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Subject : Civil-Military Co-operation (CIMIC) Concept for EU-Led Crisis
Management Operations

Delegations will find attached the document Civil-Military Co-operation (CIMIC) Concept for EU-Led Crisis Management Operations that was endorsed by the EU Military Committee through expiring of silence procedure on 8 March 2002.

CIVIL-MILITARY CO-OPERATION (CIMIC)
CONCEPT
FOR EU-LED CRISIS MANAGEMENT
OPERATIONS

CIVIL-MILITARY CO-OPERATION CONCEPT **FOR EU-LED CRISIS MANAGEMENT OPERATIONS**

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REFERENCES

- 1 Treaty of the European Union
- 2 Suggestions for procedures for coherent, comprehensive EU Crisis Management (Document 14614/01 dated 09 January 2002)
- 3 Guidelines for military command and control aspects of EU-led crisis management operations (Document 13342/1/01 Rev 1 dated 29 January 2002)
- 4 EU Concept for Military strategic planning (Document 12046/01 dated 25 September 2001)
- 5 WEU Concept on Civil-Military Co-operation - CM (99) 53 3rd revision
- 6 NATO Military Policy on Civil-Military Co-operation - MC 411/1
- 7 Draft NATO CIMIC Doctrine - AJP-9
- 8 UN Guidelines on the use of military and civil defence assets in disaster relief - UN DHA Geneva - Project DPR 213/3 MCDA (Oslo Guidelines)
- 9 UN Brahimi report

CIVIL-MILITARY CO-OPERATION CONCEPT **FOR EU-LED CRISIS MANAGEMENT OPERATIONS**

A. INTRODUCTION

1. In accordance with the conclusions of the European Council at Cologne, Helsinki, Feira and Nice, the European Union (EU) is developing both its military and civilian crisis management capabilities in a coherent framework, encompassing the instruments pertaining to different pillars across the whole range of Petersberg tasks.
2. In support of the EU Common Foreign and Security Policy (CFSP) and to strengthen the EU's contribution to international peace and security in accordance with the principles of the United Nations (UN), the EU Member States committed themselves, by the year 2003, to be able to deploy rapidly and to sustain forces capable of executing the full range of Petersberg tasks as defined in the Treaty of the European Union, namely¹:
 - a. Humanitarian and rescue tasks.
 - b. Peacekeeping tasks.
 - c. Tasks of combat forces in crisis management, including peacemaking.
3. The development of the European Union Security and Defence Policy (ESDP), through the addition of the military dimension, a police component and other civilian aspects has enhanced the EU's crisis response options. An effective response to a crisis may require the employment of this range of civilian and military instruments in a comprehensive, coherent and co-ordinated manner.
4. The increasing potential for EU-led Crisis Management Operations (CMO) in already complex environments and the need to generate a composite response with the external civil actors operating within the same area underpin the requirement for a CIMIC capability as a military support function.
5. Co-operation with civilians may be a central part of a military operation, as in the case of humanitarian or rescue tasks and will vary for different types of EU-led CMO. The context of CIMIC will also change as the operations develop, ranging from maintaining the Commander's freedom of action within the operations area to assisting in shaping the operations area to the mutual benefit of both military and external civil actors and thereby enabling the Commander for EU-led CMO to play more effectively his part in any composite response to a complex multi-functional operation. Military forces in EU-led CMO may be partially dependent on civilian institutions and population for resources, information and even security. Failure to establish and maintain sound co-operation and co-ordination may have a detrimental impact on any EU-led CMO.

¹ Treaty on the European Union - Article 17.

6. Within EU, CIMIC must however not be confused with Civil-Military Co-ordination still under development. The former covers the co-operation between the EU-led military force and independent external civil organisations (International Organisations (IO), Non-Governmental Organisations (NGO), local authorities and populations) as CIMIC is traditionally referring to an external oriented military support function; the latter is covering the co-ordination of EU civil and military crisis management instruments, executed under the responsibility of the Council. Certainly, in EU-led CMO, CIMIC will also need to take into consideration the overall EU co-ordination of 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. This Concept will have to be reviewed and adapted if necessary, following the development of EU crisis management capabilities and as experience is gained.
7. Since several EU Member States are eligible to operate under EU or NATO-command, the present concept is compatible with NATO CIMIC policy and doctrine to ensure the highest degree of harmonisation between EU and NATO.

B. PURPOSE

8. The purpose of this document is to describe a concept for CIMIC in EU-led CMO. It encompasses the policy, doctrine and procedures for the preparation, planning and execution of CIMIC related activities, taking into account the operational requirements in conflict prevention and crisis management. In addition, this document may provide guidance on CIMIC concepts to the EU Member States and to appropriate military Headquarters (HQ) for EU-led CMO.
9. Furthermore, the concept allows for establishing situation dependent CIMIC structures, which would, from a very early stage, enable EU Member States and relevant (internal and external) civilian institutions and organisations to contribute actively to the military CIMIC planning process. In addition, it will facilitate the inclusion of military inputs to co-ordinated civil and military planning at all levels, reducing the risk of divergent planning in capitals, civilian organisations and at EU HQ.

