ADDp 3.11

OPERATIONS SERIES

ADDP 3.11

CIVIL–MILITARY OPERATIONS

Australian Defence Doctrine Publication (ADDp) 3.11 is issued for use by the Australian Defence Force (ADF) and is effective forthwith. This publication supersedes ADF Publication (ADFP) 3.11—Civil-Military Cooperation edition 1, dated 24 August 2004.

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Edition 2
FOREWORD

1. ADDP and ADFP are authorised joint doctrine for the guidance of ADF operations. ADDP are pitched at the philosophical and high-application level, and ADFP at the application and procedural level. Policy is prescriptive as represented by Defence Instructions, and has legal standing. Doctrine is not policy and does not have legal standing, however, it provides authoritative and proven guidance, which can be adapted to suit each unique situation.

2. Changes in military operations world wide have seen an increase in operations other than war, in which peacekeeping and humanitarian assistance and disaster relief operations have become more prevalent. Military commanders are increasingly called upon to operate in an environment where the civil-military interface is part of everyday life and commanders require a capability to interface with civilian personnel and civilian agencies. The relationship between the military force, the host nation and the civil agencies within the operating environment has become a major consideration in the planning and execution of operations. Civil-military operations (CMO) can increase the support that a military force may receive from the civilian population and can contribute towards the mission endstate.

3. The aim of this publication is to describe the nature and scope of CMO as a component of ADF operations. This publication provides a philosophical level reference on CMO for use by commanders, planning staff in all headquarters and units, joint training organisations including ADFWC, Australian Defence College, civil actors and Australian government agencies. It is designed to shape the thinking of those personnel responsible for the planning and coordination of CMO and for key personnel who have responsibility for the conduct of civil-military cooperative activities. This doctrine will facilitate CMO through the full spectrum of military operations and is suitable for use in single-Service, joint, combined or coalition operations at all levels of war and within all strata of command. It should also provide a tool to assist education and training throughout the ADF.

1 In security related documentation civilian personnel and civilian agencies are commonly recognised under the term civil actors. The term civil actors is therefore utilised throughout this publication.
4. This publication provides an overview of current terminology in the field of civil-military operations and the general principles for the application of CMO to the planning and conduct of ADF operations. ADDP 3.11 details the planning process, and describes the interaction of Australian government agencies and civil actors with all strata of command within the ADF. I commend this handbook to all commanders and staff as an important guide to the conduct of CMO.
AMENDMENTS

Proposals for amendment of ADDP 3.11 may be initiated in either of the following ways:

• By Minute to:
  
  Director Doctrine and Training  
  Australian Defence Force Warfare Centre  
  RAAF Base  
  WILLIAMTOWN NSW 2314

• By directly entering comment into the Joint Doctrine Development Environment (JDDE) found on the ADFWC Defence Restricted Network (DRN) website (see http://intranet.defence.gov.au/VCDFweb/sites/adfwc). Select JDDE on the ADFWC homepage and open either the ADDP or ADFP block as required. Open the relevant publication and utilise the ‘Add Comment’ function button of the summary page for each publication.

Note

The second option is an addition to encourage feedback from the wider ADF, as well as encouraging use of the JDDE in general.

DOCTRINE PUBLICATION HIERARCHY

The hierarchy of ADDP and ADFP and the latest electronic version of all ADDP and ADFP are available on JDDE found on the ADFWC DRN website located at http://intranet.defence.gov.au/VCDFweb/sites/adfwc/.

This publication is current as at April 2009.

This publication will be periodically reviewed and amended. The latest version of this publication is available on the ADFWC DRN website http://intranet.defence.gov.au/VCDFweb/sites/adfwc/.
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CHAPTER 1

CIVIL–MILITARY OPERATIONS IN CONTEXT

Executive summary

- The Australian Defence Force (ADF) conducts military operations within a whole of government approach, where the civil and political dimensions interact with military activity. The ADF views civil-military operations (CMO) as a framework enabling military operations to make a coherent contribution to national and international objectives. The ADF approach to CMO encompasses interaction with government agencies, international organisations, non-governmental organisations (NGO), host nation (HN) concerns, the media and civil community at the strategic or operational level.

- Civil-military cooperation (CIMIC) is a management function of the ADF to support the commander to achieve the military mission at the operational or tactical level. The purpose of CIMIC is to allow the ADF to effectively interact with relevant parts of the civil dimension. In doing so, CIMIC provides the interface for cooperation, coordination, mutual support, joint planning and information exchange at all levels, maximising the effectiveness of the military contribution to the overall mission.

- Commanders should consider the potential effects of military activity on the civil dimension. This is achieved through the consideration of the effects military operations may have on the civilian environment as well as the effect civilian activity may have on military operations. Every element and member of the ADF can contribute to the enhancement of desired effects and the inhibition of negative effects.

While there is no doubt that our core business is to provide traditional military options to Government, the Defence Force has also become an important resource which provides Government with a range of options not associated with force-on-force considerations. In short, we have a dual role: we must actively work for peace, as well as prepare for war.

Admiral Chris Barrie, CDF, 1999
INTRODUCTION

1.1 Historically, governments have used either diplomatic or military means to shape or impose national foreign policy objectives. The complexity of modern conflict now requires governments to employ a comprehensive range of national resources. The Australian Government, through its whole of government approach, seeks to utilise a comprehensive range of Australian national assets to achieve national objectives. The ADF conducts CMO as part of its contribution to the whole of government approach.

1.2 The changing global security environment is increasingly characterised by various forms of complex, multi-party, intrastate and across state conflicts. Military forces around the world are increasingly called upon to conduct non-warfighting activities such as humanitarian assistance, disaster relief, military support and peace operations where the cooperation of civil and military organisations is key to achieving successful outcomes.

1.3 In modern conflict, military commanders are compelled to take the civil dimension into account when planning and conducting operations. This civil dimension includes international, national, governmental and non-governmental organisations, including the media. Success in the civil dimension is a key component of the national strategic endstate. The ADF approach to CMO encompasses interaction with government agencies, international organisations, NGO, HN concerns, the media and the civil community.

1.4 CMO can be characterised as any measures, activities, or planning undertaken by the military which both facilitates the conduct of military operations, and builds support, legitimacy and consent, within the civil population in furtherance of the mission.

1.5 The means and ability by which the ADF interacts with the civil dimension is of critical importance. CMO provides the higher level planning framework that allows military commanders to articulate their endstate to allow for the civil imperative. Such planning allows for the identification of desired, undesired, direct and indirect effects on both military and civil entities caused by actions of either. These effects are the means by which a commander articulates the non-lethal objectives sought to support the mission. Effects by or on the civil dimension can be intended or unintended and CMO assists in eliminating or mitigating the risk of undesired effects.

1.6 The ADF defines CIMIC as:

The coordination and cooperation, in support of the mission, between the Joint Commander and civil actors, including the national population and local authorities, as well as international, national and non-governmental organisations and agencies.
The ADF employs the construct of CIMIC to describe the planning and delivery of the civil-military effort at the operational and tactical level. CIMIC is a term widely used within coalition and NATO armies.

CIMIC is a management function within a broader context of CMO and civil-military assistance and is the means by which the ADF interfaces with the civil dimension. The increasing numbers of other government agencies (OGA) and NGO has increased the need for the military to also interact with them. The ADF approach to CIMIC encompasses interaction with government agencies, international organisations, NGO, HN concerns, the media and the civil community. Depending on the circumstances, CIMIC activity may extend to the application of military resources in order to gain local support, although this type of activity can have very complex effects.

The term CIMIC, as used by the ADF, refers to a civil-military relationship that implies primacy to a commander’s military mission. ADF use of the term CIMIC includes military support to governments in order to facilitate the provision of functions such as elections, infrastructure, education, public security, and law and order. However, the role of nation building and nation running are far beyond the capacity and/or mandate of the ADF. Note that Australia uses the term CIMIC even when the military mission does not have primacy. NGO and other agencies understand and avoid the use of this term within their organisations. For example the United Nations (UN) uses the term UN civil-military coordination or UN-CMcoord to describe the link between the UN and the civil dimension.

Well-planned and implemented CMO can significantly increase the support and cooperation received by a military force from the civil dimension. The conduct of CMO contributes to the military commander’s freedom of manoeuvre and the achievement of the military end-state. CMO encompasses a broad range of actions conducted to establish, maintain, or influence relations between the military and civil actors in order to assist a military operation.

The intent of this chapter is to describe the context in which CMO will be conducted. It establishes CMO within the military and civilian environment, and within the broader continuum of military operations.

Commanders operating in a coalition environment need to consider inter-operability with coalition partners. Within United States (US) doctrine the term ‘Civil Affairs’ encompasses the application of US military functional specialists within HN governments, and may extend to the assumption of government functions required in an occupied territory during or immediately subsequent to hostilities.

2 Civil actors refers to civil agencies, international organisations, NGO, and other civilians within the area of operations.
BACKGROUND

1.12  CMO is not a new phenomenon. Since the end of World War II Australian forces have deployed overseas on many occasions in support of international attempts to restore stability. With the exception of humanitarian aid missions ADF military operations during this time have almost exclusively been involved in counterinsurgency campaigns. In these campaigns, the military has worked with civilian agencies to restore governance, economic prosperity and social stability to the HN. The CMO contribution has been valuable in facilitating communication and co-operation between the military and the civil actors within the area of effort. Further information on lower level CMO and CIMIC doctrine can be found in Land Warfare Doctrine 3–8–6—Civil-Military Operations and Land Warfare Procedures General 3–8–1—Civil-Military Cooperation, Tactics, Techniques and Procedures.

HISTORICAL EXAMPLE—A BRIEF HISTORY OF CIVIL–MILITARY OPERATIONS

In World War Two Australia established its first operational CMO capability. On 17 March 1945, the British War Office and Land Headquarters agreed that an Australian civil affairs organisation should be created, and on 09 April 1945, 35 officers of the British Civil Affairs Unit assisted Australia in raising the British Borneo Civil Affairs Unit (BBCAU). As the British Borneo campaign proceeded, the civil responsibilities increased dramatically and the BBCAU were allocated troops to assist in caring for thousands of people whose homes had been destroyed during battle. The BBCAU was increasingly engaged in work for the benefit of the civilians, with tasks involving drainage, restoring sewerage and water supply, medical care of natives, collection of rubber, and the re-opening of schools.

During the Vietnam War the ADF raised the 1st Australian Civil Affairs Unit (1CAU) to provide CMO support to the campaign. 1CAU conducted CMO activities in Vietnam from June 1967 to November 1971. Funded through the Department of External Affairs, and in part by the South East Asian Treaty Organisation, the activities, size and shape of 1CAU constantly changed over the duration of the Vietnam campaign. 1CAU consisted of five detachments, each with a specific responsibility for engineering, medical services, education, liaison and agricultural. Towards the end of the campaign the emphasis on civic projects increased and 1CAU was responsible for the coordination of all civil-military action by Australian troops in Vietnam.
National power

1.13 A nation’s overall power depends on the particular combination of individual elements of its national power being available, and on a nation’s ability to mobilise and integrate these elements within a coherent strategy to support the nation’s security interests. Figure 1–1 depicts the elements of national power and the process by which these elements are employed to achieve strategic outcomes in support of national security. The elements of national power are fully described in Australian Defence Doctrine Publication (ADDP)–D—Foundations of Australian Military Doctrine.
Figure 1–1: The elements of national power are synchronised by a whole of government approach to achieve strategic outcomes

1.14 CMO contributes to the integration of the elements of national power by providing national and international links between the ADF and the civil dimension. For example, national power may be enhanced greatly by the sharing of information between the levels of government, civil actors and lobby groups.

1.15 It is through the application of CMO that the ADF is able to create the environment of cooperation and harmony to achieve the Australian national strategic objectives for an operation. CMO contributes to the whole of government approach by:

• attempting to minimise the potentially adverse effects of civilian interference with military operations;
• attempting to minimise the potentially adverse effects of military operations on the civil dimension;
• coordinating military operations with relevant civil initiatives;
coordinating with the humanitarian agencies that meet the life-sustaining needs of the civilian population; and

• providing the commander with expertise in civil-sector functions that are normally the responsibility of civilian authorities.

Civil-military operations in support of the Australian Military Strategy

1.16 The Australian Military Strategy 2001 (AMS) is generated from outcomes in the Defence White Paper3. The AMS provides guidance regarding the conduct of ADF operations. AMS describes how the military, as one element of national power, can contribute to the Government’s strategic objectives.

1.17 AMS defines the following strategic military tasks:

• Defending Australia and its direct approaches. Defending Australia refers to operations where the ADF deploys to protect against a perceived threat to Australian national sovereignty. Operation CRANBERRY, which was the ADF contribution to naval border patrols and surveillance operations within northern Australia and its approaches, was provided under Defence Force Aid to the Civil Authorities. This operation involved the ADF assisting the Department of Foreign Affairs and Trade and the Department of Immigration and Multicultural and Indigenous Affairs in meeting their mandate of limiting illegal fishing, illegal immigration and smuggling. CIMIC activities contributed to the development of cooperative working arrangements where the efforts of the involved agencies were aligned to achieve the same outcome.

• Contributing to the security of the immediate neighbourhood. Australia’s strategic interests have often involved operations to assist, stabilise and guide neighbours as partners within the South-East Asian region. These operations are classified as contributing to the security of the immediate neighbourhood. An example is the ADF deployment to Bougainville, Operation BEL ISI, where the multinational Peace Monitoring Group and Truce Monitoring Group supervised a cease-fire after a 9-year civil war. The conduct of CIMIC within Bougainville facilitated communication and collaboration between indigenous leaders and civil authorities, which contributed to the achievement of the peacekeeping mission.

• **Supporting wider interests.** Notwithstanding its strong focus on the Asia-Pacific region, Australia also has clear strategic interests at the global level. Foremost among these is Australia’s responsibility to support the UN as a prime mechanism for ensuring global collective security. Australia has a strong interest in being able to contribute effectively to international coalitions of forces to meet crises beyond our immediate neighbourhood. An example occurred when Australia provided a valuable contribution to alleviating a civil crisis in Baghdad by flying in medical stores to Iraq during Operation FALCONER. CIMIC interaction with civil participants also provided information that assisted the provision of medical stores to the areas in most need.

