SFOR activation ceremony, Sarajevo.

U.S. Air Force (Michael Featherstone)

The New SHAPE of the Atlantic Alliance

By GEORGE A. JOULWAN

The new streamlined military structure that has emerged under the Supreme Headquarters Allied Powers Europe (SHAPE) is a worthy successor to the organization which kept the peace for more than four decades. Today it has both a crisis response center and a joint operations center and provides oversight and guidance to components of Allied Command Europe (ACE), including Stabilization Force (SFOR) in Bosnia. In addition, SHAPE has developed a strong European security and defense identity (ESDI) within a broader transatlantic framework. This transformation did not occur overnight but has been underway over the last three years. Because of these changes SHAPE and ACE now can respond to crisis or conflict across a full range of contingencies—from humanitarian or peace operations to collective defense. SHAPE will ensure that the Alliance is not soft anywhere or anytime it is committed—from peace operations to collective defense. This article details changes in this dynamic headquarters and the role which it is now playing for the Alliance, the North Atlantic Treaty Organization (NATO).

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The Brussels Summit

Based on political guidance which emanated from the January 1994 NATO summit meeting held in Brussels, SHAPE developed an operational concept to link the Partnership for Peace (PFP) program and combined joint task force (CJTF) initiative. The guidance called for evolving PFP to enable missions to be executed by PFP members and NATO forces. The rationale underpinning this operational concept was to exercise with our new partners by training to common standards, doctrine, and procedures. Establishing this solid foundation would prepare our partners to operate under a NATO or non-NATO led CJTF. The opportunity to put theory into practice came just over two years later when NATO led an implementation force to bring peace to Bosnia.

SHAPE developed an operational concept to link the PFP program and the CJTF initiative

Under this concept, SHAPE must quickly translate political and military instructions from NATO headquarters into guidance and operation plans for its subordinate commanders to execute. This is essential to the success of all NATO missions—from article 5 operations to less traditional missions such as peacekeeping, humanitarian assistance, and disaster relief. NATO headquarters and SHAPE have adjusted to the post-Cold War environment. Far-sighted diplomats, strategists, and defense planners have kept abreast of changing security requirements. It is clear that the threat of attack against members of the Alliance is low. But collective defense and force projection must continue to buttress a strong and stable Europe. The need for a robust and flexible NATO remains because of uncertainty and instability. SHAPE has adapted to meet these challenges and has taken advantage of the proven security architecture that NATO has provided over so many years.

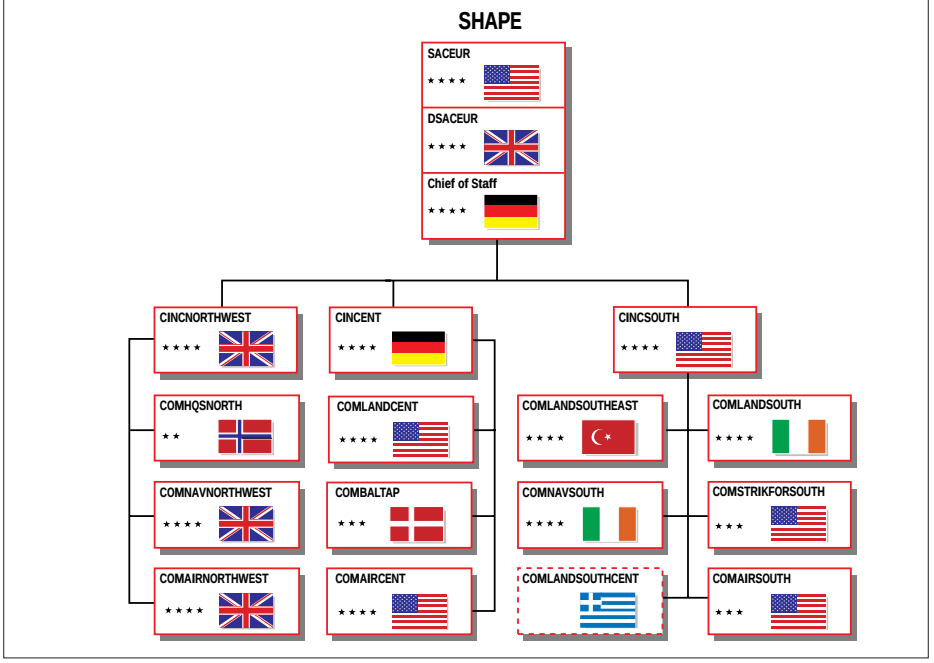
In brief, SHAPE must identify, balance, generate, and move NATO and non-NATO forces to arrive at the right place and right time as needed by major subordinate commands (MSCs) which are responsible for the training-to-mission of NATO forces and certification of non-NATO forces. MSCs also mount key headquarters, such as the ACE Rapid Reaction Corps, and assist in movement control of earmarked units. In addition, the headquarters provides the flexibility to augment the staffs of committed headquarters with hundreds of officers and non-commissioned officers. SHAPE and ACE did that for Implementation Force (IFOR) headquarters and now SFOR. Operations Joint Endeavor and Joint Guard have proven that our post-Cold War organization theory is sound. This is SHAPE: dynamic, flexible, and relevant to the challenges of a new NATO and a new Europe. Indeed we have put theory into practice.

