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To:	European Union Military Committee (EUMC)
Subject:	EU Concept for Military Command and Control - Rev 8

Delegations will find attached document EEAS(2019) 468.

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Delegations will find attached the EU Concept for Military Command and Control, which was agreed by the EUMC on 23 April 2019, subsequent to a silence procedure.

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EUROPEAN UNION CONCEPT FOR

MILITARY COMMAND AND CONTROL

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EU CONCEPT FOR
MILITARY COMMAND AND CONTROL

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HH. Council Conclusions on Security and Defence in the context of the EU Global Strategy (Doc 10246/18 dated 25th June 18)»

II. EU BG Concept (13618/1/06, REV 1 EXT 1, dated 11 December 2013)

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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 missions[1] within the range of the tasks defined in the Treaty on European Union (TEU- ref. A). The EU's New Level of Ambition, which came out of the EU Global Strategy (EUGS), has been proposed in the Implementation Plan on Security and Defence by the High Representative of the Union for Foreign Affairs and Security (ref. B and C).

2. The EU does not have a standing military Command and Control (C2) structure for military executive operations, therefore clear and effective C2 arrangements are needed to ensure the successful planning and conduct of military CSDP missions and military CSDP operations. With the creation of the Military Planning and Conduct Capability (MPCC) the EU has a standing military Command and Control (C2) structure for non-executive military CSDP missions. The MPCC, reinforced with augmentees[2], should have the ability to plan and conduct one executive military CSDP operation (Ref D), limited to EU Battlegroup size.

3. This document supersedes the EU Military C2 Concept (EEAS 02021/7/14 REV7, dated 5 January 2015).

4. This concept should be read in conjunction with the EU Concept for Military Planning at the Political Strategic level (ref. F) and the EU Concept for Force Generation (ref. G).

B. AIM

5. This document sets out the arrangements for Command and Control, from the Political Strategic level to the Tactical level

C. SCOPE

6. This concept focuses on military C2 aspects of EU-led military CSDP 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

[1] Definitions of EU-led operations and missions can be found at Ref E

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of the main actors. It describes the C2 aspects of planning and conduct of operations/missions, 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

7. Political Control and Strategic Direction

In accordance with Article 38 TEU and its Terms of Reference (TOR) (ref. H), the Political and Security Committee (PSC), under the authority of the Council, exercises the political control and strategic direction of EU-led military CSDP 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 integrated 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/missions can take place and defines their nature and scope. Political Control aims at ensuring that the parameters of an operation/mission set by the Council are implemented accordingly.

b. Strategic Direction is the translation of political and strategic objectives into guidance, enabling the military operation/mission 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.

8. EU Military Chain of Command

The EU military chain of command is the succession of commanders from higher to lower levels 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/her Headquarters (HQ). Under specific circumstances (e.g. size of the operation / mission, limited spectrum of tasks), responsibility for different levels of command might be

[2] With the objective to be ready by the end of 2020

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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) , Operation Plan (OPLAN) ROE, SOR and to perform his/her functions during the Force Generation Process. Moreover, the OpCdr will co-ordinate the deployment, sustainment, re-deployment and termination 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. Military Planning and Conduct Capability (MPCC) – Military Strategic Level
The MPCC is the static command and control structure at the military strategic level which supports the Dir MPCC , located outside the Area of Operations (AOO).

d. Director MPCC (Dir MPCC) - Military Strategic Level
Dir MPCC will exercise the functions of commander (under Decision (CFSP)2015/528) and is responsible for the planning and conduct of all EU non-executive military CSDP missions and one executive military CSDP operation limited to EU Battlegroup size operation at the military strategic level.
This includes among others the responsibility for developing the Concept of Operation (CONOPS), the Mission Plan (MPLAN)/ the Operation Plan (OPLAN), ROE, SOR and to perform his/her functions during the Force Generation Process. Moreover the Dir MPCC will co-ordinate the deployment of forces, the sustainment, the termination of the non-executive military mission and/or the executive operation, and the re-deployment of the EU-led military force.