• **Peacetime national tasks.** Peacetime national tasks are those domestic and regional tasks such as humanitarian assistance and disaster relief. Examples include support to the Commonwealth Heads of Government Meeting (Operation GUARDIAN), security assistance to the 2000 Olympic Games (Operation GOLD) and humanitarian assistance provided to Indonesia after the 2002 Bali bomb blasts (Operation BALI ASSIST). ADF liaison officers and multi-agency planning teams provided the necessary interface for effective communication with the Government and associated agencies.
Civil-military cooperation provides an important contribution to Australia’s strategic military tasks

CMO contributes to AMS by enhancing the effectiveness of the ADF, aiming for the achievement of both Australian and HN objectives. Unity of effort between the ADF, government agencies, international organisations and NGO results in the efficient utilisation of a nation’s resources.
The legal framework of Australian Defence Force operations

1.19 Australia is bound by the laws of armed conflict (LOAC), which is the body of international law that regulates the conduct of nations and governs the behaviour and conduct of combatants and non-combatants during times of armed conflict. LOAC principally comprise the provisions of the Geneva Conventions, the Protocols additional to those conventions, Hague Conventions and Regulations and conventions restricting or banning the use of certain weapons. Accordingly, commanders at all levels are bound to observe LOAC to ensure that it is adhered to by all deployed personnel, and are to take prompt action to prevent breaches of that law. Awareness of the provisions of LOAC is essential to the conduct of CMO, as activities will involve significant interaction with non-combatants occupying the same area of operations (AO).

1.20 Where operations take place under a UN Security Council resolution, the terms of the resolution are binding on all UN members. In addition to LOAC and UN resolutions, the domestic law of the HN that is providing support to the force, or to the nation that is the focus of the operation, may affect an operation. In adhering to LOAC, UN resolutions and domestic laws, commanders are provided with legal parameters within which operations are to occur.

The humanitarian environment

1.21 The protection of human rights and moral legitimacy is central to the political context of ADF operations. The ADF supports humanitarian tasks wherever these align with whole of government objectives. CMO activities during operations seek to align, wherever possible, the activities of humanitarian agencies with those of the ADF—without prejudicing the independence of the humanitarian agencies or the responsibilities of the ADF.

1.22 Humanitarian agencies seek to administer the basic rights and obligations of civilians within the operating environment under international humanitarian law. Humanitarian agencies aim to establish and maintain a humanitarian operating environment (sometimes referred to as humanitarian space) within or close to operations. Humanitarian agencies will seek to maintain a clear distinction between the role of humanitarian actors and that of the military. They will attempt to create an operating environment in which they can discharge their responsibilities effectively and safely, independent of military and political action. While humanitarian agencies prefer to operate autonomously, they will sometimes seek support and assistance from the military as the situation dictates.
1.23 Humanitarian assistance by civilian aid organisations is rendered in accordance with three principles:

- **Humanity.** Human suffering must be addressed wherever it is found, with particular attention to the most vulnerable in the population, such as children, women and the elderly. The dignity and rights of all victims must be respected and protected.

- **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.

- **Neutrality.** Humanitarian assistance must be provided without engaging in hostilities or taking sides in controversies of a political, religious or ideological nature.

Figure 1–3: The provision of humanitarian assistance by the Australian Defence Force is facilitated by civil-military cooperation

**THE AUSTRALIAN DEFENCE FORCE APPROACH TO CIVIL–MILITARY OPERATIONS**

1.24 The ADF approach to CMO is one that recognises the interdependence of the ADF with other aspects of the political, strategic and operational environments. The ADF acknowledges that success in operations is partly affected by the political system, government agencies, international organisations, NGO, HN, the media and the civilian population.
Civil-military operations and adaptive action

1.25 Military operations in complex human environments require forces to be highly adaptive. The adversary survives by rapidly adapting to our forces operations, and our force must in turn adapt to those changes in the adversary tactics. CIMIC activities contribute to adaptive action by enhancing situational awareness, accelerating the commander’s decision cycle.

Civil-military cooperation and situational awareness

1.26 Gaining situational awareness is a key factor in the way the ADF conducts operations. An important element of situational awareness is having a deep appreciation of the nuances of an adversary’s culture and national values. CIMIC establishes and maintains situational awareness through a study and understanding of PMESII, which stands for:

- political,
- military,
- economic,
- social,
- infrastructure, and
- information.

1.27 This requires people trained in language, culture, religion, demography, and tribal structures.

Civil-military operations as a component of military power

1.28 Military power is derived from the integration of three interdependent components: the intellectual component provides the knowledge to fight; the moral component provides the will to fight; and the physical component provides the means to fight. CMO planning uses the components of military power to achieve specific outcomes in peace, tension, conflict and post-conflict situations. CMO contributions to the following three components of military power:

- **Intellectual component.** The CMO contribution to the intellectual component involves CMO specific training, doctrine, education and awareness.
• **Moral component.** CMO provides a substantial moral foundation through adherence to charters and conventions of the UN, whilst allowing for a perceived alignment by the Australian population to the values and principles of the national culture.

• **Physical component.** The physical component to military power provides the means of conducting operations. The physical components of CMO are the CIMIC elements of CIMIC staff and tactical support teams. These are aligned to the inherent capacity of all ADF members to achieve CMO outcomes.

![Image of military personnel engaged in humanitarian efforts](image)

Figure 1–4: The Australian Defence Force involvement with operations such as humanitarian assistance, disaster relief, military support and peace operations has highlighted that the conduct of civil-military cooperation is critical to achieving successful outcomes.

**THE TENETS OF CIVIL–MILITARY OPERATIONS**

1.29 The principles of war and the tenets of CMO provide guidance in the planning and provision of CIMIC support to operations. Balancing the competing demands represented by the principles of war and the tenets of CMO is the essence of success. While the principles of war are discussed in ADDP–D, the tenets of CMO are:

• **Mission primacy.** The military force will not always have primacy in a theatre. However, military operations may be conducted to support
non-military national outcomes. The commander conducts CMO in support of a military mission. CIMIC enables a commander to interface with the civil aspects of the environment within which the ADF operates and to absorb fully all the civil factors into planning. The military may be deployed as part of the international community’s efforts to resolve a complex humanitarian emergency. Indeed the military may have been given an explicit supporting role to an overall civil authority within the AO. Nonetheless, only the commander can decide the extent to which military resources should be committed to CIMIC tasks in support of the civil dimension. Indeed, additional tasks should not be assumed without an assessment of the resources, in coordination with civilian agencies, and the prioritisation of military tasks. Furthermore, any local CIMIC tasks planned by subordinate commanders should be coordinated and deconflicted so that they do not compromise longer term operational objectives.

• **Unity of effort.** Commanders at all levels allocate and prioritise CIMIC activities to achieve the necessary unity of command and unity of effort for mission success. They should be aware of the impact of ADF operations on the civil dimension and the impact of the civil dimension on their military operation. Commanders should prioritise and direct CIMIC activities in such a way that the effectiveness of the ADF is maintained without adding unnecessarily to civil hardship or compromising civil objectives.

• **Coordination.** This tenet is concerned with facilitating the relationships within the civil dimension necessary for the achievement of the mission. Coordination with civil actors is essential for establishing close working relationships between the key decision-makers, both ADF and civilian, and developing mutual respect and cooperation. Transparency in all CIMIC activities is the best way of minimising the risk of tension or distrust, and assisting coordination between agencies. As the operation matures, the synergies of coordinated effort between civilian and military staff will be a key factor in the maintenance of cooperative relationships.

• **Identification of common goals.** In order to maximise the effectiveness of CMO, the ADF and government agencies should identify and, where possible, share common goals, while acknowledging and respecting mutually exclusive objectives. Goals and end-states will differ between civil actors and the ADF, and understanding the various perspectives will contribute to building common ground. Common goals should be established early and reviewed regularly. Priorities, however, may differ substantially, and coordination will be a critical mechanism in negotiating common goals that are agreeable to all participants.
Minimising adverse military impact. The ADF may require access to local civilian resources. In those circumstances, every effort should be made to avoid an adverse impact on local populations, economies or infrastructure. The commander should only undertake civil tasks when there is no other solution. Consideration must be given to the unacceptable vacuum that can result when the military leaves an area in which the local population is not self-sufficient. The creation of a ‘dependency culture’ is likely to prejudice the successful achievement of the mission. Commanders should avoid creating long-term dependence on ADF resources by the local population, government, international organisations or NGO. Once provided, withdrawal or reduction of resources will strain or retard civil-military relations. Responsibility for civil related tasks should be returned to the civil sector as soon and as smoothly as possible.

Prioritisation and concentration. Assets to support tasks in the civil dimension are likely to be limited and should, therefore, be concentrated on tasks of the highest priority. Concentration has the advantage of improving civilian perceptions of the military force and demonstrating its determination to act in the civil interest. Dissipation of assets, on the other hand, may reduce the overall impact and prolong the achievement of the desired end-state.

Legal obligations and humanitarian considerations. Commanders have legal and moral obligations to prevent unnecessary suffering where possible. Fulfilment of this obligation assists a commander in achieving long term strategic objectives. Legal staff will advise the commander on LOAC matters. Commanders should seek, within the constraints of their mission, to reduce the effect of military operations on non-combatants. This is fundamental to consolidating mission legitimacy. Human rights of individuals and groups must be respected and protected in compliance with international law and the LOAC. In operations where the primary mission is humanitarian assistance, its provision should occur (where possible) without regard to nationality, political or ideological beliefs, race, religion, sex or ethnicity.

CONCEPT OF CIVIL–MILITARY OPERATIONS

1.30 The concept of CMO is detailed in figure 1–5. CMO represents the framework that ties strategic guidance and planning to the conduct of CIMIC activities on operations. A comprehensive approach, incorporating whole of government and other stakeholders, provides the strategic guidance to the ADF which enables operational planning within a CMO framework that in turn drives CIMIC tasking.
The ADF uses CMO as the primary construct to incorporate the civil dimension into military planning. The key outcomes of CMO can be considered as:

- those activities that contribute to sustainment and protection of own force, and
- those activities that contribute to the strategic endstate.

CIMIC is the primary mechanism for the coordination between the ADF and civil dimension. The key functions of CIMIC are:

- support to the force (eg provision of resources by local suppliers),
- civil-military liaison (eg liaison with local police), and
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1.33 These functions are fully described in chapter 2—‘Planning’.

Figure 1–6: Civil-military cooperation involves interaction with multiple aspects of the civil dimension

CONCLUSION

1.34 The ADF conducts operations in a complex environment as part of a whole of government approach to national security. CMO is an important framework for ADF planning. This framework facilitates interaction with relevant parts of the civil dimension and provides an interface for the interaction of single Services, coalition partners, and civil actors. The conduct of CMO is consistent with AMS, and the long-term objectives for the defence of Australia. The ADF approach to CMO encompasses interaction with government agencies, international organisations, NGO, HN concerns, the media and the civil community.

1.35 The application of CMO within an area of operations relies upon CIMIC staff establishing and maintaining effective working relationships with all stakeholders. These relationships facilitate varying degrees of cooperation, ranging from basic information sharing to integrated planning. The application of CMO requires an understanding of its contribution to the achievement of the military mission. These concepts are discussed in chapter 3—‘The Application of civil–military cooperation’.
CHAPTER 2

PLANNING

Executive summary

- Civil-military operations (CMO) planning considerations must be incorporated into the strategic, operational, and tactical planning cycles. Planning for operations is conducted by Headquarters Joint Operations Command (HQJOC) and is facilitated by the joint military appreciation process (JMAP). CMO planning enables the utilisation of both military and non-military components to achieve mission objectives.

- Military activity occurs within a whole of government framework and the process of planning for civil-military cooperation (CIMIC) activities may involve multi-agency planning teams. These teams may consist of Australian Defence Force (ADF) planners and key stakeholders from other government departments (OGD), coalition forces, and international organisations.

- Information sharing with civil actors enhances the prospects of both the civil and military end-states being achieved, but considerations such as operational security and neutrality have to be addressed as part of the process. Security clearances, information sharing, and training contribute to the success of multi-agency planning teams.

- ADF liaison officers have the potential to significantly enhance information sharing and facilitate effective civil-military unity of effort. The employment of liaison officers is crucial in the building of trust and respect between the ADF and key civil actors.

You (military professionals) must know something about strategy, tactics and logistics, but also economics and politics and diplomacy and history. You must know everything you can about military power, and you must also understand the limits of military power. You must understand that few of the problems of our time have … been solved by military power alone.

John F. Kennedy, 7 June 1961
INTRODUCTION

2.1 The ADF joint planning process is an integrated system, involving commanders and staff working in coordination with the Australian government and the civil dimension. CMO considerations must be incorporated into each level of the planning process in order to achieve coordination.

2.2 When strategic planning commences, CMO provide a framework for Australian civil and military agencies to work cooperatively. Consideration of CMO through all the levels of military planning aids in ensuring that the whole of government approach is maintained and that planning is conducted with other key agencies. Within the operating environment, CIMIC staff contribute to unity of effort between multiple organisations to ensure operational objectives are met. The contribution of CIMIC to operational success is further described in chapter 3—‘The Application of civil–military cooperation’.

2.3 Coordination between the ADF, Government, and civil participants is achieved through the exchange of liaison officers and the use of multi-agency planning teams. The biggest challenge for the ADF in maintaining external coordination is the protection of operational security. While early engagement with agencies external to the ADF is a key planning consideration, this needs to be balanced with the requirement for operational security.

2.4 The intent of this chapter is to describe the planning aspects of CMO, list the CMO planning considerations, and outline the responsibilities of CMO planning staff.

COALITIONS, AGREEMENTS AND LEAD ROLES

Military coalitions

2.5 Coalition operations involve the armed forces of two or more nations working towards an agreed end-state. Coalition operations may involve a large number of military forces with differing capabilities, each representing their own national interests. Coalition operations encompass the full range of military operations, from disaster relief to high intensity armed conflict. The lead nation or framework nation, within the coalition, would normally guide the conduct of CMO.

