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THE EUROPEAN UNION

Brussels, 24 September 2012

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DECLASSIFICATION

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Delegations will find attached the declassified version of the above document.

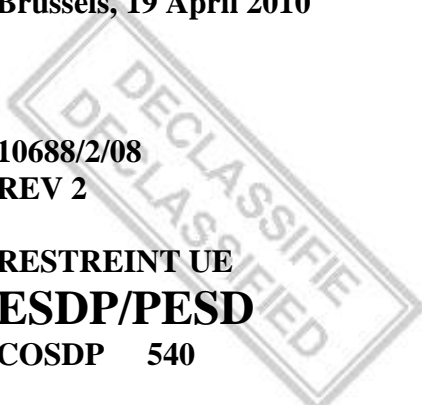The text of this document is identical to the previous version.

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THE EUROPEAN UNION**

Brussels, 19 April 2010

**10688/2/08
REV 2**

RESTREINT UE
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NOTE

from :	European Union Military Staff
to :	European Union Military Committee
No. Prev. doc.:	EUMC Mtg Doc 27/1/08 REV 1
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 12 June 2008.

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EUROPEAN UNION CONCEPT FOR

MILITARY COMMAND AND CONTROL

EU CONCEPT FOR

MILITARY COMMAND AND CONTROL

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REFERENCES

A.   European Security Strategy (ESS) (doc. 15849/03, dated 5 Dec 2003).

B.   EU Concept for Military Planning at the Political and Strategic level (doc. 10687/08, dated 16 June 2008).

C.   EU Concept for Force Generation (doc. 10690/08, dated 16 June 2008).

D.   Council Decision setting up the Political and Security Committee (doc. 2001/78/CFSP, dated 22 Jan 2001).

E.   Draft EU Concept for comprehensive planning, doc 13983/05, dated 3 Nov 2005.

F.   Force Catalogue 2007 (FC 07) (doc. 5151/1/07 Rev 1, dated 17 Sep 2007, and its supplement doc 5617/1/07, dated 17 Sep 2007).

G.   European Defence: NATO/EU Consultation, Planning and Operations (doc. 13990/1/04 rev 1, dated 7 Dec 2004).

H.   Guidelines for Command and Control structure for EU Civilian operations in Crisis Management (doc. 9919/07, dated 23 May 2007).

I.   Consultations between the EU and NATO in the context of a possible EU-led operation making use of NATO's common assets and capabilities (doc. 7322/03, dated 1 Apr 2003).

J.   Report of the presumption of availability to the EU of pre-identified NATO Capabilities and common assets for use in EU-led Operations (NATO doc. dated 2003, which is a part of Berlin Plus Arrangements 2003).

K.   EU Framework Nation Concept (doc. 11278/02, dated 25 Jul 2002).

L.   Identifying main elements of NATO's European Command Options for EU led Operations, (doc. MCM 028 03).

M.   European Union Suggestions for procedures for coherent, comprehensive EU Crisis Management (doc. 11127/03, dated 3 Jul 2003).

N.   EU OHQs SOPs (doc. 15718/06, dated 22 Dec 2006).

O.   EU Principles for EU HQs (doc. 9667/05, dated 3 Jun 2005).

P.   Council Decision setting up the Military Committee of the European Union (doc. 2001/79/CFSP, dated 22 Jan 2001).

Q.   Council Decision amending Decision 2001/80/CFSP on the establishment of the Military Staff of the European Union (doc 2008/298/CFSP, dated 7 April 2008).

R.   Presidency Conclusions of the Nice European Council, dated 7/8/9 Dec 2000.

S.   EU FHQs SOPs (doc. 15720/06, dated 22 Dec 2006).

T.   Reception Staging Onward Movement & Integration (RSOM&I) (doc. 13020/06, dated 20 Sep 2006).

U.   Civil-Military Co-ordination (CMCO) (doc. 14457/03, dated 7 Nov 2003).

V.   EU OHQ Manning Guide, Version 1.0, dated 27 April 2006 and EU FHQ Manning Guide, Version 1.0, dated 27 April 2006.

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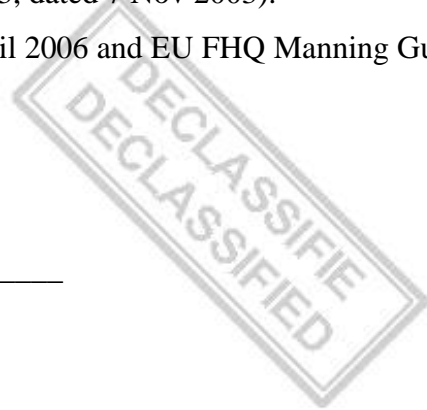
A. INTRODUCTION

1. The EU has established an autonomous capacity to take decisions to launch and conduct EU-led military operations within the range of the tasks defined in the Treaty on European Union (TEU) and in the European Security Strategy (ESS) (ref. A).

