the reflection has been focused on the planning and C2 arrangements for the "non-executive" missions in order to best support the MCdrs. In this spirit, the EUMC initiative to start a new Force Generation Process is progressing. If in the future those reflections and initiatives impact on the procedures and structures in Crisis Management, the present concept – along with other relevant and related concepts – will have to be amended accordingly.

B. AIM

6. This document sets out the arrangements for delivering C2, from the Political Strategic level to those military elements conducting an EU-led military operation or mission.

¹ Definitions of EU-led operations and missions can be found at Ref C

² 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).

C. SCOPE

7. This concept focuses on military C2 aspects of EU-led military operations and missions, and covers C2 related military definitions and principles, including the C2 operational needs for interoperability. It covers EU Command Options and provides a generic C2 structure for EU-led military operations and missions, including the core responsibilities of the main actors. It describes the C2 aspects of planning and conduct of operations, provides the essential HQ-requirements and criteria, and addresses some general aspects of Civil Military Co-ordination (CMCO).

D. GENERAL COMMAND AND CONTROL STRUCTURE AND DEFINITIONS

8. Political Control and Strategic Direction

In accordance with Article 38 TEU and its Terms of Reference (TOR) (ref. F), the Political and Security Committee (PSC), under the authority of the Council, exercises the political control and strategic direction of EU-led military operations and missions, taking into account advice and recommendations from the EUMC. A Crisis Management Concept (CMC), approved by the Council, provides a conceptual framework describing CSDP activity to address a particular crisis within the EU comprehensive approach, defines the political strategic objectives for CSDP engagement, and provides CSDP option(s) to meet the EU objectives.

- a. Political Control is the setting of political and strategic objectives and parameters, and the balancing of aims and means to achieve these objectives. It provides the framework within which military operations can take place and defines their nature and scope. Political Control aims at ensuring that the parameters of an operation set by the Council are implemented accordingly.
- b. Strategic Direction is the translation of political and strategic objectives into guidance, enabling the military operation to be planned and conducted. The PSC exercises Strategic Direction by providing guidance for the development of planning documents for an operation as well as by giving strategic direction during the conduct of the operation.

9. EU Military Chain of Command

The EU military chain of command is the succession of commanders from higher to lower level through which command is exercised. The military Chain of Command comprises the strategic, operational and tactical levels of command each represented by a Commander (Cdr) and his Headquarter (HQ). Under specific circumstances (e.g. size of the operation / mission, limited spectrum of tasks), responsibility for different levels of command might be taken over by one Cdr / HQ. Key Commanders and HQs are defined below:

a. EU Operation Commander (OpCdr) - Military Strategic Level

The EU OpCdr is a Commander nominated by the Council or the PSC to conduct a defined military operation and authorised to exercise operational command or operational control over assigned forces. This includes *inter alia* the responsibility for developing the Concept of Operation (CONOPS) and the Operation Plan (OPLAN). Moreover the OpCdr will co-ordinate the deployment, sustainment, and re-deployment of the EU-led military force.

b. EU Operation Headquarters (OHQ) - Military Strategic Level

The OHQ is the static headquarters which supports the OpCdr, located outside the Area of Operations (AOO).

c. EU Force Commander (FCdr) - Operational Level

The EU FCdr is the commander of an EU-led military force appointed by the Council or the PSC, acting under the authority of the OpCdr to execute a military operation and authorised to command assigned forces within a designated AOO.

d. EU Force Headquarters (FHQ) - Operational Level

The FHQ is the HQ of an EU-led military force deployed to the AOO. It supports the FCdr in planning, conducting and exercising C2 over the forces deployed within the AOO.

- e. Component Commanders (CC) of an EU-led military force deployed to the AOO - Tactical Level.

The CCs designated by the FCdr or higher authority are given the authority necessary to accomplish missions and tasks assigned by the FCdr. CCs (Air, Land, Maritime and Special Ops), are responsible for making recommendations to the FCdr on the employment of their forces and assets, and for planning, co-ordinating and conducting operations. Additional CCs could be designated for specific functions.

- f. EU Mission Commander (MCdr) - Military Strategic and Operational Levels

The EU MCdr is a Commander nominated by the Council or the PSC to conduct a defined military mission (e.g. Training Mission) and authorised to command the assigned forces within the AOO. The MCdr exercises the functions of EU Operation Commander and Force Commander.

This includes *inter alia* the responsibility for developing the Concept of Operation (CONOPS) and the Mission Plan (MPLAN). Moreover the MCdr will co-ordinate the deployment, sustainment, and re-deployment of the EU-led military force.

- g. EU Mission Headquarter (MHQ)

The MHQ is the HQ of an EU-led military force deployed to the AOO. It supports the MCdr in planning, conducting and exercising C2 over the forces deployed within the AOO

- 10. Command and Control definitions are at Annex A.

