



Council of the  
European Union

052097/EU XXVI. GP  
Eingelangt am 30/01/19

Brussels, 30 January 2019  
(OR. en)

5536/19

EUMC 11  
CSDP/PSDC 33  
CIVCOM 6  
COHOM 13

**COVER NOTE**

---

From: European External Action Service (EEAS)  
To: European Union Military Committee (EUMC)  
Subject: EU Concept on Effective CIVMIL Coordination in Support of Humanitarian Assistance and Disaster Relief

---

Delegations will find attached document EEAS(2018) 1293 REV 5.

---

Encl.: EEAS(2018) 1293 REV 5

---

5536/19

JF/mag

RELEX.2.B

EN



European Union Military Staff

**Working document of the European External Action Service  
of 30/01/2019**

<b>EEAS Reference</b>	EEAS(2018) 1293 REV5
<b>Distribution marking</b>	PUBLIC
<b>From</b>	European Union Military Committee (EUMC)
<b>To</b>	European Union Military Committee (EUMC) CSDP/PSDC; EUMC
<b>Title / Subject</b>	<b>EU Concept on Effective CIVMIL Coordination in Support of Humanitarian Assistance and Disaster Relief</b>
<b>[Ref. prev. doc.]</b>	-

Delegations will find attached the EU Concept on Effective CIVMIL Coordination in Support of Humanitarian Assistance and Disaster Relief, as agreed by the EUMC on Wednesday 30 January 2019 by silence procedure.

---

**EU CONCEPT ON EFFECTIVE CIVILIAN-MILITARY COORDINATION  
IN SUPPORT OF HUMANITARIAN ASSISTANCE AND DISASTER RELIEF**

**TABLE OF CONTENTS**

<b>REFERENCES .....</b>	<b>4</b>
<b>A. INTRODUCTION .....</b>	<b>7</b>
<b>B. AIM.....</b>	<b>8</b>
<b>C. SCOPE.....</b>	<b>8</b>
<b>D. DEFINITIONS AND ACRONYMS .....</b>	<b>9</b>
<b>E. ENHANCING THE EFFECTIVENESS OF EU CIVMIL COORDINATION .....</b>	<b>12</b>
I. The Contemporary Security Environment.....	12
II. EU Political and Strategic Framework.....	14
<b>F. OPERATIONAL CIVMIL INTERACTION IN SUPPORT OF HA/DR.....</b>	<b>18</b>
I. Sharing the Operational Space in Support of HA/DR.....	18
II. Information Sharing.....	19
III. Delineation of CIV-MIL Responsibilities and Tasks.....	20
IV. Coordination Strategy.....	27
V. Lessons Learned and Best Practices for the EU.....	29
VI. Education, Training, Exercises and Awareness-Raising on Humanitarian CIVMILCoordination.....	32

**Annex A - EU Arrangements for the Coordination of the EU MS Military**

Contributions to HADR.....	34
----------------------------	----

<b>Annex B - EU MS Military Forces Key Roles in support of HA/DR .....</b>	<b>35</b>
--	-----------

<b>Annex C - Humanitarian CIVMIL Interaction: Aide Memoire.....</b>	<b>38</b>
---	-----------

<b>Annex D - Effective Military Dialogue with Humanitarian Actors.....</b>	<b>40</b>
--	-----------

<b>Annex E - Effective Military Support to Humanitarian Operations.....</b>	<b>41</b>
---	-----------

## REFERENCES

- A. Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines). Revision 1.1 November 2007.
- B. Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies. March 2003. Revision I January 2006.
- C. European Consensus on Humanitarian Aid (2007). (OJEU 2008 C25 01).
- D. Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid (OJ L 163, 2.7.1996, p.1).
- E. Council Conclusions on EU Emergency and Crisis Response: Getting assistance quickly where it is needed (doc. 9109/06), 10 May 2006.
- F. Council Conclusions on the Integrated Approach to external Conflicts and Crises (doc. 5413/18), 22 January 2018.
- G. EU Guidelines on the protection of civilians in EU-led crisis management operations (doc. 14805/03); on children and armed conflict (docs 15634/03, 1521/04, 15957/04); human rights defenders (doc. 10056/04) and standards of behaviour (doc. 8373/3/05).
- H. Upgraded Generic Standards of Behaviour for CSDP Missions and Operations (doc. 11584/17, dated 31 July 2017).
- I. Military Support to EU Disaster Response: Identification and Coordination of Available Assets and Capabilities (doc. 9462/3/06, dated 25 October 2006).
- J. Shared Vision, Common Action: A Stronger Europe – A Global Strategy for the European Union's Foreign and Security Policy (doc. 10715/16, dated 29 June 2016).
- K. Union Civil Protection Mechanism (Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism).
- L. Recommended Practices for effective Humanitarian Civil-Military Coordination. Under development by the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) Version 1.0, dated 18 September 2018.
- M. General Framework for the use of Member States' military or military chartered Transportation Assets and ESDP Coordination tools in Support of EU Disaster

Response (doc. 8976/06), dated 4 May 2006.

- N. EUMC Glossary of Acronyms and Definitions Revision 2016 (WK 1525/2018 INIT, dated 08 February 2018).
- O. Resolution 1325 (2000) of the United Nations Security Council concerning Women, Peace and Security (UNSCR 1325).
- P. Comprehensive Approach to the EU Implementation of UNSCRs 1325 and 1820 on Women, Peace and Security (15671/1/2008).
- Q. Implementation of UNSCRs on women, peace and security into CSDP missions and operations. European Parliament Policy Department (7109/2012).
- R. European Union Guidelines on promoting compliance with International Humanitarian Law, adopted by the Council in 2005, and updated in 2009 (OJEU 2009/C 303/06).
- S. Mainstreaming of Human Rights into ESDP (11936/4/06), dated June 2006.
- T. Council of the European Union, "Mainstreaming Human Rights and Gender into CSDP", 2008, accessible at <https://www.consilium.europa.eu/en/documents-publications/publications/mainstreaming-human-rights-gender-european-security-defence-policy>
- U. DG ECHO Thematic Policy Document n° 8 "Humanitarian Protection – improving protection outcomes to reduce risks for people in humanitarian crises", dated May 2016, accessible at [http://ec.europa.eu/echo/sites/echo-site/files/policy\\_guidelines\\_humanitarian\\_protection\\_en.pdf](http://ec.europa.eu/echo/sites/echo-site/files/policy_guidelines_humanitarian_protection_en.pdf)
- V. United Nations Security Council Resolution (UNSCR) 2272(2016) on Sexual Exploitation and Abuse (SEA) by UN peacekeepers.
- W. Council Conclusions on Women Peace and Security - 15086/18 dated 10 December 2018.
- X. Position Paper on strengthening respect to International Humanitarian Law - 14736/18 dated 20 November 2018.
- Y. Update Report on EU Guidelines on Promoting compliance with International Humanitarian Law - 7128/18 dated 19 March 2018.
- Z. 1st Progress Report Human Rights and Gender in Common CSDP – 8920/18 dated 16 May 2018.

**EEAS(2018) 1293 REV5**  
**PUBLIC**

- AA. Baseline Study on Integrating Human Rights and Gender into the EU CSDP –  
EEAS(2016)990.
- BB. Concept Note on Civ/Mil synergies EEAS(2018) 296 REV2 dated 11 April 2018.
- CC. Non-Paper on Enhancing synergies on Mil Assistance to Civ Institutions –  
WK11030/2018 dated 24 September 2018.