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. This document supersedes the EU Military C2 Concept (doc. 11096/03 dated 3 Jul 2003).

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

B. AIM

4. This document sets out the arrangements for delivering C2, from the Political and Strategic level to those military elements deployed in an EU-led military operation.

C. SCOPE

5. This concept focuses on military C2 aspects of EU-led military operations and covers C2 related military definitions and principles, including interoperability. Also it covers EU Command Options and provides a generic C2-structure for EU-led military operations, including the core responsibilities of the main actors. Further, it describes the C2-aspects of planning and the 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

6. <u>Political Control and Strategic Direction</u>

   In accordance with its TOR (ref. D) the Political and Security Committee (PSC), under the authority of the Council, exercises the political control and strategic direction of EU-led military operations, based on advice and recommendations of the EUMC. A Crisis Management Concept (CMC), approved by the Council, provides a conceptual framework describing the EU's overall approach to the management of a particular crisis, addressing the full range of activities.

   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.

7. <u>EU Military Chain of Command</u>

   It is the succession of commanding officers from a superior to a subordinate through which command is exercised. 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 to conduct a defined military operation and authorised to exercise operational command or operational control over assigned forces. This includes the responsibility for developing the Concept of Operation (CONOPS) and the Operation Plan (OPLAN) and for generating the EU-led military force. 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 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. Other CCs could be designated for specific functions.

8.   Command and Control definitions are at Annex A.

E.   PRINCIPLES

9.   EU- led military operations 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. E). An important consideration in this C2 Concept is, therefore, to take into account the characteristics of this comprehensive approach to crisis management while staying in line with NATO concepts and procedures, whenever possible, so as to ensure the highest level of interoperability and common practise.

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 of 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[1] (FC, ref. F), or where appropriate, the activation of the EU OpsCentre (ref. G), or by having recourse to NATO common assets and capabilities and utilising SHAPE. 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 non-permanent augmentees, in accordance with EU-procedures.

c.   Simultaneous Build-Up

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

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

d. Multinationality

All EU Member States[1] (MS) have the opportunity to participate in an EU-led military operation and contribute to its C2 structure. Third States could provide contributions to EU HQs in accordance with EU policies and procedures. All MS and non-EU Troop Contributing Nations (TCN) may also attach liaison teams/officers to the OHQ and/or FHQ. Multinationality needs to be carefully balanced against the requirement of military effectiveness and efficiency.

e. Transfer Of Authority (TOA)

TOA for command and/or control of force elements from the national authorities to the OpCdr and from the OpCdr downwards is a key aspect of all operations. Ideally the forces for an operation should 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 can not be avoided the OpCdr 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 succession of command.

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[1] In accordance with the TEU and the protocols annexed thereto.

h. <u>Clear Chain of Command</u>

The structure of a C2-system is hierarchical and should be defined and understood by all levels of command, so that at every level there is a complete understanding of command responsibilities up and down 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.

i. <u>Integration of Command</u>

The command structure should ensure that the capabilities offered by TCNs can be brought to bear decisively to achieve the commander's operational objectives in the most effective way. The specific task organisation of component commands will be 'tailored' to each operation by the higher authority. Unity of effort between components is strengthened by an integrated chain of command. An efficient and comprehensive liaison structure, linking the FHQ, all force elements, and other organisations such as Non-Governmental Organisations (NGOs) or International Organisations (IOs), is an essential element of the C2-structure.

j. <u>Unity of Effort</u>

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.