C. AIM

10. The concept for CIMIC in EU-led CMO aims at establishing the basis and framework for planning and execution of joint and multinational CIMIC activities. In addition, it sets standards for CIMIC structures, as well as related tasks and responsibilities to ensure an effective CIMIC contribution to crisis response.

D. SCOPE

11. During the management of a particular crisis, the Council approves the crisis management concept, describing the EU's overall approach to the management of the crisis, addressing the full range of activities (diplomatic, economic, humanitarian, military) including the definition of politico-military objectives for any possible military activities.

12. The principles and policies set out in this document apply for the routine civil-military co-operation effort and in response to a specific crisis over the entire range of the Petersberg tasks and whenever an EU-led military operation is envisaged and/or executed. They provide sufficient flexibility for close co-operation with UN, OSCE, NATO and other relevant civil organisations and for non-EU Member States¹ participating in an EU-led CMO.
13. This concept does not address mechanisms and arrangements for Civil-Military Co-ordination within the EU.

E. ABBREVIATIONS

14. The list of abbreviations used in this document is at annex A.

F. PERCEPTION OF CIMIC

15. The purpose of CIMIC in EU-led CMO is to establish and maintain on the one hand the co-operation between the military components and any external civilian actors² including IO and/or NGO whose in theatre efforts are mutually supportive. On the other hand CIMIC will establish and maintain the co-operation with the civilian authorities and populations within the Commander's area of operations, in order to create the best possible moral, material and tactical conditions for achievement of the mission's purpose. The focus of CIMIC is to support the military mission. By this CIMIC also supports and facilitates the sustainment of conditions, which will support the achievement of lasting solutions for the crisis, including the support to the civil processes aimed at bringing the crisis situation back to normalcy.
16. In operational terms, CIMIC elements of the EU-led CMO act as interface between the military components of EU-led CMO and any external civilian actors. CIMIC does not imply the execution of other functions in support of the EU-led CMO, some of which rely on external actors. However, close co-ordination of such functions is therefore a pre-condition for an effective CIMIC contribution to EU-led CMO (see further details in Section I).
17. CIMIC implies neither military control of external civilian organisations or agencies nor the reverse. It recognises that:
 - a. The military force in EU-led CMO will be deployed to conduct a Petersberg task and, if mandated, to support the appropriate civil authority for the implementation of civil related tasks. The execution of civil related tasks should be clearly identified in the Council mandate and subsequently be incorporated as support to the appropriate external civilian agencies, into the mission of the EU-led military force.

¹ Those States could include non-European members of NATO, those States who have applied for accession to the EU and other States who entered into dialogue with the EU.

² Throughout the text, the term "external" civil organisations refers to non-EU civil bodies.

- b. In exceptional circumstances however, the military force may be required to carry out tasks, which are normally the task of a mandated civil authority, organisation or agency. These tasks should only be executed when authorised in the Operation Plan (OPLAN) and when the appropriate civil body is not present or is unable to carry out its mandate and if an unacceptable vacuum would otherwise arise. The military force should be prepared to undertake these tasks when requested by the recognised civil authority, until assumed by the mandated civil authority, organisation or agency.
18. CIMIC is an important factor to enhance the effectiveness of an EU-led CMO. The operational environment, the adequacy and stability of civil infrastructure as well as the level of support and co-operation of the host nation and the local population will determine the extent of the civil-military interface required.
19. CIMIC is an integral part of the military planning process throughout the spectrum of Petersberg tasks, although the precise content and the relative importance of CIMIC will depend on the type of mission. CIMIC is therefore also a responsibility of the political and strategic level (EUMC - EUMS) in order to create and prepare the best possible conditions for the execution of CIMIC related tasks at subordinate levels.

G. CIMIC DEFINITION

20. In view of the perception described in Section F, CIMIC in EU-led CMO is defined as follows:

"Civil-Military Co-operation (CIMIC) is the co-ordination and co-operation, in support of the mission, between military components of EU-led Crisis Management Operations and civil actors (external to the EU), including national population and local authorities, as well as international, national and non-governmental organisations and agencies."

H. CIMIC CORE FUNCTIONS

21. General

The CIMIC core functions are grouped into 3 broad areas: Civil-Military Liaison (CML), Support to the Civil Environment (SCE) and Support To the military Force (STF). These functions are executed at all levels, although their intensity may vary from one level to the other, depending on the nature of the mission.

22. Civil-Military Liaison (CML)

- a. Civil-Military Liaison is the liaison between military components and external civilian organisations (including IO, NGO, local authorities and civil populations).
- b. The aim of CML is to create a relationship between EU-led military forces for CMO and the civil environment for the advance preparation, as well as for the planning and conduct of such an operation. This liaison starts at the political and strategic level and is a precondition for liaison activities at lower levels. Its intensity will depend on the envisaged external civil organisations.

- c. Although CML will be a fundamental part of the other core CIMIC functions, it can be an independent activity with its own purpose and aim, in order to create and sustain permanent relationships with relevant civilian actors.