2.6 United Nations coalitions. A United Nations (UN) coalition is one that is constituted by a coalition of contributing nations under the auspices of the UN, in accordance with the UN Charter and led by an UN-appointed commander. In this case, the operation is planned, commanded, and managed by the UN headquarters in New York. The coalition forces in a UN operation are identified as UN forces, not by their country of origin.
2.7 United Nations sanctioned coalitions. Instead of forming a UN force, the UN Security Council may sanction the use of force under the UN Charter by a coalition or regional organisation of countries acting in their respective national capacities. Nations participating in such a coalition are identified as national elements of an international force, and this force is usually commanded by one of those nations.
OPERATIONAL FUNCTIONS

2.8 There are five distinct and overlapping operational functions listed below. CMO activities are aligned to these operational functions, as follows:

- **Preparation.** At the earliest possible stage, CIMIC staff will be involved in the preparation of the force to deal with the civil dimension. This will include planning, advice, education, and training.

- **Deployment/redeployment.** Force deployment and redeployment requires the coordinated supporting actions necessary to project a force into an operating environment and extract it at the conclusion of its deployment period. CIMIC facilitates communication with the civil authorities controlling key infrastructure (such as airfields, harbours, ports) that assist the deployment/redeployment phase.
• **Employment.** Relationships, whether formal or informal, must be established and maintained with existing governments and authorities as well as international and local civilian agencies. In the initial phase of an operation, critical and immediate tasks normally carried out by civilian organisations may be performed by the military force, either for immediate logistical or humanitarian reasons or as a first step in the creation of a safe and sustainable infrastructure.

• **Sustainment.** CIMIC staff should focus on empowering local and international civilian support agencies to assume full responsibility for civil sustainment. The military may assist with this process by providing a safe and secure environment in which civilians can operate. Civilian organisations should assume greater responsibilities for civil functions and require a decreasing amount of assistance from the military force as the situation returns to normality.

• **Reconstitution/demobilisation.** As the military force reduces the number of uniformed personnel and the scope of its responsibilities, CIMIC staff continue to support the transfer of civilian responsibilities that the force may have assumed upon its arrival to the relevant agencies and organisations. The primary role of CIMIC in the transition stage will be to assist the appointed civil authorities in operating without the presence of the military force.

**PLANNING FOR CIVIL–MILITARY OPERATIONS**

2.9 CMO staff should be involved in the planning process at the earliest opportunity in order to prepare the ADF to deal with the civil dimension on operations. Early engagement of national and international authorities is imperative, as understanding the civil dimension is essential for the successful application of CMO. Early engagement provides an opportunity for achieving a high degree of coordination with all stakeholders. A principal challenge is ensuring that operational security is maintained, particularly at the earliest stages of planning. Engagement with civil actors is best achieved through the exchange of liaison officers and multi-agency planning teams.
Planning military operations

2.10 ADF CMO staff should be involved in providing input and assessments as part of the strategic planning process. The strategic planning process is a command and staff process to support the Chief of the Defence Force and the Chief of Joint Operations (CJOPS) in planning operations. HQJOC is responsible for strategic and operational planning. CMO planning combines the cyclic development and review process of deliberate and immediate planning as follows:

- **Deliberate planning.** Deliberate planning is the development of military strategic guidance for the employment of the ADF to achieve an end-state in support of national strategy. As a general rule, the deliberate planning process deals with circumstances where at least 12 months warning is anticipated. Strategic Policy Division with support from Joint Operations Command conduct deliberate planning. Contingency planning is a component of deliberate planning that focuses on coordination and interaction with OGD, while engaging the ADF in shaping and influencing development.

- **Immediate planning.** The immediate strategic planning process is designed to enable the rapid development of military options, government approval of a military plan, and its subsequent execution. HQJOC is responsible for the planning and provision of strategic guidance for the conduct of operations that may involve CMO activities. Guidance is focused towards the next 12-month period and monitoring ongoing operations.

2.11 HQJOC staff, with advice from specialists, prepare the civil aspects that contribute to planning. They ensure that factors relating to the civil dimension are incorporated into all aspects of planning. Factors that should be considered include:

- political and cultural history;
- the state of national and local government;
- populace demographics including tribal, religious and power based organizational structures;
- critical infrastructure;
- public administration and services;
- the economy;
• the needs of the civilian population including population movement, including internally displaced people (IDP)\(^1\) and refugees;

• the presence, mandates, capabilities and intentions of international organisations and non-government organisations (NGO); and

• the media.

2.12 CJOPS is responsible for operational planning, coordination and execution. CJOPS’ decision making cycle requires a close interaction between the civil dimension and the military. CMO staff should be included in the planning group, as the civil dimension will impact on all aspects of operations and staff work. CMO staff work closely with all staff branches to ensure that civil factors are integrated into operational plans.

2.13 CMO staff maintain close contact with relevant civil organisations in the planning phase, and should be included on ground reconnaissance missions. It is important that CMO staff understand the intentions of civil actors operating within the operational environment and, where possible, achieve harmonisation with them without breaching security.

2.14 A key role of CMO staff will be to provide practical advice to the commander and carry out accurate civil-military assessments. Above all, they should have the experience and credibility to work closely with all other staff to ensure that civil related factors are integrated into plans. Figure 2–3 illustrates the branch links between staff and their involvement with CMO planning considerations.

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1 IDP are people who are displaced within their own country.
Lines of operation

2.15 Lines of operation describe where military effort is applied to achieve the end-state. The lines of operation are a philosophical model from which to consider the diverse array of tasks required to win the fight and influence the people in the CMO approach. To be effective, the ADF should consider action within a model of indicative, interdependent, and mutually reinforcing lines of operation. The following are indicative lines of operation, there may be more or less:

- **Combat.** Combat involves actions to secure the environment, remove organised resistance, and set conditions for the other lines of effort.

- **Population Protection.** Population protection provides protection and security to threatened populations in order to set the conditions for the re-establishment of law and order and a handover to civilian organisations.

- **Public Information.** Public information action informs and shapes the perceptions, attitudes, behaviour, and understanding of target population groups.

- **Population Support.** Population support establishes, restores or temporarily replaces the necessary essential services in affected communities.

![Figure 2–3: Civil-military cooperation staff relationships](image-url)
• **Indigenous Capacity Building.** Indigenous capacity building nurtures the establishment of civilian governance, which may include local and central government, security, police, legal, financial, and administrative systems.

2.16 A comprehensive approach to campaigning focuses on the interdependence of each of the lines of operation. Operational experience demonstrates that tactical actions taken along one line of operation will likely have an effect and impact on one or more of the other lines of operation. These lines of operation do not represent a template and are only one possible method for considering the range of tasks likely to face the ADF.

2.17 The key to the ADF’s success in high levels of operational uncertainty is its ability to effectively orchestrate effort across multiple lines of operation. As a result, the ADF must be able to quickly shift its main effort within a line of operation, and across multiple lines of operation, in response to and in anticipation of a rapidly changing situation. This ability is predicated on timely feedback and sufficient understanding to interpret the situation accurately.

**Planning Tools**

2.18 The operational planning process. Operational planning is facilitated by the JMAP. The JMAP is a logical decision-making process that analyses all the relevant factors in a situation and coordinates all staff functions towards the development of the most appropriate plan of action. The effectiveness of the process is reliant on the provision of timely and informed commander’s guidance, and regular consultation between the commander and staff. Further information on JMAP is available in Australian Defence Force Publications 5.0.1—Joint Military Appreciation Process.

2.19 Civil-military cooperation staff estimate. The commander and staff make estimates applying to any operational situation and all levels of command, looking at possible solutions to operational missions and requirements. These estimates can form the cornerstone for staff annexes to operational orders and plans. The CIMIC estimate is an analysis of how the civil dimension may influence the mission and how military action will influence the civil dimension. A CIMIC staff estimate consists of:

• significant CIMIC facts;
• events and conclusions affecting CIMIC (based on current or anticipated situations);
• recommendations on how available resources can best be used for CIMIC; and
• an assessment of additional resources needed to support CIMIC.
Planning models. A number of models can be used to guide CMO planning. These include:

- diplomatic, information, military and economic (DIME);
- civil areas, structures, capabilities, organisations, people and events (CASCOPE); and
- political, military, economic, social, infrastructure and information (PMESII).

The DIME planning tool, commonly used at the political-strategic level, contains four characteristics. These characteristics are as follows:

- **Diplomatic.** The diplomatic characteristic includes all activities short of the use of military force to seek resolution for an issue or conflict.
- **Information.** Information includes the gathering and flow of information, key information requirements and the communications needed to understand the environment.
- **Military.** Support to the commander’s military mission is paramount.
- **Economic.** The health of the economy is a major factor in the stability of the nation.

The CASCOPE planning tool, commonly used by CIMIC teams to conduct a CIMIC staff estimate, contains six characteristics:

- **Civil areas.** Civil areas are key localities or aspects of the terrain within a commander’s area that are not normally thought of as militarily significant (for example locations of government centres, areas defined by political, ethnic or linguistic boundaries, commercial/industrial/agricultural regions, trade routes, displaced persons camps and displaced persons movement corridors).
- **Structures.** Structures include existing civil structures (for example jails, warehouses, schools, television and radio stations, utilities, religious and cultural sites) and their location, function, capabilities, and application. Particular attention is warranted for those sites that contain potentially dangerous forces, such as dams and nuclear power stations.
• **Capabilities.** The existing or required indigenous capabilities to sustain the populace and infrastructure\(^2\), and resources and services\(^3\) that can be contracted to support the military mission, need to be determined.

• **Organisations.** This characteristic includes organised groups that may or may not be affiliated with government agencies. These may include international organisations, NGO, cultural/religious groups, fraternal organisations, patriotic or service organisations, community groups and other interest groups.

• **People.** This includes all the civilians one can expect to encounter in the area of operations (AO), as well as those outside the AO, whose actions, opinions, or political influence can affect the military mission. This also includes the attitudes and future intent of these civilians.

• **Events.** Civilian events may affect the military mission (for example elections, riots, evacuations, planting and harvest seasons) and military events may impact on the lives of civilians (for example air, ground, and sea combat operations, deployments, redeployments).

2.23 PMESII is a planning tool for detailed planning that can be used at all levels. It generally takes longer than the other tools. The PMESII characteristics are as follows:

• **Political.** The political characteristic includes all political and diplomatic activities to seek resolution for an issue or conflict.

• **Military.** The commander’s military mission is paramount and CIMIC activity must provide support to that mission. Planning should identify the role for CIMIC in that environment, the inputs required, and the size of force required.

• **Economic.** The health of the economy is a major factor in the stability of the nation. The plan needs to identify the tasks or projects required to restore economic stability and who is best placed to resolve, conduct, or coordinate economic rehabilitation.

• **Social.** The societal cohesion and culture of a nation must be understood. Cohesion does not necessarily imply ethnic homogeneity. A state may be ethnically diverse yet socially cohesive.

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2 For example public administration, public safety, legal system, emergency services, food, and agriculture systems.

3 For example interpreters, humanitarian assistance, the media, construction materials, and equipment.
• **Infrastructure.** It is necessary to analyse what infrastructure is available, what is required, identify any gaps, and prioritise the resulting task list.

• **Information.** The plan needs to detail how CIMIC is to be linked into key areas to gather and pass information. It also needs to identify the key information requirements. This requires analysis of the information areas, information structures, information capabilities, information organisations, informants, and information events.

2.24 A list of CIMIC considerations is shown in annex A.

**Legal parameters**

2.25 Legal parameters will vary according to the type of operation and its position in the full range of operations. Legal considerations include:

• the domestic law of the host nation (HN) which will affect customs, contracting and status of forces;

• international law such as UN mandates and international humanitarian law;

• coalition partners’ domestic law which may affect certain CIMIC activity; and

• Australian domestic law.

2.26 There are significant legal issues that will have a bearing on various planning factors. Therefore, the early involvement of legal staff will assist the development of CMO plans. Further detail regarding legal parameters is in annex B.

**Planning teams**

2.27 The process of planning for CIMIC activities may involve multi-agency planning teams. These teams may consist of ADF planners and key stakeholders from OGD, coalition forces, and international organisations. The purpose of the teams is to provide technical expertise and staff assistance in planning, coordination and/or execution of operations. The difference between the strategic and operational level teams occurs in the composition and authority of the decision making groups and the nature of the agencies providing input. ADF participants in planning teams will be drawn from planning cells, and will provide insight gained from their participation in the strategic planning process and/or the JMAP.
2.28 HQJOC is responsible for confirming the participation of non-ADF individuals in ADF sponsored multi-agency planning teams. The ADF and civil actors involved in multi-agency planning teams may need access to Defence communications and information systems, both secure and non-secure, to participate in the planning of operations. Civilians participating in the process who do not hold appropriate security clearances will be excluded from the classified ADF planning for operational security reasons.

2.29 Measures of effectiveness (MOE) and normality indicators (NI) must be developed to support the commander’s exit strategy. Planning needs to determine the critical issues and how they are to be prosecuted. Staff then need to determine the effectiveness of the measures chosen. MOE and NI are discussed in chapter 3—‘The Application of civil–military cooperation’.

Information sharing

2.30 Information sharing enhances the prospects of both the civil and military end-states being achieved. Despite this, individual stakeholders may be reluctant to share information with the other participants. The ADF may be concerned about compromising security. Other participants may be concerned about compromising their neutrality. Information is usually shared when the participants in CIMIC identify a common interest. CIMIC staff must build on these common interests and work to ensure that information sharing is a two-way process. Each group’s concerns need to be addressed and respected.

2.31 Challenges to sharing information. The challenges to sharing information between military and non-military organisations can be significant. Some of these challenges include language barriers, differences in terminology, cultural and organisation differences, and personalities. CIMIC planners and operators must be continually appreciative of the following challenges:

• There is a difference between the sharing of information with Australian government agencies and information sharing with non-Australian government agencies, international organisations, and NGO.

• Early security classification of a plan often prohibits integration of the international organisations/NGO community in the planning process. CIMIC planners, therefore, need to evaluate how they can best integrate civilian planners into the process without compromising security.

• International organisations and NGO representatives who participate in information sharing might be incorrectly perceived as participating in intelligence activities by people both inside and outside the humanitarian community.
• The way information is packaged for military organisations may not be practical or useful to non-military organisations.

• Communications can be challenging, particularly when sharing information between secure and insecure means, and when communicating with NGO/other government organisations. This can be further exacerbated by the requirement to use interpreters.

• Information must be passed to the relevant military staff in a timely manner.

Civil-military cooperation staff

2.32 Responsibilities for CIMIC vary between the strategic, operational and tactical levels. Within HQJOC CIMIC planning for operations is conducted by the Plans directorate (J5); within the Deployable Joint Force Headquarters it is a stand-alone function conducted by the J9 staff; while at the tactical level the placement of the CIMIC planners remains the prerogative of commanders.