k. <u>Flexibility</u>

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

10. The EU-led military operation 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.

11.   To allow an EU-led military operation 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.

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

Military Strategic Level	OpCdr (OHQ) - - - Civ OpCdr CPCC (*)	
Operational Level	FCdr (FHQ) - - - EU HoM (*)	
Tactical Level	CC Land — CC Air — CC Maritime — Other CCs	
	Forces — Forces — Forces — Forces	
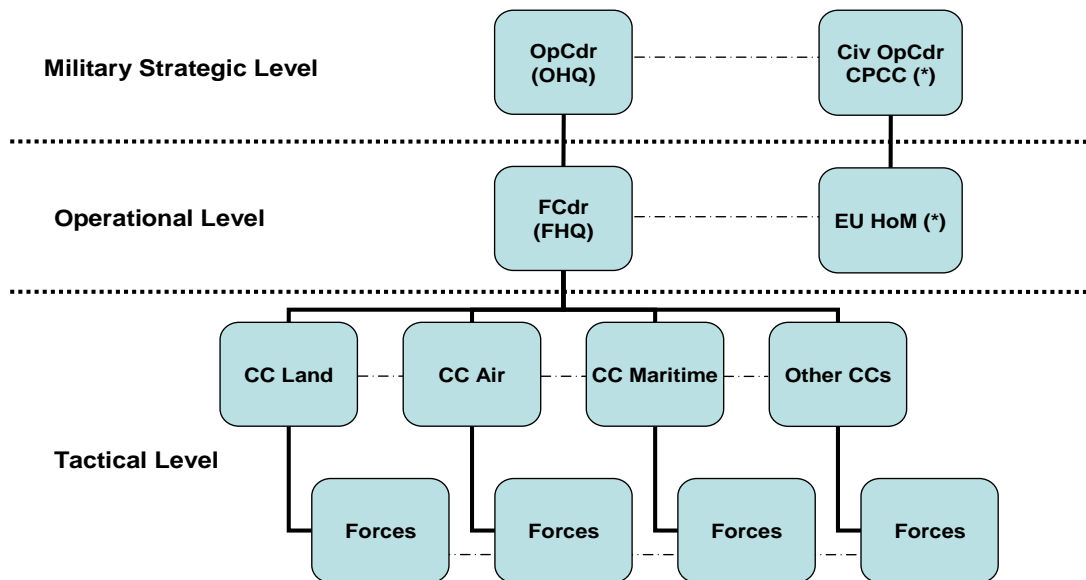
(*):   The relation with the Civ OpCdr/CPCC (Civilian Planning and Conduct Capability) and with the EU HoM (EU Head of Mission) is co-ordinated in the event of an ESDP Civilian Mission also being in the field (ref. H).

Legend:

———— = chain of command

— · — · — = Co-ordination

G.   EU COMMAND OPTIONS

13.   The choice of Command Option will be made by the Council as early as possible, but at the latest when selecting a MSO. The EU has two basic Command Options:

a.   Autonomous EU-led military operations, through one of the national OHQs offered by MS (ref. F) or the EU OpsCen (ref. G).

b.   EU-led military operation with recourse to NATO common assets and capabilities, through the establishment of an EU OHQ at SHAPE (ref. I and J).

14.   <u>Autonomous EU-led Military Operations</u>

a.   At the military strategic level the main C2 options are the national OHQs offered by MS. EU-led military operations on the scale of Operation Artemis can also be planned and conducted from the EU OpsCen. In particular where a joint civil/military response is required and where no national HQ is identified, a decision to activate the EU OpsCen may be made (ref. F).

b.   At the operational and tactical levels the EU may have recourse to HQs (national and multinational) listed in the FC.

c.   HQs could also be generated following the Framework Nation Principle (ref. K). This option may in particular be considered for operations where urgency is a criteria.

15.   <u>EU-led Military Operations With Recourse to NATO Common Assets And Capabilities</u>.

a.   NATO 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. L 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 respectively.

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 NATO 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.   NATO-EU Consultation Arrangements
     The modalities of the consultation between the EU and NATO in the context of a possible EU-led military operation making use of NATO's common assets and capabilities are described in ref. I. The primary channel for co-ordination between the EU and NATO is the PSC and the NAC respectively.

f.   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 EU and NATO in order to ensure operational effectiveness and coherence.

H. COMMAND AND CONTROL AND RELATED RESPONSIBILITIES

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

   a. <u>The Council</u>

   The responsibilities of the Council concerning EU-led military operations are defined in the TEU and subsequently in the European Union Suggestions for procedures for coherent, comprehensive EU Crisis Management (ref. M).

   The Council has the overall responsibility for the conduct of EU-led military operations, 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 an Military Strategic Option (MSO);

   (3) appointment of the OpCdr, the designation of the EU OHQ, the FCdr, the FHQ and, if appropriate, the CC and CCHQs;

   (4) approval of the CONOPS, including a Provisional Statement of Requirements (PSOR);

   (5) decision on the role of the SG/HR;

   (6) approval of the OPLAN and the Rules of Engagement (ROE);

   (7) decision to launch and to terminate the operation;

   (8) the changing of the objectives of the operation.

   b. <u>PSC</u>

   The responsibilities of the PSC concerning EU-led military operations are defined in the TEU and described in ref. N and O. They can be summarised to include the following:

   (1) exercise of political control and strategic direction, under the responsibility of the Council;

   (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 Initiating Military Directive (IMD);

(6)   approval of the Crisis Information Strategy;