23. Support to the Civil Environment (SCE)

- a. Support to the Civil Environment covers military arrangements, resources or activities to sustain the basic humanitarian needs of a civil population or to support, in the context of the overall EU support, a civil authority or organisation in the execution of its task. In certain circumstances, this support may fall under the overall responsibility of mandated civil authorities.
- b. SCE can cover CIMIC activity from arrangements to ensure exchange of information, to major national infrastructure repair and reconstruction. It might encompass a wide range of military resources: information, personnel, material, equipment, communication facilities, specialist expertise or training. In the case of a humanitarian crisis, it will usually be employed in direct support of civilian aid agencies. Military components of EU-led CMO may become responsible for the delivery and support of humanitarian aid, either when mandated or, in exceptional circumstances, when aid agencies request so, because they are unable to carry out specific tasks.
- c. SCE may include operations to support public services and the environment, economic and trade support activities, development of aid projects and activities to support IO, NGO, civil authorities and organisations.
- d. Decisions on the depth, duration and extent of SCE should be made at the political and strategic level, taking into account political, civil and military factors.

24. Support To the military Force (STF)

- a. Military commanders for EU-led CMO might require civilian support within their area of responsibilities. The military force may be even partially dependent on the civil society for resources and information, and may rely on the civil authorities to provide security in certain areas. Regardless of the physical support required, military authorities for EU-led CMO will also seek more abstract, but not less important civil support by encouraging the population to perceive the legitimacy of the EU-led CMO and its acting in the best interest of the population.
- b. CIMIC facilitates the support to the military force in EU-led CMO other than in the field of logistics and HNS. STF covers arrangements and activities needed to ensure the maximum co-operation of the civil authorities, organisations and populations in supporting the mission of the military force and sustaining its presence in a crisis situation.

I. CIMIC ASSOCIATED ACTIVITIES IN EU-LED CMO

CIMIC occupies one part of the spectrum of civil-military relations. There are a number of associated activities, which, although different, are closely linked with CIMIC. Principals among these are:

25. Civil Emergency Planning (CEP)

CEP is a national (host nation) civil responsibility. Its planning parameters can vary from country to country. During the crisis management process, CIMIC facilitates, within security constraints, co-ordination of military plans with existing CEP plans (National, UN and NATO). CEP might affect freedom of movement and actions, and the military plan must take into account the need to protect the civil population, as well as the need to maintain vital functions of society. It is thus essential that CIMIC elements establish links with the relevant CEP agencies and determine how planned and implemented CEP measures will affect EU-led CMO.

26. Information Operations (Info Ops)

- a. CIMIC and Info Ops within EU-led CMO have to be closely co-ordinated to ensure that the intent of the Commander for EU-led CMO or any military action taken by the EU-led force will be explained clearly, and that estimates of the population's mood and expectations will be taken into account.
- b. Planning of CIMIC actions will consider the expected influence on information campaigns. Conversely Info Ops planning will take into account CIMIC activities in every Information Campaign.

27. Host Nation Support (HNS)¹

- a. Host Nation Support is civil and military assistance rendered by a Host Nation (HN) to military forces in EU-led CMO, which are located on, operating in, or transiting through the HN's territory. It seeks to provide support in the form of equipment, facilities and services, including area security and administrative support in accordance with concluded HNS arrangements between the EU Member State, EU and a HN. HNS facilitates the introduction of EU-led military forces into an area of operations by providing essential reception, staging and onward movement support. HNS could reduce the amount of (logistic) forces and equipment required for sustaining and redeploying the military forces.
- b. The role of CIMIC with respect to HNS is to provide co-ordination and liaison that will assist in making the necessary civil resources available. Additionally CIMIC will help to ensure a balance between the use of resources by EU-led military forces, local populations and external civil actors, with a view to avoiding unnecessary civilian hardship. Consequently close co-ordination between the CIMIC and HNS elements of the EU-led military force is required.

¹ Throughout the text and whenever reference is made to Host Nation and/or Host Nation Support, the term "Nation" is used with the only purpose of maintaining a widely recognised military terminology.

28. Contracting

- a. Contracting is the commercial acquisition of materials and civil services by EU Member States and/or EU for their forces in support of an EU-led CMO. It is one of the elements logistic planning should take into consideration.
- b. Local contracting can be supported or, in certain circumstances be performed by the CIMIC elements within the limits of the delegations accorded to them.

29. Medical support

- a. Medical support encompasses the full range of medical planning and provision of medical health services to maintain the force strength through disease prevention, evacuation, rapid treatment of the diseases, injured and wounded.
- b. Medical staff may provide medical assistance to the local population taking into account the capabilities of local medical and health services to necessary follow-up treatment.
- c. If requested, medical staff can give advice on the co-ordination and implementation of different medical projects promoted by CIMIC elements, IO or NGO, in the area of health care to the civil community. Such advice will take into consideration the duplication of effort and the priority requirements of the projects.

30. Management of civil resources

- a. CIMIC elements can contribute to the co-ordination and liaison in theatre to make civil resources available and to ensure a balanced use of resources by the military force, the local population, IO and NGO.
- b. Even where a humanitarian crisis is absent, the introduction of a large military force can reduce the available civil resources to the point where it could cause hardship among the civilian population. It is a CIMIC task to perform a thorough assessment of the availability of civil resources. It may also be necessary to support the civil authorities in the management of civil resources to ensure that there are sufficient resources available to meet both civil and military needs. In extreme cases, it may be necessary to ration critical scarce local commodities. In this case, it will be a CIMIC task to monitor the distribution of relevant supplies.