From Theory to Practice

SHAPE has responded well to planning and support for operations in Bosnia. When the Supreme Allied Commander Europe (SACEUR) was given overall responsibility for the Bosnian mission, SHAPE rapidly developed a concept of operations and operation plan that was approved by the Military Committee and North Atlantic Council. The quick response resulted from several innovations in SHAPE methods of operation. Of particular interest was the increased use of the Deputy SACEUR (a British four-star) and chief of staff (a German four-star). First, a revitalized ACE Reaction Force planning staff (ARFPS) under the Deputy SACEUR was directly responsible for strategic planning. Second, the SHAPE Crisis Response Center was activated in winter 1993–94 to monitor the worsening crisis in the former Yugoslavia.

The Crisis Management Organization (CMO)—which has existed on paper since SHAPE was established—was activated late in 1995 to coordinate Joint Endeavor for SHAPE. It consists of cells from the peacetime SHAPE organization with operations, intelligence, logistics, mobility, resources, public information, communications, and systems divisions, plus IFOR liaison teams, making up most of CMO. It not only coordinates the IFOR effort but advises both SACEUR and NATO headquarters on significant events or any change in the situation. The chief of staff and the assistant chief of staff for operations and logistics at SHAPE direct the CMO effort.

Figure 1. NATO Military Command Structure in Europe



Danish Stinger missile radar tracking team.

U.S. Air Force (Robert Stuart)

F–15s over Denmark, Tactical Weaponry '95.

1st Combat Camera Squadron (Jeffrey Allen)

led in this critical area and, with AMCC, he has responsibility for generating, balancing, and deploying the force.

The AMCC multinational staff relies upon the allied deployment and movement system to coordinate force deployment. This state-of-the-art software, operated by the NATO C3 Agency (formerly the SHAPE Technical Center) at The Hague in the Netherlands, furnishes NATO nations with a common deployment planning tool. The system reduces deployment time and permits users to control and deconflict deployment plans. It is installed in the capitals of most member nations and allows AMCC to accurately track movements of troops, equipment, and logistical support into theater. This system has been invaluable to the simultaneous movement of multinational forces into the IFOR area of operations. The results have been truly impressive.

In the key area of force generation and movement, the ACE Mobility Coordination Center (AMCC) is an example of the new SHAPE; it is effective and efficient in its operational mission. Since December 1995 the center has worked closely with participating NATO nations to ensure that all deployment plans and force movements match the priorities set by the IFOR commander. It has also deconflicted movement problems, such as too many ships in a limited port, through negotiated solutions with both the nations involved and the Joint Movement Control Center in theater. AMCC also coordinated with non-NATO nations—Russia, for example—to match their deployment plans with the overall flow of forces. The Deputy SACEUR

NATO, together with many of its partners and friends, deployed 50,000 troops to Bosnia to help establish the conditions for a just and lasting peace. IFOR, under the strategic direction of SHAPE and with proven NATO procedures, deployed and closed the force within 60 days. Well over 2,000 flights, 50 ships, and nearly 400 trains moved more than 200,000 tons of cargo and 50,000 troops into very difficult terrain under severe winter weather conditions. IFOR engineers skillfully and courageously spanned the swollen Sava River. Under the watchful eye of SHAPE, troops poured into Bosnia and Croatia—simultaneously and safely—via land, sea, and air. Many non-NATO nations also have joined the effort including 17 troop-contributing countries. Counting NATO members, more than thirty nations have committed forces, making Joint Endeavor a truly international effort.