e. EU Force Commander (FCdr) - Operational Level
The EU FCdr is the commander of an EU-led military force appointed by the Council or

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the PSC, acting under the authority of the OpCdr / Dir MPCC to execute a military operation and authorised to command assigned forces within a designated AOO.

f. 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.

g. 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.

h. EU Mission Force Commander (MFCdr) - Operational and Tactical Level
At the operational and tactical level in theatre, non-executive military CSDP missions shall, when established, be led by an EU Mission Force Commander (MFCdr), who shall act under the command of the Director of the MPCC in exercising the functions of missions' commander (ref. S).

i. EU Mission Force Headquarter (MFHQ) - Operational and Tactical Level
The MFHQ is the HQ of an EU-led military force deployed to the AOO. It supports the MFCdr in planning, conducting and exercising C2 over the forces deployed within the AOO.

9. Command and Control definitions are defined in Annex A.

E. PRINCIPLES

10. 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:

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a. The Integrated Approach

The EU has a wide array of policies and instruments at its disposal to respond to external conflicts and crisis including in its immediate neighbourhood and beyond – spanning the diplomatic, security, defence, financial, trade, development cooperation and humanitarian aid fields (multi-dimensional). The Integrated Approach respects and reaffirms the various mandates, roles, aims and legal frameworks of the stakeholders involved. It is applied at the local, national, regional and global levels (multi-level) as needed and throughout all phases of the conflict – including protracted conflicts and crises – (multi-phase) in prevention, crisis response, stabilisation and longer-term peacebuilding, in order to contribute to sustainable peace. It is an approach that brings together Member States, relevant EU institutions and other international and regional partners as well as civil society organisations (multi-lateral) (Ref. I).

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 Catalogue[3] (FC, ref. J), or where appropriate, the activation of the MPCC or EU Operations Centre (EU OPSCEN, ref. K)[4], 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. L)). 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. The general principles and procedures for the designation, structure and composition of EU OHQs, MPCC and FHQs are outlined in the Manning Guide (ref. M). For non-executive military CSDP missions and one executive military CSDP operation limited to EU Battlegroup size, Director MPCC exercises command and control at the military strategic level for the planning and conduct for such missions/operation (ref. S).

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

[4] Integration of the current executive tasks of the EU Operations Centre (OPSCEN) into the MPCC will occur after MPCC's validation exercise NLT end 2020

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c. Simultaneous Build-Up

The simultaneous activation and build-up of OHQ/MPCC, FHQ/MFHQ/(F)HQ 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.

d. Multinationality

All EU Member States[5] (MS) have the opportunity to participate in an EU-led military operation and mission, and contribute to its C2 structure. Third States (TS) could provide contributions to EU HQs in accordance with EU policies and procedures (ref. GG and HH).

All MS and non-EU Troop Contributing Nations (TCN) may also attach liaison teams/officers to the OHQ, MPCC, FHQ, MFHQ/(F)HQ 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. N.

e. Transfer Of Authority (TOA) – C2

TOA of force elements from the national authorities to the OpCdr / Dir MPCC and from the OpCdr / Dir MPCC downwards is a key aspect of all operations/missions. Ideally the forces for an operation/mission 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 contribution. If national caveats cannot be avoided the OpCdr / Dir MPCC should be informed as soon as possible. This should allow timely adjustment to operations planning and C2 arrangements.

f. Unity of Command

Unity of command provides the necessary cohesion for the planning and execution of operations/missions. 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.

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

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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 command[6].