2.33 Planning staff need to understand the principles and complexities of working with OGD, international organisations and NGO. CIMIC staff can support this function. All military activities will generate some impact on, and will be influenced by, the civil dimension.

2.34 The key activities conducted by CIMIC staff are:

• planning within a multi-agency framework at the strategic and operational level;

• liaising with government, international organizations, and other types of civil actors;

• continuously assessing of the local civil dimension;

• overseeing the conduct of civil-related activities by military forces;

• ensuring a timely and smooth transition of civil responsibilities to the proper authorities; and

• advising the commander.
Multi-agency planning

2.35 Two other planning forums are available to assist in a multi-agency environment. These are as follows:

- the Multi-agency Coordination Group (MACG); and
- the Multinational Planning Augmentation Team (MPAT).

2.36 The MACG is an ad hoc group that can be formed at any level to support a commander in planning the military mission. The role of the MACG is to coordinate and assist in controlling these aspects of the mission to support both military and civil outcomes, especially transitional planning. There are no set agencies or organisations for a MACG, which is formed to address a range of issues, services or effects that are beyond the military commander’s resources.

2.37 MPAT is an international cadre of military planners from nations with interests in the Asia-Pacific region that can augment a planning headquarters.

Liaison officers

2.38 ADF liaison officers interface with Government and a range of civil participants. They may be assigned by a commander to OGD, the UN, HN civil administration, and the lead agency. They will be required to have an understanding of the aims and goals of the civil dimension, their capabilities and concerns, and to identify any sensitivities that could affect civil-military relations. They should have a thorough understanding of CIMIC principles and be capable of providing advice on ADF capabilities, intentions, and probable outcomes. The exchange of liaison officers between the civilian authorities and the ADF must be conducted at appropriate command levels. Liaison officers should be properly resourced including the provision of communications.
2.39 The primary responsibilities of the ADF liaison officer are to keep the military commander and civilian authority informed of activities and differing perspectives, and to provide advice and other assistance to the Government and key civil actors. An example of involvement in recent multi-agency operations was the support provided by the ADF in Sydney during the Asia Pacific Economic Cooperation 2007 Economic Leaders Week (Operation DELUGE). ADF liaison officers facilitated communication between the ADF and key civil authorities, including State and Federal police, and the New South Wales state government.

2.40 Civil-military cooperation support team liaison. At the tactical level, a CIMIC support team may have responsibility for liaison with the civil dimension. This team will consist of CIMIC advisers whose task is to conduct field assessments. The CIMIC support team may also assist in the establishment of CIMIC Centres. Specialist liaison officers may be appointed to support the team, and may include engineers, communications specialists, and linguists.

CONCLUSION

2.41 The ADF joint planning process is an integrated system involving commanders and staff working in close coordination with Australian government and civil participants. CIMIC staff need to be involved at the earliest opportunity in preparing the ADF to deal with the civil dimension. Early engagement of the national and international authorities is imperative as understanding the civil dimension is essential to military success.

2.42 Multi-agency planning teams consist of ADF planners, Defence specialists, and representatives from civil agencies, coalition forces and the UN. The teams may vary in composition and authority due to the nature of the agencies providing input. Information sharing enhances the prospects of both the civil and military end-states being achieved but must be balanced with security considerations.

2.43 ADF liaison officers have the potential to significantly enhance shared understanding and their employment is crucial in building of trust between ADF and key civil actors. ADF liaison officers can participate in multi-agency planning teams, and have the capacity to inform and advise both the military commander and civilian authorities.
HISTORICAL EXAMPLE—EAST TIMOR

On 27 January 1999, the then President of Indonesia, B.J. Habibie offered the Timorese people a referendum for independence. Following the UN sponsored referendum for East Timor autonomy on 30 August 1999, violence erupted with the Indonesian backed militia mounting a widespread campaign of terror and destruction of civil infrastructure. Clashes between those elements wishing to remain within Indonesia and those supporting independence grew in intensity and severity.

The Australian Government, with regional interests and a professional military force capable of forming the UN authorised multinational force International Force East Timor (INTERFET), subsequently exploited all elements of national power to reinstate law and order to East Timor and set the country on a stable path to independence.

Facilitating the delivery of humanitarian aid was part of the UN mandate given to the ADF. In the first 24 hours, INTERFET troops found thousands of displaced persons at the port. There were thousands more in the southern hills and several hundred, including children, scattered around the city. In the absence of aid agency resources, INTERFET began clinics and food distribution within 48 hours, despite the extra strain these activities put on medical personnel and resupply operations.

Over the coming days the Sports Stadium in Dili became the focal point for the delivery of humanitarian aid. Hundreds of East Timorese were returning to Dili and thousands came to the Stadium seeking food. Fortunately, international organisations and NGO had established themselves and were able to assist. On 25 September, an experienced civil affairs officer from the United States 322nd Civil Affairs Brigade led the establishment of a Civil-military Operations Centre for INTERFET in Dili. Early priorities were to engage the international organisations and NGO in Dili to discuss security, to coordinate INTERFET support and to gather information so that aid agencies could assist East Timorese communities in need. Meetings were convened with representatives from the UN High Commission for Refugees, UN Office for Coordination of Humanitarian Affairs, UN World Food Program, International Committee of the Red Cross, UN Children’s Emergency Fund, Caritas Australia and other agencies.
HISTORICAL EXAMPLE—(cont)

The coordination of the Australian effort rested with the planning staff of Headquarters 3rd Brigade, who coordinated the removal of bodies found by INTERFET troops, arranged security for humanitarian assistance activities in Dili, and facilitated the displaced East Timorese returning to their homes. These arrangements applied to East Timorese returning from hiding in the hills and refugees returning from elsewhere. Interim solutions for the delivery of assistance involved CIMIC staff engaging the local community and church representatives.

The mandate given by the UN Security Council to INTERFET had directed Major General Cosgrove to facilitate humanitarian assistance operations within force capabilities. There was an implicit expectation that this effort would be limited to the provision of emergency aid to relieve the immediate suffering of East Timorese until there was a secure environment for aid to take over. The use of CMO and CIMIC by the ADF was a driving force behind the effectiveness of humanitarian operations and a conduit for international aid and goodwill for the entire period of service in East Timor.

Annexes:
A. Civil–military operations considerations
B. Legal Parameters
CIVIL–MILITARY OPERATIONS CONSIDERATIONS

1. Every operation will have different circumstances which will require an individual approach to civil-military operations (CMO). The following list provides some indicative considerations to assist with planning.

- What is the intended military end-state? What will be the measures of effectiveness (MOE)? Will these MOE determine the ‘exit strategy’?
- Is there a whole of government approach? Which other departments/agencies contribute to a strategic partnership?
- What level of support can be expected from the host nation? Is this support addressed within a status of forces agreement or an arrangement?
- Which other nations will contribute to the coalition? What is their approach to CMO?
- Are there external agencies that should be included in initial planning? Later planning?
- What CMO structures and liaison are needed at the strategic level to support the operational commander?
- What force elements will be assigned for CMO?
- What level of support will be offered through humanitarian assistance? Is this funded? How much? Where from? Are there additional sources of revenue?
- Is the host nation (HN) administration sound or is there a need for a civil administration to be established? What functional specialists are required to support the civil administration?
- What areas of CMO come under coalition control and what areas remain national issues?
- Do all coalition nations have a similar understanding of CMO? If not, what are the differences in approach?
- What CMO support can coalition nations provide and what support cannot be provided?
- Is CMO synchronised with other lines of operation in the campaign plan?
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- Does the coalition synchronisation plan articulate a common operational approach across boundaries (such as military, social, political, cultural or economic boundaries)?

- Which international organisations, non-government organisations (NGO) and other donors will be operating in the area of operations (AO)?

- Has a lead agency been determined?

- Will a civil-military cooperation (CIMIC) centre need to be established?

- Who are the pertinent diplomatic representatives? Is there a United Nations (UN) Special Representative?

- What joint task force (JTF) support is required to assist or establish the HN civilian law and order system? What are the consequences of this support?

- Is there a comprehensive campaign plan and does it address CMO issues?

- Have CMO planners and other agency personnel been included in the assessment team for the operation?

- What areas of CMO come under coalition control and what areas remain national issues?

- What are the political and civil implications of the desired strategic and operational end-states?

- What are the civil end-states implied by the military end-states?

- What is the CMO transition plan? What agencies have been identified to conduct what tasks? Is the plan documented?

- Have measures been established to synchronise the CMO activities with the campaign plan’s line of operation?

- What are the required civil and military resources to achieve the operational objectives?

- What key civil actors will be operating in the theatre of operations? What are their respective end-states, culture, objectives and methods? How will they affect the military operation?

- What CMO structures and liaison are needed at the strategic level to support the tactical commander?
• Where the operational commander is reliant on HN support, are there sufficient resources available to sustain the force and are arrangements and technical agreements in place? What will be the impact on the local economy as human and personnel resources are drawn to military HN support?

• Is the national civil-military plan coordinated with the other governmental departments?

• Have national civil-military plans been coordinated with JTF headquarters (JTFHQ)?

• Has the JTFHQ established a relationship with pertinent diplomatic representatives and, if a UN operation, the Special Representative of the Secretary-General and the Office for the Coordination of Humanitarian Affairs (OCHA)?

• Is the civil administration sound, or will one be established? If the latter, what resources will be required?

• What are the requirements for restoring or rebuilding the local infrastructure?

• What are the requirements for restoring or providing essential services in the short, medium and long-term? The short-term tasks may become military tasks, and the military will need to plan accordingly—such as urgent provision of shelter, water, sanitation and power.

• What JTF support is required to assist or establish the HN civilian law and order system? What are the consequences of this support?

• Has a CIMIC estimate been conducted and CIMIC directives prepared?

• Are there adequate CIMIC personnel available to assist planners?

• Have CIMIC centres been established at appropriate levels to coordinate CMO and CIMIC?

• Is there a lead agency or lead agencies for humanitarian assistance such as OCHA, United Nations High Commissioner for Refugees or International Committee of the Red Cross?

• What international organisations, NGO and international and national donor agencies will be operating in the AO?
ADDP 3.11

- Is there a process in place for the commander to deal with non-mandated NGO?

- What legal authority does the commander have to take a more prescriptive approach to CMO if this should be necessary?

- Is there a coalition synchronisation plan that articulates a common operational effect across boundaries (such as military, social, political, cultural or economic boundaries)?

- What areas of CMO support can nations provide and what areas can nations not provide?

- Do all participating nations have an understanding of CMO?

- Do all NGO subscribe to the Code of Conduct for the Red Cross and Red Crescent Movement and NGO in Disaster Relief 1994?

- What is the indigenous medical capability? Does it need supplementation in the short term? What is required to rebuild the capability prior to transition?

- Are there toxic hazards? What are they and what facilities exist for treating them?

- Is there a chemical waste hazard and what storage facilities exist for chemical waste?
LEGAL PARAMETERS

Law applicable to civil-military operations

1. During the conduct of civil-military cooperation (CIMIC), Australian personnel will always be subject to international and Australian domestic law. The Defence Force Discipline Act 1982 (DFDA) binds all Australian Defence Force (ADF) members serving abroad in armed conflict or in peacetime and all members serving within Australia. During international armed conflicts ADF members are bound by international humanitarian law and by the Laws of Armed Conflict (LOAC). ADF members may also be bound by host nation (HN) law, status of forces agreement (SOFA), United Nations mandate or similar agreements. Further detail regarding LOAC can be found in Australian Defence Doctrine Publications (ADDP) 06.4—Laws of Armed Conflict.

2. Rules of engagement. Rules of engagement (ROE) are defined as the directions endorsed by Government and issued by commanders, which delineate the circumstances and limitations within which military force may be applied to achieve military objectives. ROE will generally prescribe what a commander can or cannot do in carrying out an operation, and may be framed to limit certain actions. Alternatively they may authorise the full extent of actions permissible under domestic and international law. However, ROE are not law themselves but must be reflective of the law. Within the humanitarian environment in which CIMIC occurs, understanding of the primacy of the legal framework is crucial to the conduct of operations. Further detail regarding ROE is contained in ADDP 06.1—Rules of Engagement.

3. The law applicable to civilians attached to the ADF will depend upon operational arrangements and whether a state of international armed conflict exists. International and Australian domestic law will always have primacy over local law, unless clearly defined with an international agreement, such as a UN mandate or SOFA. Legal advice must be obtained during planning to determine the applicability of local law to ADF personnel, as well the extent of ADF jurisdiction over the local population. Defence civilians and ADF personnel involved in CIMIC activities must clearly understand the implications of international, Australian domestic, and HN law, including the authority of the DFDA.
Law applicable to international and non-government organisations

4. Almost invariably, CIMIC will be conducted in circumstances where there are international organisations and non-governmental organisations (NGO) present. When these organisations are deployed in an overseas area of operations, it will be unlikely that these organisations will be operating under the same legal regime as the ADF. For example, the structure and personnel of a NGO will be governed by the law of the HN, unless otherwise stipulated in any agreement (e.g., Status of Mission Agreement) that may have been negotiated.

Military administration within a host nation

5. CIMIC seeks to promote the cooperation and support of the population and government of the HN in which the ADF is deployed. However, where local civil administration has collapsed, or where a joint task force occupies hostile territory during international armed conflict, there may be a need to assume complete executive, legislative, judicial and administrative functions. The extent to which the ADF provides military administration of a HN will be influenced by Australian Government policy, agreements in force, international law, United Nations Security Council resolutions and whether hostilities are in progress. The establishment of a military administration will require consent from the highest levels and, in combined operations, agreement between governments.

Protection of civilians and civilian property

6. Every reasonable and practical precaution should be taken to avoid civilian casualties or damage to their property during military operations. During international armed conflict, civilians are protected by two broad principles of international law: distinction and proportionality. The first provides that military operations must distinguish between civilians and civilian objects and combatants and military objectives. Only the latter can be valid objects of attack in and of themselves. The second principle, proportionality, holds that incidental damage to civilians and civilian objects must not be excessive when compared to the military advantage likely to accrue from the attack.