Due in large part to the professional deployment and robust response by IFOR troops when NATO assumed

the mission on December 20, 1995, the former warring parties immediately began to comply with provisions of the Dayton accords. And since our initial deployment the operation has been an overwhelming military success. The warring factions were separated by 4 kilometers in 30 days, land transferred in 90 days, and heavy weapons moved to storage sites in 120 days. In addition, illegal checkpoints were eliminated and freedom of movement improved by the reopening of Sarajevo airport plus the reconstruction and repair of many railways, roads, and bridges. The cooperation between military forces and civilian agencies responsible for rebuilding the nation was truly significant. Together we began the process for ensuring a lasting peace in Bosnia.

NATO forces have assisted civilian agencies with economic development and other activities

Specifically, NATO forces have assisted the civilian agencies with economic development, reconstruction, police, and other activities essential for mission success. The military has helped the United Nations and other non-governmental organizations to establish the best conditions for success. Working with these agencies we broke the cycle of war to provide a secure environment. The civilian agencies continue to implement their plans and take advantage of the momentum for peace in Bosnia. The September 1996 elections, an integral part of the Dayton agreement, were a significant milestone and validated our efforts in that war-torn country.

The 12-month IFOR mission ended in December 1996. To maintain the peace momentum, the North Atlantic Council authorized a follow-on force to ensure a secure environment for civilian agencies to complete the mission. Today some 31,000 troops, still under the strategic guidance of SHAPE, continue this NATO peacekeeping effort.

Mine detection training along Route Arizona, Bosnia.

55th Signal Company, Combat Camera (Jon E. Long)

USCG Gallatin in German port, Baltops '96.

U.S. Coast Guard (Robert Wyman)

New Partners and Friends

It was encouraging to see the readiness of so many non-NATO countries to contribute forces, provide logistics support, and allow transit of IFOR contingents. The contributions by our partners demonstrated the validity of PFP as a firm basis for planning and coordinating with them. Our new partners—including former adversaries—provide units and personnel to meet vital SFOR requirements. It is no longer "us versus them"—but one team working to bring peace to Bosnia.

International support has been critical to IFOR and SFOR, but perhaps no factor is more historically significant than the NATO-Russian cooperation that developed with Joint Endeavor and continues in Joint Guard. This relationship has fostered trust and understanding between Russian officers and their Alliance counterparts at all levels of planning and execution. With Colonel General Shevtsov as my deputy for Russian forces at SHAPE, we have forged command and control arrangements to preserve unity of command and effort. I exercise operational control over the independent Russian brigade and assign missions to it through General Shevtsov. In theater this Russian unit is under the tactical control of Multinational Division North.

This arrangement proves that two former adversaries can work together to achieve peaceful goals through military cooperation. This mutual trust is a direct—and natural—result of a genuine partnership in a common mission. Moreover, this shared mission has increased contacts between NATO and Russia. Dealings that once took place only every 18 months have become everyday occurrences as the SFOR mission continues. General Shevtsov meets routinely with me and the SHAPE staff, which provides us with a forum to address issues of mutual interest. In addition, he visits NATO member nations as well as partner countries. Clearly this relationship is a giant step toward building trust

and confidence between former adversaries and a significant indication of SHAPE's adaptation to the realities of a new Europe.

The Future

The Partnership Coordination Cell displays 43 flags, 16 from NATO members and 27 from countries which have joined the PFP program, arranged alphabetically from Albania to Uzbekistan. Twenty of these nations have liaison officers in the cell who underpin a new European security structure—one based on mutual trust and confidence from working together for common goals and missions. This security relationship is replacing decades of mistrust in Europe and is grounded in cooperation rather than confrontation.