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 / MFHQ-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 CSDP 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

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6 Moreover a timely designation/nomination of the incoming Operation Commander is important in order to properly involve him in all those activities related to the

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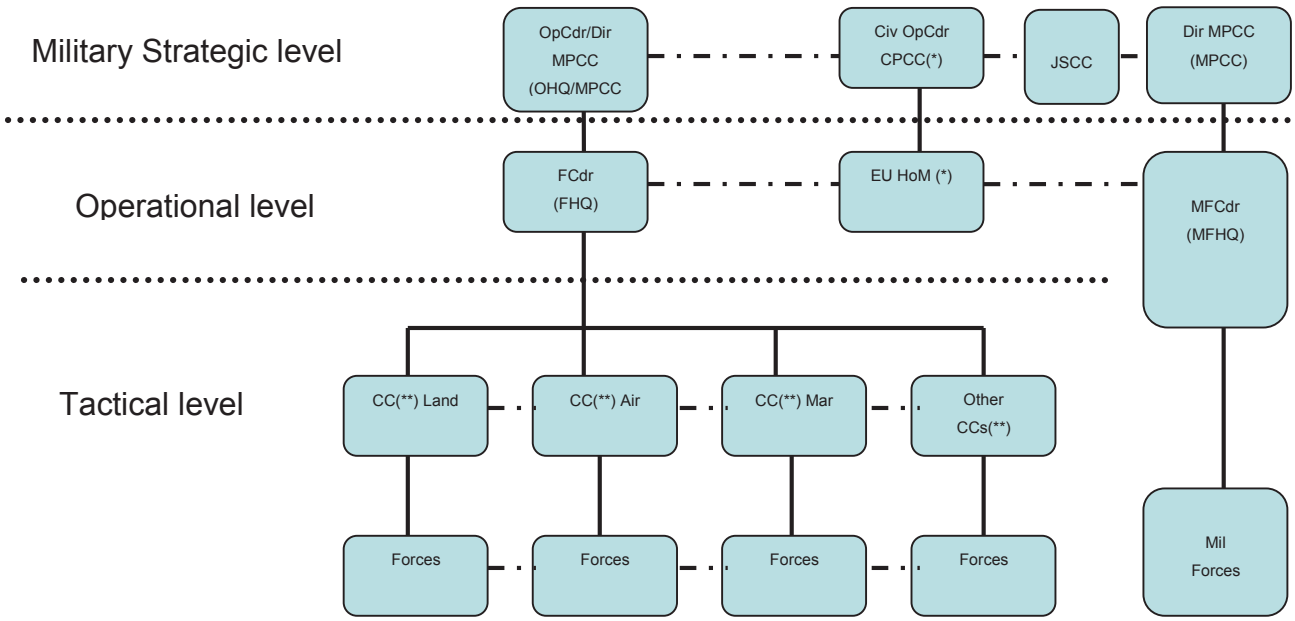
to meet the different requirements resulting from the wide range of the tasks defined in the TEU. Furthermore the C2 structure must be capable of adapting to various operational situations without limiting the commanders' freedom of action.

F. EU MILITARY COMMAND AND CONTROL STRUCTURE (C2)

11. 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.

12. 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.

13. A single, identifiable and clear military chain of command is imperative. The exact C2 arrangements for any EU-led military CSDP operations/missions are mission-dependent. In principle, the chain of command for EU-led military CSDP operations/missions will encompass three levels of command, below the Political Strategic Level.



planning/execution of the operation.

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(*): 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. O).

(**) CC as required
Legend:

_____ = chain of command

_.-._.-._.- = Co-ordination

G. EU COMMAND OPTIONS

14. The choice of Command Option, including the identification of the Operation 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 CSDP operations and missions, or EU-led military CSDP operations with recourse to NATO common assets and capabilities through the establishment of an EU OHQ at SHAPE.

15. Autonomous EU-led Military Operations and Missions

a. At the military strategic level the main C2 options for executive operations are using either a national OHQ offered by MS (ref. J), or other ad hoc national OHQs (preferably in line with the EU Framework Nation Concept (ref. L or the MPCC , in particular, where additionally a joint civil / military response is required and where no national HQ is identified. The MPCC will continue to be responsible for C2 non-executive military missions.

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.