**A. INTRODUCTION**

1. For over a decade, the international community has applied the internationally agreed civil-military guidelines on the use of Military and Civil Defence Assets (MCDA) in disaster relief ("Oslo Guidelines"; REF A.) and complex emergencies ("MCDA guidelines"; REF B.). These guidelines have been agreed at the United Nations (UN) level and endorsed by the EU in the European Consensus on Humanitarian Aid in 2007 (REF C.):

*"The Consensus is a cornerstone of the EU's humanitarian aid. It is our common compass to navigate the rough seas of this challenging world. Our humanitarian work is defined by the values set out in the Consensus. And we will continue in the same spirit. We must ensure that humanitarian principles are applied and respected when delivering humanitarian assistance on the ground. There can be no compromise to this."*

EU Commissioner for Humanitarian Aid and Crisis Management  
October 2017

2. EU military and civil defence assets are used to support Humanitarian Assistance and Disaster Response (HA/DR) efforts. EU Member States military assets can be deployed to complement the overall civilian options. They are coordinated by the requesting State in close cooperation with the requested State, or facilitated when necessary by the Directorate General for European Civil Protection and Humanitarian Aid Operations (DG ECHO), and the Emergency Response Coordination Centre (ERCC), in particular. EU coordination takes place within the legal framework of the Union Civil Protection Mechanism and Council Regulation concerning humanitarian aid (REF D.).
3. In the context of a dynamic and multi-faceted contemporary security environment, this paper re-emphasises the importance of effective Civil-Military Coordination and adherence to humanitarian principles in the sphere of humanitarian assistance. It complements existing guidance on effective Humanitarian Civil-Military Coordination (REFs E., F., G., H. and I.) and draws from lessons learned during recent EU missions and operations. It will enhance EU preparedness in the development of

more principled, coherent, appropriate and effective Civil-Military Coordination across the various aspects of HA/DR.

## B. AIM

4. To outline the role of the military with the aim to enhance the effectiveness of the EU CIVMIL coordination in EU-led efforts supporting HA/DR, including in the framework of CFSP/CSDP<sup>1</sup> and coherent with the EU Global Strategy (EUGS) (REF J.), and the Integrated Approach to external Conflicts and Crises, in particular (REF F).
5. The concept builds on the 2006 Council Conclusions on the Military contributions in support of HA/DR efforts led by DG ECHO (REF E.), and takes into account the contemporary operating environment and lessons learned from humanitarian support experiences.
6. The concept, developed in close coordination with DG ECHO, provides guidance to Commanders, and reaffirms principles and practices for effective Civil-Military Coordination in support of HA/DR in the contemporary context. It is underlined that coordination of EU actors in theatre, also as part of the Integrated Approach, is necessary, including with regard to coordination of Member States' military assets and capabilities (see Annex A). The concept may also be of value for senior management and Heads of Missions.

## C. SCOPE

7. This concept is developed within the framework of the Union Civil Protection Mechanism and Humanitarian Assistance legislation (REF K.), the follow-on work related to RescEU<sup>2</sup> and the internationally developed 'Recommended Practices for effective Humanitarian Civil-Military Coordination of Foreign Military Assets (FMA) in Natural and Man-Made Disasters', under the lead of the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) (REF L.).
8. This conceptual paper:
  - a. Supports preservation of the 'humanitarian space';

---

<sup>1</sup> Common Foreign and Security Policy / Common Security and Defence Policy

<sup>2</sup> A reserve of predominantly EU-co-financed capacities of the EU-Member states to provide assistance in overwhelming situations (in particular in the areas of aerial forest fire fighting, chemical, biological, radiological and nuclear incidents and emergency medical responses).

- b. Informs on the current UN OCHA initiative ('Recommended Practices for Effective Humanitarian Civil-Military Coordination of Foreign Military Assets (FMA) in Natural and Man-Made Disasters'), which strives to operationalise the existing Oslo and MCDA guidelines;
  - c. Supports effective Civil-Military Coordination between humanitarian and military actors in the contemporary operating environment;
  - d. Increases the predictability of Civil-Military Coordination in response to HA/DR;
9. This concept does not propose modifications to existing CSDP command and control mechanisms or to extant arrangements for the coordination of military support to HA/DR (REF M.), nor does it consider military or civilian capability issues relevant for support to HA/DR.

#### D. DEFINITIONS AND ACRONYMS

10. Definitions and acronyms used in this concept are in compliance with the EUMC Glossary (REF N.).
11. The following definitions are established specifically in support of this concept<sup>3</sup>:
- a. **At No Cost:** Military and civil defence assets should be provided at no cost.
  - b. **Civilian nature:** While military assets mobilised in support of humanitarian aid or disaster relief operations will remain under military control, the humanitarian operation as a whole must remain under the overall authority and control of the responsible humanitarian organisation. This does not infer any civilian command and control status over military assets.
  - c. **Complementarity:** The use of military and civil defence assets should complement existing relief mechanisms in response to an acknowledged gap between the needs of affected people and the available resources to meet those needs.
  - d. **Complex Emergency:** A humanitarian crisis in a country, region, or society where there is a total or considerable breakdown of authority resulting from

---

<sup>3</sup> United Nations General Assembly Resolution 46/182 lists the principle of neutrality, alongside the principles of humanity and impartiality in its annex as a guide to the provision of humanitarian assistance.

internal or external conflicts and which requires an international response that goes beyond the mandate or capacity of any single agency and/or the ongoing international country programme.

- e. **Cooperation:** A form of humanitarian Civil-Military coordination that strives to ensure complementarity and coherence of efforts between humanitarian and military actors.
- f. **Co-existence:** A form of humanitarian Civil-Military coordination that aims at de-conflicting humanitarian and military activities; actors merely operate in the same space albeit largely independently. In this instance, humanitarian Civil-Military coordination focuses on minimising competition to enable different actors to work in the same geographical area with minimum disruption to each other's activities. It is often observed in man-made hazards and complex emergencies.
- g. **Do No Harm:** Humanitarian action, including Humanitarian Civil-Military Coordination, must not have negative impacts on the people it seeks to help and be mindful also of unintended negative consequences.
- h. **Foreign Military Assets (FMA):** Military personnel and organizations; goods and services provided by military actors (including, but not limited to, logistics, transportation, security, medical assistance, engineering, communications, supplies and equipment); and funding, commercial contracting, material, and technical support provided by military actors.
- i. **Humanitarian Civil-Military Coordination (CMCoord):** The essential dialogue and interaction between civilian and military actors in humanitarian emergencies that is necessary to protect and promote humanitarian principles, avoid competition, minimize inconsistency, and when appropriate, pursue common goals.
- j. **Humanitarian Principles:** Humanity, impartiality, neutrality and independence.
- k. **Humanitarian Protection:** Addressing violence, coercion, deliberate deprivation and abuse for persons, groups and communities in the context of humanitarian crises.

- I. **Humanitarian Space:** The operating environment which humanitarian actors need on the ground in order to have full access to victims to be able to deliver assistance and to offer protection, without endangering the safety and security of aid workers. It requires acceptance by all parties – including beneficiaries – of humanitarian actors' unique role and activities as prescribed by the humanitarian principles (humanity, impartiality, neutrality and independence).
- m. **Humanitarian Technologies (HumTech):** The use and new applications of technology to support efforts at improving access to and quality of prevention, mitigation, preparedness, response, recovery and rebuilding efforts.
- n. **Humanity:** The principle of humanity means that human suffering must be addressed wherever it is found, with particular attention to the most vulnerable. Humankind shall be treated humanely in all circumstances by saving lives and alleviating suffering, while ensuring respect for the individual. It is the fundamental principle of humanitarian response.
- o. **Impartiality:** Humanitarian assistance must be provided without discriminating as to ethnic origin, gender, nationality, political opinions, race or religion. Relief of the suffering must be guided solely by needs and priority must be given to the most urgent cases of distress.
- p. **Independence:** Humanitarian action must be autonomous from the political, economic, military or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented. Therefore, humanitarian agencies must formulate and implement their own policies independently of (other) government policies or actions.
- q. **Last Resort:** Military and civil defence assets should be utilized only when civilian capacities are exhausted or there is no comparable civilian alternative to meet a critical humanitarian need.
- r. **Man-Made Hazards:** Technological or Man-Made Hazards (complex emergencies/ conflicts, Famine, displaced populations, industrial accidents and transport accidents) are events that are caused by humans and occur in

or close to human settlements. This can include environmental degradation, pollution and accidents.