This new spirit of NATO is thriving at SHAPE. Such multinational military cooperation, together with political guidance and control, provides the best approach to crisis management and preventing narrow nationalistic concerns from dominating European security and defense thinking.

NATO, ACE, and SHAPE are as relevant today as they were during the height of the Cold War

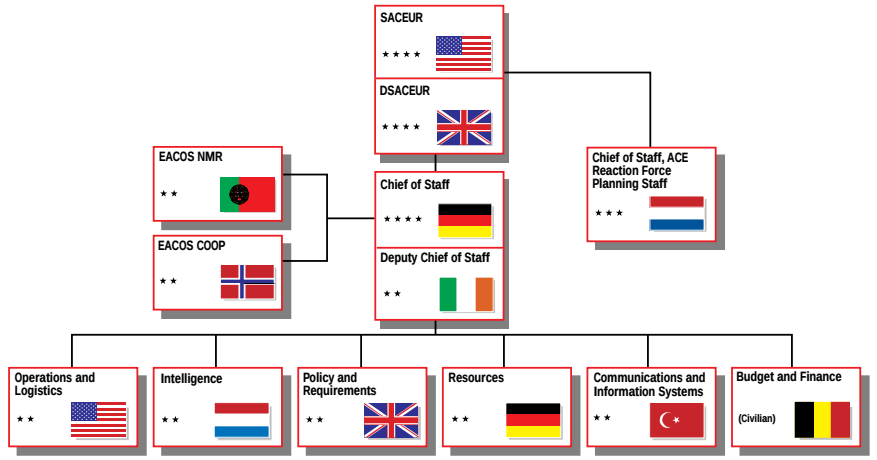
One clear objective of the new SHAPE has been the development of ESDI within a strong transatlantic alliance. As mentioned earlier, both the Deputy SACEUR and SHAPE chief of staff are Europeans who have substantive terms of reference. From 1951 to 1993 the chief of staff was an American four-star; now the post is held by a European officer (see figure 2). The chief of staff of ARFPS and the Combined Joint Planning Staff is a European three-star and the PFP Coordination Cell is headed by a European two-star. Both have played critical roles in the success of Joint Endeavor. Likewise these officers would bring a distinct European identity to the planning and execution of any future Western European Union (WEU) operation.

Moreover, the Deputy SACEUR serves as the official contact between SHAPE and WEU, a relationship that is being institutionalized. The respective staffs meet and discuss procedures and techniques. I have addressed the WEU Assembly in Paris and WEU Council in Brussels. In fact, the latter body has been briefed at SHAPE, and more robust terms of reference are being drafted for the Deputy SACEUR consistent with the principle of unity of command. Most important, SHAPE is eager to continue its adaptation to enhance ESDI while improving the Alliance's ability to execute missions across the entire contingency spectrum.

It is apparent that the Alliance is flexible and has adapted to the security realities of our day. We have shown that given clear political guidance NATO's operational military arm can perform new missions and accomplish any tasks assigned by its political leadership. SHAPE is a dynamic headquarters attuned to new requirements and organized to meet the challenges of the next century.

As I have pointed out many times, NATO, ACE, and SHAPE are as relevant for security today as they were during the height of the Cold War. Our new missions will take us well beyond the collapse of the Berlin Wall, the fall of the Iron Curtain, and the defeat of an ideology. SHAPE and ACE have streamlined their operations and command structure to meet future challenges.

Figure 2. SHAPE Command Group



With new friends and the experience of the mission in Bosnia, we have an opportunity to revamp our security arrangements in Europe—based on a vibrant transatlantic alliance and strong ESDI. While we adapt and maintain flexibility in force structure, SHAPE will continue to build on a foundation of over 45 years of military cooperation based on continued shared values, ideals, and respect for the worth and dignity of the individual. This is a relationship that we are prepared and eager to develop with our new partners and friends in Europe. For NATO is more than a group of allies—we are friends united in a common vision with a common purpose and objective. SHAPE is approaching the 21st century with confidence, optimism, and commitment to a superb alliance. We are truly creating *one* team with *one* mission—and the NATO mission continues. JFQ

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