J. CIMIC GUIDING PRINCIPLES

31. Guiding principles governing the military direction of CIMIC

CIMIC is a military support function and should be fully integrated in the objectives of the Commander for EU-led CMO. The principles governing the military direction guide the military planning for EU-led CMO to enable the development of CIMIC plans and regulate their execution.

a. Mission primacy

The mandate and the resulting mission of any EU-led CMO take priority in all circumstances. If in exceptional circumstances however, additional CIMIC related tasks are to be assumed, it should be done after the prioritisation of the military tasks and an assessment of the necessary resources in co-ordination with civilian agencies.

b. Command direction

The direction of CIMIC related activities in EU-led CMO is a normal command responsibility of the military Commanders at all levels. They should be continually aware of the impact of military operations on the civil environment and the impact of the civil environment on their operations. They must be able to prioritise and direct CIMIC activities in such a way that military effectiveness is maintained without adding unnecessarily to civil hardship or compromising civil objectives.

c. Economy

- (1) Civil organisations are best suited to perform civilian tasks. If however, EU-led military forces are needed to perform civil related tasks in support of the civil environment, only the minimum required military resources should be used, since military resources might not always be available and/or be limited, and care must be taken to preserve the military capability.
- (2) For that same reason, the creation of long-term civilian dependence on EU-led military resources should be avoided. Once provided, withdrawal or reduction of resources could be difficult as it may strain civil-military relations, retard the growth of civil authority and may cause lasting damage to public confidence in the EU-led CMO.

d. Concentration

Military assets and capabilities available for CIMIC activities are likely to be limited; therefore they should be concentrated on tasks of the highest priority as dictated by the mandate and/or mission. The decision concerning the prioritisation of CIMIC assets needs to be closely co-ordinated with the participating States in the EU-led CMO.

e. Legal obligations and humanitarian considerations

- (1) EU-led military forces and HQ have a legal responsibility to comply with all relevant international agreements relating to the law of armed conflict and human rights. They should seek, within the constraints of the mandate or mission, to support and to reduce the effect of military operations on non-combatants. This is fundamental to consolidate mission legitimacy. The use of military force, with few exceptions, entails human suffering which should be relieved whenever possible and wherever it is found. Human rights of individuals and groups must be respected and protected in compliance with international law. In addition the gender perspective should be mainstreamed into all CIMIC related activities.
- (2) Throughout the Petersberg mission spectrum and whenever the EU-led military force is tasked to provide humanitarian assistance, the overall principles of humanity and impartiality will be considered.
- (3) CIMIC has an important advisory, educational and information role in all aspects related to the civil environment, including humanitarian considerations.

32. Guiding principles governing the civil-military relationship

- a. This second set of guiding principles offer guidance on the establishment and maintenance of relations between the EU-led military forces and the civil environment.
- b. They are implemented through CIMIC framework arrangements developed at the EU political and strategic level (EUMC - EUMS) between EU and relevant external civil organisations. They create in advance a practical co-operative framework to be followed whenever the respective external civil actors and an EU-led military force are involved in the same crisis.
- c. The aim of these framework arrangements is twofold:
 - (1) To describe the principles of co-operation between Commanders of EU-led CMO and external civil organisations.
 - (2) To offer guidance and to set standards for the co-operation between the military force for a specific EU-led CMO and the external civil actors.
- d. These arrangements should cover co-ordinated civil and military CIMIC planning, the co-ordination between EU military activities and external civil actions in a common theatre of operations, the co-ordination of EU military activities in support of civil actions and the co-ordination of civil related activities performed by the EU-led military force.

e. Based on these framework arrangements, detailed procedures and mechanisms for CIMIC related aspects of a specific EU-led CMO are to be developed at Operation Headquarters (OHQ) level and below; they are to be included in the respective military plans, directives and procedures.

f. Guiding principles

(1) Co-ordinated civil and military CIMIC planning

- (a) As military and civilian activities in the operation area will affect each other, the appropriate external civil organisations should - within the limits of security - be involved as early as possible in the preparation, planning and execution of CIMIC activities and vice versa.
- (b) In the event of a crisis, co-ordinated civil and military CIMIC planning could be preceded by joint pre-mission reconnaissance and assessment (EU Fact Finding Mission), which would allow early co-ordination with the in-theatre civil authorities and organisations.

(2) Mutual support

- (a) During any EU-led CMO, it is paramount to obtain the support of the IO, GO and NGO, as a useful leverage for the interface with their local representatives and the local population. Civilian organisations can be a valuable source of knowledge and expertise, especially when the military formation is tasked to perform civil related tasks. In addition, civilian sources may often provide information on the civil situation, which can influence the planning and execution of the EU-led CMO. CIMIC elements should however not be used for intelligence gathering.
- (b) On the other hand, the EU-led military force may support the civil environment by the provision of scarce resources and services (logistic support, transport etc.) and/or by creating a secure environment for the civil actions. These resources and services may however not always be available and might be limited in terms of quantity, quality and time.