- s. **Natural Hazards:** Naturally occurring physical phenomena caused either by rapid or slow onset events which can be geophysical (earthquakes, landslides, tsunamis and volcanic activity), hydrological (avalanches or floods), climatological (extreme temperatures, drought and wildfires), meteorological (cyclones and storms/wave surges) or biological (disease epidemics and insect/animal plagues).
- t. **Neutrality:** Humanitarian assistance must be provided without engaging in hostilities or taking sides in controversies of a political, religious or ideological nature.
- u. **Perception:** The effective delivery of aid is based on the acceptance of humanitarian actors by the affected population. Therefore, if humanitarian workers are perceived as part to the conflict instead of neutral, this hinders the delivery of aid and exposes them to the risk of being considered a legitimate target.
- v. **Responsibility to Protect (R2P):** General Assembly Resolution 60/1 of 24 October 2005 stipulates that "Each individual State has the responsibility to protect its populations from genocide, war crimes, ethnic cleansing and crimes against humanity". It further provides that "the international community, through the United Nations, also has the responsibility to use appropriate diplomatic, humanitarian and other peaceful means, in accordance with Chapter VI and VII of the Charter, to help protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity". It also makes reference to the use of Chapter VII of the Charter, if peaceful means are inadequate.

## E. ENHANCING THE EFFECTIVENESS OF EU CIVIL MILITARY COORDINATION

### I. THE CONTEMPORARY SECURITY ENVIRONMENT

- 12. The contemporary security environment is increasingly complex. The changing context of natural and man-made hazards includes new challenges presented by climatic shifts, hybrid and cyber threats, resource and migratory pressures, organised

crime, ideological extremism and terrorism. Certain humanitarian emergency and disaster situations may require capabilities only available from the military community. Ideally, these capabilities should be taken into account and pre-planned during the mission/operation planning process. The core capabilities and functionality provided by EU military forces for the support of HA/DR are described at Annex B. Each specific context, however, reflects unique operational constraints and considerations.

13. The contemporary security environment enmeshes a diverse humanitarian community with a broad spectrum of legal status, mandates, missions and policies. The humanitarian civil-military environment encompasses a wide variety of humanitarian organisations (e.g. the United Nations, the International Red Cross and Red Crescent Movement, non-governmental organisations), military (national, foreign and regional) and other governmental actors (e.g. donors, international development agencies).
14. As described in the EU Global Strategy (REF J.), when operating in this challenging multi-faceted environment, it is integral to the efforts of EU military forces to promote respect for international law, in particular International Humanitarian Law (IHL) and human rights law, as well as gender sensitivity, Women Peace and Security (REF W), United Nations Security Council Resolution 1325 (REF. O) and subsequent resolutions (REFs P. and Q.), protection of civilians and principles of democracy and good governance (REFs R., S., T., U. and V.).
15. The role of CSDP operations and missions, in promoting and ensuring compliance with IHL is essential. Keeping IHL high on the agenda and conveying it early-on (including during CSDP planning), as well as to higher political and military levels, and in particular of the national authorities concerned, is needed (REFS X. and Y.). IHL-related best practices and lessons learnt from operations and missions need to be systematically captured at EU level.
16. While humanitarian organisations are collectively committed to principled humanitarian action, they can also differ in their approaches, policies, and modalities based on organisational mandates and how they chose to engage with other actors. This dynamic and diverse operating environment requires an increasingly agile, informed and effective EU civilian-military coordinated response. Dialogue and interaction between military, civilian and humanitarian actors is, therefore,

increasingly relevant and results in various forms of civilian-military coordination for humanitarian operations. In the European Commission, DG ECHO is the most appropriate actor that would be able to advise EU entities on such a dialogue or interaction.

17. The importance of effective civil-military coordination, as a mean to facilitate dialogue and enhance interaction between civilian and military actors, is an integral part of EU's Integrated Approach to external Conflicts and Crises (REFS BB. and CC.) as underlined in Council Conclusions (REF F.).

## **II. EU POLITICAL AND STRATEGIC FRAMEWORK**

### **Humanitarian Principles and International Humanitarian Law**

18. Humanitarian action is guided by humanitarian principles. These principles define how humanitarian assistance is delivered and are a basic consensus among humanitarian actors, irrespective of affiliations or ideologies. The core of and rationale behind all humanitarian work is the principle of humanity. Humanitarian assistance must be carried out to address human suffering wherever it is found, impartially, on the basis of need alone, to all people regardless of their nationality, race, gender, religious beliefs, class, or political opinion. Humanitarian actors must act neutrally and not take sides in hostilities or engage in controversies. Humanitarian assistance must be delivered independently from military, political or economic objectives. Principled humanitarian action creates the humanitarian space within the operational environment in which humanitarian actors can operate unhindered and unthreatened. The EUGS (REF J.) promotes respect for international law, in particular international humanitarian and human rights law, as well as gender sensitivity, Women Peace and Security (REF W), United Nations Security Council Resolution 1325 and subsequent resolutions, and the protection of civilians.
19. IHL regulates the law of armed conflict and occupation. The most important sources are the Geneva and Hague Conventions. The Geneva Convention introduced the distinction between combatants and non-combatants, promoting the protection of individuals who are no longer taking part in hostilities (including the protection of civilians; the wounded; sick; medical facilities and personnel; and prisoners of war). IHL applies to both international armed conflicts (between states) and non-international armed conflicts (within states), but the body of law is stronger on the prior than the latter. While many of the provisions of IHL are now accepted as

international customary law as well (i.e. are considered general practice, accepted as law and exist independent of treaty law), and while the protection of civilians under IHL is extensive, states and non-state armed groups are often unwilling to uphold this responsibility. Lack of respect of IHL is a major source of human suffering in conflicts. Violations of IHL also impact heavily the EU's humanitarian efforts in meeting the needs of the affected populations and imperil the security of humanitarian and medical workers. As a major global actor, the European Union is strongly committed to promoting respect for IHL. In addition, the EU was also the first regional organisation that adopted guidelines on promoting compliance with international humanitarian law in 2005 (technical update in 2009) (REF R.).

20. The EUGS promotes respect for international law, in particular international humanitarian and human rights law, as well as gender sensitivity (REFs Z. and AA.), Women Peace and Security (REF W), United Nations Security Council Resolution 1325 and subsequent resolutions, and the protection of civilians (REF J.).

#### **Oslo and MCDA Guidelines**

21. Any use of Member States' military resources in support of a coordinated EU HA/DR response will follow international agreed guidelines, notably: the 'Oslo Guidelines on the Use of Military and Civil Defence Assets in Disaster Relief' related to natural hazards, as developed by the UN (REF A.), as well as the 'Guidelines on the Use of Military and Civil Defence Assets (MCDA) to Support United Nations Humanitarian Activities in Complex Emergencies' related to man-made hazards (REF B.).
22. These guidelines reflect the following key criteria and principles:
  - a. humanity, neutrality, impartiality and independence, when delivering humanitarian assistance or emergency relief;
  - b. the complementary nature of military cooperation with civilian efforts, is coordinated by government Agencies of the affected State and not non-governmental or international organizations;
  - c. the use of military assets and capabilities as a last resort when civilian resources are overstretched or inadequate;
  - d. the fact that the use of military assets and capabilities should be limited in time and focus on initial immediate relief, and should not extend to more structural support.

