



Council of the
European Union

Brussels, 6 January 2023
(OR. en)

5095/23

LIMITE

COPS 7
CIVCOM 2
CFSP/PESC 15
CSDP/PSDC 9
JAI 11
RELEX 12

COVER NOTE

From: European External Action Service
To: Delegations
Subject: Guidelines for Command and Control Structure for Civilian CSDP
Missions

Delegations will find attached document EEAS(2022)2074.

Encl.: EEAS(2022)2074

EEAS(2022)2074

Limited

EUROPEAN EXTERNAL ACTION SERVICE



Civilian Planning and Conduct Capability (CPCC)

Working document of the European External Action Service

of 21/12/2022

EEAS Reference	EEAS(2022)2074
Distribution marking	<i>Limited</i>
To [and/or GSC distribution acronyms]	Committee of Civilian Aspects of Crisis Management Delegations
Title / Subject	Guidelines for command and control structure for civilian CSDP missions
[Ref. prev. doc.]	ST 9919/07 + ST 15611/22 + ST 16120/22

**GUIDELINES FOR COMMAND AND CONTROL STRUCTURE FOR
CIVILIAN CSDP MISSIONS**

I. REFERENCES

- a. Council Decision of 26 July 2010 establishing the organisation and functioning of the European External Action Service (2010/427/EU)
- b. European Union Military Staff (EUMS) and Military Planning and Conduct Capability (MPCC) Terms of Reference and Organization, ST 6441/21, 24 February 2021
- c. Policy of the European Union on the security of personnel deployed outside the EU in an operational capacity under Title V of the Treaty on European Union, ST 9490/06, 29 May 2006
- d. Draft Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management, ST 9919/07, 23 May 2007
- e. Concept Note: Operational Planning and Conduct Capabilities for CSDP Missions and Operations, ST 6881/17, 6 March 2017
- f. Suggestions for crisis management procedures for CSDP crisis management operations, ST 7660/2/13, 18 June 2013
- g. Guidelines to design civilian CSDP mission-specific organisational structures (Mission Model Structure), ST 7106/21, 17 March 2021

II. INTRODUCTION

1. A single and identifiable chain of command is imperative for the safe and efficient conduct of any civilian CSDP mission. It is the structure through which command instructions flow down from the political to the strategic, operational and tactical levels, and through which control is exercised by specified procedures.
2. The actual chain of command for each civilian CSDP mission is laid down in the Council Decision establishing it.
3. In his letter of 13 June 2006 to the President of the European Council , the Secretary-General/High Representative put forward specific ideas for strengthening the EU's crisis management structures, including appointing a Civilian Operation Commander to establish a clearer chain of command for civilian ESDP missions (Note. ESDP = European Security and Defence Policy, replaced by the Common Security and Defence Policy).
4. On 17-18 June 2007, the Council approved the Draft Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management (Council document ST 9919/07 of 23 May 2007).
5. The entry into force of the Treaty of Lisbon has significantly changed the organisational set-up of civilian crisis management.
6. In particular, Article 4 (3) (a) of the Council Decision establishing the organisation and functioning of the European External Action Service (EEAS) provides that the central administration of the EEAS shall include the Civilian Planning and Conduct Capability (CPCC).
7. The CPCC, among other crisis management structures, assists the High Representative of the Union for Foreign Affairs and Security Policy (“the High Representative”) in the task of conducting the Union’s Common Foreign Security and Defence Policy (CFSP).
8. Fifteen years after the appointment the first Civilian Operation Commander and in line with the organisational changes to strengthen CPCC, it therefore appears necessary to update the Guidelines for Command and Control Structure for EU Civilian Operations in Crisis Management.

III. PURPOSE and SCOPE

9. This paper clarifies the command and control structures for civilian CSDP missions. It sets out the functions, roles and responsibilities of the Civilian Operation Commander and the Head of Mission, who will have command and control authority over the contributions put at the disposal of civilian CSDP missions by Member States, without prejudice to the European Commission's competences in implementing the CFSP budget. This paper also seeks to render the civilian command structure more comparable with the military levels of command, thereby facilitating civil/military coordination, mutual support and coherence, where required.