16. EU-led Military Operations with Recourse to NATO Common Assets and Capabilities[7]

[7] While recognizing the concerns of some MS that this option is not inclusive. EU should examine

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a. NATO Command Structure (NCS) has the ability to provide the full range of C2 assets and capabilities for an EU-led military CSDP operation in the framework of the tasks defined in the TEU.
Ref. P identifies the main elements of the range of command options for EU-led military CSDP 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, , will be agreed following consultations between the PSC and the North Atlantic Council (NAC), taking into account EUMC and NATO Military Committee advice. The EU OHQ would be established at SHAPE.

c. 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.

d. 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

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

a. The Council
The Council has the overall responsibility for the conduct of EU-led military CSDP operations and missions, including the decision to take action as well as to invite Third States, in particular those having a Framework Participation Agreement (FPA) with the EU and regularly contributing to CSDP missions and operations (ref. GG). Related responsibilities can be summarised to include the following:

its improvement on an inclusive basis.

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

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

b. PSC

The responsibilities of the PSC concerning EU-led military CSDP operations and missions are defined in the TEU and its TOR (Ref. H) .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 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 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 CSDP operations and missions shall remain vested in the Council.

c. High Representative / Vice President (HR/VP)

The Council will determine the role of the HR/VP in the implementation of the measures falling within the political control and strategic direction exercised by the

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PSC, which the HR/VP may chair in times of crisis.

d. EU Military Committee (EUMC)

The responsibilities of the EUMC concerning EU-led military CSDP operations and missions are defined in ref. R. The EUMC provides the PSC with military advice and recommendations on the planning and the conduct of EU-led military CSDP 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 / Dir MPCC.

e. EU Military Staff (EUMS)

The responsibilities of the EUMS concerning EU-led military CSDP operations / missions are defined in ref. K and FF and described in F, Q and U. 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. 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.

This may include, when necessary, the exchange of liaison officers or planning teams between the EUMS and the OHQ 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.

18. 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. V and described in ref. U and W. Although not in the chain of command, the CoC plays a key role in the day-to-day management of an EU-led military CSDP operation / mission, addressing questions

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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 a role in co-ordinating EU efforts, without compromising the military unity of command principle.

19. Military Strategic Level (OpCdr/OHQ)[8]

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

(1) to establish (including manning) ,operate the EU OHQ and facilitate its closure;

(2) to conduct the Operations Planning at the Military Strategic Level (i.e. CONOPS, SOR, OPLAN and ROE);

(3) to perform his functions during the Force Generation Process (ref. G);

(4) to participate in the Info Strategy Team and to plan military information activities, in line with ref. X;

(5) to conduct EU-led military CSDP 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

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- 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. Y, intelligence support from EUMS Int (available SIAC products, liaison with MS Defence Intelligence Organisations, RFI flow facilitation, INT expertise).

(12) the management and mitigation of risk, based, inter alia, on the existing permanent (24/7) threat and risk assessment and situational awareness capabilities;

(13) the development of strategic direction and guidance to support the Force Commanders at the operational and tactical level in theatre, as appropriate;

(14) the responsibility in relation to budget and procurement (responsibilities of Operation Commanders under the Athena mechanism) and conducting force generation (including third states' contributions);

(15) the mission assessment to continuously ensure the missions are operating in line with the military strategic desired end state and objectives;

(16) providing an input to the Lessons Learned database for EU Military CSDP operations/missions;

(17) supporting the coordination / improvement of synergies in the Areas of Operations (AOOs) with other relevant actors.

b. For the conduct of an EU-led military CSDP operation, the OpCdr will be given the appropriate Command authority, allowing him sufficient flexibility (up to OPCON over forces by Transfer of Authority (TOA) from the contributing MS and non-EU TCN) over forces by Transfer of Authority (TOA) from the contributing MS and non-EU TCN.

20. Military Strategic Level (Dir MPCC/MPCC)

[8] The definitions of the Strategic, Operational and Tactical levels are provided in Ref L.