E. PRINCIPLES

- 11. EU- led military operations and missions are decided upon by the Council, which also exercises the overall responsibility for their conduct. They are characterised by a number of principles:

- a. EU Comprehensive Approach to Crisis Management

The EU is able to mobilise a range of both civilian and military means and instruments, which gives a broad crisis management capability. The EU military C2 structure and procedures support this overall approach and seek to enable co-ordination between lines of operations (such as political, economic, diplomatic, humanitarian and military, ref. G).

An important consideration in this C2 Concept is, therefore, to take into account the characteristics of this comprehensive approach to crisis management while being coherent with NATO concepts and doctrine, whenever possible, so as to ensure the highest level of interoperability and common practice.

b. EU Military Command Options

Due to the fact that the EU does not have a standing command structure, the EU will establish the chain of command for EU-led military operations on a case-by-case basis. This can be achieved either by selection and activation of HQs listed in the Force Catalogue³ (FC, ref. H), or where appropriate, the activation of the EU Operations Centre (EU OPSCEN, ref. I), or by having recourse to NATO common assets and capabilities and utilising SHAPE, or by using other *ad hoc* national OHQs (preferably in line with the principles of the EU Framework Nation Concept (ref. J)) or an MHQ tailored to the mission. To this end, and regardless of the chosen command option, HQs will have to be activated, augmented, and fully integrated in a command structure consisting of a mixture of permanent elements from the relevant HQ and augmentees. While the general principles and procedures for the designation, structure and composition of EU OHQs and FHQs are outlined in ref. K, the manning of MHQs is dealt with dedicated Manning Conferences.

c. Simultaneous Build-Up

The simultaneous activation and build up of OHQ, FHQ and, if applicable, CC HQs need to be implemented as a basic principle in order to maintain tempo in the planning process and the deployment phase. There might be exceptional circumstances where such simultaneous HQ activation is not necessary.

d. Multinationality

All EU Member States⁴ (MS) have the opportunity to participate in an EU-led military operation and mission, and contribute to its C2 structure. Third States could provide contributions to EU HQs in accordance with EU policies and procedures.

³ MS provide different level HQs as reflected in the FC. For example OHQs are provided by France, Germany, Greece, Italy and the UK.

⁴ In accordance with the TEU and the protocols annexed thereto. This means that Denmark cannot participate in EU-led military operations and missions.

All MS and non-EU Troop Contributing Nations (TCN) may also attach liaison teams/officers to the OHQ, FHQ or MHQ and CC HQ, as appropriate. Multinationality needs to be carefully balanced against the requirements of military effectiveness and efficiency. The exchange of classified information will take place in accordance with ref. L.

e. Transfer Of Authority (TOA)

TOA for command and/or control of force elements from the national authorities to the OpCdr / MCdr and from the OpCdr / MCdr downwards is a key aspect of all operations. Ideally the forces for an operation would be committed without caveats. Nevertheless, MS are ultimately responsible for the conditions in which their forces are made available to the EU. However, caveats should not fundamentally affect the operational effectiveness of a TCN's contribution. If national caveats cannot be avoided the OpCdr / MCdr should be informed as soon as possible. This should allow timely adjustment to operational planning and C2 arrangements.

f. Unity of Command

Unity of command provides the necessary cohesion for the planning and execution of operations. It is achieved by vesting the authority to direct and co-ordinate the actions of all forces and military assets in a single commander. Consequently, commanders should have the appropriate degree of authority over all the forces assigned or placed at their disposal.

g. Continuity of Command

Unity of command is further enhanced by continuity of command for the duration of an operation. In principle, 'who plans executes'. Command should be continuous throughout the execution of operations. However, in operations of long duration, or for other reasons, this might not be possible. Thus the competent authority should arrange a timely succession of command⁵.

⁵ Moreover a timely designation/nomination of the incoming Operation/Mission Commander is important in order to properly involve him in all those activities related to the planning/execution of the mission.

h. Clear Chain of Command

The structure of a C2 system is hierarchical and should be defined and understood by all levels of command, so that there is a complete understanding of command responsibilities throughout the hierarchy.

Where necessary and appropriate, direction and orders to a subordinate commander may include tasks for specific force elements, subject to any limitation imposed by TCN.

The command structure should ensure that the capabilities offered by TCNs can be brought to bear decisively to achieve the commander's objectives in the most effective way. The specific task organisation of military assets will be tailored to each operation by the higher authority.

Unity of effort between military assets is strengthened by a single chain of command. An efficient and comprehensive liaison structure, linking the FHQ / MHQ-level to all force elements, other EU instruments or actors (e.g. CION services, EU Special Representatives (if any) or relevant EU delegations (if any)), and other organisations such as Non-Governmental Organisations (NGOs) or International Organisations (IOs), is an essential element of the C2 structure.

i. Unity of Effort

Only a united and co-ordinated effort of all elements of the C2 structure and all subordinate elements of an EU-led military operation will ensure cohesion and will lead to the achievement of the objectives.