IV. CONCEPT OF COMMAND AND CONTROL

10. Command and Control ("C2") is a complex concept. For the purpose of this document, the following three different aspects can be identified:
- Command and Control is the exercise of authority and direction by a properly designated person over assigned human resources.
 - As a process, the C2 process is a continuous "sense, assess, decide and act" cycle executed in order to accomplish an assigned mission. It is the process of issuing orders and monitoring/evaluating of the outcomes achieved. This happens through planning, organising, managing, coordinating and controlling resources (personnel, financial, assets, etc.), to achieve mission objectives. Personnel and tools are the main components, which enable the C2 process. Typically, the people are part of an operational unit and the tools are in form of integrated systems (information and technology means that can support the required level of data storage, transmission and analysis).
 - As an architecture, the units and integrated systems are tied together by communication networks, which combine to create a Command and Control Architecture.

11. These three aspects can be further developed:

- 1) **Command status.** The authority, responsibilities and activities of a person in the direction and co-ordination of individuals, teams and units and in the implementation of orders related to the execution of civilian CSDP missions can be exercised according to the following command options:
 - a. **Full Command:** the authority and responsibility of a person to issue orders to subordinates. It covers every aspect of operations and administration and exists only within national services. No person has full command over the individuals, teams and units that are assigned to him or her through the Transfer of Authority in the context of a civilian CSDP mission. This is because Member States and contributing Third States, in assigning those to the EU, assign only operational command or control.
 - b. **Operational Command (OPCOM):** the authority assigned to a person to assign missions or tasks to subordinate individuals, to deploy individuals, teams and units, to reassign them, and to retain or delegate that authority as well as operational or tactical control as may be deemed necessary. It does not of itself include responsibility for administration and logistics. May also be used to denote the forces assigned to a person in the context of a civilian CSDP mission.
 - c. **Operational Control (OPCON):** the authority assigned to a person to direct individuals, teams and units assigned so that he/she may accomplish specific missions or tasks, which are usually limited by function, time, or location; to deploy them, and to retain or delegate operational control or tactical command or control as may be deemed necessary. It does not include authority to assign separate employment of the teams and units concerned. Neither does it, of itself, include administrative or logistic control.
 - d. **Tactical Command (TACOM):** the authority assigned to a person to assign tasks to individuals, teams and units under his or her command for the accomplishment of the mission assigned by a higher authority.
 - e. **Tactical Control (TACON):** the detailed and, usually, local direction and control of movements or actions necessary to accomplish missions or tasks assigned.

Such command and control options will have to be modulated on a case-by-case basis depending on the specific nature of each civilian CSDP mission and/or of its components.

- 2) Command and Control as both a process and an architecture will aim at:
- a. Issuing orders and organising control procedures over all activities to enable the monitoring of progress and evaluation of the outcomes achieved.
 - b. Defining the reporting and information exchange requirements among all actors involved in the mission to ensure the adequate flow of information. This implies reporting and information exchange within the established chain of command as well as with external organisations to the mission (other international actors, non-governmental organisations, local authorities, etc.).
 - c. Identifying and ensuring the deployment of the necessary Communication and Information Systems (CIS). The civilian CSDP mission should be provided with equipment that will guarantee the required secure, reliable and adequate CIS. These means should be in place in theatre of operations as early as possible. It would then facilitate the further deployment of the civilian CSDP mission and its maximum efficiency.

V. CIVILIAN CSDP ARCHITECTURE

12. The chain of command is the succession of persons with commanding functions, from a superior to a subordinate, through which command and control is exercised.
13. It is for the Council to take decisions on the establishment and launching of all civilian CSDP missions. The Council exercises overall responsibility for their conduct.
14. In accordance with Article 38, second subparagraph, of the Treaty on European Union, the Political and Security Committee (PSC) exercises, under the responsibility of the Council and of the High Representative, the political control and strategic direction of the civilian CSDP missions, as laid down in the Council decisions establishing those missions.
15. The relevant Council bodies, in particular the Committee for Civilian Aspects of Crisis Management (CIVCOM), dealing with civilian CSDP missions, fulfil their advisory role to the PSC. The responsibilities of the Council, and the assignment of decisions to be taken at the

various stages of preparing, establishing and launching a new civilian CSDP mission, are not affected by the appointment of a Civilian Operation Commander as described in paragraph 16.

