

8 June 2010

## **Evolution of the SHAPE Staff Structure, 1951-Present**

This paper describes the different ways that the staff of the Supreme Headquarters Allied Powers Europe has been organized, beginning with the original structure of 1951 and continuing through all major reorganizations to the new structure that takes effect officially on 1 August 2010. All of the most senior positions – such as SACEUR and his Deputies – are shown, as are the heads of the various staff divisions.

### **Explanation of Symbols and Acronyms**

The **rank** of each post is symbolized by the number of stars worn at that rank.

- ★** Brigadier General, Commodore, Rear Admiral-Lower Half [U.S.]
- ★★** Major General, Rear Admiral
- ★★★** Lieutenant General, Vice Admiral
- ★★★★** General, Admiral
- ★★★★★** General of the Army, Field Marshal<sup>1</sup>

The **nation** selected to fill a particular post at SHAPE is shown by its standard three-letter designation code. Nation codes used in this paper are as follows.

BEL	Belgium
CAN	Canada
DEU	Germany
DNK	Denmark
ESP	Spain
FRA	France
GRC	Greece
GBR	United Kingdom
ITA	Italy
NLD	Netherlands
NOR	Norway
POL	Poland
TUR	Turkey
USA	United States

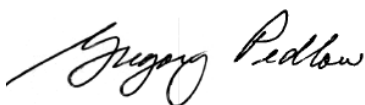
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<sup>1</sup> There were never any five-star naval positions at SHAPE. The only five-star officers who served at SHAPE were General of the Army Dwight D. Eisenhower, the first SACEUR, and Field Marshal the Viscount Montgomery of Alamein, the first DSACEUR.

The following **acronyms** are used in this paper, either in the text or on the charts.

ACE	Allied Command Europe
ACOS	Assistant Chief of Staff
ADEF	Air Defence
ADP	Automated Data Processing
AIR DEF	Air Defence
ARFPS	ACE Reaction Force Planning Staff
ASST to COS	Assistant to the Chief of Staff
BUDFIN	Budget and Finance
CANDE	Communications and Electronics
CIS	Communications and Information Services
COS	Chief of Staff
DACOS	Deputy Assistant Chief of Staff
DCOS	Deputy Chief of Staff
DCS	Deputy Chief of Staff
DCLA	Deputy Chief of Staff for Logistics and Administrations
DCLAA	Deputy Chief of Staff for Logistics, Armaments and Administration
DCPO	Deputy Chief of Staff for Plans and Operations
DCSO	Deputy Chief of Staff for Operations
DCSS	Deputy Chief of Staff for Support
DSACEUR	Deputy Supreme Allied Commander Europe
INTEL	Intelligence
LANDA	Logistics and Administration
LOGMAN	Logistics and Manpower
OPS	Operations
OPS/LOG	Personnel and Administration
ORG & TRNG	Organisation and Training
PANDP	Plans and Policy
PERS & ADMIN	Personnel and Administration
PLANS, POL & OPS	Plans, Policy and Operations
POL	Policy
POL/REQ	Policy and Requirements
PROG	Programmes
SACEUR	Supreme Allied Commander Europe
SC	Strategic Commander
SPEC OPS	Special Operations

The views expressed in this paper are solely those of the author and do not necessarily represent the views of SHAPE or NATO.