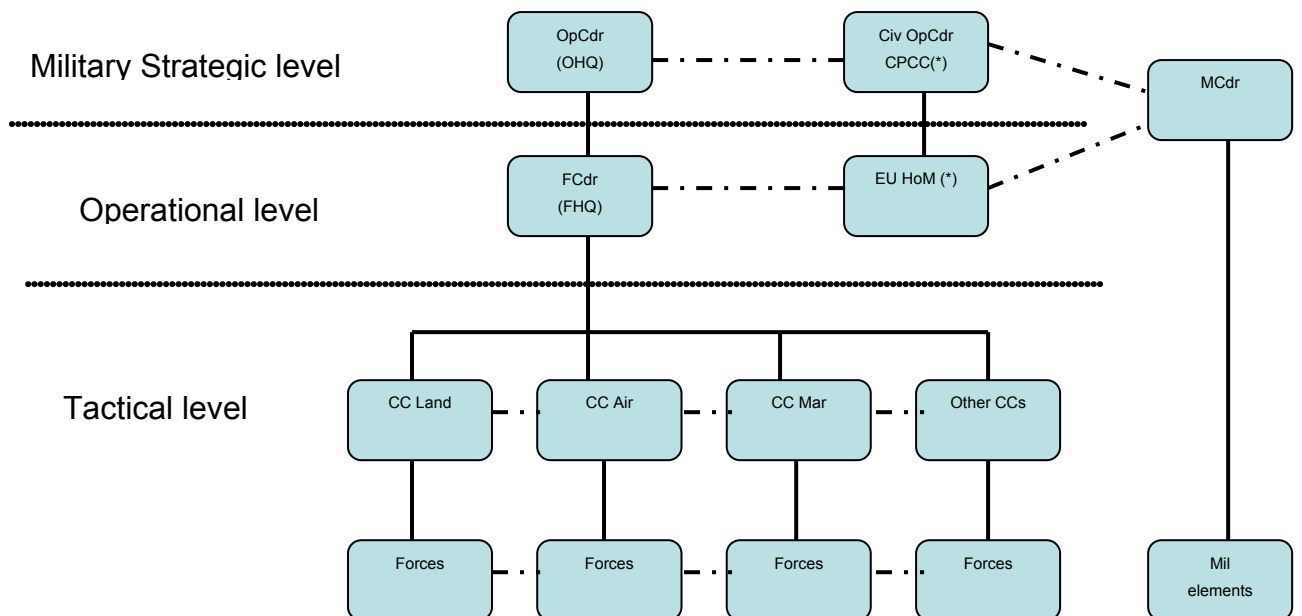
j. Flexibility

A flexible EU military C2 structure supported with clear procedures is essential in order to meet the different requirements resulting from the wide range of the tasks defined in the TEU and in the ESS. Furthermore the C2 structure must be capable of adapting to various operational situations without limiting the commanders' freedom of action.

F. EU MILITARY COMMAND AND CONTROL STRUCTURE

12. The EU-led military operational chain of command is based on vertical top to bottom responsibility. This implies that each level of command is responsible for establishing the necessary links to the immediate subordinate level.

13. To allow an EU-led military operation or mission to be conducted effectively and efficiently, C2 arrangements should enable the passage of information in a timely manner throughout the chain of command. This will facilitate timely decision taking and implementation at appropriate levels. In addition, C2 should cater for the required co-ordination and co-operation with other actors.
14. A single, identifiable and clear military chain of command is imperative. The exact C2 arrangements for any EU-led military operations are mission-dependent. In principle, the chain of command for EU-led military operations will encompass three levels of command, below the Political Strategic Level.



(*): The relation with the Civ OpCdr/CPCC (Civilian Planning and Conduct Capability) and with the EU HoM (EU Head of Mission) is co-ordinated in the event of a CSDP Civilian Mission also being in the field (ref. M).

Legend:

———— = chain of command

- - - - - = Co-ordination

G. EU COMMAND OPTIONS

15. The choice of Command Option, including the identification of the Operation or Mission Commander, will be made by the Council as early as possible, but at the latest when selecting a Military Strategic Option (MSO), in order to better ensure the continuity of the military planning process. The EU has two basic Command Options: autonomous EU-led military operations and missions, or EU-led military operation with recourse to NATO common assets and capabilities through the establishment of an EU OHQ at SHAPE.
16. Autonomous EU-led Military Operations and Missions
 - a. At the military strategic level the main C2 possibilities are one of the national OHQs offered by MS (ref. H), or other ad hoc national OHQs (preferably in line with the principles of the EU Framework Nation Concept (ref. J)), or the EU OPSCEN , which can be activated for EU BG – size military operations, in particular, where a joint civil / military response is required and where no national HQ is identified. An MHQ tailored to the mission can also be generated on an ad hoc basis.
 - b. At the operational and tactical levels the EU may have recourse to HQs (national and multinational) listed in the FC or generate a specific HQ able to conduct joint operations.
17. EU-led Military Operations With Recourse to NATO Common Assets And Capabilities.
 - a. NATO Command Structure (NCS) has the ability to provide the full range of C2 assets and capabilities for an EU-led military operation in the framework of the tasks defined in the TEU and in the ESS.
Ref. N identifies the main elements of the range of command options for EU-led military operations and describes command arrangements.