(3) Common goals

Whenever possible, common goals, to achieve unity of effort in response to a developing crisis should be established, recognised and integrated into the EU military plans for CMO. In order to achieve this, a close link to the appropriate civilian agencies and organisations should be established on all levels of command.

(4) Shared responsibility

The ethos, structure and working practices of the external civil organisations with which military forces in EU-led CMO must co-operate, are extremely diverse. A common analysis and understanding of the situation should lead to an agreed sharing of responsibilities if a durable and mutually beneficial relationship is to be established and maintained.

(5) Transparency

(a) Successful CIMIC activities require the mutual trust and confidence of those involved. CIMIC in all its aspects should be transparent, demonstrating competence, capability and resolve in order to win the trust and confidence of the civil environment. The possible tension between the civil and military might lead to confusion and misunderstanding at times, being potentially aggravated by perceived political bias, media inaccuracy or distortion and poor communication. Transparency is vital in preventing and defusing such potentially volatile situations, because it instils trusts, increases confidence and encourages mutual understanding.

(b) CIMIC elements will be valuable sources of information and will be advocates of the military cause, but they will rapidly become ineffective as such if used for intelligence gathering.

(c) It must be recognised that military information cannot always be shared with civilians. On the other hand, such information could allow civil organisations to tailor themselves to the developing situation and thereby enhance the overall effectiveness of the CIMIC effort.

(6) Consent

Although not ultimately necessary, every effort should be made to secure the willing consent of external civilian organisations and local populations with which the EU-led military force is dealing.

(7) Communication

Effective communication with civil authorities, external organisations and populations is vital to maintaining consent and co-operation. Civilian organisations, with which the EU-led military force is dealing, will to a large extent, preserve their own priorities. Indeed, some may take the view that co-operation with the military forces and their own independence is mutually exclusive. The key to minimise these difficulties is to maintain open and constant communication.

(8) Cultural awareness

A sustained sensitivity towards local customs, mores, cultures and ways of life is of fundamental importance to EU-led CMO and is an important function of CIMIC.

K. CIMIC TASKS

33. General

- a. CIMIC covers a wide range of tasks throughout the different phases of the EU crisis management process.
- b. A specific CIMIC task can be executed in several phases of this process and at different levels, although its intensity and function will depend on the respective phase, level and the envisaged civil counterpart.

34. CIMIC tasks

a. Planning

- (1) The impact of factors relating to the civil dimension of an EU-led CMO should continuously be assessed in the routine phase and during the entire crisis management process.
- (2) Planning related tasks include:
 - (a) Development and maintenance of conceptual, planning and procedural CIMIC documents:
 - CIMIC concept.
 - CIMIC (framework) arrangements.
 - CIMIC Supporting Plans (SUPLAN), SOP and directives.
 - (b) Development of interoperability standards and procedures to achieve a CIMIC capability that will meet joint and combined needs and enable the integration of national capabilities.
 - (c) Participation in the development of Civil-Military Co-ordination at the political and strategic level.
 - (d) CIMIC input to the EU military strategic and operational planning.

b. Advice

CIMIC elements have an important advisory role during any phase of the crisis management process. CIMIC elements at all levels will offer clear advice on appropriate actions to ensure constructive civil-military co-operation and, on how an EU-led CMO and the civilian population and institutions will affect each other.

c. Education and Training

CIMIC elements are responsible for the production of information to ensure that EU military planners and military forces in EU-led CMO are prepared with an overall background knowledge on the civil-military environment.

d. Communication

Effective co-operation between the civil and military is only possible if there is a constant communication at all levels. A pro-active relationship between civil and military counterparts should be established, maintained and improved where possible.

e. Information exchange

CIMIC provides up to date information on civilian organisations in general and specifically on the area of operations. Civilian sources will often provide additional information of military relevance. Conversely, CIMIC can be used, within security limitations, to provide civilian organisations with similar information on the military organisation and in the event of a crisis, of its planned operations.

f. Co-ordination

- (1) Given differing mandates, cultures and perceptions, there will be a permanent requirement to co-ordinate activities to ascertain that congruent long-term goals are ensured. CIMIC supports the commander's function to promote co-ordination of activity between the EU-led force and the external civil organisations, local population and authorities.
- (2) Co-ordination of external civil and military activities will help to achieve a greater external civil-military unity of effort, prevent duplication and redundant CIMIC activities and conserve valuable resources. Although not always feasible, common and properly co-ordinated civil-military concepts, guidance, SOP and compatible structures should be sought.
- (3) If feasible, the geographical areas of responsibility of the military force in EU-led CMO and key civil organisations should coincide. Common boundaries will facilitate a better common analysis and understanding of the situation and so drive more appropriate CIMIC activities. If possible and within security constraints, military HQ for EU-led CMO or command elements should be located together with or near key civil authorities or HQ.
- (4) Inter-agency meetings further enhance mutual efforts of the EU-led military force and civil actors.
- (5) The exchange of liaison officers between the EU-led military forces and civil key organisations enhances communication, allows rapid dissemination of information and establishes a focal point for enquiries.

g. Arrangements

Mutual civil-military support must, in most cases, be the subject of CIMIC (framework) arrangements. The EUMS is responsible for drafting and monitoring such CIMIC arrangements, which define in advance a direct relationship or understanding between the military Commander for EU-led CMO and an external civilian authority.