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The MPCC is the static command and control structure at the military strategic level outside the area of operations and is responsible for the planning and conduct of the non-executive military CSDP missions and one executive military CSDP operation, limited to EU Battlegroup size.reinforced with Augmentees.

The MPCC shall support the Director of the MPCC in exercising his or her functions as commander, for the planning and conduct of the missions/operations, including the building up, launching, sustaining and recovery of Union forces. When a mission/operation is established, the Dir MPCC will exercise the functions of OpCdr. While respecting the prerogatives of national mandates and caveats Director MPCC will have the appropriate command authority (up to OPCON over forces by Transfer of Authority (TOA) from the contributing MS and non-EU TCN) to assume the necessary functions, roles and tasks in order to exercise command and control at the military strategic level for the planning and conduct of the EU military missions/operation, including:

a. operations planning at the military strategic level (e.g. development of the CONOPS/OPLAN/MPLAN, ROE, SOR) and to perform his/her functions during the Force Generation Process;

b. the mission conduct (execution) at the military strategic level of command, including:

   (1) the operation of the MPCC;

   (2) the intensified coordination between the MPCC and the Civilian Planning and Conduct Capability (CPCC) through the Joint Support Coordination Cell (JSCC)[9].

   (3) the co-ordination of the establishment and launch of the non-executive military CSDP missions and one executive military CSDP operation limited to EU Battlegroup size, the deployment of forces, the termination of the operation/mission and the re-deployment of forces;

   (4) to report to the EUMC at regular intervals;

   (5) the direct responsibility vis-à-vis the Council to report to the PSC and the Committee of Contributors on all operational matters related to the missions. CEUMC remains as the primary point of contact as necessary;

   (6) the management and mitigation of risk, based, inter alia, on the existing permanent (24/7) threat and risk assessment and situational awareness capabilities;

[9] to enable and further strengthen effective civilian-military coordination and cooperation in the operations planning and conduct of CSDP missions, particularly with regard to key mission support areas, in order to maximise impact and efficiencies.

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(7) the development of strategic direction and guidance to support the Mission Force Commanders / Force Commanders at the operational and tactical level in theatre, as appropriate;

(8) the responsibility in relation to budget and procurement (responsibilities of Operation Commanders under the Athena mechanism) and conducting force generation (including Third States contributions);

(9) the assessment to continuously ensure the operation/missions are operating in line with the military strategic desired end state and objectives;

(10) providing an input to the Lessons Learned database for EU Military CSDP operation/missions;

(11) supporting the coordination / improvement of synergies in the Areas of Operations (AOOs) with other relevant actors;

(12) interface for coordination and liaison with relevant civ-mil stakeholders in crisis management matters outside the AOOs and at the EU institutional level, such as:

- MS and non-EU TCNs,
- CivOpsCdr/CPCC as required,
- EUSR and EEAS,
- EU SATCEN,
- IOs,
- European Commission

(13) the conduct, where mandated, of Key Leader Engagement (KLE) at strategic level with relevant EU and non-EU stakeholders, within means and capabilities;

(14) the request for intelligence support from EUMS INT (available SIAC products, liaison with MS Defence Intelligence Organisations, RFI flow facilitation, INT expertise);

(15) the call on other EUMS Directorates for functional expertise where needed.

Whilst he/she will retain responsibility for the Missions/Operation, it is within the remit of the Director of the MPCC to delegate tasks as appropriate.

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 collaborative planning from a very early stage, in order to assist the development of the CONOPS and the OPLAN at the military strategic level;

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(2) recommending the most appropriate FHQ structure, the apportionment of forces to CCs and the employment of forces;
(3) activating, deploying, establishing, operating and re-deploying of 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. Z);
(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. Operational and Tactical Level (MFCdr/MFHQ)

At the Operational and Tactical Level in theatre, non-executive military missions shall, be led by an EU MFCdr, who shall act under the command of the Director MPCC exercising the functions of mission's commander.
In theatre, when a mission is established, a Mission Force Headquarters shall assist the EU Mission Force Commander.