23. Another guiding principle is the primary responsibility of an affected State to make a request for external support and to be responsible for coordinating the relief activities within its borders. The consent of the affected State is particularly important where military assets and capabilities are involved. In principle, military units and personnel in support of civilian disaster relief activities operate unarmed and the host State is responsible for their security. Where specific situations may require exemptions, these should be clearly agreed between the parties involved in accordance with internationally agreed principles.
24. Military support would be complementary to the overall coordination of civil protection measures in the framework of the Union Civil Protection Mechanism and EU Humanitarian Assistance (REF K.), managed by DG ECHO. The detailed arrangements for the coordination of the EU military contribution to HA/DR are described at Annex A.

#### **UN OCHA Recommended Practices for Effective Humanitarian Civil-Military Coordination**

25. UN OCHA's 'Recommended Practices in Effective Humanitarian Civil-Military Coordination' (REF L.) intend to better meet the needs of affected people and support principled humanitarian action through:
- a. effective humanitarian civil-military interaction;
  - b. improved decision-making;
  - c. promotion of lessons learned process and best practices;
  - d. improved deployment, employment, transition, evaluation and monitoring of military assistance to support humanitarian relief operations.
26. The 'Recommended Practices' reflect the evolution of guidance and best practices in humanitarian civilian-military coordination over recent decades, capturing decades of experience and lessons in humanitarian emergencies where humanitarian, military, and other governmental actors operate in the same geographic space. They build upon, supplement (not replace) and operationalise existing guidelines on UN Humanitarian Civil-Military Coordination Guidelines. They are legally non-binding, yet provide relevant humanitarian and military practitioners with a hands-on tool to facilitate principled humanitarian action before, during and after a humanitarian emergency. Their application should always be context-based.

27. The 'Recommended Practices' aim to provide more principled, effective and coherent coordination across the humanitarian action spectrum. In doing so, they seek to enhance the predictability, effectiveness, efficiency and coherence of military support to humanitarian relief operations.
28. The 'Recommended Practices' are structured using five focus areas:
- a. **Preparedness:** Aligning actor response frameworks and policies with key civilian-military coordination principles and concepts; building coordination networks, capacities and capabilities; contingency coordination planning;
  - b. **Deployment:** Decision-making on coordinated and timely response mechanisms; gap-analysis to identify complementary military contributions for use in 'last resort' situations;
  - c. **Employment:** Civilian-military coordination on the appropriate use of military assets to support HA/DR, while ensuring the respect of humanitarian principles and cultural and social norms; identification of communication platforms to facilitate dialogue and interaction; agreement on the boundaries of civilian-military information sharing;
  - d. **Transition:** Civilian-military coordination on establishing a viable exit strategy that ensures continuity of humanitarian relief and which details transition criteria to guide and measure progress toward the transfer of military functions to civilian capabilities and capacities; definition of handover parameters, including responsibilities, timeframes and governance;
  - e. **Monitoring & Evaluation:** Agreeing indicator baselines, benchmarks, assessments, monitoring and evaluation, and the tools to measure effectiveness, impact and conformity; after-action reviews and lessons observed process, analysis, observations, and remedial actions in order to develop a common approach to the civilian-military response to humanitarian crises.



## F. OPERATIONAL CIVMIL INTERACTION IN SUPPORT OF HA/DR

### I. SHARING THE OPERATIONAL SPACE IN SUPPORT OF HA/DR

29. Effective sharing of the operational space is crucial. The nature of interaction between humanitarian and military actors differs with operational context. Interactions between humanitarian actors and EU military often occur within a complex military and security environment and coordination may fluctuate between cooperation to co-existence. Formal structures and guidance promoting the discussion of civil-military coordination issues and the engagement of actors provides for a more coherent approach to civilian-military coordination. Consequently, the potential for competition, duplication, inconsistencies and disruption between different humanitarian civilian-military actors working in the same humanitarian space is minimised.
30. Objectives of effective coordination include:
  - a. maintaining a clear distinction between humanitarian actors and EU military in accordance with humanitarian principles;
  - b. establishing information sharing and liaison arrangements, including the identification of clear criteria for the use of EU Military and Civil Defence Assets (MCDA) in complex emergencies in accordance with globally agreed principles;
  - c. promoting consistent, transparent and coherent civilian-military coordination amongst and between EU military and humanitarian actors.
31. Coherent planning and preparation are important. The key elements of humanitarian civilian-military interaction are information sharing, in order to achieve a common

understanding of the operational and humanitarian context, delineation of CIV-MIL responsibilities and tasks (including access, humanitarian protection, security and the protection of civilians, including the integration of the gender approach), and a coordination strategy to facilitate coherent planning.

## II. INFORMATION SHARING

32. Information sharing, to the extent possible and be it even the minimum necessary to de-conflict operations, is of crucial importance in the context of complex emergencies, when the coordination between military and humanitarian actors tends to be based on co-existence. Information sharing during civilian-military interaction should always have a clear objective of protecting civilians and enhancing mutual understanding of roles and mandates. Information sharing should never compromise the respective roles and mandates. Decisions on how and what type of information to be shared may substantially differ from one situation to another.
33. Focused information exchange during civilian-military coordination should enable effective decision-making without placing undue risk on the safety of affected persons or of the actors involved in the response. Sharing of information that can improve coordination should be encouraged to support comprehensive situational awareness, in order to ensure prioritisation of the needs of affected persons.

### Types of Information to be Shared

34. The exchange of information during civilian-military coordination could include:
  - a. contact details of liaison officers and points of contact, roles and responsibilities, organisational structures of civilian-military actors, and online information-sharing platforms;
  - b. humanitarian relief material and logistic gaps;
  - c. capabilities of assets available during a response in specific emergencies in order to avoid duplications or inconsistencies as well as identifying gaps;
  - d. protection and access issues;
  - e. assistance activities conducted by EU military assets;
  - f. threats to the safety and security of humanitarian actors and civilian populations;

- g. evidence of sexual exploitation and abuse;
  - h. early warning of population movements, including displaced persons and refugees, or humanitarian needs arising as a consequence of ongoing and/or planned military activity;
  - i. mining activities, including types of mines, hazardous areas and mine education;
35. When contextually appropriate, humanitarian organisations, military organisations, and other governmental actors from affected and assisting States may commit to appropriate data and information sharing processes to inform a Humanitarian Notification Systems for Deconfliction (HNS4D). This is necessary to advise military forces of humanitarian locations and humanitarian personnel in both static and non-static locations for the purpose of protection against attacks and the incidental effects of attacks under IHL. This may include:
- a. locations of humanitarian staff and facilities inside a military operational theatre (static de-confliction/No Strike lists);
  - b. critical relief and humanitarian activities carried out by humanitarian actors, including routes and timing of humanitarian convoys and airlifts, in order to coordinate planned operations and to avoid accidental strikes on humanitarian operations or conflicting activities (mobile de-confliction);
  - c. The provision of post-strike information on strike locations and explosive munitions used during military operations, to assist the prioritization and planning of humanitarian relief and mine-action activities.

### **III. DELINEATION OF CIV-MIL RESPONSIBILITIES AND TASKS**

36. Task division between military and humanitarian actors mostly occurs during responses to natural disasters, which are more conducive to cooperation between the various actors due to the lack of involvement in active fighting. Humanitarian priorities are identified by the civilian/humanitarian community, through appropriate coordination mechanisms. This includes the identification of potential or actual capacity gaps and critical periods for the delivery of relief. In complex emergencies, task division is less relevant, since co-existence rather than cooperation is more likely. The exception is when activities are immediately life-preserving - in particular

in the context of the humanitarian protection and the security and the protection of civilians - which could include the use of MCDA as a last resort (according to the MCDA guidelines) and the HNS4D. In certain circumstances, enhanced protection is likely to require close coordination between all relevant actors; a lower level of coordination could result in a lower level of protection and vice-versa. The role of UN OCHA on the ground is instrumental in facilitating this coordination. Key aspects of the humanitarian space include access, security and the protection of civilians, including the integration of a gender approach.