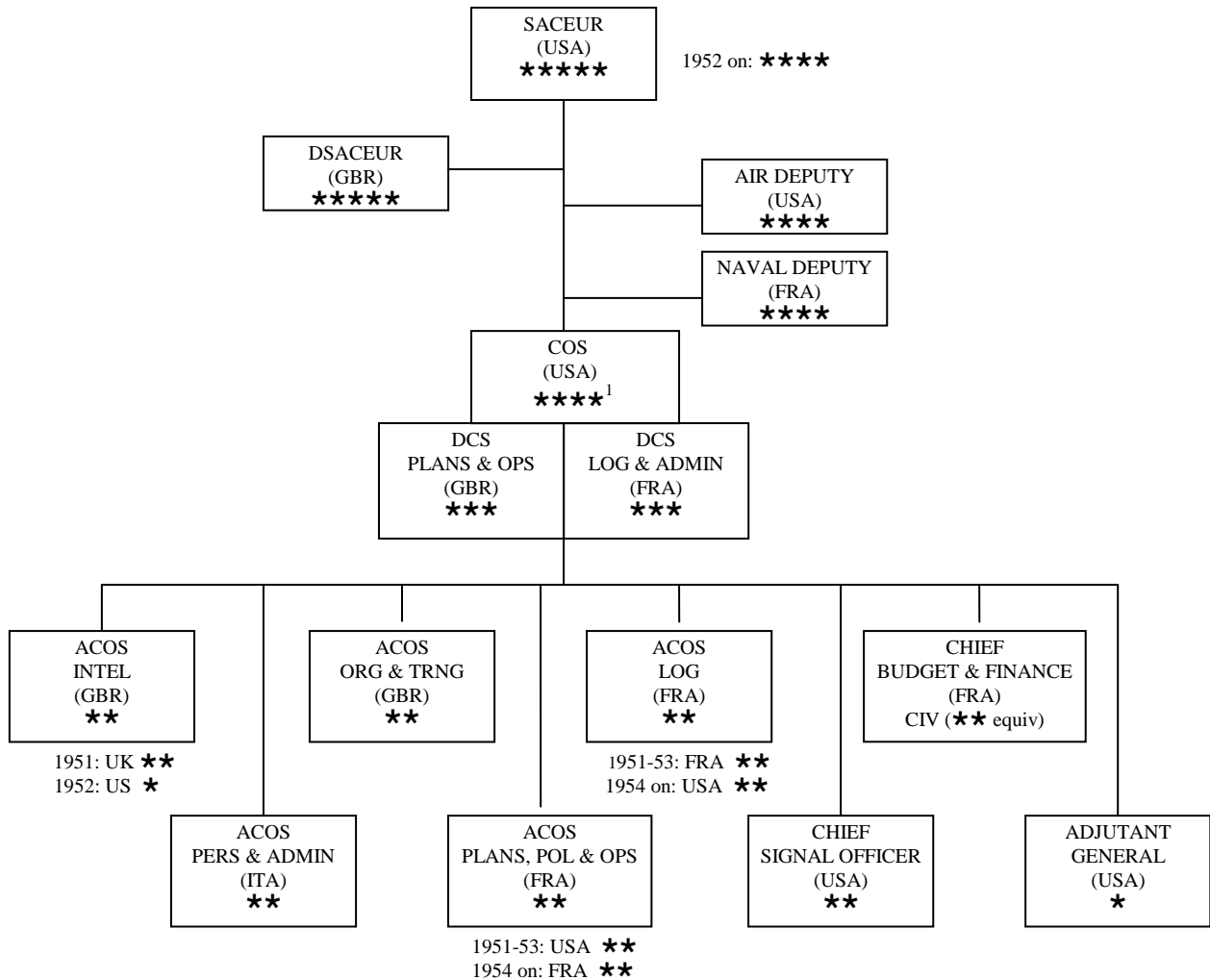


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**SHAPE Staff Organisation, 1951-1956**

Key Features

- SACEUR had a total of three deputies: the DSACEUR (Field Marshal Montgomery), an Air Deputy, and a Naval Deputy.
- Deputy Chiefs of Staff (DCS) did not have responsibility for specific Assistant Chiefs of Staff (ACOS).



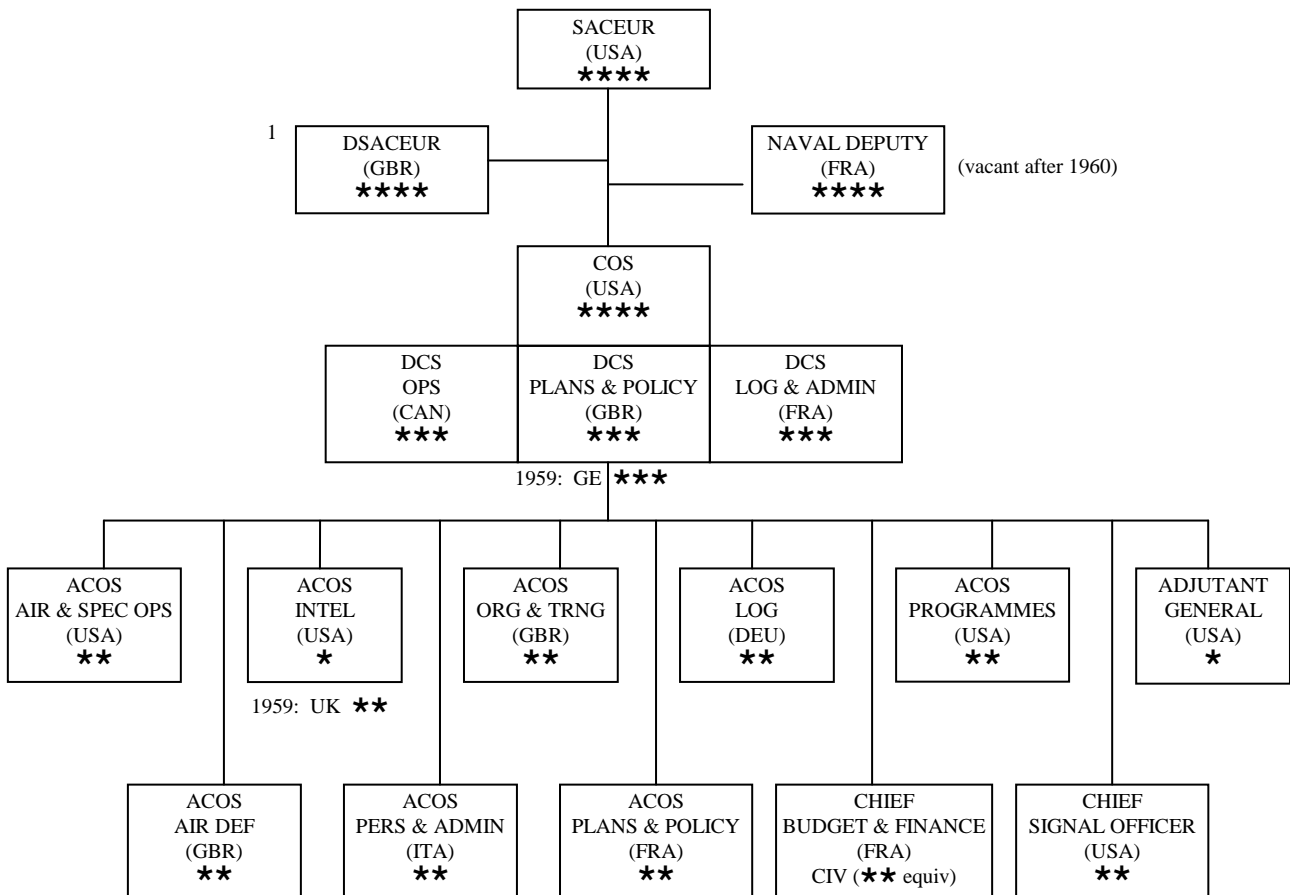
<sup>1</sup> The first three Chiefs of Staff, Generals Gruenther, Schuyler and Moore, were assigned as Lieutenant Generals and served for a portion of their terms in that grade before being promoted to 4-star rank.