h. Agreements

CIMIC elements can support the drafting of formal agreements covering other military aspects (Memorandum Of Understanding (MOU), technical arrangements...) to underpin the civil-military co-operation.

i. Transition and termination activities

- (1) Transition is the process that leads to the conclusion of the EU-led military CMO. It aims at a smooth and seamless hand-over of civil related activities to the proper, mandated authorities. The number of civil related tasks undertaken by the military force will have an effect on the transition of these tasks to the appropriate civil authority.
- (2) As appropriate, CIMIC elements will assist the appointed civil authorities. As the military reduces in numbers and in the scope of its responsibilities, CIMIC elements will continue to assist in the transfer of civil related tasks executed by the military force to the appropriate civil authority. CIMIC functions that are no longer necessary due to the gradual stabilisation of the crisis area will cease.
- (3) Finally, CIMIC input to the "Lessons learned" process is required, once the EU-led CMO has been terminated.

j. Assessment

Continuous assessment of the civil environment in all its aspects, is a key role of CIMIC. It is this assessment that will form the basis upon which the requirement for and execution of additional CIMIC tasks and any civil-military activities will be determined, together with the advice given to the Commander for EU-led CMO.

k. Implied tasks

Based on the decisions taken by the Council with regard to the mandate and mission of the EU-led CMO, the execution of the CIMIC tasks as explained above might imply other CIMIC tasks, which might include:

- (1) Provision of services or facilities to meet immediate life sustaining needs.

- (2) Monitoring, evaluation, analysis and review of implemented CIMIC tasks to determine and enhance their efficiency and effectiveness and to ensure that CIMIC objectives are met. This is especially important when HNS is poor or non-existent and when the international community assumes functions of government.
- (3) In close co-ordination with the medical staff, co-ordination of the medical assistance to the local population.
- (4) Monitoring and control of CIMIC activities, especially those where local contractors are involved.
- (5) Where possible, harmonisation of civil and military tasks performed in theatre.
- (6) Provision of expertise.
- (7) Liaison and contacts.
- (8) Relations with civilian resource and service providers.
- (9) CIMIC reports and updates.
- (10) When required by the mandated civil authority, co-ordination of specific in-theatre civil related tasks in view of (examples):
 - (a) Security.
 - (b) (Re) construction.
 - (c) Humanitarian aid.
 - (d) Evacuation plans.
 - (e) Refugees (camps).
 - (f) Displaced persons.
 - (g) Civil protection.
 - (h) Nation building.
 - (i) Police missions.
 - (j) Law and order.
 - (k) Civil administration.

In view of the application of the different civil and military instruments in the EU, the mandate and the mission of the EU-led military force should clearly identify which of the possible implied tasks may need to be executed.

L. CIMIC STRUCTURE - RESPONSIBILITIES

35. Permanent CIMIC structures

a. European Union Military Staff (EUMS)

(1) The EU Military Staff develops and executes the required CIMIC tasks at the political and strategic level.

(2) Responsibilities

(a) General

- Initiate the development of concepts and procedures in the field of CIMIC.
- Support and participate as directed in the development of Civil-Military Co-ordination within the field of CIMIC.
- Co-ordinate and liase with relevant external international (civil) organisations regarding CIMIC, including development of framework arrangements.
- Organisation of and chairing the European Union CIMIC Conference (EUCC).

(b) Crisis

- Introduce CIMIC aspects in the EUMS crisis response planning as appropriate.
- Consult on CIMIC aspects with EU Member States, third countries, potential HN and relevant external civil organisations and authorities.
- Liase with the OHQ in the field of CIMIC.

b. European Union CIMIC Conference (EUCC)

(1) Organised and chaired by the EUMS (Chief of CIO Branch), the EUCC creates a pro-active forum on CIMIC issues through the exchange of information, consultation and co-operation among the EU military and civil actors, MS and relevant external civilian organisations. It aims at fostering close collaboration and promoting synergy and harmonisation in CIMIC matters and may support the EUMS in the development of EU CIMIC related conceptual and procedural documents (Concept, SOP, framework arrangements, etc.). In addition it will promote CIMIC standardisation and interoperability among MS and relevant external civilian organisations.

- (2) CIMIC experts of the EUMS and EU Member States and, if appropriate, representatives of the Commission and relevant Council Secretariat Services (DG E, PU, Legal service) as well as representatives from non-EU Member States¹ and relevant external organisations (UN, OSCE, NATO, NGO etc.) may be invited to the meetings. EUCC will convene as appropriate or upon request from MS.
- (3) The outcome of proceedings will be reported to the EUMC via DGEUMS.