### **Access**

37. Humanitarian access to affected areas can be constrained by general insecurity or ongoing hostilities, by lack of infrastructure, or through restrictions imposed by actors controlling the area, including counter-terrorism measures. The humanitarian community seeks to communicate on a regular basis with all actors that can provide, restrict or influence access, including all parties to a conflict, the Government, local authorities and communities, local security actors, military and non-state armed actors.
38. Humanitarian actors' ability to reach people affected by crisis, as well as an affected population's ability to access humanitarian services will require close civil-military coordination (as well as conducive political and security conditions). In high risk conflict environments, necessary security measures, such as controls at airports or route check points, slow down and impede the delivery of humanitarian relief. Effective coordination can reduce or remove these impediments to humanitarian access without compromising security efforts. This may include close liaison with regards to relief delivery schedules, awareness of security procedures and expected waiting times, and establishing a HNS4D.

### **Safe and Secure Environment**

39. EU military forces can contribute, in the legal framework of an established mission/operation, together with other security services (e.g. police) to establish a Safe and Secure Environment (SASE) where civilians can be protected from imminent threats of violence. If standard security risk management measures are not creating an acceptable level of safety and security for relief workers, then the provision of security conditions conducive to relief activities is one of the main

expectations by humanitarian actors from military components in peacekeeping operations. An alternative and good practice to deterrence measures and armed protection is to establish area security, which can effectively enhance the safety of humanitarian workers without creating issues of perception. This may involve 'clearing' and patrolling roads, maintaining a presence in the area but not being visible or accompanying the convoy, or providing aerial flyovers. Area support is preferable to deterrent measures and armed protection, which due to the impact on perception, should only be considered as a last resort before having to cease life-saving assistance.

### **Use of Armed Escorts for Humanitarian Convoys**

40. The ability of humanitarian actors to reach those most in need, or the affected people's access to assistance and services is often restricted. The use of military protection, including armed escorts, is an extreme precautionary measure that should be taken only in exceptional circumstances, on a case-by-case basis and on request of humanitarian organisations. This should always be a last resort option when other staff security mechanisms are unavailable, inadequate or inappropriate.
41. Normally, humanitarian convoys should not use armed escorts. All alternatives to their use should be first fully explored. UN Department of safety and security (UN DSS) will decide on the use of armed escorts for humanitarian convoys for UN Agencies. The International Committee of the Red Cross (ICRC) does not use armed escorts to protect humanitarian convoys or any other humanitarian activity. A non-coherent position amongst humanitarian NGOs on the use of armed escorts, depending on the context and the operational setting, is to be expected.

### **Humanitarian Protection and Protection of Civilians**

42. Ensuring protection of populations is a core objective of humanitarian action. In humanitarian crises, people need material assistance, such as food, water, shelter and medical assistance, as well as physical integrity, psychological wellbeing and dignity.
43. Humanitarian protection, as defined in the European Consensus on Humanitarian Aid (REF C.) is addressing violence, coercion, deliberate deprivation and abuse for persons, groups and communities in the context of humanitarian crises, in

compliance with the humanitarian principles and within the framework of international law and in particular international human rights law, IHL and Refugee Law.

44. The protection needs of a given population depend on the level and nature of the threat, the vulnerabilities of affected persons and their capacities to cope with the threat – all in a given situation at a given point in time (REF U.).
45. In a ‘risk approach’ to humanitarian protection (adopted by many organisations and being one of the standard approaches to a protection-sensitive context analysis), risks are understood wider than something that may happen; it also implies what is happening, has happened or might happen repeatedly. By applying this approach, the protection needs of a given target population are presented as risks, so that the protection needs may be determined by assessing the threats faced and the vulnerabilities and capacities possessed in relation to those threats. In this analysis, threats (against an individual or a group) are posed by actors who – with a purpose of pursuing their own interests – either target or negatively affect the analysed population.
46. Humanitarian protection priorities are systematically integrated into EU military operational responses, in accordance with EU Guidelines on the Protection of Civilians (REF G.). Protection priorities include:
  - Sexual violence and sexual exploitation and abuse;
  - Child protection, especially children associated with armed forces or groups;
  - Mine action;
  - Movements of people, including internally displaced persons and refugees.

### **Integrating a Gender Approach in HA/DR**

47. Women, girls, boys and men are affected by crises in different ways. They have differentiated needs, suffer from different vulnerabilities, face particular risks, do not necessarily have the access to the same resources and services, develop diverse coping or survival mechanism and possess specific capacities to support their families and communities during and in the aftermath of crises. Gender and age need to be considered in humanitarian responses to ensure that assistance addresses the specific needs of different groups.
48. The European Commission has developed a gender approach for humanitarian assistance, in line with the 2007 European Consensus on Humanitarian Aid. This

requires that projects funded through the EU humanitarian budget follow the guidance outlined in the 2013 policy Gender in Humanitarian Assistance: Different Needs, Adapted Assistance. It also highlights that sexual and gender-based violence often increases during crises and post-crisis periods. During conflicts, armed groups at times use sexual violence, including rape, as a weapon of war and as a tactic to terrorise communities. Sexual and gender-based violence is a very complex issue, of which its forms, perpetrators and survivors greatly vary. Therefore, particular attention should be put by international or national operators of agencies/organizations involved in the HA/DR, in order to prevent and prosecute all Sexual Exploitation and Abuse (SEA) episodes. SEA perpetrated by civilian or military personnel undermine the implementation of HA/DR mandate, thus it is pivotal a zero tolerance policy on all form of SEA. In such a case, personnel must be properly investigated, persecuted, and hold accountable for their misconducts or crimes.

49. The European Commission's gender approach for humanitarian aid sets out a number of objectives: integrating gender, protection and participation. Integrating a gender approach in EU relief operations means doing projects differently, rather than doing different projects. Minor adaptations are often all that is needed. For instance, building separate latrines with locks and lights instead of mixed latrines can for example reduce the risks of sexual violence against women and girls. Secondly, taking into account gender- and age-related vulnerabilities can help build in humanitarian protection strategies to safeguard beneficiaries from risks related to the crisis, the context or the relief operation, including the risk of gender-based violence. In a society affected by conflict, where women are traditionally confined to their homes, men might be for instance more likely to suffer from targeted killings, disappearances and arbitrary arrests, while women may lack access to humanitarian assistance. Thirdly, beneficiaries of all sex and age groups should be encouraged to participate in needs assessments, consultations, as well as in the design, implementation and evaluation of humanitarian interventions.
50. These objectives are achieved through different forms of intervention, including mainstreaming, targeted actions and capacity building. Humanitarian assistance therefore should systematically integrate a gender perspective into all aspects and sectors of assistance. This includes a gender-sensitive needs assessment and

gender analysis to get insight into the roles, access to resources, existing inequalities, specific needs, vulnerabilities and risks, coping strategies and capacities of women, girls, boys and men. This also includes, for instance, that assistance is adapted to specific needs and that minimum protection strategies and mitigation of potential negative impacts need to be in place. In terms of targeted actions, these actions respond to a clear need that has been identified through a gender analysis and cannot be adequately addressed through mainstreaming.

51. In January 2014, the European Commission introduced the Gender-Age Marker as a quality and accountability tool to assess, promote and track EU-funded humanitarian interventions' sensitivity to gender and age.
52. International tools available, include the Inter-Agency Standing Committee Gender Handbook for Humanitarian Action, which highlights that while humanitarian emergencies protection needs for everyone, women, men, boys and girls and LGBTI<sup>4</sup> persons are often exposed to distinct protection risks due to gender roles and expectations. Crisis settings can weaken or collapse the usual informal and official protection mechanism.