- b. Detailed command arrangements for an EU-led military operation with recourse to NATO common assets and capabilities, and the chain of command best suited for the planned mission, including the potential role of the Deputy Supreme Allied Commander Europe (DSACEUR), will be agreed following consultations between the PSC and the North Atlantic Council (NAC), taking into account EUMC and NATO Military Committee advice.
- c. DSACEUR would be the primary candidate as OpCdr, and the EU OHQ would then be established at SHAPE.
- d. The early selection of an OpCdr from NCS must be addressed simultaneously with the provision of an OHQ. In addition, the eligibility and selection of HQs at the various levels must be examined for coherence with the standard EU command structure and procedures, taking account of the functions required and the resource implications.
- e. There is a possibility of a mixed C2 structure composed of HQs provided by MS and by NATO for an EU-led military operation using NATO common assets and capabilities. In this case, the military implications would need to be thoroughly examined by the EU and NATO in order to ensure operational effectiveness and coherence.

H. COMMAND AND CONTROL AND RELATED RESPONSIBILITIES

18. Permanent actors at the Political Strategic level with C2-related responsibilities are:

a. The Council

The responsibilities of the Council concerning EU-led military operations are defined in the TEU and subsequently in the Suggestions for Crisis Management Procedures for CSDP crisis management operations (ref. O).

The Council has the overall responsibility for the conduct of EU-led military operations and missions, including the decision to take action as well as to invite third countries.

Related responsibilities can be summarised to include the following:

- (1) approval of the CMC;
- (2) selection of the MSO;
- (3) Decision to establish the Operation / Mission, including the appointment of the OpCdr or MCdr, designation of the EU OHQ or MHQ, and, if appropriate the FCdr, the FHQ and the CC and CCHQs;
- (4) approval of the CONOPS, including a Provisional Statement of Requirements (PSOR);
- (5) decision on the role of the HR;
- (6) approval of the OPLAN / MPLAN and the Rules of Engagement (ROE);
- (7) decision to launch and to terminate the operation / mission;
- (8) changing of the objectives of the operation / mission.

In specific circumstances, simplified ('fast track') procedures may be applied (ref. O).

b. PSC

The responsibilities of the PSC concerning EU-led military operations are defined in the TEU and subsequently in the Suggestions for Crisis Management Procedures for CSDP crisis management operations (ref. O). They can be summarised to include the following:

- (1) exercise of political control and strategic direction, under the responsibility of the Council and the HR;
- (2) provision of the political and strategic framework and guidance for the development of planning documents;
- (3) provision of an opinion to the Council on the CMC;

- (4) evaluation and recommendation of prioritised MSOs (including the proposed military C2 structure);
- (5) approval of the Crisis Information Strategy;
- (6) submission to the Council of its opinion on the CONOPS and OPLAN / MPLAN;
- (7) the PSC may be authorised by the Council to take further decisions on its behalf, including amendments to the Chain of Command and the planning documents, as well as review and adaptation of the mission. However, the powers of decision with respect to the objectives of the EU-led military operation shall remain vested in the Council.

c. High Representative (HR)

The Council will determine the role of the HR in the implementation of the measures falling within the political control and strategic direction exercised by the PSC, which the HR may chair in times of crisis.

d. EU Military Committee (EUMC)

The responsibilities of the EUMC concerning EU-led military operations are defined in ref. P. The EUMC provides the PSC with military advice and recommendations on the planning and the conduct of EU-led military operations. It exercises military direction of all related military activities. The EUMC approves the Initiating Military Directive. The Chairman of the EUMC (CEUMC) acts as EUMC spokesman in the PSC and assists the Chairman of the Committee of Contributors (CoC). The CEUMC further acts as the primary point of contact (POC) to the OpCdr / MCdr.

e. EU Military Staff (EUMS)

The responsibilities of the EUMS concerning EU-led military operations / missions are defined in ref. I and Q and described in D, O and R. Under the direction of the EUMC, the EUMS conducts military planning at the Political Strategic level within the full range of the tasks defined in the TEU and in the ESS. This is underpinned by military assessment and analysis conducted in accordance with priorities set by the DGEUMS. The EUMS further supports the EUMC in monitoring the proper execution of the operation. The EUMS has a responsibility to liaise and co-ordinate closely with an activated OHQ / MHQ.