36. CIMIC structures activated for a given EU-led operation

a. Preliminary remarks

- (1) The military involvement in a given crisis is totally situation dependent. The supporting CIMIC structures should therefore be flexible and simple. Thus, the structures described below are only indicative. They can be activated and deactivated, adapted or omitted in accordance with the actual needs. In addition, CIMIC will be embedded within the respective staff structures in such a way that it will meet the actual operational requirements with maximum efficiency.
- (2) Most often the EU-led CMO will start later than political, humanitarian and other efforts, since a military involvement is only one of the possible instruments in response to a crisis, and due to the time required for the force generation process. Consequently, civilian structures might already exist which are providing the necessary co-operation and co-ordination services. The EU-led military force should then liaise with these structures and, in consultation with them, decide whether the creation of separate military CIMIC structures is required or not.
- (3) Representatives from external organisations (relevant civil organisations, OSCE, NATO, etc) may be invited to participate in the military CIMIC structures, as appropriate.

b. CIMIC elements at OHQ level

The EU Operation Commander (OpCdr) is the overall authority for the execution of CIMIC in the operation. Under his authority and in close co-ordination with the other Staff elements, OHQ CIMIC Staff elements (normally the CJ-9) will be tasked to:

- (1) Prepare the CIMIC input to developing the OPLAN, including any necessary specific CIMIC sections.
- (2) Develop CIMIC tasks and responsibilities for the Force and Component Commanders.

¹ Those States could include non-European members of NATO, those States who have applied for accession to the EU or other States who entered into dialogue with the EU.

- (3) Co-ordinate the use of CIMIC capabilities made available by national authorities for shared or co-operative use.
- (4) Act as the primary point of contact for co-ordinating civilian and military activity at OHQ level.
- (5) Monitor the overall CIMIC situation and provide relevant information to the military and civilian actors involved in the crisis.
- (6) Liase with the EUMS.

c. CIMIC elements at FHQ level

- (1) Once the Force Commander (FCdr) has been appointed, supporting CIMIC structures, such as a CIMIC Group, CIMIC Task Force or any other CIMIC structures, can be activated under his authority, comprising elements to execute the Force Headquarters (FHQ) CIMIC tasks, and elements for the fulfilment of specific in-theatre CIMIC tasks.
- (2) Responsibilities
 - (a) FHQ CIMIC Staff elements
 - Implementation (through the FHQ CIMIC Group if created) of appropriate CIMIC policies, concepts, tasks, responsibilities and procedures.
 - Development of CIMIC plans.
 - Advising the OHQ of required changes regarding CIMIC.
 - Representation in Civil-Military Commissions and in HN CIMIC structures (if created), as required.
 - (b) Tactical CIMIC elements
 - Provision of CIMIC support elements to subordinate commands.
 - Provision of functional specialist support.
 - Creation and running of CIMIC centres if required.
 - Execution of the FCdr CIMIC plan through the conduct of CIMIC activities.

d. CIMIC elements at Component Commander level

CIMIC resources will usually be placed under operational control of the Land Component Commander (LCC). The delegation of CIMIC responsibilities to the LCC should be specified in the Operation Plan (OPLAN).

e. CIMIC elements in subordinate formations or units

Subordinate formations or units must create and maintain a CIMIC capability to allow the execution of the assigned CIMIC tasks.

f. CIMIC Centre

- (1) CIMIC Centres will be created as required, subject to agreed CIMIC (framework) arrangements, under the overall responsibility of the FCdr. They are tailored to assist in anticipating, facilitating, co-ordinating and providing those military functions and activities pertaining to the civil population, local government, economy and infrastructure in areas where an EU-led military force is deployed. They are organised at all levels in the area of operation depending on the situation and usually outside the military installations.

A CIMIC Centre is a capability, which facilitates the access to the EU civil actors, civil population, civil authorities, IO and NGO in the area of operations. It may be composed of military and/or civilian representatives from different agencies. As such it is neither a military organisation nor a decision making authority.

At least one CIMIC Centre should be collocated with the civil Lead Agency if any, to provide information on the situation and to co-ordinate EU CIMIC plans and projects with IO, NGO and UN agencies.

These Centres also have an important role in familiarising civilian actors and local population with military comportment, rules and procedures and to explain their rationale.

- (2) The OpCdr may decide to create a special CIMIC centre at OHQ level with specific tasks and responsibilities.
- (3) Responsibilities
 - (a) Initial points of contact and liaison to facilitate harmonisation of military and civil agencies' activities.
 - (b) Within security restraints, to promote transparency of the military operation among involved parties, through briefings, meetings, and media contacts.
 - (c) Provide information on issues dealing with freedom of movement, CIMIC plans and projects, the general situation in the concerned area, the military activities and security aspects.
 - (d) Advice on the availability and mechanisms of military assistance to civil organisations.

g. Civil-Military commissions

Should Civil-Military Commissions or similar organisations be set up, the EU FHQ should liaise with these structures as appropriate.

h. CIMIC Lead Nation

In general the required CIMIC assets for an EU-led CMO will be developed by a force generation process. However, an EU Member State may assume the responsibility for providing the CIMIC support for all or part of the EU-led force (third countries included), subject to agreement between the Member States (third countries) involved.

M. CIVIL ORGANISATIONS¹

37. Civil organisations are responsible for a wide range of activities. It is critical that CIMIC elements fully understand the mandate, role, structure, methods and principles of these organisations to establish an effective relationship with them.
38. More details on the types of these organisations and the factors that might be considered to identify those organisations with whom the EU-led military force should co-operate, are at annex B.

¹ Reference is made to non-EU civil bodies.