Note: The post of Headquarters Commandant or Commander of the Headquarters Support Group, which has had various titles over the decades, is not shown on this and subsequent charts because it has not been a flag rank post (except in the years 1992-2004) and its function lies outside the normal staff areas.

**SHAPE Staff Organisation, 1956-1962**

Key Features

- Deletion of the post of Air Deputy because SACEUR was an Air Force officer.
- Unwillingness of France to fill the post of Naval Deputy after the death of Admiral Barjot in 1960. France had already begun withdrawing its naval forces from the NATO integrated military command structure in 1959.
- Creation of a third Deputy Chief of Staff (DCS) post through separation of Operations from Plans and Policy. Deputy Chiefs of Staff still did not have responsibility for specific ACOSs, who reported to the Chief of Staff.
- What had already been a very large span of control for the Chief of Staff became even larger: now 9 Assistant Chiefs of Staff and two other flag officers reported to COS.
- Newest NATO member, Federal Republic of Germany (joined the Alliance in May 1955), received its first senior post at SHAPE - ACOS Logistics - in 1956. In response to a request for recognition of their increasing contribution to NATO, the Germans received a second major post in 1959: the three-star position of DCS Plans & Policy.

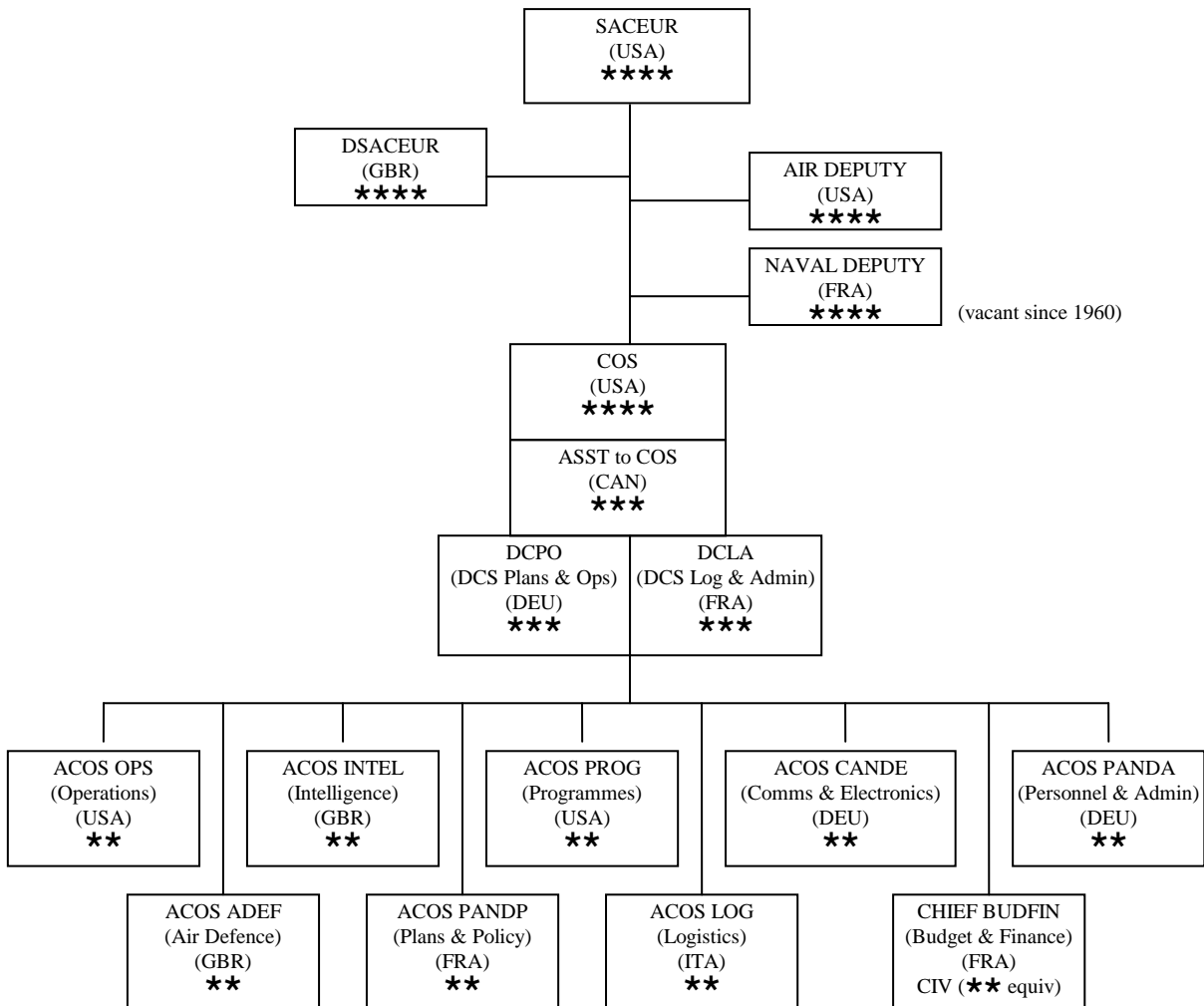


<sup>1</sup> Until Field Marshal Montgomery's retirement in 1958, the DSACEUR post was filled by a five-star officer.