This may include, when necessary, the exchange of liaison officers or planning teams between the EUMS and the OHQ / MHQ in order to enable the smooth transition of military planning and appropriate exchange of information during the execution phase of the operation / mission. In executing these tasks the EUMS works in close conjunction with the appropriate services of EEAS.

19. Non-permanent actors at the Political Strategic level with responsibilities related to EU-led military operations / missions are:

a. Committee of Contributors (CoC)

The responsibilities of the CoC, are defined in ref. S and described in ref. R and T. Although not in the chain of command, the CoC plays a key role in the day-to-day management of an EU-led military operation / mission, addressing questions relating to the employment of the forces in an operation. The PSC will take account of the views expressed by the CoC. All EU MS are entitled to be present at CoC discussions irrespective of whether or not they are taking part in the operation / mission, but only contributing states will take part in the day-to-day management of EU-led military operations / missions. The CoC is especially important for participating third countries and its meetings need to provide timely and relevant information.

b. EU Special Representative (EUSR)

The Council may appoint an EUSR with a mandate related to the specific crisis or region. This mandate may include specific responsibilities in relation to EU-led military operations / missions linked to the co-ordination of EU-related activities in the region. The CMC should underline the EUSR's tasks to help ensure coherence between EU actors. The Council Decision may include a provision entrusting the EUSR with the a role in co-ordinating EU efforts, without compromising the military unity of command principle.

20. Military Strategic Level (OpCdr/OHQ)⁶

a. The OpCdr's main responsibilities inter-alia are:

- (1) to establish (including manning) and operate the EU OHQ;
- (2) to conduct the Operational Planning at the Military Strategic Level (i.e. CONOPS, SOR, OPLAN and ROE);

⁶ The definitions of the Strategic, Operational and Tactical levels are provided in Ref K.

- (3) to perform his functions during the Force Generation Process (ref. E);
 - (4) to participate in the Info Strategy Team and to plan military information activities, in line with ref. U;
 - (5) to conduct EU-led military operations at the Military-Strategic Level of command;
 - (6) to co-ordinate the deployment of forces, the termination of the operation and the re-deployment of forces;
 - (7) to report to the EUMC at regular intervals;
 - (8) to report to the PSC and CoC, using the CEUMC as the primary point of contact as necessary;
 - (9) to co-ordinate, where appropriate, with the following entities/actors:
 - MS and non-EU TCNs
 - Civ OpCdr/CPCC as required
 - EUSR and EEAS
 - EU SATCEN
 - IOs
 - European Commission.
 - (10) to conduct, where mandated, Key Leader Engagement (KLE) at strategic level with relevant EU and non-EU stakeholders, within means and capabilities.
 - (11) to request, as required, and in accordance with ref. V, intelligence support from EUMS Int (available SIAC products, liaison with MS Defence Intelligence Organisations, RFI flow facilitation, INT expertise).
- b. For the conduct of an EU-led military operation, the OpCdr will be given the appropriate Command authority, allowing him sufficient flexibility (e.g. OPCON or possibly OPCOM) over forces by Transfer of Authority (TOA) from the contributing MS and non-EU TCN.

21. Operational Level (FCdr/FHQ)

- a. The FCdr and the FHQ will deploy in the AOO, ashore or afloat. The FCdr will be responsible for:
- (1) providing parallel planning from a very early stage, in order to assist the development of the CONOPS and the OPLAN at the military strategic level;
 - (2) recommending the most appropriate FHQ structure, the apportionment of forces to CCs and the employment of forces;
 - (3) activating, deploying, establishing and operating the FHQ;
 - (4) planning and developing the OPLAN at the Operational level and issuing the respective Operation Order (OPORD);
 - (5) conducting the operation in the AOO, directing and controlling the CCs;
 - (6) conducting Reception Staging Onward Movement & Integration of forces (RSOI) (ref. W);
 - (7) co-ordinating, where appropriate, with
 - non EU entities and actors in the AOO (Host Nation, IOs, NGOs)
 - EU SATCEN
 - MS Embassies and EU Delegations, EUSR and EU HoM.
 - other Forces in the AOO.
 - (8) conducting, where mandated, Key Leader Engagement (KLE) at operational level with relevant EU and non-EU stakeholders, within means and capabilities.
- b. For the conduct of the operation the FCdr will be given the appropriate Command authority, granting him sufficient flexibility (normally OPCON).
- c. Unless CCs/CCHQs are established, the FCdr/FHQ will assume the tactical tasks described below.

22. When a MHQ is established, the MCdr will exercise both the functions of OpCdr and FCdr. In this case, and upon a decision to that effect at the appropriate level, the MCdr might be supported by EEAS (e.g. EUMS) in the fulfilment of some of his tasks.