23. Tactical Level (CCs/CCHQ/Forces)

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

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- 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. AA.

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.

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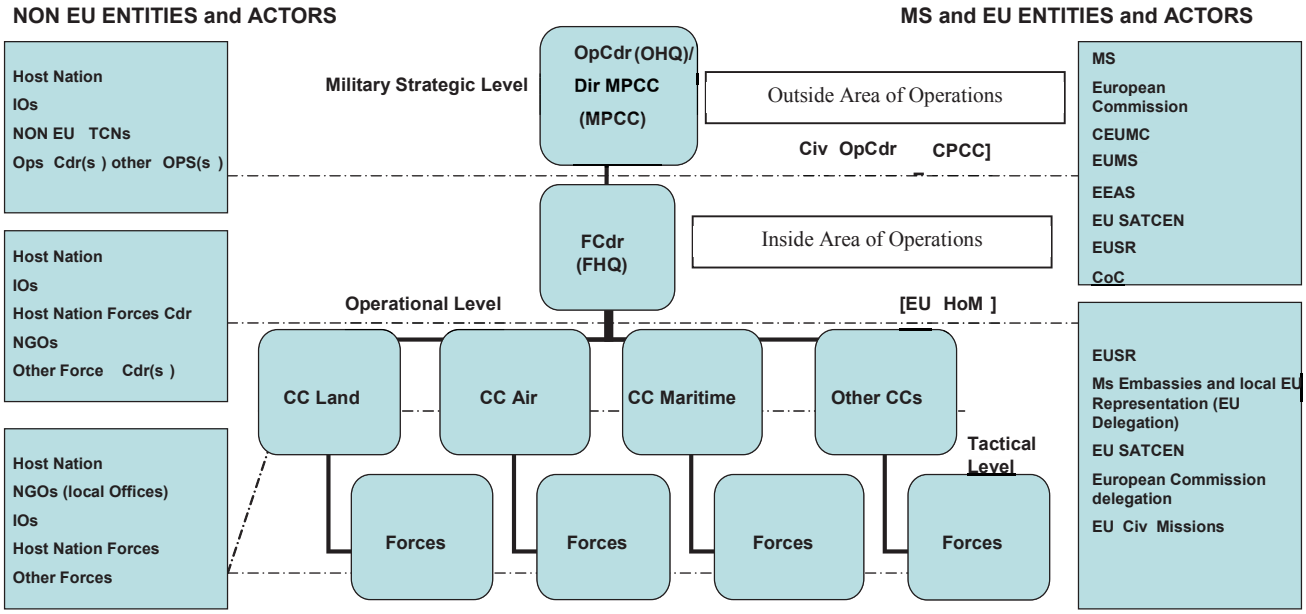
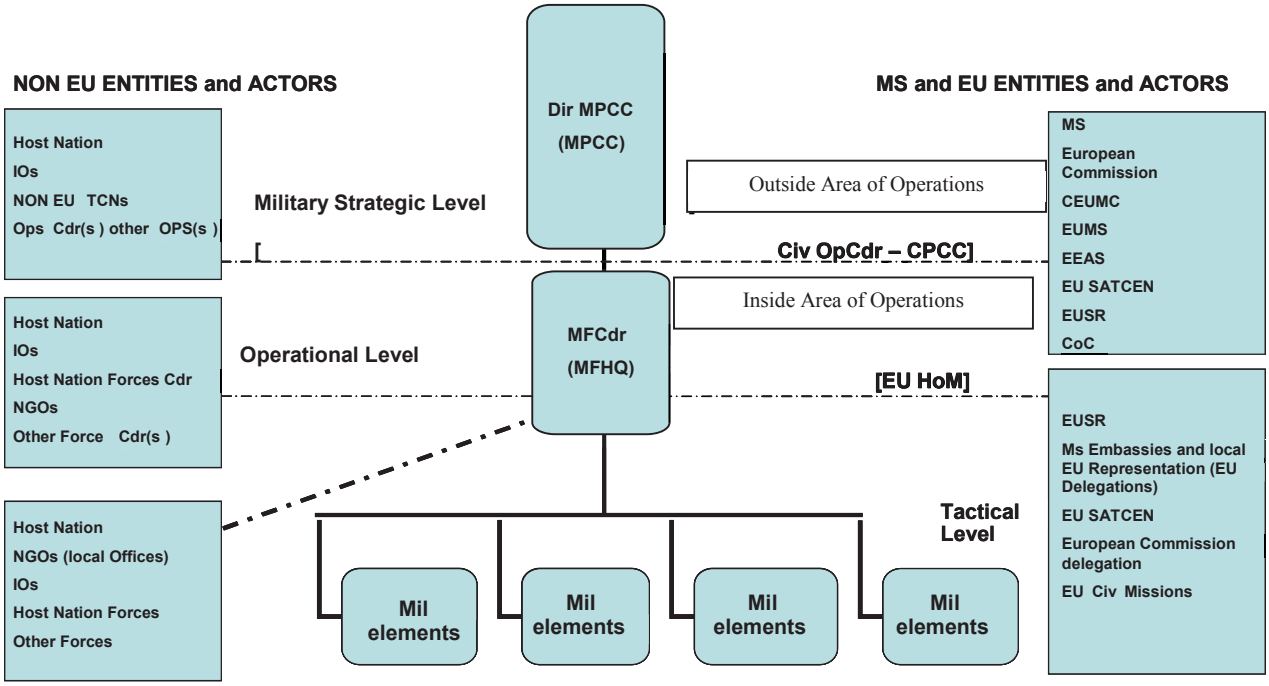
C2 structures and Coordination / Liaison diagram for standard EU military Operations