**SHAPE Staff Organisation, 1962-1963**

Key Features

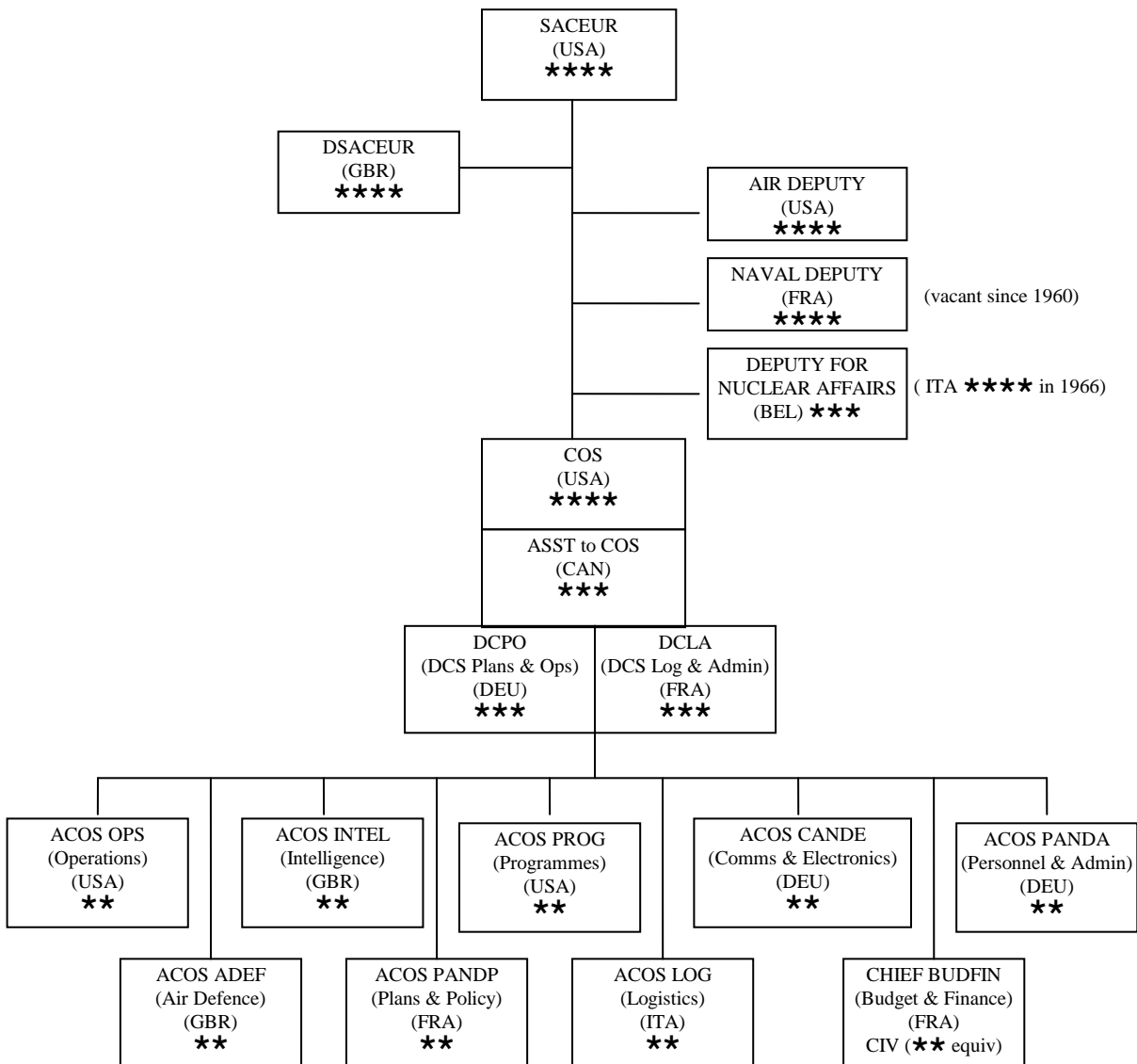
- Re-establishment of the post of Air Deputy following the replacement of SACEUR Norstad (US Air Force) by SACEUR Lemnitzer (US Army).
- Creation of the post of Assistant to the Chief of Staff at the 3-star level, possibly as compensation to the Canadians for the loss of their 3-star DCS OPS post.
- Plans and Operations once again combined under a single Deputy Chief of Staff.
- Reduced number of ACOSs.
- Deputy Chiefs of Staff still did not have responsibility for specific ACOSs.