7. Civilians and their property must not be made the object of attack. Attacks that do not adequately discriminate between legitimate military targets, and civilians and civilian property are also prohibited. In particular, acts or threats designed to terrorise the civilian population are forbidden as are acts that cause incidental civilian casualties or damage that are excessive in relation to the concrete and direct military advantage expected. It is forbidden to attack objects or items indispensable to the survival of the civilian population.
8. International humanitarian law obliges commanders to take certain precautions when planning an attack. These precautions include minimising incidental loss of civilian life, injury to civilians and damage to civilian objects. Warning of attacks that affect the civilian population is obligatory unless precluded by circumstances, such as the need for surprise. Ordinarily, the civilian population is subject to the domestic laws of the HN. Great care should always be exercised when interfering with this relationship.

Human rights

9. Those in the control of a party to an international armed conflict are entitled to fundamental guarantees of humane and non-discriminatory treatment. These guarantees include: the prohibition of humiliating and degrading treatment, the entitlement to prompt and impartial judicial procedure, the presumption of innocence, access to the means to mount a defense, freedom from compulsory self-incrimination, the right to confront adverse witnesses and the preclusion of conviction not based on individual culpability. Women are to be quartered separately from men and supervised by women, although every effort must be made to house families together.

Non-international armed conflict

10. Where the ADF deploys to a conflict not of an international character, certain fundamental guarantees of humane treatment, contained in common article three of The Geneva Conventions, August 1949 and Protocol II to the Geneva Conventions, August 1949, are automatically applicable. These guarantees apply to all persons taking no direct part, or who have ceased to take part, in hostilities. Such persons are entitled to respect for their person, honour and convictions, and religious practices. They are entitled to be treated humanely without any adverse distinction on race, colour, faith, sex, birth, wealth or other similar criteria. Special provisions guarantee fundamental rights for persons who are interred or detained, those who are liable to penal prosecution, for children and for the protection of the civilian population. Detailed legal advice should be sought on these matters in order to focus the work of CIMIC operations.

11. It should be noted that the ‘rules of humanity’ applicable in non-international armed conflict provide a legal basis for charitable intervention by the International Committee of the Red Cross or any other impartial humanitarian organisation.
ADDP 3.11

The environment

12. CIMIC personnel must be aware of the environmental constraints placed on operations. Care must be taken to protect the natural environment against widespread, long-term and severe damage, which would endanger the health or survival of the civilian population. Facilities such as dams, dykes and nuclear electric generating stations cannot be the object of attack if their destruction might cause the release of dangerous forces and result in severe losses among the civilian population. Cultural and historical sensitivities must also be considered as a factor in the planning process.
CHAPTER 3

THE APPLICATION OF CIVIL–MILITARY COOPERATION

Executive summary

- Civil-military cooperation (CIMIC) allows interaction with all parts of the civil dimension to address issues that are critical to the success of the mission. CIMIC is an enabler of both warlike and non-warlike operations and is an essential component of the entire spectrum of operations. CIMIC contributes towards the establishment of a stable environment within the contemporary operating environment in which the mission may be completed more easily.

- The three core functions of CIMIC are support to the force, civil-military liaison, and support to the civil dimension. A range of tasks can be extracted from these functions, however, CIMIC is not limited to any one specific task or category within the range of operations.

- CIMIC can occur in isolation or simultaneously throughout the lines of operation within the contemporary operating environment. CIMIC staff need to assist with and contribute to the planning and conduct of most tasks.

- A CIMIC capability is comprised of three components: fully developed concepts, understanding and general awareness, and the physical resources. The means of assessing the impact of CIMIC is through measures of effectiveness (MOE) and normality indicators (NI). MOE and NI are critical in identifying and monitoring key areas that require CIMIC input or support. Effective MOE and NI can inform the military commander on where best to employ limited resources to achieve the best effect.

INTRODUCTION

3.1 In order to achieve a mutually beneficial end-state for operations, the Australian Defence Force (ADF) needs to engage in strategic partnerships with organisations outside the Department of Defence. In an overseas operating environment, it may be impossible to gain full freedom of action and movement without the cooperation of foreign civil authorities. The ADF should utilise innovative methods of interacting with traditional partners and civil organisations at the earliest stages of any operation.
The intent of this chapter is to provide an overview of the application of CIMIC within the operating environment. In doing this it will describe the CIMIC functions in support of ADF operations, outline the contributions made by CIMIC in the operating environment, and identify methods of measuring the effectiveness of CIMIC.

CIVIL–MILITARY COOPERATION FUNCTIONS

3.3 CIMIC has the following core functions in support of ADF operations:

- **Support to the force.** Commanders may require significant support from civil actors within the operating environment. CIMIC can assist with the coordination of efforts to minimise disruption to military operations, such as population and resource control. A military force may be partially dependent on civilian resources and information and CIMIC may facilitate the force’s access to these civilian resources. While support to the force is mainly aimed at enhancing the effectiveness of a military force, it can also reduce the negative aspects of civil issues on military operations. For example, in Operation TANAGER (see East Timor historical example) the ADF had to deconflict port and airport space and allocate priorities for humanitarian assistance for stores distribution.

- **Civil-military liaison.** The aim of civil-military liaison is to provide the coordination necessary to facilitate and support the planning and conduct of operations. Liaison in the planning process and during the deployment of forces provides the basis from which the other CIMIC functions develop. For example, in OP SUMATRA ASSIST\(^1\), the early establishment of liaison officers with coalition partners, Indonesian authorities including the Indonesian Army, key international bodies, and non-governmental organisation (NGO) significantly enhanced the relief effort.

\(^1\) Operation SUMATRA ASSIST was an immediate disaster relief operation in Banda Aceh following the 2004 Tsunami which devastated much of low lying south east Asia.

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**Clean the houses provided by the people ... Speak in a friendly tone ... Buy and sell things fairly ... Return the things we borrow ... Pay for the things we destroy ... Do not do, and even refuse to do, things which may harm the people ... Forcing the people to work for the army is forbidden ... Help the people in ploughing, transplanting, harvesting or in cutting wood whenever it does not hinder the actions of the army. Help the people organise, and support the organisations of the people.**

**Philippine Huk Guerrilla rules of conduct**
• **Support to the civil dimension.** Support to the civil dimension covers a wide spectrum of CIMIC activities. This can involve a range of military resources including information, personnel, materiel, equipment, communications, specialist expertise and training. Support to the civil dimension will generally only take place where and when such activities are required to create conditions necessary for the fulfilment of the military mission and/or because the appropriate civil authorities and agencies are unable to carry out the task. Decisions on duration and extent of this support should be made at the highest appropriate level, taking into account political, military, and civil factors. The ADF deployment to the Solomon Islands in 2003, in order to assist the Australian Federal Police in restoring security and civil administration to the indigenous population, was an example of support to the civil dimension.

![Australian Defence Force Operations in Bougainville](image)

**Figure 3–1: Australian Defence Force Operations in Bougainville involved aspects of each of the three civil-military cooperation functions**
THE CONTRIBUTION OF CIVIL–MILITARY COOPERATION TO MILITARY OPERATIONS

The range of operations

3.4 The range of operations refers to the variety of actions in which a military force may be engaged, ranging from general war to peacetime national tasks. CIMIC should be regarded as an essential component of the entire range of military operations and should be an integral component of an ADF commander's plan. The cooperation of the military and civil dimension will increase the ability of military and civil actors to successfully achieve their end-state.

The contemporary operating environment

3.5 The contemporary operating environment is characterised by complexity, lethality, diffusion, a high degree of politicisation, a trend towards asymmetric behaviour (due to western nations technological dominance), an increased prevalence of non-state actors and the use of terror as a tactic. The operating environment also embraces the human, social, political, and temporal contexts in which conflict is waged. The operating environment encompasses the military battlespace which frames all military and non-military activities which contribute to the strategic endstate. The battlespace includes the domains of land, air, sea and space, the electromagnetic spectrum, information and time. The battlespace is depicted in figure 3–2.

3.6 Contemporary warfighting trends suggest conflict will increasingly involve multiple diverse actors competing for the allegiances and behaviours of targeted populations. As a consequence, the outcome of future conflict will increasingly be decided in the minds of these populations rather than on the battlefield. Therefore, combat operations alone may not be the decisive phase of conflict. Current and future operations are likely to be increasingly complex and conducted in urban environments in close contact with non-combatant populations. In addition to the normal military combat considerations, commanders must also consider the ‘human space’ and the ‘humanitarian space’ and the people and the NGO that occupy those spaces.
3.7 Within the battlespace there is a range of overlapping structures, systems, elements, and functions that enable the commander to conduct joint operations and exploit opportunities. CIMIC occupies most aspects of the battlespace and integrates the military effort with international organisations, other government departments (OGD), NGO, protagonists, adversaries, and neutrals (see the outer circle of figure 3–2). The interaction between the ADF and the civil dimension (both government and non-government) within the battlespace is crucial to the success of operations. This continued interaction between the ADF and all stakeholders assists in building the legitimacy of an operation.

Figure 3–2: The battlespace

3.8 Civil-military cooperation support to the civil dimension. CIMIC support to the civil dimension on operations includes:

- **Humanitarian assistance.** Humanitarian assistance is generally provided by humanitarian and development agencies. However, a deployed force may be tasked with humanitarian assistance. Should the ADF undertake such humanitarian tasks, responsibility should be transferred to the appropriate civilian agency at the earliest opportunity.

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2 The battlespace is further defined in Australian Defence Doctrine Publication 3.0—Operations.
• **Support to civil administration.** In the case of a failed or failing state there may be a requirement or obligation to ensure public order and safety and to ensure effective administration in the absence (temporary or otherwise) of a competent authority. In such circumstances the military may be required to support the civil administration. This will place particular demands on the commander joint task force. This is an area where specialist advice may be required. Subject to the specific requirements of the situation, it will be imperative to restore responsibility for civil administration to a legitimate interim or competent civil authority at the earliest opportunity. CIMIC activities assist in understanding the effectiveness of civil administration within operating environment, and provide an insight into the concerns of the local population.

• **Activities in support of the civil community.** Activities or projects in direct support of the civil community should be consistent with the commander’s intent and to achieve common goals as agreed with civil actors. Activities should contribute to the creation of a secure environment and the shaping of local perceptions. As these activities are not guided solely by humanitarian principles, they should not be considered humanitarian in nature. Where possible these activities should be coordinated with aid/development agencies, and should provide long term benefit.

**Outcomes**

3.9 **Achieving congruent outcomes** between civil actors and the ADF requires the careful management of relationships. This can be achieved, in part, by avoiding duplication of effort, supporting mutual goals and minimising the use of military assets where civilian assets are available and more appropriate within local resources.

3.10 **Military outcomes.** The military normally has responsibility for providing a secure environment, resources and skills in order to support other agencies in the accomplishment of their mandates. The military outcome is defined and conceptualised at the strategic and operational planning levels in accordance with the Australian Military Strategy.

3.11 **Civil outcomes.** The civil outcomes will be underpinned by a longer term perspective than the military outcomes, primarily because of the ongoing developmental and humanitarian objectives of civil actors. Military planners need to be cognisant of the civil outcomes and the effects they will have on the military outcome.
Force protection

3.12 Effective CIMIC systems will enhance force protection. CIMIC is necessary to develop a robust interface with the local population and develop trust and respect for the military force. This interface with the local population will assist in the generation of a safer environment for the military force.

COMPONENTS OF THE CIVIL–MILITARY COOPERATION CAPABILITY

3.13 CIMIC capabilities may comprise a specific set of CIMIC assets assigned to an operational headquarters or they may include those staff assets that are integral to ADF organisations. CIMIC capability can be considered against the fundamental inputs to capability (FIC) as follows:

HISTORICAL EXAMPLE—INDIGENOUS CAPACITY BUILDING IN EAST TIMOR

In 2006 in East Timor, the CIMIC team reviewed the issue of internally displaced peoples (IDP) camps from a whole of government perspective which resulted in significant community as well as military benefits. There were 56 IDP camps with over 100,000 IDP in Dili alone when the CIMIC team arrived. The United Nations (UN) were planning on constructing more camps to house the increasing IDP population. No plans were considered to return people to their homes. Indeed within the IDP camps more schools and better facilities were being planned than the locals had within their normal community environment. With each camp came requests for the provision of military security. The CIMIC team assessed the political, military, economic and social impacts of the camps which led to the development of a community ‘reintegration program’. This plan was developed by the CIMIC team and accepted by the East Timorese government as well as the UN and a wide range of NGO. The successful IDP camp community reintegration pilot at Metiuat placed a hold on IDP camp construction and focused the international community and government on community reconstruction. The IDP camp transition plan also assisted the military commander in informing the government of the negative impacts of camp construction on the local community, which were not just a security issue, but a social issue. The key outcome was the transition of the IDP camp security from a purely military issue to the responsibility of the host government who subsequently took control and governance.
• **Organisation.** In order to meet contingency deployment and continual force improvement requirements the CIMIC organisation must achieve a balance between structure and personnel positions (with the competencies required) and adequate command and control arrangements. Flexible functional groupings can be used to meet personnel rotation requirements. The CIMIC capability requires a formed, structured, and trained organisation with dedicated personnel. CIMIC assets may consist of specialised CIMIC liaison staff, an established CIMIC unit or a component of the deployed force that is tasked with providing CIMIC support. Assigned CIMIC assets will be task-organised in accordance with operational requirements.

• **Personnel.** All CIMIC positions must be occupied by individuals who satisfy appropriate readiness levels and have the competencies (gained through training and experience) and motivation to perform the functions of the position. The ability to recruit, develop, and retain suitable personnel is crucial to this requirement. Furthermore, the services must ensure that they have comprehensive personnel management frameworks in place to implement and sustain the demands of new or sustained deployment. The personnel FIC element includes the retention and development of people to meet the needs of the ADF. FIC personnel will require training in skills not normally associated with military operations. Training all ADF personnel in CIMIC doctrine is also imperative. Education and awareness programs are essential for making the ADF approach to CIMIC widely understood by personnel including those in external agencies such as OGD and NGO. The size and specific organisation of the CIMIC staff must be tailored to the mission. CIMIC staff must be trained staff officers who understand CIMIC principles and procedures, as well as the civil dimension in which they will operate. They should have a detailed understanding of the workings of NGO and international organisations, and should be capable of explaining military requirements to civilian organisations.
Collective Training. Collective training applies laterally across combined, joint and single-Service elements and vertically down to unit levels. This can be achieved through the conduct of regular exercises which include liaison and training with interagency partners. The deployment of CIMIC assets, or the tasking of integral CIMIC capabilities, within annual exercises is essential for experiential learning, as only by exercising the capability will the relevant lessons be learned. The complexity of the CIMIC requirement is proportional to the number of international organisations/NGO involved. Identification of the civil actors will be crucial to successful CIMIC. CIMIC training may be conducted within the operating environment to provide an opportunity for participation by key civil actors. Civil participation in ADF CIMIC training will provide lead international organisations/agencies with an understanding of the doctrine, policy and procedures utilised by the ADF. This training will allow a commander to gain visibility of the training levels of non-ADF personnel as well as an enhanced understanding of the civil dimension.
Major systems. Transport and communications are the key requirements for CIMIC staff. Communication and information systems (CIS) are a particularly critical element of CIMIC operations. The CIS must provide the CIMIC capability with unclassified connectivity.