### **Military Support Tasks in HA/DR**

53. The typical roles that military forces may be requested to perform in support of an overall humanitarian response operation are described at Annex B. Military support can be further categorised as follows:
  - a. Infrastructure Support: General services that facilitate humanitarian activities but are not necessarily visible to, or exclusively intended for the benefit of, the affected people, such as re-establishing infrastructure, providing communications networks, operating airfields, or providing weather information.
  - b. Indirect Assistance: Military personnel are at least one step removed from the relief activity. Only civilian personnel have direct interface with affected people, while military units or personnel assist the activity by, for example, transporting relief items, building camps and shelters, or clearing mines or ordnance.
  - c. Direct Assistance: Face-to-face distribution of goods and services, such as handing out relief items, providing medical assistance, transporting people, interviewing refugees, or locating families.

---

<sup>4</sup> Lesbian, Gay, Bisexual, Transgender, and Intersex.

**Quick Impact Projects (QIPs)**

54. The objective of QIPs (i.e. small-scale infrastructural and institutional projects planned and implemented within a short timeframe and aimed at building trust and solving problems that may interfere with the conduct of humanitarian assistance) is to build confidence in the mission. Although the activities do benefit the population, they are not humanitarian or development support. QIPs can include smaller infrastructure support, the provision of equipment, short-term employment-generating projects, and non-recurrent training activities.
55. While close coordination is necessary, where the projects have humanitarian or developmental elements, a clear distinction is also necessary. It is crucial for the CMCoord Officer to maintain a close dialogue to ensure that QIPs complement and do not undermine humanitarian efforts. DG ECHO involvement to all of this, early on, may support EU's efforts in this direction for EU CSDP and beyond.

**Humanitarian Technologies in support of HA/DR**

56. Technology applications may boost the efficiency and effectiveness of HA/DR interventions. Such Humanitarian Technologies (HumTech) are:
- a. the physical delivery of relief goods (food, medicine, water purification tools) to victims provided by drones;
  - b. crisis mapping tools capable of track landscape damage and identify potential areas where victims may be waiting in shelter;
  - c. digital “block chain” technologies used to track goods and inventories, and verify whether intended recipients have received them, thereby improving the equity and efficiency of aid distribution;
  - d. easily deployable and buildable shelters (known as “flat packs”), which offers families added protection against wind and other natural forces, relative to standard tents, in the aftermath of disasters;
  - e. distribution of solar energy kits to produce enough energy to charge some twenty mobile phones, light bulbs, and radios at the same time.

**IV Coordination Strategy**

57. Civilian-military liaison arrangements should facilitate coordination between EU military and humanitarian actors and should only be convened through identified

interlocutors and/or liaison officers and established coordination mechanisms, in order to encourage a consistent and coherent approach.

58. For the humanitarian community, OCHA and its Humanitarian Civil-Military Coordination (CMCoord) officers (deployed on the ground) are the designated focal points for the humanitarian interactions with military actors on behalf of humanitarian actors. The OCHA UN-CMCoord (officer or focal point) advises the leadership of the humanitarian community and its members on humanitarian civilian-military issues and facilitates the establishment, maintenance and review of the appropriate means and guidance on military engagement. The UN-CMCoord (officer or focal point) also monitors compliance with the guidelines.
59. The primary tasks associated with the UN-CMCoord function are to:
  - a. establish and sustain dialogue with military forces;
  - b. establish a mechanism for information exchange and humanitarian interaction with military forces and other armed actors;
  - c. support the development and dissemination of context-specific guidance for interaction by the humanitarian community with military and armed actors;
  - d. monitor activities by military forces & ensure they have no negative impact on affected people or the humanitarian community;
  - e. assist in negotiating issues in critical areas of coordination.
60. Within the European Commission, DG ECHO, and specifically the Civil-Military Coordination team, acts as the entry point for EU Military into the humanitarian community and coordinates interactions between the EU humanitarian community and the EU military. DG ECHO liaises regularly with UN OCHA (both at HQ and field) and supports humanitarian civil-military coordination, including by directly funding the deployment of OCHA CMCoord officers in crisis situations.
61. When the security context allows, a complementary, cooperative approach may be sought during civil-military coordination. In complex humanitarian assistance situations, however, often a strategy of coexistence will apply. This is due to the need for humanitarian actors not to be perceived as associated with military actors, for their own safety. This strategy aims at de-conflicting humanitarian and military activities. Humanitarian and military actors merely operate in the same space, albeit

largely independently. In this instance, civil-military coordination focuses on minimising competition to enable different actors to work in the same geographical area with minimum disruption to each other's activities.



62. Typically, an operational theatre coordination organisation would comprise: (1) a Civil-Military Coordination Steering Committee that focuses on the current strategic issues and on foreseeable challenges, defining the priorities and guiding the work of: (2) a Civil-Military Coordination Group at capital/national level, convened by the UN CMCoord officer and composed by relevant representatives of humanitarian and UN agencies, as well as of military forces deployed – including EU CIMIC team, if present. This group would serve to operationalise the specific UN-CMCoord guidelines, including the organisation of training, monitoring its implementation, defusing tensions and addressing issues related to field liaison arrangements. (3) A third, similar but lighter Civil-Military Coordination Forum could be established at the field/provincial level to develop operational theatre arrangements together. The European Commission DG ECHO would provide support to all three layers from Brussels.

**V. LESSONS LEARNED AND BEST PRACTICES FOR THE EU**

63. This concept draws upon the civilian-military coordination lessons identified from previous EU practice and based on experiences observed within the humanitarian assistance sphere in other contexts. Better practices for effective Humanitarian Civil-Military Coordination with respect to dialogue with humanitarian actors, and supporting humanitarian operations, are detailed at Annexes D and E, respectively.

**EUFOR and EUTM Central African Republic**

64. EUFOR CAR was the first CSDP operation launched with a Safe and Secure Environment (SASE) and Protection of Civilians mandate, in which DG ECHO was involved in the entire operation cycle from prudent planning, through liaison with the Operations Headquarters (OHQ) –including a joint DG ECHO – UN OCHA mission in OHQ Larissa; and Force Headquarters (FHQ), to drawdown and design of follow-on mission.

**EUTM Central African Republic**

65. EUTM RCA changed its initial planning on a QIP regarding a vaccination campaign in Bangui. This was done on the basis of the justifications put forward by DG ECHO that if the EUTM was to become involved in a humanitarian health action, it would have created certain conditions for blurring the lines between humanitarian action and military activities, which in turn could position medical NGOs as a target. Instead, some alternative options (e.g. the cleaning of evacuation canals in Bangui city ahead of the rainy season, repairing roads, schools infrastructural repair, public lighting to be repaired, etc.) were provided to the EUTM.

**Best Practice: EUFOR Central African Republic**

- Early civil-military interaction between EUMS/CMPD and DG ECHO from the prudent planning stage.
- Early information sharing (i.e. on perception of security in various areas, perception of current forces deployed, advice on communication of current deployed forces, disaggregating criminality problems from the context of unrest, population displacement, IDP sites and a humanitarian assessment of the conflict dynamics).
- Early meetings between military leadership and DG ECHO hierarchy, and follow-on exchanges with Operations Headquarters (OHQ) Larissa to promote the importance of humanitarian civil-military interaction.
- Emphasis within Commander's intent on EUFOR staff interaction with humanitarians to pursue good relations.
- Weekly VTCs between DG ECHO's and EUFOR CAR's OHQ Larissa for a better understanding of both sides' roles and responsibilities.
- In-person meetings between the DGEUMS, the Commissioner and the EUFOR CAR Operational Commander and field-level coordinators to establish fluid working relations between the humanitarian and military communities.
- EUFOR CAR changed its initial planning on a QIP regarding direct food assistance, and instead, on a proposal put forward by DG ECHO, given known need and incapacity by other actors to deliver on this, built a bridge, given niche military engineering capacity by EUFOR in Bangui at the time.

**Ebola Outbreak, West Africa 2014**

66. The 2014 West African Ebola outbreak led to the activation of the 2006 DG ECHO/ERCC – EU Military Staff / Logistics Movement Planning Cell arrangements.