**SHAPE Staff Organisation, 1963-1967**

Key Features

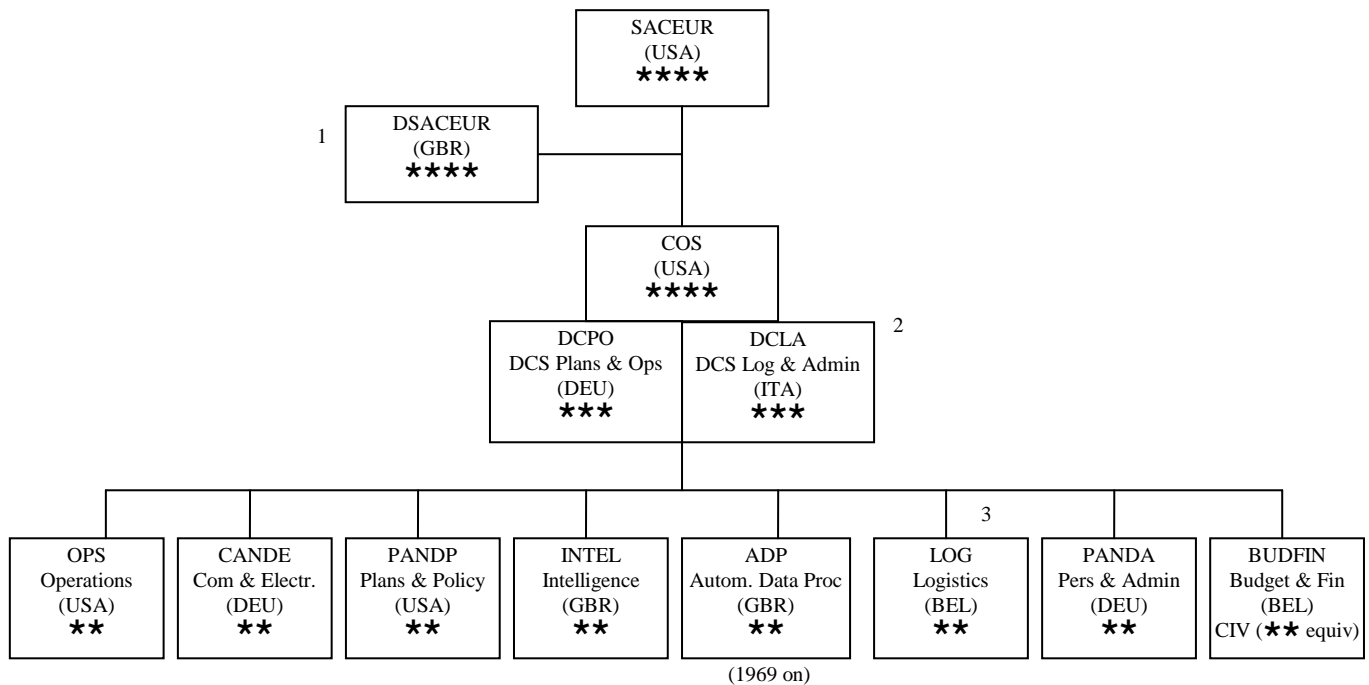
- Addition of Deputy for Nuclear Affairs (post existed 1963-1968) as the result of a decision by the North Atlantic Council, probably to provide more European input into nuclear planning at a time when there were high-level discussions on the possible creation of multinational nuclear forces for NATO, in particular, the Multilateral Force (MLF). (Note: the Nuclear Planning Group did not yet exist at this time.) The Deputy for Nuclear Affairs position was not assigned to a particular nation; when it was created in 1963, only Belgium offered a candidate (an Air Force Lieutenant General). He was succeeded by an Italian Air Force General in 1966.
- Deputy Chiefs of Staff still did not have responsibility for specific ACOSs.



**SHAPE Staff Organisation, 1967-1972**

Key Features

- SACEUR took advantage of the French departure from NATO’s integrated command structure to carry out a major reorganisation of the SHAPE staff and the entire ACE (Allied Command Europe) command structure.
- All French positions replaced.
- Deletion of the 3-star Assistant to the Chief of Staff.
- Two ACOS positions (Air Defence, Programmes) deleted. New ACOS for Automatic Data Processing post created in 1969.
- Deputy Chiefs of Staff still did not have responsibility for specific ACOSs.
- Deletion of three four-star posts in 1968: Air Deputy, Deputy for Nuclear Affairs and the long-vacant Naval Deputy. Following the elimination of the Air Deputy post, the Chief of Staff became a US Air Force rather than a US Army position.



<sup>1</sup> Until the end of 1968 there were two additional deputies to SACEUR: the Air Deputy (USA GEN) and the Deputy for Nuclear Affairs (ITA GEN). The post of Naval Deputy, which had been vacant since 1960, was also abolished in 1968.

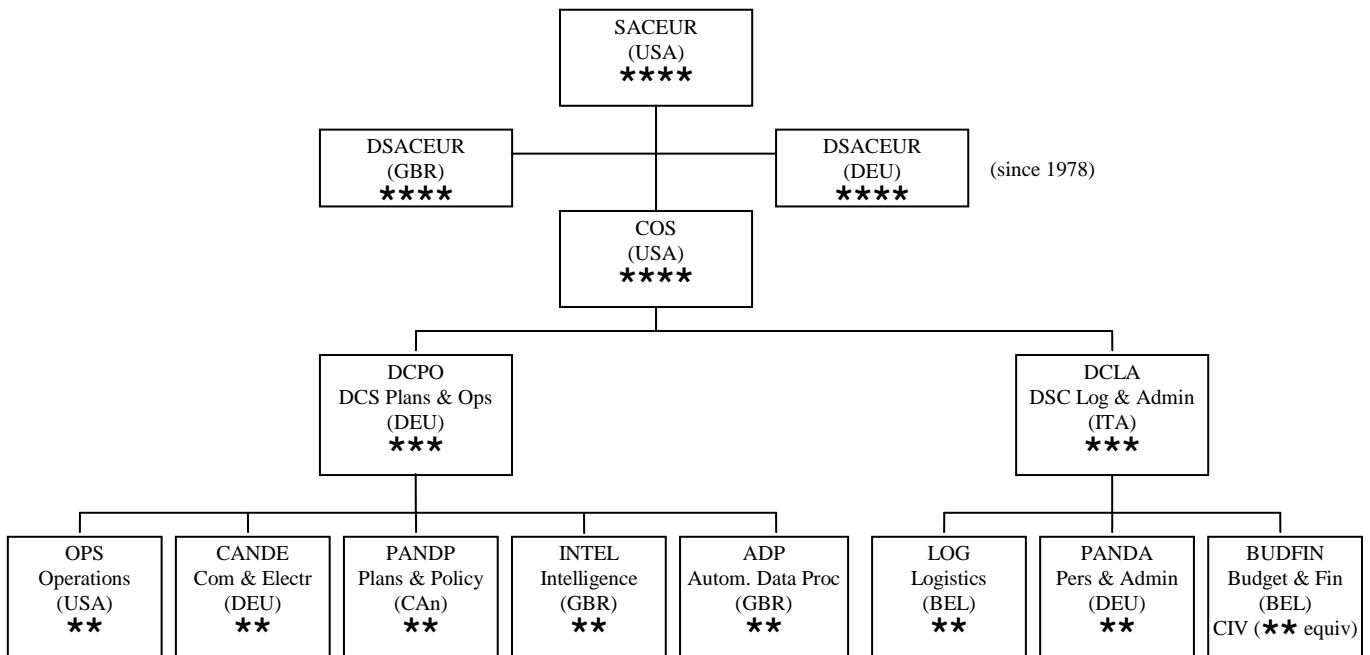
<sup>2</sup> Title changed in 1974 to Deputy Chief of Staff for Logistics, Armaments and Administration (DCLAA).