Support. The CIMIC support framework encompasses the wider national support base and includes training and proficiency, materiel and maintenance services, communications and information technology, intelligence, recruiting and retention, research and development, administrative support, and transportation support. CIMIC staff will often be working in and amongst the indigenous population, thus non-traditional support measures may be required.

Supplies. The primary supplies required to support CIMIC operations will generally consist of food, water, and medical supplies.

Facilities. There must be appropriate facilities available to store, maintain, train, and operate CIMIC capabilities. Facilities include buildings, structures, property, plant and equipment, areas for training and exercises, utilities and civil engineering works necessary to support capabilities both at home and at a deployed location. The restoration or maintenance of civilian facilities will often be a key element of the CIMIC strategy.

Command and Management. The ADF CIMIC capability will generally be the sum of the individual CIMIC capabilities of all deployed ADF assets, although it may also encompass those forces assigned to dedicated CIMIC tasks. The ADF approach to CIMIC is articulated within this publication, providing the philosophical and application level approach to CIMIC that cascades down to joint procedural and Service specific doctrine. The conceptual aspects of CIMIC doctrine are implemented within policies, procedures, plans and directives. CIMIC doctrine needs to be available and understood by a broad range of interested civil agencies.
It is important for a commander to know whether the military CIMIC activities undertaken are being effective or ineffective, and how each activity is contributing (or not contributing) to the desired end state of the intervention. This requires that some quantifiable method of measuring the effectiveness of civil-military operations activities be determined.

**Measures of effectiveness.** MOE are defined as tools used to measure results achieved in the overall mission and execution of assigned civil tasks. The collection of both military and non-military data is required to ensure that credible and reliable data is available to make informed decisions in support of the campaign. This data assists commanders, agency officials, and local authorities to gauge the progress of the mission. MOE provide commanders and higher authorities a means to evaluate the contribution of military efforts to the civil and military end-states.
3.17 **Normality indicators.** NI serve to measure trends and progress in the recovery of a civil society towards an improved quality of life. NI measure the level of development within the civil dimension. Awareness of NI assists in reducing the level of dependency on the military force by the civil population and civil authorities. Specific examples of NI that can be utilised to assess the effectiveness of CIMIC could include:

- drops in mortality rates associated with a humanitarian disaster;
- increases in water available to each disaster victim/non-combatant;
- decreases in the number of displaced persons in camps; and
- decreases in incidence of disease to an acceptable or manageable level.

**Developing measures of effectiveness**

3.18 MOE development should commence early in the planning stages of the operation. MOE will generally reflect the conditions that need to be set for the return to normality. Accurate and effective MOE help identify strategies and points at which to shift resources, transition to different phases, and alter or terminate the mission. If the effect involves operations in the behavioural or information realm, the MOE may require qualitative rather than quantitative measures. At the strategic and national level, commanders and decision makers will need measurements of policy and campaign aims and outcomes. At the operational level MOE will involve broad assessments of mission accomplishment, while at the tactical level MOE will focus on specific task accomplishment.

3.19 Civil actors, including the local population, can assist and support the collection of data. Data should be objective, quantifiable and collected systematically. Participants to the data collection process can then be informed of results once the data has been adequately processed. Positive results will be a boost to the morale of civil authorities and the population.

3.20 The ultimate questions that the MOE should seek to address areas follows:

- Have the national military and political objectives been met?
- Will the situation facilitate the planned ADF mission objectives?

3.21 There is no single checklist measuring the effectiveness of CIMIC, as MOE and NI will vary according to the mission. An example of MOE and the centre of gravity (COG) construct is shown in figure 3–5. This figure highlights the relationship of the critical capabilities, critical requirements and critical vulnerabilities to the COG.
3.22 Annex A is an example of NI that would support the tracking of MOE achievement.

3.23 MOE must focus on assessing the effectiveness of the mission, not the accomplishment of support tasks. MOE must support decision-making, and must cover all aspects of the mission. The following criteria should be applied to developing CIMIC MOE:

- **Appropriate.** The MOE should:
  - help the decision makers understand the status of the situation in different areas to make better decisions;
  - present information to higher authorities; and
  - be mission-related.

- **Measurable.** MOE should be able to assign either quantitative values, and/or qualitative descriptors.
• **Cost effective.** MOE should be reasonable and not levy too high a burden on limited resources.

• **Sensitive.** MOE should:
  – change with progress toward meeting the mission objectives and not be greatly influenced by other factors, and
  – be measured in sufficient detail that changes will be apparent.

• **Timely.** MOE should be responsive to changes the participants are trying to measure in a timely manner to enable reaction time.

**CONCLUSION**

3.24 The three core functions of CIMIC are support to the force, civil-military liaison, and support to the civil dimension. These functions of CIMIC allow for interaction between the ADF and civil actors to address issues that are critical to the success of the mission. They contribute towards the establishment of a stable environment for the conduct of operations that is a precondition for a return to normality.

3.25 CIMIC assists decision-making processes, and is an essential component of all lines of operation. Effective CIMIC systems enhance force protection by developing a robust interface with the local population which helps to generate a safer environment. Measures of effectiveness must be used to determine the success or otherwise of the military action in support of national objectives.

3.26 National interests, international obligations, international agreements and the concerns of the Australian population will influence the conduct of CIMIC by the ADF. The various levels of the ADF must work with government agencies and civil actors to meet the requirements of Australia’s strategic environment.

3.27 MOE and NI are critical in identifying and monitoring key areas that require CIMIC input or support. Effective MOE and NI can inform the military commander on where best to employ limited resources to achieve the best effect.

**Annex:**

A. Use of normality indicators to track measures of effectiveness progress
## USE OF NORMALITY INDICATORS TO TRACK MEASURES OF EFFECTIVENESS PROGRESS

### Critical Capability

<table>
<thead>
<tr>
<th>Area</th>
<th>Normalcy Indicator</th>
<th>Current Status</th>
<th>Gap</th>
<th>Agreed Hand Over Target</th>
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<tr>
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<td>YY in place</td>
<td>XX–YY</td>
<td>ZZ</td>
</tr>
<tr>
<td>District Chiefs</td>
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<td>YY in place</td>
<td>XX–YY</td>
<td>ZZ</td>
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<tr>
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<td>XX–YY</td>
<td>ZZ open</td>
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<td>XX–YY/XXX–YYY</td>
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<td>XX–YY</td>
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<td>1.2 mil tonnes pa</td>
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<td>30%</td>
</tr>
<tr>
<td></td>
<td>Agriculture</td>
<td>farming</td>
<td>22%</td>
<td>45%</td>
</tr>
<tr>
<td></td>
<td>Irrigation</td>
<td>31 main pump stations</td>
<td>33%</td>
<td>35%</td>
</tr>
<tr>
<td><strong>Judicial</strong></td>
<td>High Court</td>
<td>2 of 18 cases per week</td>
<td>nil</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>Magistrate</td>
<td>21 of 80 cases per week</td>
<td>2 per week</td>
<td>19</td>
</tr>
<tr>
<td></td>
<td>Corrective services</td>
<td>4 operating (1000 capacity)</td>
<td>2 operating (350 capacity)</td>
<td>2 prisons (650)</td>
</tr>
<tr>
<td><strong>Security</strong></td>
<td>Emergency Services</td>
<td>fire</td>
<td>18 fire stations</td>
<td>5 open</td>
</tr>
<tr>
<td></td>
<td></td>
<td>ambulance</td>
<td>12 depots</td>
<td>3 open</td>
</tr>
<tr>
<td></td>
<td></td>
<td>response times</td>
<td>30 minutes</td>
<td>3 hours</td>
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CHAPTER 4

THE AUSTRALIAN DEFENCE FORCE AND CIVIL ACTORS

Executive summary

- Civil-military operations (CMO) at the strategic level are concerned with national strategic and military strategic liaison and direction. The conduct of civil-military cooperation (CIMIC) on operations is the responsibility of Chief of Joint Operations (CJOPS) and joint headquarters staff. The implementation of CIMIC is concerned with coordination of effort and liaison with the multitude of civil actors within an operating environment.

- The Australian Defence Force (ADF) must work with other government departments (OGD), international organisations, non-governmental organisations (NGO), and the civilian community in order to represent the Australian Government and achieve the Commander's mission. Careful negotiation, communication, and coordination are required to ensure that the actions of the ADF and civil actors are mutually supporting.

- The civil actors within an operating environment are likely to have their own political and religious affiliations, cultural differences, and allegiances. Civil actors encompass international organisations, NGO, the local population, host nation (HN) agencies, government donor agencies, the corporate sector, and private business. Each type of civil actor is likely to operate in a different way, with its own aims and objectives.

Direct military operations were not the primary focus. Rather, the objective was to win over the people by responding to their needs with good government, development projects, and effective police support for basic law and order; with the army ready to act as a reaction force and conduct operations as requested by civilian authorities.

INTRODUCTION

4.1 The coordination of effort is essential to ensuring the effective and efficient use of the full range of ADF capabilities. Coordination requires that the ADF work together with civil actors in order to represent the Australian Government and achieve the commander’s mission. This chapter describes the ADF responsibilities for CIMIC and the relationship the ADF has with Government agencies, international organisations, and other civil actors in the conduct of CIMIC.

CIVIL–MILITARY OPERATIONS AT THE LEVELS OF THE AUSTRALIAN DEFENCE FORCE

The national strategic level

4.2 The national strategic level refers to the political dimension. It encompasses the use of military force at government level, both domestically and internationally, and the mobilisation of national military and non-military resources to meet government’s strategic objectives. The political dimension relates to the desired political end-state and the domestic support on which governments depend to enable the prosecution of hostilities. At the national strategic level, CMO considerations are encompassed within Government guidance regarding civil and military end-states, and CIMIC activities are primarily liaison with OGD.
The military strategic level

4.3 The military strategic level involves the ADF taking responsibility for planning and directing military forces to meet national strategic objectives. Strategic level commanders provide advice to Government and translate the Government’s strategic objectives into policy and plans for the use of military force. Australian Defence Headquarters contributes to the national strategic level and has responsibility at the military strategic level. Its purpose is to apply military resources to achieve national political objectives in concert with the other elements of national power.

4.4 Civil dimension issues are integrated into the military advice provided to Government. Negotiation, communication and coordination between the national strategic level and the military strategic level ensure that the actions of the ADF are consistent with Government policy. The CIMIC function of civil-military liaison is conducted specifically for operations. However, the establishment of strategic relationships with OGD in times of peace is a valuable CIMIC activity that ensures effective communication in times of crisis.
The Chief of the Defence Force (CDF) commands the ADF and is responsible for the successful outcome of military operations and campaigns. The CDF may elect to command operations directly, but will normally exercise command of ADF operations through CJOPS. Headquarters Joint Operations Command (HQJOC) is responsible for the consideration of civil aspects. HQJOC is also responsible for liaison with OGD within Australia in order to coordinate the civil dimension aspects of the campaign.

Other government departments. The ADF interacts primarily with Prime Minister and Cabinet, Department of Foreign Affairs and Trade (DFAT), Attorney-General’s (A-G) Department and Department of the Treasury at the strategic level. However, the ADF can interact with all Government departments at departmental level. A list of OGD stakeholders is in annex A.

The CMO responsibility at the strategic level is predominantly that of coordinating and establishing ADF CMO priorities at the highest level. Advice from the operational level will inform military strategic guidance and assist the conduct of strategic planning. The ADF has the capacity to facilitate CMO at the strategic level through the allocation of liaison officers to various Government agencies and departments. CMO planning at the strategic level allows for the establishment of formal procedures for sharing information with OGD without compromising security.
4.8 Military strategic planning. Military strategic level planning is divided into deliberate and immediate planning, with the two types of planning aligned to achieve national objectives. Military strategic planning was discussed in chapter 2—‘Planning’.

Figure 4–3: Civil-military cooperation tasks will involve close working relationships with the local civilian community

Civil-military cooperation at the tactical level

4.9 CIMIC will normally be conducted by elements of one or more joint task forces. The commander of the joint task force (JTF) is responsible for achieving the mission, within the legal constraints and physical restrictions of the operational environment. In doing so, the commander will conduct CIMIC as a component of operations that assists in achievement of the mission.

4.10 During the execution of CIMIC activities, the commander of the JTF will be concerned with overseeing the conduct of civil-related activities by military forces, and ensuring a timely and smooth transition of civil responsibilities to the proper authorities. During operations, CIMIC activity will focus on synchronising (as much as practical) the plans of the military and civil actors in order to optimise the use of scarce civil and military resources. The commander may have responsibility for establishing and operating a CIMIC Centre that will provide an interface between the civilian and military elements in the operating environment.
4.11 Civil-military liaison. The aim of civil-military liaison is to provide the coordination necessary to facilitate and support the planning and conduct of operations. Civil-military liaison is focused on civil actors such as international organisations, NGO and the local population. Figure 4–4 provides an overview of CIMIC relationships at the tactical level.