23. Tactical Level (CCs/CCHQ)

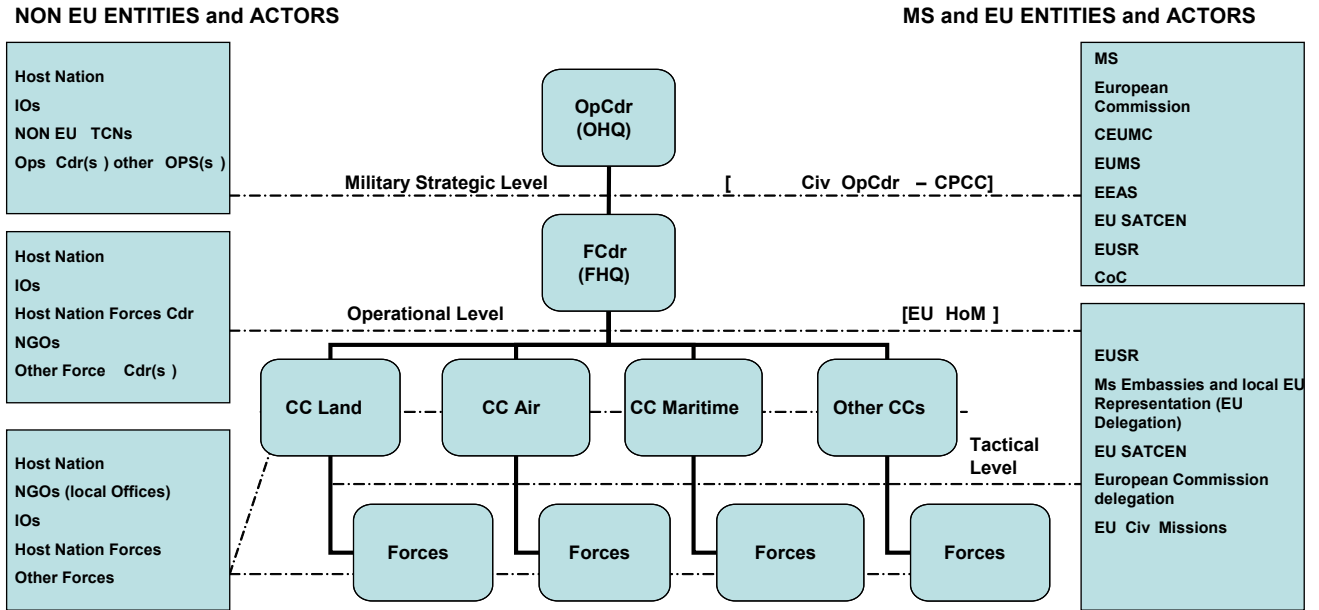
- a. When CCHQs are established, the CCs are responsible for commanding and controlling the forces apportioned to them. The Land Component Commander (LCC), Air Component Commander (ACC), Maritime Component Commander (MCC) and possible other component commander (e.g. Special Operations Component Commander - SOCC), are normally located in their respective CCHQ, in the AOO either ashore or afloat.
- b. For the conduct of the land, air and maritime operations in theatre, the LCC, ACC, and MCC respectively, will be given appropriate Command authority.
- c. For better co-ordination and more efficiency it might be useful to collocate CCHQs with the FHQ. If CCHQs are not collocated with the FHQ CC, representatives / liaison elements should be provided.