<sup>3</sup> Title changed in 1974 to Logistics and Armaments (LANDA).

**SHAPE Staff Organisation, 1972-1983**

Key Features

- Addition of DSACEUR(Germany) in 1978 because of German concerns about under-representation in senior positions in ACE. The DSACEUR(Germany) position was announced as an “interim appointment” that would be “reviewed in the framework of possible future changes in the Alliance’s command structure,” and some observers believed that the new four-star post had been created in order to avoid having to give the Germans the Chief of Staff post. There was also press speculation that once the post was terminated, the position of SHAPE Chief of Staff might go to a German general. This speculation ultimately turned out to be true, but the change did not occur until 1992, three years after the end of the Cold War.
  
- Deputy Chiefs of Staff were finally given responsibility for specific ACOSs.

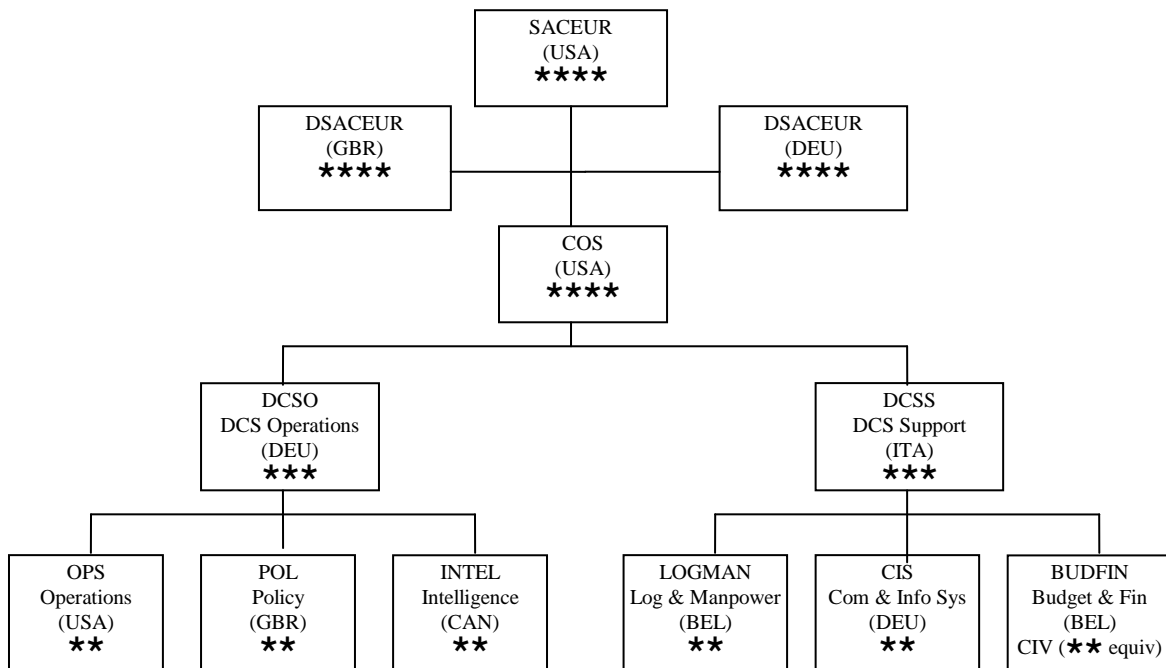




**SHAPE Staff Organisation, 1983-1992**

Key Features

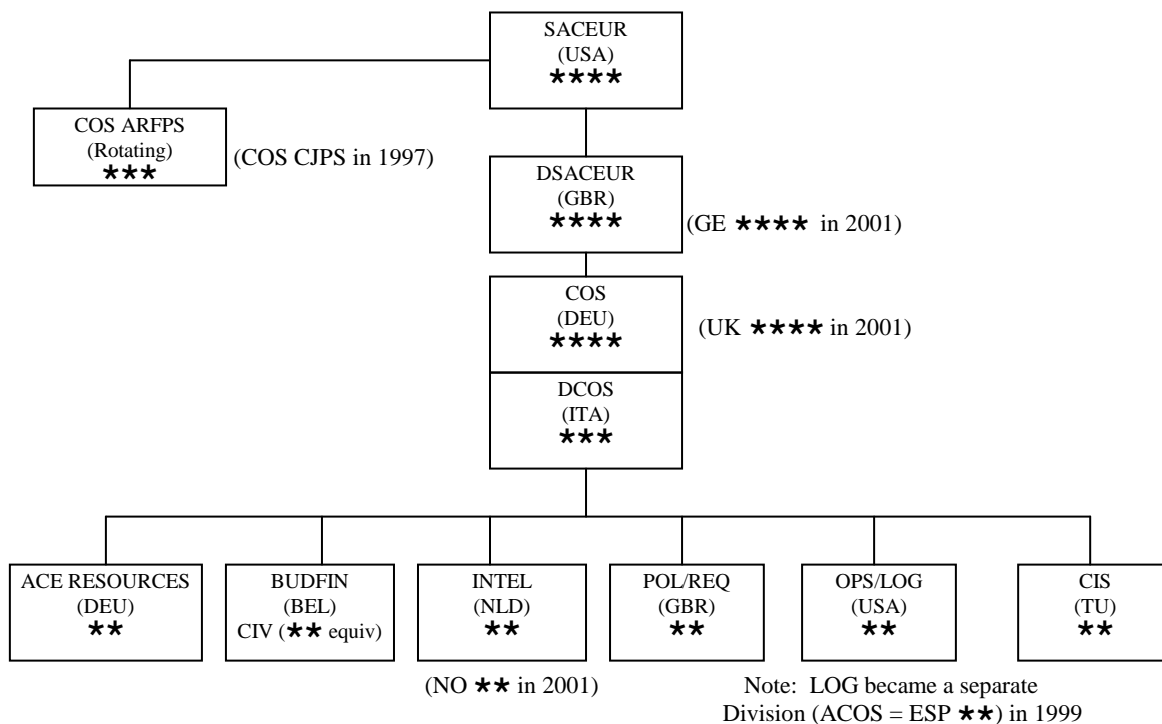
This organisation had its origins in a major study conducted by the SHAPE Staff Organisational Structure Working Group headed by Brigadier R. A. Clay, UK Army and a former Secretary to the Chief of Staff at SHAPE, from July 1980 until February 1981. The Clay Report recommended major changes and reductions in the staff structure: elimination of one of the DSACEUR positions, reduction in the number of staff divisions in order to create a manageable span of control, and the elimination of the Deputy Chief of Staff level within the staff structure so that the Chief of Staff could control the divisions directly, thus accelerating response times for staff actions. If the Deputy Chiefs of Staff were eliminated, the report noted, the Chief of Staff position could be manned at the 3-star level “to reflect a more usual rank structure.” The Working Group supported the continued need for the Chief of Staff to be a United States general officer in order to maintain the necessary linkage for SACEUR in his other hat as CINCEUR but noted that “if the requirements for such linkage and the running of the staff could be separated, there are strong feelings that the post of Chief of Staff should be filled by a European nation.” The Clay Report’s recommendations for the reduction in the number of ACOSs were accepted, but political pressures led SACEUR Rogers to decide to keep both DSACEUR positions and one Deputy Chief of Staff to assist the Chief of Staff. The Defence Planning Committee then decided to retain the other Deputy Chief of Staff position as well (which became the Deputy Chief of Staff for Support), so the final SHAPE staff structure was a compromise between the recommendations of the Clay Report and the previous structure.