16. When appointed, the Civilian Operation Commander, under the political control and strategic direction of the PSC and overall authority of the High Representative, will exercise command and control of the civilian CSDP mission at the strategic level (see points 20-22).
17. The Head of Mission will exercise command and control at theatre level. The Head of Mission will be directly responsible to the Civilian Operation Commander (see point 23-24).
18. In order to ensure the consistency of the EU action in theatre, the Head of Mission shall, without prejudice to the chain of command, act in close coordination with the Head of Union Delegation in the host country. Without interfering in the chain of command, the Head of Mission will receive local political guidance from the Head of Union Delegation, in close coordination with the European Union Special Representative where one is appointed.
19. The respective roles and responsibilities of the Civilian Operation Commander and the Head of Mission are described below.

The Civilian Operation Commander

20. As laid down in the Council decisions establishing a civilian crises management missions, the Civilian Operation Commander will exercise command and control at strategic level for the planning and conduct of all civilian CSDP missions, under the political control and strategic direction of the PSC and the overall authority of the High Representative. The Civilian Operation Commander will be the overall commander of all civilian Heads of Mission. The Civilian Operation Commander will report to the Council through the High Representative. Member States and Third States contributing to a civilian CSDP mission will transfer the command and control authority over their units and personnel to the Civilian Operation Commander. The full command over national personnel will remain with the National Authorities. He/she will be assisted by a Deputy Civilian Operation Commander who will substitute the Civilian Operation Commander when necessary to maintain continuity of command and control.

21. The main responsibilities of the Civilian Operation Commander will include:

- a) with regard to the strategic planning of civilian CSDP missions, contributing to the Crisis Management Concept (CMC) and Civilian Strategic Options (CSOs);
- b) with regard to the operational planning of civilian CSDP missions, production of the Concept of Operations (CONOPS) and the Operation Plan (OPLAN);
- c) with regard to the conduct of operations:
 - receiving the transfer of authority of personnel, teams and units from contributing states to a civilian CSDP mission, as provided for in the Council Decision establishing that mission;
 - taking overall responsibility for ensuring that the EU's duty of care is properly discharged;
 - ensuring proper and effective implementation of the relevant Council and PSC decisions, also by instructions addressed as required to the Heads of Mission, so that the mission and tasks are accomplished in a manner consistent with the EU mission's objectives, parameters and limitations (including, but not limited to, directing the implementation of the mandate and the reporting upon the outcome, impact and performance of the mission, directing planning of security measures for personnel, assets, resources and information within the mission area, directing the personnel aspects of the missions such as selection and recruitment and training, directing requirements for mission support related aspects);
 - providing advice and technical support to the Head of Mission including with respect to logistics, procurement, personnel and financial aspects of the mission, in co-ordination with the European Commission as contracting authority, as appropriate;
 - reporting to the Council through the High Representative;
 - reporting to PSC and other relevant Council bodies to keep them informed on issues within his/her role and responsibility;
 - monitoring the proper execution of the mission and being responsible for quality control;
 - relations with contributing Third States on operational developments;

- and acting as an interlocutor concerning individual civilian CSDP missions for operational purposes outside the mission's area in which specific capacity he/she will serve as the main link between these missions and EU institutions, bodies and agencies, Member States and, where appropriate, other relevant parties (third states, regional and international organisations, etc.); without prejudice to the European Commission's competences.
- d) supporting the review processes for civilian CSDP missions.
- e) with regard to the lessons learnt processes, having the overall responsibility for the effective management of the EU Civilian Lessons Process.
22. In the EEAS, the Managing Director of the CPCC will be entrusted with the overall responsibility for the CPCC as the headquarters for the Union's civilian CSDP missions. Each Council decision establishing a civilian CSDP mission should include a provision to the effect that the Managing Director of the CPCC will be the Civilian Operation Commander for that mission. The Managing Director will direct the CPCC to assist him/her, in his/her capacity as Civilian Operation Commander, for the planning and conduct of the civilian CSDP mission(s). He/she will have functional authority over capabilities and expertise contributed by the watch-keeping capability (WKC) as far as their support to civilian CSDP missions is concerned. He /she will participate in the Crises Management Board.
23. The Managing Director of the CPCC will be appointed by the High Representative for a fixed term to ensure periodic rotation.