24. C2 arrangements for Military Rapid Response are described in ref. X.

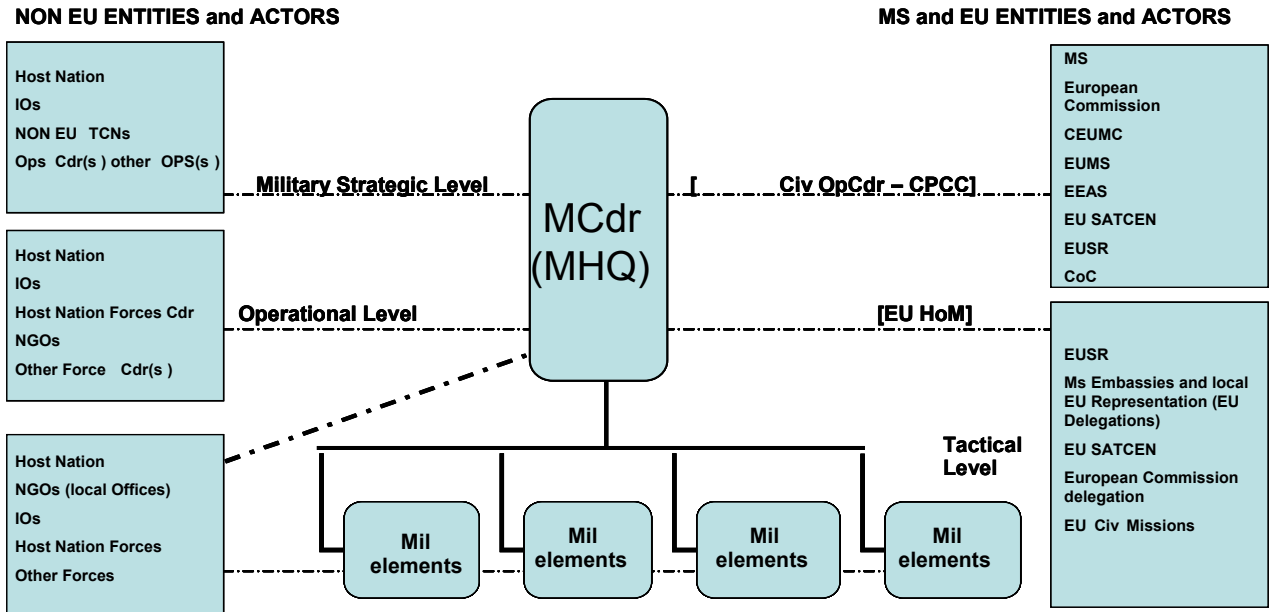
I. CO-ORDINATION AND LIAISON

25. Liaison will be established by Commanders at all levels in order to facilitate the necessary co-ordination and collaboration. As required, they link the military chain of command to other entities as shown in the diagram below. The diagram takes into account the two different categories of actors, on the left the possible non-EU entities and actors and on the right the possible MS and EU entities and actors. Ideally clearly defined authorization for communication and general information exchange with the respective entities as well as identified actors should be implemented prior to the launch of an operation.

C2 structures and Coordination / Liaison diagram for standard EU military Operations



C2 structures and coordination / liaison diagram for EU military Missions



Legend:

———— = chain of command

----- = Co-ordination

26. The EU may use various instruments in response to crises. Those operating in the JOA (military, police or civilian) may be subject to different decision-making procedures. An appointed EUSR may be given a strong coordinating role designed to achieve coherence. However the co-ordination mechanisms should always respect the integrity of the military chain of command.
27. Comprehensive Approach
- a. The implementation of the Comprehensive Approach by military and civilian actors of the EU is key to achieving sustainable effects in CSDP operations and missions. Civil-Military co-ordination (CMCO)⁷ (ref. Y) in EU crisis management, in the field of CSDP, is understood to encompass both civil-civil and civil-military co-ordination internal to the EU actors. It is also understood to be required at all levels of EU Crisis Management (ref. G). CMCO must not be confused with Civilian Military Co-operation (CIMIC). CIMIC will also need to take into consideration the overall EU Co-ordination of all EU crisis management instruments and EU-led military forces may be authorised to assist EU civil bodies in the execution of tasks in support of independent organisations or populations.
 - b. The co-ordination between the OpCdr / MCdr and EU civilian actors will be ensured through modalities defined on a case-by-case basis and might include the exchange of liaison officers and/or staff-to-staff contacts, without affecting the freedom of action of the OpCdr / MCdr in the fulfilment of his mandated tasks.
 - c. At the operational and tactical levels, co-ordination with EU civilian actors within the JOA is ensured through arrangements to be defined on a case-by-case basis between the EU-led military forces and EU civilian representatives, e.g. the EUSR, EU HoM, EU Delegations and/or Commission representatives.

⁷ Civil-Military Co-ordination (CMCO) in the context of CFSP/CSDP addresses the need for effective co-ordination of the actions of all relevant EU actors involved in the planning and subsequent implementation of EU's response to the crisis.

J. GUIDANCE AND REPORTING

28. During the conduct of EU-led military operations, command and control will be exercised providing guidance and reporting within the EU chain of command. The PSC provides strategic direction to the OpCdr / MCdr through the CEUMC as the primary Point of Contact.
29. Based on guidance received, the EEAS (including the EUMS) will provide the OpCdr / MCdr with:
 - a. updates on the political situation;
 - b. information on other EU activities of relevance to the operation;
 - c. other relevant information.
30. The reporting by the OpCdr / MCdr will follow modalities to be defined on a case-by-case basis in the IMD and developed in the OPLAN or MPLAN. They may include:
 - a. significant successes or failures of EU-led forces;
 - b. update/assessment of the situation and estimate on short, medium and long term developments, including the parties and own forces;
 - c. casualties from EU-led forces and/or from among the civilian population;
 - d. suspected crimes against international humanitarian law and crimes against humanity;
 - e. new and significant deployment or redeployment of EU-led forces;
 - f. proposals on military aspects of an exit strategy;
 - g. proposals/contribution on the adjustment of the military mission;
 - h. proposals/contribution on the transition of the operation from military to post-conflict management;

- i. co-ordination related to other EU-actors;
 - j. any other intelligence or information of interest.
31. OpCdr / MCdr is responsible for the definition and application of the modalities of information exchange within the military chain of command, taking also into account the EU principles for security information management.