**SHAPE Staff Organisation, 1992-2004**

Key Features

As with the previous reorganisation, the 1992 staff structure was based on a major organisational study. In 1991 Brig. Gen. Arno Schaefer, Deputy ACOS for Policy and an officer with many years of experience in a variety of SHAPE positions, headed a multinational team that conducted a detailed examination of the SHAPE staff with the aim of streamlining it and reducing the number of general officer positions. The team re-introduced many of the Clay Report’s recommendations that had not been implemented for political reasons, but once again, radical reform proved politically impossible and the number of general officer positions rose almost to previous levels even though the staff as a whole had been reduced significantly. General Schaefer therefore demanded that his name be taken off the final report. Major changes included the elimination of the DSACEUR (Germany) post, with Germany receiving the Chief of Staff position (previously this had always been a US position). For the first time DSACEUR was placed in the chain of command. Schaefer’s attempt to eliminate completely the three-star Deputy Chief of Staff level failed, as only one of the two such posts was eliminated. The ACE Reaction Forces Planning Staff (ARFPS), created in 1993, was not part of the SHAPE staff due to a NAC decision that it was “at but not in” SHAPE, but the ARFPS is nevertheless shown on the chart because it reported directly to SACEUR and worked very closely with the SHAPE staff. The ARFPS was redesignated as the Combined Joint Planning Staff (CJPS) in 1997 and became a Bi-MNC (shared by the two Major NATO Commanders; current term is “Bi-SC”) body at that time. In 1999 the OPS/LOG division was split into its two separate division, OPS and LOG. In 2001 the positions of DSACEUR and COS changed nationalities as the result of an earlier agreement between Germany and the United Kingdom to have these posts rotate between the two nations. The reason behind this change was the greatly increased importance of the DSACEUR position, both within ACE and in relation to potential EU operations.



NOTE: This reorganisation made the Commander of the International Headquarters Support Company (previous name of the current Headquarters Support Group) a flag officer position (NLD\*) for the first time. In 2001 it even became a BEL \*\* position, but in the 2004 reorganisation this post reverted to its traditional rank of Colonel.