(7)   submission to the Council of its opinion on the CONOPS and OPLAN;

(8)   the PSC may be authorised by the Council to take further decisions on its behalf;

(9)   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.   <u>Secretary General/High Representative (SG/HR)</u>

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

d.   <u>EU Military Committee (EUMC)</u>

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 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.

e.   <u>EU Military Staff (EUMS)</u>

The responsibilities of the EUMS concerning EU-led military operations are defined in ref. G and Q and described in M, N, Q and B. Under the direction of the EUMC, the EUMS conducts military planning at the Political and 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. This includes the exchange of liaison officers or planning teams between the EUMS and the OHQ in order to enable the smooth transition of military planning. In executing these tasks the EUMS works in close conjunction with DGE VIII.

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

    a.   <u>Committee of Contributors (CoC)</u>

The responsibilities of the CoC, are defined in ref. R and described in N, R and S. 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, 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 the CoC discussions irrespective of whether or not they are taking part in the operation, but only contributing states will take part in the day-to-day management of EU-led military operations. The CoC is especially important for participating third countries and the meetings need to provide timely and relevant information.

    b.   <u>EU Special Representative (EUSR)</u>

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 linked to the co-ordination of EU-related activities in the region. The CMC should define the EUSR's task to ensure coherence between EU actors. The JA may include a provision entrusting the EUSR with the role of co-ordinating EU efforts, without compromising the military unity of command principle.

18. <u>Military Strategic Level (OpCdr/OHQ)</u>

    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);

        (3)   to conduct Force Generation (ref. C);

        (4)   to participate in the Info Strategy Team;

        (5)   to conduct the 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 the forces;

(7)   to report to the PSC and CoC, using the CEUMC as the primary point of contact as necessary;

(8)   to co-ordinate, where appropriate, with the following entities/actors:

- MS and non-EU TCNs
- Civ OpCdr/CPCC as required
- EUSR
- EU SATCEN
- IOs
- European Commission.

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.

19.   <u>Operational Level (FCdr/FHQ)</u>

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 an 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 (RSOM&I) (ref. T);

    (7)   co-ordinating, where appropriate, with

-     non EU entities and actors in the AOO (Host Nation, IOs, NGOs)
-     EU SATCEN
-     MS Embassies and EU representation in the AOO, e.g. Local Presidency, EUSR, EU HoM and European Commission Delegation
-     other Forces in the AOO.

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.

20.   <u>Tactical Level (CCs/CCHQ)</u>

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), and Maritime Component Commander (MCC), 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.
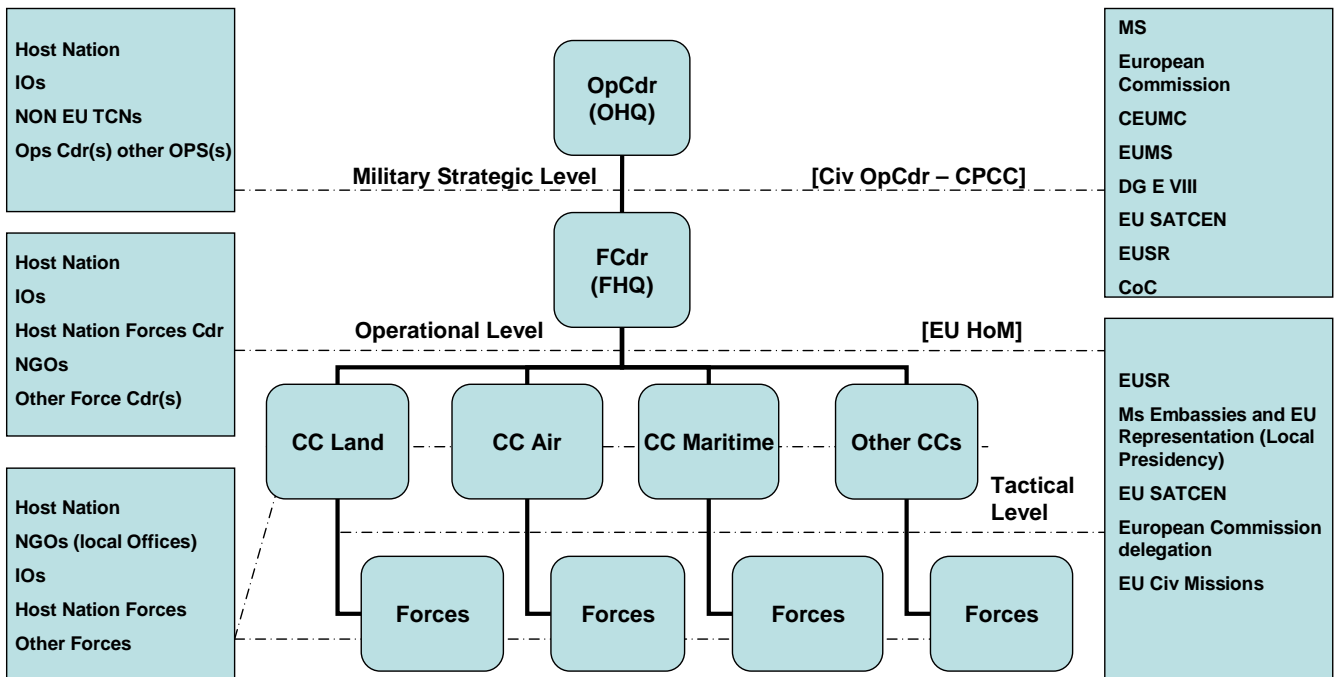
I.   CO-ORDINATION AND LIAISON