C2 structures and coordination / liaison diagram for EU military Missions



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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. Integrated Approach

a. The implementation of the Integrated 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)[10] (ref. BB) 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. 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 / Dir MPCC 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 / Dir MPCC in the fulfilment of his mandated tasks.

[10] 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.

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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.

J. GUIDANCE AND REPORTING

28. During the conduct of EU-led military CSDP operations/missions, command and control will be exercised providing guidance and reporting within the EU chain of command. The PSC provides strategic direction to the OpCdr / Dir MPCC through the CEUMC as the primary Point of Contact.

29. Based on guidance received, the EEAS (including the EUMS) will provide the OpCdr / Dir MPCC 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 / Dir MPCC 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 relevant 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 operation/mission;

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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 / Dir MPCC 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/MPCC and FHQ include:

a. the EU OHQ/MPCC 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. K, M and CC, to reflect the required multinationality (ref. Q);

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.CC).

33. Specific requirements for the EU OHQ/MPCC and EU FHQ are reflected, respectively, in the EU OHQ SOPs/MPCC SOPs and the EU FHQs SOPs, and EU OHQ/MPCC and FHQ Manning Guide (Ref. M, U, and W)[11].

34. Besides the requirements mentioned above, the characteristics and context of HQs for EU-led military CSDP operations and missions may influence the design of an actual EU military chain of command. Therefore the choice of an HQ for the chain of command of a specific EU-led military CSDP operation/mission will be made on a case by case basis.

[11] Under revision (2019) in order to create a robust augmentation system for the MPCC

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35. Requirements for MFHQ 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 MFHQ/FHQ in order to ensure communication between the MPCC and the MFHQ/FHQ 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 CSDP operation/mission. 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 maximum extent possible for all Member States, in an inclusive and transparent manner, 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 / Dir MPCC shall carry out his duties on behalf of Athena or other agreed financial mechanism in relation to the financing of the common costs of the operation / mission and will maintain close contacts with the Athena Administrator or the relevant agreed financial staff concerning the proposals for expenditure and contracts, as set out in ref.DD.

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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 CSDP operations/missions

a. Full Command

The military authority and responsibility of a commander to issue orders to subordinates. It covers every aspect of military operations/missions 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.

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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 / Dir MPCC. 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.

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