**SHAPE Staff Organisation, 2004-2010**

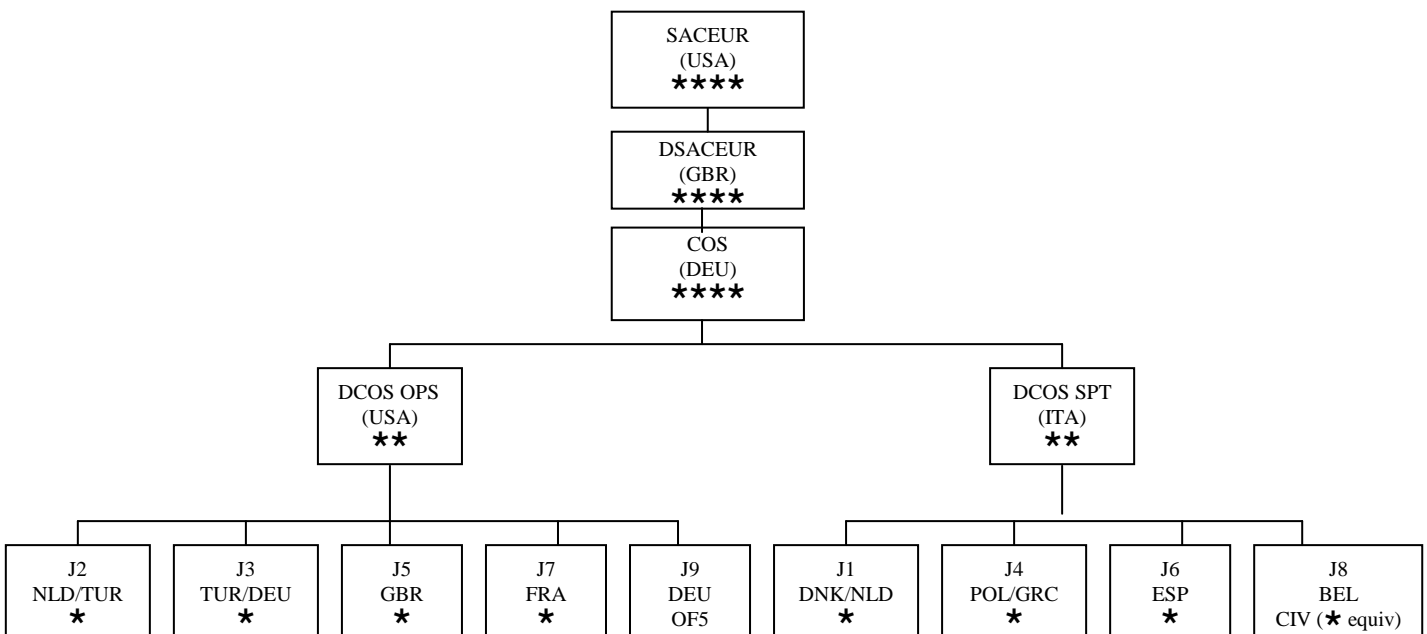
Key Features

The staff reorganisation that took place in 2004 was the result of an extensive study of structures throughout Allied Command Europe and Allied Command Atlantic (the operational portions of both were combined into Allied Command Operations in 2004). One of the goals of the Functional Review of Manpower was to establish similar staff structures in all of the military headquarters. As a result, in October 2003 SHAPE decided to abolish the traditional divisional structure in favour of the J-structure already in use in all of its subordinate headquarters. In the SHAPE PE effective 1 Nov 2004, the J-Heads were lower in rank than the previous Assistant Chiefs of Staff (ACOS), and in a move which ran counter to all the reform efforts of the past 15 years, a Deputy Chief of Staff level was re-established between the Chief of Staff and the ACOS/J-Heads. However, the new Deputy Chiefs of Staff were only two-star officers, not three stars as in the past. The post of Commander of the Headquarters Support Group (not shown on the charts), previously a BEL two-star, reverted to its traditional rank of Colonel (USA).

Because the rotation of very senior posts within SHAPE and JFC Brunssum was not found to be very efficient, as it caused almost all of the senior officers to change at the same time, greatly reducing continuity, the United Kingdom and Germany agreed to fix the nationalities of the DSACEUR and Chief of Staff positions, with the United Kingdom taking the former post and Germany the latter. At the SHAPE J-Head level, however, four of the nine J-Head positions were established as rotating between two nations.

One other significant change was the disestablishment of the Combined Joint Planning Staff in 2004 and the incorporation of its functions and personnel into the SHAPE staff (which had been a goal of SHAPE ever since the CJPS's predecessor had been established by the NAC in 1993).

Perhaps the most historic change of all was the incorporation of French personnel into the SHAPE PE, including the ACOS J7, for the first time since France left the integrated military command structure in 1966. While increasing numbers of French personnel had been serving at SHAPE since the beginning of NATO's Balkans peacekeeping operations in 1995, these individuals had been part of the French Balkans Planning Team, not on the SHAPE PE.



**SHAPE Staff Organisation, 2010 – Onward**

Key Features

The radical change of the SHAPE staff structure in 2004 from divisions to a J-structure did not work out as well in practice as had been assumed and proved unpopular with the SHAPE Command Group. The change from two-star division chiefs to one-star J-heads meant that many of the officers in these posts lacked the depth of experience necessary for handling issues at the strategic level, particularly if they had just been promoted from Colonel to take up their new position. In addition, the SHAPE’s J-structure – which had been designed to improve communication and coordination with the subordinate headquarters also possessing J-structures – proved to be a barrier to effective communication and coordination with the military and civilian sides of NATO Headquarters, because even the International Military Staff does not use a J-structure. Under the new PE that will take effect on 1 August 2010, the J-structure has been replaced by traditional broader divisions, the division heads are once again 2-star officers and now all bear the title of Deputy Chief of Staff, and the title of Assistant Chief of Staff has been eliminated. Thus there is no longer any intermediate level between the Chief of Staff and the division heads.

Another change in the new PE for SHAPE is increased rotation of nations in the division and branch head positions, a change that was not favoured by SHAPE but nevertheless decided upon by the nations during the “Flags to Post” process of allocating nations to posts.

As a result of France’s decision to normalise its relationship with NATO by once again participating in the integrated military command structure from which it had withdrawn in 1966, the number of French personnel at SHAPE has increased substantially and the French have been made part of the rotation for two key two-star posts.