The Head of Mission

24. The Head of Mission in theatre (appointed by the Council in the decision establishing the civilian CSDP mission or by the PSC upon Council's authorisation) will assume responsibility and leadership of the mission in theatre and the implementation of the mandate. The Head of Mission will exercise command and control over personnel, teams and units from contributing states as assigned by the Civilian Operation Commander together with administrative and logistic responsibility including over assets, resources and information put at the disposal of the civilian CSDP mission. The Head of Mission will coordinate as appropriate with other EU

actors on the ground, including the Head of Union Delegation in the host country and the European Union Special Representative (EUSR), as applicable.

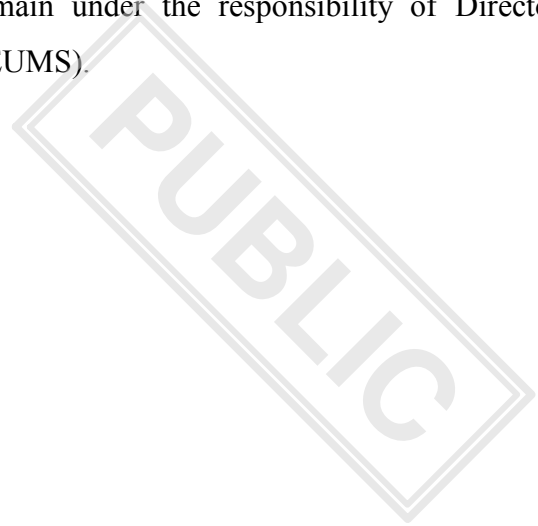
25. The main responsibilities of the Head of Mission include:

- a) within the parameters set by the CONOPS, contributing to the development of the OPLAN prepared by the Civilian Operation Commander to be approved by the Council;
- b) issuing instructions and orders for the effective conduct of the mission in theatre, assuming its coordination and day-to-day management, in accordance with the Command Status assigned by the Civilian Operation Commander and defined in the Council Decision and following his/her directives, orders and instructions;
- c) being responsible for the security of the mission and for ensuring compliance with minimum security requirements applicable to the mission as laid down in ST 9490/06;
- d) fulfilling contractual obligations as "CFSP Special Adviser" to the European Commission regarding the implementation of the CFSP budget for the civilian CSDP mission;
- e) reporting to the PSC and other relevant Council bodies as directed to keep them informed on all relevant aspects of the mission;
- f) and representing the respective civilian CSDP mission in the mission's area.

European Union Military Staff (EUMS) and Military Planning and Conduct Capability (MPCC)

26. In accordance with its Terms of Reference, the EUMS will provide a watch-keeping capability (WKC) a 24/7 capability to monitor all civilian CSDP missions ensuring the efficient information flow in a systematic way in support of the CPCC. Activation of the WKC in relation to each civilian CSDP mission should be confirmed in the respective Council Decision. It should contribute to ensuring a continuous monitoring and processing of operation-related information, consistent with the Civilian Operation Commander's responsibilities as stated in paragraph 21 and should be available during the preparation of each civilian CSDP mission. For civilian CSDP missions, the services of the WKC will be under the functional authority of

the Civilian Operation Commander, but will remain under the responsibility of Director General of the European Union Military Staff (DGEUMS).



27. Civilian-military coordination between civilian and military CSDP interventions is enabled through the Joint Support Coordination Cell (JSCC), while respecting the respective civilian and military chains of command and the distinct sources of financing in accordance with Annex 2 to the Concept Note on Operational Planning Capabilities for CSDP Missions and Operations, ST 6881/17.