**Best Practice: Ebola Outbreak, West Africa 2014**

- Early implementation of coordination arrangements facilitated a constant presence of the EU Military Staff at the DG ECHO-led Task Force.
- Direct, real time exchange of information between the Commission and the EU Military Staff, as well as the wider humanitarian and military EU community.
- Early EU MEDEVAC system implemented, significantly aided by EU Military Staff efforts in mobilising military assets.
- Military liaison officers from the UK in the ERCC improved the logistical processes significantly.
- Pooled assistance shipped by the Dutch military vessel, Karel Doorman, provided substantial support and visibility to the EU civil protection-led response to the crisis.

**DG ECHO role in CSDP Planning**

67. Civil-military interaction should not only take place in the operational theatre once military forces are deployed, but also as early on as possible, starting with the planning stages ahead of CSDP deployment. At HQ level in Brussels, DG ECHO's engagement in the planning phases of military Common Security and Defence (CSDP) missions and operations has a proven added value.
68. DG ECHO is systematically engaged in all CSDP planning documents (both in real-life situations and exercises), already from the development of the Political Framework for Crisis Approach (PFCA) and the Crisis Management Concept (CMC) and up to the Operational Plan (OPLAN)/Mission Plan (MPLAN). It provides input on humanitarian principles and injects humanitarian expertise related to respect of internationally recognised civil-military coordination guidelines, which also apply to the EU, complementing military input and expertise.

**Best Practice: IHL in CSDP Military Operations and Missions**

- Mutually beneficial interaction between DG ECHO and the EU military allowed, inter alia, for the systematic inclusion of modules on International Humanitarian Law (IHL) as part of the training delivered by the EU Training Missions (EUTM) to local forces in Mali, Somalia and CAR; as well as refugee law and non-refoulement to Operation Sophia's training courses for the Libyan navy and coastguard.

**DG ECHO/ERCC – NATO/EADRCC cooperation**

69. Cooperation occurs between DG ECHO/ERCC and NATO's Euro-Atlantic Disaster Response Coordination Centre (EADRCC) when the ERCC is made aware of EADRCC's activations, while UN-OCHA is kept informed for the overall international response. Given the joint EU-NATO declaration and the follow-on work, collaboration in exercises between the two Centres has increased.

**Best Practice: DG ECHO/ERCC – NATO/EADRCC cooperation: exercises  
staff to staff level**

- DG ECHO participated in NATO EADRCC's exercises (BiH, Serbia) and NATO EADRCC's Team Leader was posted as antenna to DG ECHO's

**VI. Education, Training, Exercises and Awareness-Raising on Humanitarian Civil-Military Coordination**

70. Training provides a practical platform for effective dialogue between EU military and the humanitarian community and it is a vital part of increasing understanding of the respective mandates, roles and professional cultures. In order to promote a coherent interpretation and application of the guidelines, EU civil-military organisations should ensure effective dissemination of guidelines so as to ensure that personnel understand their practical application. EU CIMIC teams should be among the main recipients of training.

71. Coordination is a shared responsibility facilitated by liaison and common training. Training and awareness raising activities on Humanitarian Civil-Military Coordination should be mainstreamed into core training, including:
- a. for civilian-military liaison officers, particularly for in-theatre roles, the UN OCHA Civil-Military Coordination Course (UN-CMCoord).
  - b. workshops and seminars on humanitarian civil-military coordination, IHL and gender, led by the European Commission DG ECHO.
  - c. continuing the best practice of having dedicated sessions by the European Commission DG ECHO in the EU CSDP Pre-Deployment Training for missions and operations, offered by the European Security & Defence College (ESDC), which focus on explaining the role of DG ECHO, the humanitarian principles, and Humanitarian Civil-Military Coordination;
  - d. briefings and updates on Humanitarian Civil-Military Coordination at key humanitarian coordination meetings.
  - e. inclusion of Humanitarian Civil-Military Coordination in training exercises delivered by the CoE for Crisis Management and Disaster Response.
72. Increased efforts of humanitarian and military actors to improve mutual understanding and respect on respective mandates and roles and to liaise on potential approaches to disaster response is essential. To this end, the commitment on sending where needed and as appropriate civil-military liaison officers to facilitate and actively engage in civil-military coordination is important and is already envisaged by the European Consensus on Humanitarian Aid (REF C.).
73. Both EU military and humanitarian actors should coordinate closely on specialised training in areas of common interest, such as protection of civilians, human rights, gender-based violence in conflict, Women Peace and Security, and IHL.
74. Joint EU military and humanitarian actors' exercises raise awareness about humanitarian and military working methods. They provide an effective way of identifying gaps, of improving overall working practices, while building trust and strengthening relations. Simulated scenario-based training also provide the participants with a clear understanding of the benefits of identified contact people and a platform to exchange information to prepare for future disasters. Consideration should always be given to the inclusion of civil-military HA/DR responses in EU MILEX, Multilayer and Parallel and Coordinated Exercise scenarios and injects.

**EU ARRANGEMENTS FOR COORDINATION OF MILITARY CONTRIBUTIONS TO SUPPORT HUMANITARIAN RELIEF**

1. Military support would be complementary to the overall coordination of civil protection measures in the framework of the Union Civil Protection Mechanism and Union humanitarian assistance managed by DG ECHO.
2. DG ECHO is responsible for the management of European Union financed humanitarian aid which aims at providing assistance to the victims of natural and man-made disasters outside the Union in accordance with the core humanitarian principles of humanity, neutrality and independence and carried out by its implementing partners (UN agencies, Red Cross family and NGOs). Union Civil Protection Mechanism and Humanitarian assistance both work in close coordination with, EU Member States and other major donors, notably UN-OCHA.
3. The EU Military Staff, when requested, facilitate the coordination of Member States' voluntary contributions of military assets and capabilities. Military assets would be required only where there is no comparable civilian alternative and only where the use of military assets can meet a critical humanitarian need. The EU fully acknowledges the leading role of UN-OCHA, when present in humanitarian emergency settings.
4. It is underlined that coordination of EU actors in theatre, also as part of the Integrated Approach, is necessary, including with regard to coordination of Member States' military assets and capabilities.
5. The development of arrangements for coordination of military support to EU HA/DR will be based on existing structures and mechanisms and will not affect the roles of DG ECHO or civil protection assessment-coordination teams on site. In the context of Union Civil Protection Mechanism interventions outside the EU, Member States, will consider on the basis also of information/request provided by the Commission, military assistance and the possible requirement for EUMS assistance with the facilitation of military support to EU disaster response.

**KEY AREAS OF MILITARY SUPPORT TASKS TO HA/DR****1. Strategic transport:**

- a. Fixed wing strategic air transport, for transport of cargo, relief experts and/or passengers (e.g. in case of evacuation operations); it could include specialised MEDEVAC; (e.g. air transport in biocontainment, hospital or humanitarian flight);
- b. Sea lift assets and capabilities, preferably with Roll-on Roll-off (RoRo) capacity.

**2. Tactical (in-theatre) transport:**

- a. Fixed wing transport aircraft;
- b. Heavy/medium transport helicopters, MEDEVAC helicopters;
- c. Off-road going trucks (for solid cargo as well as liquids such as water and fuel);
- d. Inland water barges and inflatable boats of various sizes;
- e. Amphibious transport;
- f. Ambulances.

**3. Medical support:**

- a. Field hospital facilities with capabilities in first aid, triage, anaesthesiology, internal medicine, surgical and emergency trauma care, general medical support;
- b. In addition, capabilities for the treatment of casualties with burns, contagious patients, as well as CBRN contaminated patients should be included;
- c. Ambulances with off-road going capacities;
- d. Victim identification capacity.