CIVIL-MILITARY COOPERATION CONCEPT FOR EU-LED CRISIS MANAGEMENT OPERATIONS

ABBREVIATIONS

CEP	Civil Emergency Planning
CFSP	Common Foreign and Security Policy
CIMIC	Civil-Military Co-operation
CIO	CIMIC and Information Operations
CML	Civil-Military Liaison
CMO	Crisis Management Operations
DG E	Direction Generale Relations Exterieures
DGEUMS	Director-General EU Military Staff
ESDP	European Union Security and Defence Policy
EU	European Union
EUCC	EU CIMIC Conference
EUMC	European Union Military Committee
EUMS	European Union Military Staff
FCdr	Force Commander
FHQ	Force Headquarters
FPG	Functional Planning Guide
HN	Host Nation
HNS	Host Nation Support
HQ	Headquarters
ICRC	International Committee of the Red Cross
Info Ops	Information Operations
IO	International Organisations
LCC	Land Component Commander
MOU	Memorandum Of Understanding
NATO	North Atlantic Treaty Organisation
NGO	Non-Governmental Organisations
OHQ	Operation Headquarters
OpCdr	Operation Commander
OPLAN	Operation Plan
OSCE	Organisation for Security and Co-operation in Europe
PU	Policy Unit
SCE	Support to the Civil Environment
SG/HR	Secretary-General/High Representative
SOP	Standing Operating Procedures
STF	Support To the EU-led Force
SUPLAN	Supporting Plan
UN	United Nations

CIVIL-MILITARY COOPERATION CONCEPT FOR EU-LED CRISIS MANAGEMENT OPERATIONS

CIVIL ORGANISATIONS

GENERAL

1. Civil organisations are responsible for a wide range of activities which encompasses humanitarian aid, human rights, protection of minorities, refugees and displaced persons, legal assistance, medical care, reconstruction, agriculture, education, arts, sciences and general project funding. They are increasingly numerous and sophisticated and in any potential theatre of operations could be numbered in their hundreds. They generally remain strongly independent from political control in order to preserve their autonomy and effectiveness. In many cases their impartiality can be of crucial importance in rebuilding relations when political dialogue has broken down. They are normally highly professional in their field, well motivated and prepared to take physical risks in difficult conditions. It is the task of CIMIC elements in EU-led CMO to explain the role, structure and methods of these organisations in order to avoid misunderstandings that could undermine relationships.
2. Any EU-led CMO will be highly complex if challenged by integrating military operations with political, economic and humanitarian assistance programmes, in addition to addressing the divergent interests of former warring factions.
3. Every civil organisation has a clear and definite role based on their charter, skills and capability. An important CIMIC task is to identify the role of each of them in order to avoid duplication or gaps. Every effort must be made to achieve unity of effort.

TYPES

4. International Organisations (IO)
 - a. IO, such as the various UN agencies and the OSCE, are established by intergovernmental agreements and operate at the international level.
 - b. Separate mention should be made of the International Committee of the Red Cross (ICRC) which was not established by intergovernmental agreement. The ICRC is an impartial, neutral and independent organisation whose exclusively humanitarian mission is to protect the lives and dignity of victims of war and internal violence and to provide them with assistance. It directs and co-ordinates the international relief activities conducted by the International Red Cross and Red Crescent Movement in situations of conflict and their aftermath.

5. Non-Governmental Organisations (NGO)

- a. NGO are voluntary organisations that may be provided with financial support by governments. They are primarily non-profit organisations that are independent of government, international organisations or commercial interests. They are legally different from UN agencies and other IO in that they write their own charter and mission.
- b. The HN will usually accredit them before being authorised to operate within the country. However, some NGO may not be accredited, which can create local tensions.

6. International and National Government Donor Agencies

These agencies have responsibilities for the funding, monitoring and evaluation of development programmes, which should ideally be co-ordinated by the lead IO.

7. Within the above generic types, the following groupings are also important to note:

a. Civil Development Agencies

Some civil organisations are concerned mainly with reconstruction. They will have allocated resources to plan and develop projects throughout the affected area on the basis of need. The CIMIC task is to identify the requirement for reconstruction together with the mandated authority to assist the organisations in planning and executing their projects.

b. Human Rights and Democratisation Agencies

These agencies seek to protect human rights in states where abuses may be rampant. They seek to instil democratic values and the rule of law at all levels of governments

RELEVANT CIVIL ORGANISATIONS

8. Given the vast range of civil organisations, it is practically impossible to co-operate with each of them. Therefore a selection of the most relevant external organisations is required. In case of an EU-led CMO, each military level has to identify which of the civil organisations is the most complementary to its activities, working areas, priority list etc.
9. If appropriate, the external organisations best suited for co-operation with the EU-led force will be designated by the political authority in charge of the EU-led CMO.

10. As a general guide, the following factors might be considered, to identify those organisations, with whom the EU-led military force should co-operate:
 - a. Administrative and financial management capacity.
 - b. Technical and logistical capacity in relation to the operation.
 - c. Experience.
 - d. Results of previous operations carried out by the organisation.
 - e. Readiness to take part, if needed, in co-ordination/co-operation systems, such as this CIMIC concept.
 - f. Impartiality.
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