K. REQUIREMENTS FOR HEADQUARTERS

32. Common requirements for OHQ and FHQ include:
- a. the EU OHQ and EU FHQ should be both combined and joint headquarters, in accordance with operational requirements;
 - b. the HQs for the EU chain of command will be activated and augmented, in accordance with ref. I, K and Y, to reflect the required multinationality (ref.O);
 - c. EU concepts and procedures must be applied;
 - d. HQs at all levels of the EU chain of command will be provided, where appropriate, together with dedicated CIS and staff support (ref. Z).
33. Specific requirements for the EU OHQ and EU FHQ are reflected, respectively, in the EU OHQ SOPs and the EU FHQs SOPs, and EU OHQ and FHQ Manning Guides (ref. K, R, and T).
34. Besides the requirements mentioned above, the characteristics and context of the specific EU-led military operations HQs, may influence the design of an actual EU military chain of command. The choice of HQ for the chain of command of a specific EU-led military operation will, therefore, be made on a case by case basis.

35. Requirements for MHQ will be mission and context dependent, but should include the following:
- a. Application of EU Concepts and Procedures to their maximum extent;
 - b. CIS support from EEAS to the MHQ in order to ensure communication between Brussels and the MHQ to be deployed.

L. INTEROPERABILITY

36. In advance, every effort should be made to evaluate and assure the interoperability of forces that could be assigned to an EU-led military operation. One of the early tasks of commanders, at all levels, is to assess the degree of interoperability between the HQs and forces and to integrate all participating units.
37. Other aspects of interoperability:
- a. Interoperability will respect the established rules for the exchange of classified information and the principle of inclusiveness.
 - b. Compatibility with NATO (e.g. NATO Standardisation Agreements (STANAGs) and Allied Publications (AP)) should be sought to the extent possible for all Member States, fully utilising the provisions of the Article 5b of the agreement between the EU and NATO on security information.
 - c. Standardisation of material, resources, services and procedures have a direct impact on sustainability and effectiveness and should therefore be encouraged.

M. FINANCES

38. The OpCdr / MCdr shall carry out his duties on behalf of ATHENA in relation to the financing of the common costs of the operation / mission and will maintain close contacts with the Athena Administrator concerning the proposals for expenditure and contracts, as set out in ref. AA.

COMMAND AND CONTROL DEFINITIONS

1. Command

Command is the authority vested in an individual of the armed forces for the direction, co-ordination, and control of military forces.

2. Control

Control is the authority exercised by a commander over part of the activities of subordinate organisations or other organisations not normally under his command, which encompasses the responsibility for implementing orders or directives. All or part of this authority may be transferred or delegated.

3. Command and Control relationships within EU-led military operations

a. Full Command

The military authority and responsibility of a commander to issue orders to subordinates. It covers every aspect of military operations and administration and exists only within national services.

b. Operational Command (OPCOM)

The authority granted to a commander to assign missions or tasks to subordinate commanders, to deploy units, to reassign forces and to retain or delegate operational and/or tactical control as the commander deems necessary.

c. Operational Control (OPCON)

The authority delegated to a commander to direct forces assigned, so that the commander may accomplish specific missions or tasks which are usually limited by function, time or location; to deploy units concerned and to retain or assign tactical control of those units. It does not include authority to assign separate employment of components of the units concerned. Neither does it of itself, include administrative or logistic responsibility.

d. Tactical Command (TACOM)

The authority delegated to a commander to assign tasks to forces under his command for the accomplishment of the mission assigned by higher authority.

e. Tactical Control (TACON)

The detailed and, usually, local direction and control of movements and manoeuvres necessary to accomplish missions or tasks assigned.

4. Related definitions

a. Transfer of Authority (TOA) is the act by which national authorities officially transfer the command and/or control of their national forces to the OpCdr. The TOA may be subject to national caveats.

b. Planning for an operation

Planning enables commanders to translate EU strategy and objectives into unified plans for military action by specifying how operations will be conducted to achieve success within a given time and space.

c. Conduct of an operation

Conduct of an operation is the art of directing, co-ordinating, controlling and adjusting the actions of forces to achieve specific objectives.

d. Co-ordination

Joint and multinational operations depend on co-ordinated activities to achieve the maximum combined effort. Goodwill, a common purpose, a clearly agreed division of responsibilities and an understanding of the capabilities and limitations of others, are essential elements.

e. Interoperability

Interoperability is defined within the EU as the ability of Member State HQs and forces and, when appropriate, HQs and forces of other States to train, exercise and operate effectively together in the execution of assigned missions and tasks.