**4. Logistic support:**

- a. Logistic assets and capabilities may be required in support of deployed (civilian) relief teams as well as for general relief tasks;

- b. Water supply capabilities to include purification, distribution and quality control of drinking water;
- c. Power generating capabilities to allow for set-up of temporary auxiliary systems for energy supply;
- d. Shelter/housing capabilities;
- e. Field food support and catering, mobile kitchens;
- f. Supply system in field conditions over a longer period of time;
- g. Logistic management experts.

#### 5. CIS support

- a. CIS capabilities (satellite-communications, local radio network, telecommunication equipment);
- b. CIS technical support;
- c. Information Management.

#### 6. Engineering Support:

- a. Barrier construction capabilities;
- b. Earthmoving and lifting machines;
- c. Capability for vertical and horizontal constructions (including bridging vehicles);
- d. Capability for clearing and disposal of explosives.

#### 7. CBRN capabilities:

- a. CBRN reconnaissance, detection, marking and monitoring capabilities including quality control (specialised teams with the necessary equipment including analysis/laboratory facilities);
- b. Capability for the decontamination of CBRN affected personnel, terrain and infrastructure;
- c. Capability for medical treatment of contaminated patients;
- d. CBRN specialists.

**8. Search and Rescue (SAR) capability:**

- a. Specialised SAR teams and related assets and capabilities for search and rescue of victims in an urban environment;
- b. Specialised SAR teams and related assets and capabilities for search and rescue of victims over lakes/sea waters.

**9. Reconnaissance (RECCE) capability:**

- a. Specialized RECCE teams and related assets and capabilities for the reconnaissance of an area following a natural disaster, in order to gain useful information and raise the situational awareness;
- b. Crisis mapping tools capable of track landscape damage and identify potential areas where victims may be waiting in shelter.

**10. Fire-fighting capabilities:**

- a. Liaison officers and military expert teams;
- b. Liaison or expertise to On-site Operations Coordination Centres (OSOCC), national or international coordination teams.

**11. Maritime support:**

- a. Mobile offshore operating base facilities, including helicopter platform, hospital facilities, command and control, food supply, water purification.

**12. Force Protection capabilities:**

- a. Armed escort capabilities.
- b. Military components necessary to contribute to a safe and secure environment.

**HUMANITARIAN CIVMIL INTERACTION: AIDE MEMOIRE**

- 1. Humanitarian Principles:** Humanity, Impartiality, Neutrality and Independence.
- 2. Humanitarian Space:** The operating environment which humanitarian actors need on the ground in order to have full access to victims to be able to deliver assistance and to offer protection, without endangering the safety and security of aid workers. It requires acceptance by all parties – including beneficiaries – of humanitarian actors' unique role and activities as prescribed by the humanitarian principles (humanity, impartiality, neutrality and independence).
- 3. Needs-Based Assistance Free of Discrimination:** Humanitarian assistance must be provided on the basis of needs alone. The assessment of such needs must be independent from any other considerations than humanitarian ones.
- 4. Humanitarian Access to Vulnerable Populations:** Humanitarian agencies must maintain their ability to obtain access to all vulnerable populations in all areas and to negotiate such access with all parties to the conflict. Coordination with EU military should facilitate, secure and sustain - not hinder - humanitarian access.
- 5. Perception of Humanitarian Action:** Humanitarian assistance must come without political or military conditions. CIVMIL coordination must not jeopardize the local network and trust that humanitarian agencies have created. The effective delivery of aid is based on the acceptance of humanitarian actors by the affected population. Therefore, if humanitarian workers are perceived as part to the conflict instead of neutral, this hinders the delivery of aid and exposes them to the risk of being considered a legitimate target. However, in case of military support to humanitarian assistance, military conditions are to be followed in order to ensure safety and security of all personnel (e.g. protection of all personnel involved in the HA).
- 6. Military Distinction in Humanitarian Action:** At all times, a clear distinction must be maintained between combatants and non-combatants, who are granted immunity from attack by IHL. Military personnel must refrain from presenting themselves as civilian / humanitarian workers, and vice versa.
- 7. Operational Independence of Humanitarian Action:** Humanitarian actors must retain the lead role in undertaking and directing humanitarian activities. They must not implement

tasks on behalf of the military or military policies. They must be free in movement, conducting independent assessments, selecting of staff, and identifying recipients of assistance based on their needs.

**8. Security of Humanitarian Personnel:** Any perception that humanitarian organisations may have become affiliated with the military could impact negatively on the security of their staff and on humanitarian access.

**9. Do No Harm:** Humanitarian action, including humanitarian civil-military coordination, must not have negative impacts on the people it seeks to help – physical proximity to or association with military involved in relief operations could put the recipients of humanitarian assistance at risk.

**10. Respect for International Legal Instruments and Culture and Customs.**

**11. Consent of Parties to the Conflict:** The risk of compromising humanitarian operations by cooperating with the military may be reduced if all parties to the conflict recognise, agree or acknowledge in advance that CIVMIL coordination may be necessary for certain humanitarian activities.

**12. Avoid Reliance on Military** resources or support.

---

**EFFECTIVE MILITARY DIALOGUE WITH HUMANITARIAN ACTORS**

1. Humanitarian action is guided by the humanitarian principles of humanity, impartiality, neutrality and operational independence.
2. UN OCHA has the mandate to coordinate international humanitarian response and humanitarian - military interaction. OCHA, through the UN-CMCoord Officer, serves as an entry point to the humanitarian community. Within the EU, DG ECHO serves as the focal point for the coordination of humanitarian assistance and the entry point for EU military support.
3. Understand the humanitarian coordination and leadership structure and how they relate to a peacekeeping mission, if present in the country. Humanitarian leadership and coordination are not command and control structures, but consensus-based. A humanitarian representative may not be in a position to make immediate commitments or talk for other humanitarian actors. Some NGOs may not always coordinate with the rest of the humanitarian community.
4. Ranks and hierarchies may be less evident in humanitarian organizations, whose liaison officers may have less or more years of experience than their military counterparts.
5. Do not assume western personnel are in charge. Keep in mind cultural differences regarding communicating, deciding, managing time, trusting, disagreeing and providing feedback.
6. Distinction from the military is crucial for humanitarian actors and their security. They may prefer to meet at a neutral venue: make an appointment. Weapons are not allowed in humanitarian premises, facilities and vehicles.
7. Most humanitarian actors share information about their activities and locations. In the case when the military provide protection, information about the staff to be protected can be shared. Respect the fact that they cannot share information that places their staff or recipients of humanitarian assistance at risk.

**EFFECTIVE MILITARY SUPPORT TO HUMANITARIAN OPERATIONS**

1. assist in the provision of a safe and secure environment for humanitarian actors to operate, especially by providing broad area or route security;
2. share information that may be relevant to the security of civilians and humanitarian staff, including evidence of mining activity;
3. if a humanitarian notification system for deconfliction is necessary to avoid collateral damage and injuries to humanitarian staff, facilities and assisted civilians, coordinate with the UN-CMCoord officer and DG ECHO representative at an early stage;
4. as a general rule, humanitarian actors will not use military escorts or armed protection for humanitarian activities. They may request armed escorts or physical protection in exceptional circumstances, as a last resort;
5. check the country-specific guidance on the use of military assets and armed escorts;
6. in general, all requests for military assistance should be in line with existing guidance and approved through an agreed process. A contingency procedure may be implemented in order to expedite the provision of the military support, thus allowing some pre-defined humanitarian actors to by-pass the established coordination mechanisms for certain defined circumstances;
7. avoid carrying out humanitarian needs assessments on your own and without consulting the UN-CMCoord Officer on the overall assessment arrangements;
8. report any observed relief needs to OCHA/UN-CMCoord Officer for appropriate referral to the relevant cluster/organization. All humanitarian assessment data are available online;
9. avoid duplicating activities of humanitarians and share information about your own non-kinetic related plans and activities;
10. share information on major civilian population movements and other areas relevant to the Protection of Civilians, including gender-based exploitation and violence issues.