Figure 4–4: Civil-military cooperation relationships at the tactical level

4.12 Civil-military cooperation support to the force. CIMIC can assist with the coordination of efforts to minimise disruption to military operations, such as population and resources control. CIMIC activities inform the commander of the civil conditions and the effect of military operations on the civilian population. Support to the force by CIMIC staff will involve assessment of the civil dimension and CIMIC planning. CIMIC staff will need to conduct CIMIC training with other civilian and government agencies, as well as training the remainder of the force in CIMIC responsibilities and activities. Increasingly, CIMIC staff may be required to support the force in the establishment of contracts and agreements with local and international contractors and businesses.
CIVIL–MILITARY COOPERATION CAPABILITIES

Civil–military cooperation teams

4.13 CIMIC staff are responsible for assisting the commander in the planning and coordination of CIMIC tasks. The CIMIC staff may create a civil-military operations centre (CMOC) and/or support teams to achieve the CIMIC functions. Depending on its assigned role, a CIMIC support team may be augmented with functional specialists. CIMIC support teams provide CIMIC assessments and assist in training the other force elements in CIMIC responsibilities. These teams may include the following:

- **Civil-military cooperation plans, program and policy team.** The role of a CIMIC plans, programs, and policy team is to provide technical expertise and staff assistance in planning, coordinating and/or executing CIMIC activities in support to a component command or theatre headquarters.

- **Civil-military cooperation operational support team.** The role of a CIMIC operational support team is to provide CIMIC expertise, CIMIC liaison and staff assistance in planning, coordinating and/or executing CIMIC activities in support of a JTF.

- **Civil-military cooperation tactical support team.** The role of a CIMIC tactical support team is to provide direct support to individual units.

- **Civil-military cooperation disaster assessment team.** The role of a CIMIC disaster assessment team is to provide technical expertise and staff assistance in planning, coordinating, and/or executing CIMIC activities in response to a disaster.

- **Civil-military cooperation rapid assessment team.** The role of a CIMIC rapid assessment team is to provide immediate CIMIC assessments to a force that requires information in order to plan for future operations.

- **Civil-military cooperation training team.** The role of a CIMIC training team is to provide the training, education, and awareness to civil agencies and other force elements so that CIMIC capabilities and responsibilities are understood. A CIMIC training team may be composed of members from a CIMIC support team, the headquarters training cell, or a combination of both.
• **Civil-military cooperation language team.** The role of a CIMIC language team is to provide language expertise to supported commands and language training management for the commander. A CIMIC language team will normally consist of functional specialists, but in exceptional circumstances, a CIMIC support team may be used in this role.

*Figure 4–5: Civil-military cooperation is instrumental in coordinating with a range of agencies to achieve the military mission, while also supporting the host nation’s population*

4.14 All force elements should be capable of conducting CIMIC, and be trained in CIMIC prior to deployment. Force element troops are often required to support CIMIC tasks such as the provision of logistics, engineering and health support. Force elements must not, however, conduct CIMIC tasks that are not directed by the commander. CIMIC action taken by force elements
without direction will potentially conflict with the broader objectives, and with the civil and military end-states that have been established during the inter-agency planning process.

**HISTORICAL EXAMPLE—BOSNIA–HERZEGOVINA**

War broke out in the former Yugoslavian province on 06 April 1992 when the European Union formally recognised Bosnia’s independence. During the conflict, a refugee camp was established on the runway of the local military airfield under the protection of United Nations (UN) troops. An officer of one of the UN contingents, wanting to help the refugees, took over an abandoned orphanage and proceeded to have it renovated by his troops. However, a NGO within the area already had a programme for orphans, located in the town of Tuzla, six kilometres away. This programme placed children in guest families rather than accommodating them in an orphanage. The outcome was that the military established a beautifully renovated orphanage, but had no orphans or staff to utilise the building.

Active CIMIC, with liaison between the military and NGO, would have identified the duplication of effort and ascertained the principles for caring for the local orphans. This example demonstrates that application of CIMIC, with the centralised approval and coordination of assistance to local communities, would have prevented the waste of limited resources and duplication of effort.

**4.15** The complexity of CIMIC on operations should not be underestimated. Each civil agency within the operating environment is likely to operate in a different way and with its own aims and objectives. The commander facilitates operational success by employing CIMIC to foster relationships, maintain close liaison and develop a common understanding with civil actors. Ideally, civil actors should be briefed by ADF liaison officers regarding ADF CIMIC doctrine and practices prior to, and during, any deployment.

**Civil-military liaison**

**4.16** In maintaining close cooperation and coordination with the civil actors during operations, commanders may need to establish links with the command structure of the civil actors. Liaison officers could be positioned within these command structures, or may have responsibilities to link into a number of command structures to facilitate CIMIC among disparate agencies. The commander may assign ADF liaison officers to HN authorities, NGO
and/or OGD responsible for the conduct of the operation. The duties and responsibilities of liaison officers can be drawn from Australian Defence Doctrine Publication (ADDP)–D—*Foundations of Australian Military Doctrine*.

4.17 The creation of formal liaison and coordination systems by CIMIC staff will assist in the provision of appropriate guidance to formations and units and will allow for the delineation of clear areas of responsibility. These systems should consist of processes, procedures, and roles regarding the conduct of CIMIC liaison. The processes, procedures, and roles must be flexible and tailored to the mission and the situation. Key CIMIC factors for the creation of liaison and coordination systems on operations are:

- the process for direct liaison with key civil actors;
- the determination of, and relationship with, the lead agency;
- the identification of key international organisations and NGO;
- the exchange of information with civil actors;
- the routines for interaction with key civil authorities;
- the process of direct liaison with the HN government;
- the method of determining visibility over areas of mutual activity (to avoid duplication and maximise economy of effort); and
- the specification of points-of-contact for requests for military support.

4.18 The involvement of civil actors will not be constant throughout an operation. This will require the CIMIC liaison system to be managed and altered accordingly, with the ADF liaison officers ensuring that both the commander and civilian elements are informed of the other’s activities and perspective. Further detail regarding ADF liaison officers is in chapter 2—‘Planning’.

**Civil-military operations centres**

4.19 Where necessary, CMOC are established by the ADF to facilitate integration between the military, civilian elements and the local population. They provide commanders with an opportunity to interact with non-military participants of a military operation. A CMOC provides a valuable meeting place to exchange ideas and information.
4.20 In contemporary operations, where a large number of NGO with disparate activities have created a complex social and humanitarian environment, CMOCs have proven valuable. Their primary role has been to provide the liaison necessary to coordinate effort and to keep the NGO informed of the tactical situation.

4.21 It is important for the Australian CIMIC capability to achieve an ongoing international engagement with similar agencies in other forces, key government departments (such as Australian Federal Police (AFP) and DFAT) and key NGO representatives. Prior planning and understanding of how ADF elements will interact with other elements is critical to smooth transitions into new deployments. Developing relationships with contemporaries in other forces and aid organisations prior to deployments will enable faster coordination and better communications when first deployed. Thus, there is a need for trained CIMIC personnel in all deployable ADF organisations and at all levels. It will also improve the level of trust and interoperability between the ADF and aid organisations so that military force is not withdrawn prior to the situation being returned to normality.

4.22 A CMOC should be located outside of restricted military compounds, be easily accessible and co-located with lead agencies. Both the humanitarian and military communities have recognised the utility of a centralised coordination centre to promote unity of effort in complex humanitarian emergencies. CMOC should contain representatives of lead agencies, liaison officers and staff from the following areas:

- infrastructure such as ports and airfields;
- Australian Agency for International Development (AusAID), DFAT and OGD;
- military liaison personnel from participating countries;
- HN and local government agency representatives; and
- NGO, international organisations, and government donor agencies.

4.23 International organisations are likely to provide capabilities that function in a similar way to a CMOC. Organisations, such as the Humanitarian Operations Centre, the NGO Consortium or the NGO Forum have become commonplace fixtures in relief operations around the world. In all military operations across the spectrum of operations, both foreign and domestic, the CMOC remains the commander’s focal point of activity for the conduct of CIMIC.
CIVIL ACTORS

4.24 Regardless of the type of operation a complex civil sector will be part of the problem and, equally, part of the solution. The commander will require a clear picture of the civil administration (whether the civil administration be Australian, international or failed) including such aspects as police, local government, emergency services and utilities. The commander will also need visibility of key civil actors such as international organisations, NGO, and the media. The groups of civil actors that a commander may need to consider are listed in figure 4–6.

4.25 Civil actors within an operating environment are likely to have their own political and religious affiliations, cultural differences, and allegiances. Variations in dialect and language will also impact upon the conduct of overseas operations and the achievement of CIMIC tasks. Understanding the civil perspective of these civil actors is central to successfully employing CIMIC. This understanding will enable the establishment and maintenance of sound working relationships with organisations in the civil dimension.

Figure 4–6: Groups of civil actors within an area of operations

1 IFRC—International Federation of the Red Cross and Red Crescent Societies.
Int.—international organisations.
Australian other government departments

4.26 Military forces represent only one instrument of national power and the ADF must work with other national authorities in order to achieve unity of effort and the government desired outcome.

4.27 Agencies from OGD have roles in both foreign and domestic operations and may add to the assets that a commander has for an operation. Conversely, ADF capabilities may be employed in support of a Commonwealth lead agency, as occurred in the ADF support for the AFP in the Solomon Islands (Operation ANODE). Careful negotiation, communication, and coordination will be required to ensure that the actions of the ADF and these agencies are mutually supporting. CIMIC assists in developing a shared understanding which in turn can avert problems and may lead to additional opportunities for mutual support.

Figure 4–7: Military forces can work cooperatively with other Government departments in support of the whole of government approach

4.28 A list of key OGD impacting upon the conduct of CMO, with a brief overview of their roles, is in annex A. Some specific OGD have responsibility for the funding, monitoring, and evaluating development programs, such as DFAT and AusAID. In humanitarian emergencies these OGD may be present and working with the lead agency or civil administration.
4.29 CIMIC involves interaction with all sectors of the civilian community. However, it is the relationship with NGO and international organisations within the humanitarian sector that can be the most demanding. Humanitarian issues are likely to be the most pressing in early phases of an operation, and are most likely to attract media attention.

4.30 International organisations are established by inter-governmental agreements and operate at the international level. They are often UN organisations responsible for administration and coordination of technical assistance, disaster relief and humanitarian assistance. Some examples of international organisations are UN agencies and International Committee of the Red Cross. Further information regarding international organisations is contained in annex A.

Non-government organisations

4.31 NGO are primarily not-for-profit organisations that are independent of government, international organisations or commercial interests. They differ from UN agencies in that they write their own charter and mission. NGO are sophisticated organisations and in any potential operating environment they could number in the hundreds. They generally remain strongly independent from political control in order to preserve their independence and effectiveness.

4.32 In many cases the impartiality of NGO has been of great benefit forming the only available means of rebuilding relations when political dialogue has broken down. NGO are often highly professional in their field, well motivated, and prepared to take physical risks in poor conditions. They may fall into one of two categories:

- **Mandated.** A mandated NGO has been officially recognised by the lead international organisation and is authorised to work in the affected area.

- **Non-mandated.** Non-mandated NGO has no official recognition or authorisation and therefore works as a private concern. These organisations could be contracted or subcontracted by an international organisation or a mandated NGO. In other cases they obtain funds from private enterprises and donors.

Some key NGO are described in annex A.
The civilian community

4.33 The civil actors that may be present within a national population are outlined in the following paragraphs.

4.34 **Community leaders.** Liaison should be established with the local community and recognised authorities within the crisis region. These may not necessarily be Government representatives, and may be ‘unofficial’ civil groups that influence proceedings within the populace. It is critical for commanders to realise that in some instances traditional laws and customs may also apply to civilian communities. Community leaders will be those people in non-government positions who control community decisions and resources and guide the opinions and actions of the civilian community.

4.35 **General population.** The general population includes inhabitants within the operating environment who hold no formal office, posting, or position that identifies them as a representative of a recognised administration or mandated organisation. In situations that require military engagement, it is probable that the general population has been involved in a crisis, such as conflict or natural disaster that has influenced their existing situation. The crisis may result in civilians leaving their place of residence or nation, either voluntarily or involuntarily. Such people are referred to collectively as dislocated civilians, which could include internally displaced persons and refugees.

The corporate sector

4.36 **Companies and commercial organisations.** The corporate sector involves multinational business, civil companies and financial institutions that might be either already established in the crisis region or become engaged early on in the process of reconstruction. Indigenous businesses may be a useful source of information about the local society, as well as playing a critical role in activities such as reintegration of demobilised armed forces into society. Civil companies deployed in response to the crisis may contribute to emergency relief initiatives as well as to longer-term development. Liaison may be required with these various organisations, both for their advice and to ensure co-ordination of activity. Components of the corporate sector can be contracted to augment organic ADF capability, although their use involves consideration of support and protection issues.
4.37 **Private organisations.** The ADF is involved with private organisations that vary from individuals to large national corporations. In the early stages of the operational continuum much of this involvement relates to the supply of goods and services based on contracts. In times of conflict and war, ADF units may be required to provide security for vital national assets which may be owned by private organisations. Under circumstances where the threat of armed attack is imminent, ADF commanders may utilise the resources of private organisations for defence purposes in accordance with legislation passed at the time.

4.38 **Security Contractors.** A recent trend in multinational operations is the employment of civilian security contractors in hostile environments such as Iraq. These organisations employ armed personnel who are empowered to use armed force if necessary. They seem reluctant to communicate either their tasking or their schedules with either civilian or military authorities, making it difficult to coordinate their activities within a CIMIC framework.

**The employment of civilians in support of Australian Defence Force operations**

4.39 Civilian support is an important component of operations, encompassing the civilian workforce of both the commercial and government sectors. The role of civilians and contractors covers preparedness, planning, exercises, and execution of operations. Civil support is primarily focused on logistics, enhancing the ADF through the use of contractors and Australian Public Service employees (APS). Further information on the use of civilian support to ADF operations is contained within ADF Publication 4.2.1—*Civilians in Support of ADF Operations* and Defence Instructions.

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2 Defence Instruction (General) OPS 5–3—*Civilians in support of Australian Defence Force operations.*
THE INTERFACE BETWEEN THE AUSTRALIAN DEFENCE FORCE AND CIVIL ACTORS

The Australian Defence Force and host nation interface

4.40 The interface between the ADF and civil actors will be guided by Government. Political guidance will ensure that the interface is in accordance with national political objectives and strategic direction. As Australia is a signatory to the UN Charter, Australia is obliged to accept and carry out the decisions of the United Nations Security Council. The primacy of the UN may impact upon the interface between civil actors and the ADF, as the UN may stipulate its own protocols and lines of communication during an operation.
4.41 When an operation occurs under UN mandate, the UN will use a model status of forces agreement (SOFA) to formulate and develop agreements between nations involved in the operation. A SOFA primarily addresses the issues arising out of the presence of a visiting force in the territory of another country and is utilised in all overseas operations conducted by the ADF. Further information on SOFA is contained within ADDP 00.3—Coalition Operations. It is usual Australian practice to arrange a SOFA for all military and civilian personnel deployed in support of the force. These civilian personnel may include contractors, APS and philanthropic civilians. SOFA are usually delineated into:

- **Standing status of forces agreement.** A standing SOFA is a treaty negotiated between two countries on an as-required basis. The negotiation of such a treaty document can often take many years to complete, and amendment for a relevant operation will require significant liaison with DFAT and A-G. SOFA will be the responsibility of the strategic planners, who maintain oversight of issues that may require inclusion in standing SOFA.