21.   At all levels, mission dependent liaison will be established 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 prior to the launch of an operation a clearly defined connection and authorization for communication and general information exchange with the respective entities as well as identified actors should be implemented.

NON EU ENTITIES and ACTORS

MS and EU ENTITIES and ACTORS

NON EU ENTITIES and ACTORS	Chart	MS and EU ENTITIES and ACTORS
Host Nation / IOs / NON EU TCNs / Ops Cdr(s) other OPS(s)	OpCdr (OHQ) — Military Strategic Level — [Civ OpCdr – CPCC]	MS / European Commission / CEUMC / EUMS / DG E VIII / EU SATCEN / EUSR / CoC
Host Nation / IOs / Host Nation Forces Cdr / NGOs / Other Force Cdr(s)	FCdr (FHQ) — Operational Level — [EU HoM]	EUSR / Ms Embassies and EU Representation (Local Presidency) / EU SATCEN / European Commission delegation / EU Civ Missions
Host Nation / NGOs (local Offices) / IOs / Host Nation Forces / Other Forces	CC Land — CC Air — CC Maritime — Other CCs — Tactical Level — Forces / Forces / Forces / Forces	

Legend:

────── = chain of command

─ ∙ ─ ∙ ─ = Co-ordination

22. The EU may use various instruments in response to crises. Those operating in the JOA (military, police or other civilian instruments) 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.

23. <u>Civil Military Co-ordination</u>

    a.   Civil-Military co-ordination (CMCO)[1] (ref. U) in EU crisis management, in the field of ESDP, 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. E). 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 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.

    c.   At operational and tactical level, the 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 and/or Commission representatives.

J.   GUIDANCE AND REPORTING

24. 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 through the CEUMC as the primary Point of Contact.

25. Based on guidance received, the Council General Secretariat (including the EUMS) will provide the OpCdr with:

    a.   updates on the political situation;

    b.   information on other EU activities of relevance to the operation;

    c.   other relevant information.

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[1] Civil-Military Co-ordination (CMCO) in the context of CFSP/ESDP 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.

26. The reporting by the OpCdr will follow modalities to be defined on a case-by-case basis in the OPLAN (HQ SOP). 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. significant 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.

27. The modalities of information exchange within the military chain of command are the responsibility of the OpCdr.

K. REQUIREMENTS FOR HEADQUARTERS

28. Common requirements for HQ 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. G, U and V, to reflect the required multinationality (ref. M);

   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.

29. 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. N, S, and V).

30. 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.

L. INTEROPERABILITY

31. 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.

32. Other aspects of interoperability:

    a. In order to ensure compatibility with NATO, NATO Standardisation Agreements (STANAGs) and Allied Publications (APs) should be used as far as practicable;

    b. Standardisation of material, resources, services and procedures have a direct impact on sustainability and effectiveness and should therefore be encouraged;

    c. With regard to the use of CIS, NATO standardisation principles and procedures for CIS should be applied. as far as practicable.

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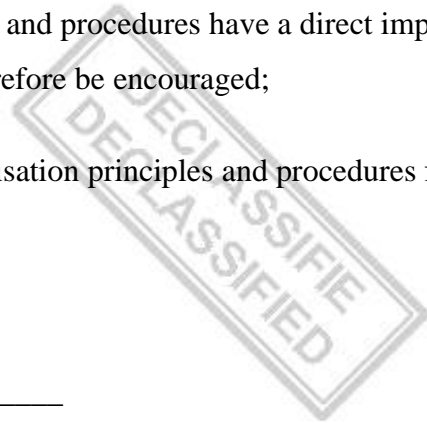
COMMAND AND CONTROL DEFINITIONS

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 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.