Head of Union Delegation and European Union Special Representative

28. In order to ensure consistency of the EU action in theatre, the Head of Mission shall, without prejudice to the chain of command, act in close coordination with the Head of Union Delegation in the host country. Without interfering in the chain of command, the Head of Mission, shall receive local political guidance from the Head of Union Delegation, in close coordination with the European Union Special Representative where one is appointed.

VI. EU CIVILIAN COMMAND AND CONTROL STRUCTURE

29. The chain of command is the succession of a commanding person from a superior to a subordinate through which command and control is exercised. That is, a structure through which command instructions flow from the political to the strategic, operational and tactical levels, and through which control is exercised by specified procedures.

30. The EU civilian chain of command for a civilian CSDP mission will be laid down in the Council decision establishing it. In general it can be summarised as follows:

- Under the responsibility of the Council and of the High Representative, the PSC shall exercise the political control and strategic direction of the civilian CSDP mission.
- The Civilian Operation Commander, under the political control and strategic direction of the PSC and the overall authority of the High Representative, shall exercise command and control of the civilian CSDP mission at the strategic level.
- The Head of Mission shall exercise command and control at theatre level. The Head of Mission is directly responsible to the Civilian Operation Commander.

31. In order to ensure the coherence of the EU action in theatre, the Head of Mission shall, without prejudice to the chain of command, act in close coordination with the Head of Union Delegation. Without interfering in the chain of command, the Head of Union Delegation in the host country, in close coordination with the EUSR, as applicable, shall give political direction at local level to the Head of Mission.

VII. COMMAND AND CONTROL IN THE EVENT OF CO-OPERATION WITH INTERNATIONAL ORGANISATIONS

32. The command and control structure described in this document is also designed to be applicable in an EU-led operation including some components provided by international organisations with particular expertise and experience in relevant fields. In such a case, the EU will receive the other components under OPCON, without prejudging the political decision on coordination with the other organisation. Consultations would be required between the EU and the international organisation in question.

33. Where the EU provides and leads a civilian support component to an operation led by an international organisation, the Civilian Operation Commander will in accordance with paragraph 21 be responsible for exchanging appropriate information with the mission and exercising the necessary duty of care for EU personnel, including security measures. The Council will decide on a case-by-case basis on the liaison and/or command and control arrangements it wants to establish. Consultations would be required between the EU and the international organisation concerned. Based on lessons learned from past or ongoing supporting actions the Council will adopt a comprehensive EU concept with regard to supporting actions and will adopt for each specific operation clear guidelines and coordinating and reporting instructions for the Head of the support component setting out the overall objectives of the EU support to an international organisation. These guidelines will also cover the management, safety and welfare of the EU component/personnel concerned.

34. The autonomy of decision making of the EU will in any case be respected.

35. In case of cooperation between civilian CSDP missions and an international organisation at tactical level, the role of the Head of Mission will be pivotal.

VIII. LIST OF ACRONYMS AND ABBREVIATIONS

C2	Command and Control
CFSP	Common Foreign and Security Policy
CIS	Communication and Information System
CIVCOM	Committee for Civilian Aspects of Crisis Management
CivOpCdr	Civilian Operation Commander
CMC	Crisis Management Concept
CONOPS	Concept of Operation.
CPCC	Civilian Planning and Conduct Capability
CSDP	Common Security and Defence Policy
CSO	Civilian Strategic Option
DGEUMS	Director General of EU Military Staff
EEAS	European External Action Service
EU	European Union
EUMS	European Union Military Staff
EUSR	Special Representative of the European Union
High Representative	High Representative of the Union for Foreign Affairs and Security Policy
JSCC	Joint Support Coordination Cell
MPCC	Military Planning and Conduct Capability
OPCOM	Operational Command
OPCON	Operational Control
OPLAN	Operation Plan
PSC	Political and Security Committee
TACOM	Tactical Command
TACON	Tactical Control
WKC	Watch-keeping Capability