- **Operational status of forces agreement.** When time is limited, it may be necessary to implement an operational SOFA. An operational SOFA is not considered a treaty, but will instead be a non-legally binding arrangement. An operational SOFA may be time-limited to the duration of the operation.

### International lead agencies

4.42 A lead agency is one that has been mandated by the international community to coordinate the activities of civilian organisations that have volunteered to participate in an operation. The lead agency is normally a major UN agency such as the Office for the Coordination of Humanitarian Affairs. Specific responsibilities of a lead agency are to:

- act as a point of contact for other agencies, particularly in the areas of planning and information sharing;

- coordinate field activities to avoid duplication of effort and wasting of resources; and

- act as an interface with the military at the theatre level.
4.43 Lead agency concept in practice. Often the lead agency will coordinate field activities through another agency’s or organisation’s field offices. A lead agency may contract other international organisations and NGO to implement health, food, or transportation programs or to operate refugee camps. In such situations NGO will operate under legal agreements involving them as partners with the HN government and other agencies. The relationship between the ADF and the lead agency is critical. Arrangements between the ADF and the lead agency can provide a useful tool in making the relationship work. The lead agency will provide valuable guidance on priorities for ADF CIMIC activities, as well as assisting in the conduct of liaison between the ADF, NGO and key civil actors.

CONCLUSION

4.44 Coordination of effort is the major requirement of CIMIC. To realise optimal coordination, the ADF must work together with OGD, international organisations, NGO and the civilian community. CIMIC requires careful negotiation, communication and coordination to ensure that the actions of the ADF and these agencies are mutually supporting.

4.45 A complex civil sector will be part of the problem and equally part of the solution. The population within an operating environment has its ethnic and religious groupings, cultural differences and allegiances. Each type of civil actor is likely to operate in a different way with its own aims and objectives. When the ADF has lead agency responsibility for domestic CIMIC or conducts CIMIC as part of an international campaign, it may be required to establish a CIMIC Centre. The employment of a CMOC promotes unity of effort within a complex operating environment.

Annex:
A. List of key civil actors
LIST OF KEY CIVIL ACTORS

Australian government departments and agencies

1. A list of key other governmental departments and agencies impacting upon the conduct of civil-military operations is as follows:

- **Prime Minister and Cabinet.** The principal function of the Department of the Prime Minister and Cabinet is to provide policy advice on domestic and international affairs, commonwealth/state relations, coordination of government administration and administrative support to the Prime Minister and cabinet (see www.pmc.gov.au).

- **Department of Foreign Affairs and Trade.** The role of the Department of Foreign Affairs and Trade (DFAT) is to advance the interests of Australia and Australians internationally. This involves working to strengthen Australia’s security; enhancing Australia’s prosperity; and helping Australian travellers and Australians overseas. The department provides foreign and trade policy advice to the government and works with other government agencies to ensure that Australia’s pursuit of its global, regional and bilateral interests is coordinated effectively (see www.dfat.gov.au).

- **The Australian Agency for International Development.** The Australian Agency for International Development (AusAID) is the Australian Government agency responsible for managing Australia’s overseas aid program. The objective of the aid program is to assist developing countries reduce poverty and achieve sustainable development, in line with Australia’s national interest. AusAID provides advice and support to the Minister and Parliamentary Secretary on development policy, and plans and coordinates poverty reduction activities in partnership with developing countries (see www.ausaid.gov.au).

- **The Attorney-General’s Department.** The Australian Government Attorney-General’s (A-G) Department provides essential expert support to the Government in the maintenance and improvement of Australia’s system of law and justice and its national security and emergency management systems. The Department is the central policy and coordinating element of the Attorney-General’s portfolio for which the Attorney-General and Minister for Home Affairs are responsible (see www.ag.gov.au).
Asia Pacific Civil-Military Centre of Excellence. The Centre is part of the Defence Organisation, but reflects a whole of government approach with staffing from a number of departments and agencies. Applying a collaborative approach with government agencies, the United Nations and other relevant partners, the Centre will focus on improving civil-military education and training, and developing civil-military doctrine and guiding principles. Through its research program on relevant civil-military issues, the Centre will identify best practice responses to key lessons learned and recommend their application to achieve continuous improvement (see www.civmilcoe.gov.au).

Australian Federal Police. The Australian Federal Police (AFP) is a federal law enforcement organisation. The AFP employs the core principles of prevention, deterrence, partnerships and innovation and works with the Australian Government and key agencies on a range of counter-terrorism, crime-fighting and capacity building initiatives. The AFP is focussed on national and international operations, and challenges the AFP face include counter terrorism, human trafficking and sexual servitude, cyber-crime, peace operations, protection and other transnational crimes (see www.afp.gov.au).

Emergency Management Australia. Emergency Management Australia (EMA) is part of the A-G’s Department and is primarily responsible for the protection of life and property in Australia by providing national leadership in the development of emergency management measures to reduce the risk to communities and manage the consequences of disasters (see www.ema.gov.au).

Australian Customs and Border Protection Service. Australian Customs and Border Protection Service manages the security and integrity of Australia’s borders. It works closely with other government and international agencies, in particular the AFP, the Australian Quarantine and Inspection Service, the Department of Immigration and Citizenship and the Department of Defence, to detect and deter unlawful movement of goods and people across the border (see www.customs.gov.au).

Department of Treasury. This department focuses primarily on economic policy and is centred on four portfolio outcomes: a sound macroeconomic environment, effective government spending arrangements, effective taxation and retirement income arrangements, and well-functioning markets (see www.treasury.gov.au).
The Department of Agriculture, Fisheries and Forestry. The role of the Australian Department of Agriculture, Fisheries and Forestry (DAFF) is to develop and implement policies and programs that ensure Australia’s agricultural, fisheries, food and forestry industries remain competitive, profitable and sustainable (see www.daff.gov.au).

Department of Immigration and Citizenship. The purpose of the Department of Immigration and Citizenship is to manage the entry and settlement of people. The services provided to government are defined under two broad outcomes:

- contribute to Australia’s society and its economic advancement through the lawful and orderly entry and stay of people; and
- promote a society which values Australian citizenship and social cohesion, and enables migrants and refugees to participate equitably (see www.immi.gov.au).

Statutory Authorities and Essential Services. There are multitudes of statutory authorities that may be engaged as part of the conduct of civil-military cooperation (CIMIC). These authorities include organisations such as Australia Post and Water Boards, through to regulatory bodies like the Environmental Protection Agency. It is important to recognise the diversity of participants as the characteristics of these authorities must be considered by Australian Defence Force personnel engaged in CIMIC.

Australian Embassy/High Commission/Consulate. An Australian DFAT led organisation which provides representational and consular facilities on behalf of the Australian Government. AusAID personnel are often co-located within the DFAT organisation (see www.dfat.gov.au/dept/mission_info.html).

International and national government donor agencies

2. International and national government donor agencies include organisations such as:

- the United States State Office of Population, Refugees, and Migration (PRM) (see www.state.gov/g/prm);
- United States Agency for International Development (USAID) (see www.usaid.gov);
- United Kingdom Department for International Development (DFID) (see www.dfid.gov.uk);
Canadian International Development Agency (CIDA) (see www.acdi-cida.gc.ca);

AusAID;

European Commission’s Humanitarian Aid Office (ECHO) (ec.europa.eu/echo); and

World Bank (see www.worldbank.org).

3. These civil actors have responsibilities for funding, monitoring, and evaluating development programs. In humanitarian emergencies these donors may be present and may be working with the lead agency or civil administration.

International organisations

4. Examples of international organisations which may be found within an area of operations are as follows:

- **United Nations.** The United Nations (UN) is a voluntary association of sovereign countries, which have committed themselves, through signing the UN Charter, to ensure international peace and security, and to further international cooperation in solving economic, social, cultural and humanitarian problems. The primary purpose of the UN is to maintain peace and security throughout the world and to develop friendly relations among nations (see www.un.org).

- **United Nations Office for Coordination of Humanitarian Affairs.** The mission of the UN Office for Coordination of Humanitarian Affairs (OCHA) is to mobilise and coordinate effective and principled humanitarian action in partnership with national and international actors in order to:
  - alleviate human suffering in disasters and emergencies;
  - advocate for the rights of people in need;
  - promote preparedness and prevention; and
  - facilitate sustainable solutions (see www.ochaonline.un.org).
United Nations Development Programme. The UN Development Programme (UNDP) is the UNs global development network, an organization advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. UNDP helps developing countries attract and use aid effectively. The focus of the UNDP is helping countries build and share solutions to the challenges of:

- democratic governance;
- poverty reduction;
- crisis prevention and recovery;
- environment and energy; and
- human immunodeficiency virus/acquired immune deficiency syndrome (see www.undp.org).

United Nations Children’s Fund. Founded in 1946 as a temporary body to provide emergency assistance to children in Europe and China following World War II, UN Children’s Emergency Fund (UNICEF) is a semi-autonomous agency of the UN that works for the wellbeing of children. The fund is charged with giving assistance, particularly to developing countries, in the development of permanent child health and welfare services (see www.unicef.org).

United Nations Food and Agriculture Organisation. The Food and Agriculture Organization (FAO) of the UN leads international efforts to defeat hunger. Serving both developed and developing countries, FAO acts as a neutral forum where all nations meet as equals to negotiate agreements and debate policy. FAO helps developing countries and countries in transition modernize and improve agriculture, forestry and fisheries practices and ensure good nutrition for all (see www.fao.org).

Office of the High Commission for Human Rights. The Office of the United Nations High Commissioner for Human Rights (OHCHR) represents the world’s commitment to universal ideals of human dignity. The mandate from the international community is to promote and protect all human rights. The High Commissioner heads OHCHR and spearheads the UNs human rights efforts (see www.ohchr.org).
• United Nations High Commissioner for Refugees. The Office of the UN High Commissioner for Refugees (UNHCR) is mandated to lead and co‐ordinate international action to protect refugees and resolve refugee problems worldwide. Its primary purpose is to safeguard the rights and well‐being of refugees. It strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State, with the option to return home voluntarily, integrate locally or to resettle in a third country (see www.unhcr.org).

• United Nations World Food Programme. The World Food Programme (WFP) is the UN’s agency in the fight against global hunger. It is the world’s largest humanitarian organisation. In emergencies, food is sent to where it is needed, to save the lives of victims of war, civil conflict and natural disasters. After the cause of an emergency has passed, food is used to help communities rebuild their lives. WFP pursues a vision of the world in which every man, woman and child has access at all times to the food needed for an active and healthy life. They work with FAO and IFAD, sister UN agencies in Rome, towards that vision. (see www.wfp.org).

• United Nations World Health Organization. UNs World Health Organisation (WHO) is the directing and coordinating authority for health within the UNs system. It is responsible for providing leadership on global health matters, shaping the health research agenda, setting norms and standards, articulating evidence‐based policy options, providing technical support to countries and monitoring and assessing health trends (see www.who.int/en).

• The International Committee of the Red Cross. The International Committee of the Red Cross (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 coordinates the international relief activities conducted by the movement in situations of conflict. It also endeavours to prevent suffering by promoting and strengthening humanitarian law and universal humanitarian principles. Established in 1863, the ICRC is at the origin of the International Red Cross and Red Crescent Movement (see www.icrc.org).

• The International Federation of Red Cross and Red Crescent Societies. The International Federation of Red Cross and Red Crescent Societies (IFRC) is the world’s largest humanitarian organisation, providing assistance without discrimination as to nationality, race, religious beliefs, class or political opinions. Founded in 1919, the International Federation comprises 186 member Red Cross and Red Crescent societies, a Secretariat in Geneva and more than 60 delegations strategically located to support activities around
the world. The Red Crescent is used in place of the Red Cross in many Islamic countries. The Federation carries out relief operations to assist victims of disasters, and combines this with development work to strengthen the capacities of its member National Societies. The Federation’s work focuses on four core areas: promoting humanitarian values, disaster response, disaster preparedness, and health and community care (see www.ifrc.org).

Non-government organisations

5. Examples of Non-governmental organisations which may be found within an area of operations are as follows:

• **CONCERN Worldwide.** Concern Worldwide is a non-governmental, international, humanitarian organisation dedicated to the reduction of suffering and working towards the ultimate elimination of extreme poverty in the world’s poorest countries. Concern’s mission is to help people living in extreme poverty achieve major improvements in their lives. Concern works with the poor themselves, and with local and international partners who share the organisation’s vision, to create just and peaceful societies where the poor can exercise their fundamental rights (see www.concern.net).

• **International Organisation for Migration.** Established in 1951, the International Organisation for Migration (IOM) is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners. IOM works to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need, including refugees and internally displaced people (see www.iom.int).

• **Medecins Sans Frontieres.** Médecins Sans Frontières (MSF) is an international humanitarian aid organisation that provides emergency medical assistance to populations in danger. In countries where health structures are insufficient or even non-existent, MSF collaborates with authorities such as the Ministry of Health to provide assistance. MSF works in rehabilitation of hospitals and dispensaries, vaccination programmes and water and sanitation projects. MSF also works in remote health care centres, slum areas and provides training of local personnel. All this is done with the objective of rebuilding health structures to acceptable levels (see www.msf.org).
Oxfam is a global movement of people fighting poverty. Oxfam fights poverty in three ways: campaigning for change, development work and emergency response (see www.oxfam.org.uk).

Save the Children. The International Save the Children Alliance comprises 27 national Save the Children organizations working in more than 120 countries to ensure the well-being of children. In order to continue to accomplish sustainable change, Save the Children has identified four priority goals for children:
- Children are protected from harm through physical and psychosocial assistance;
- Children learn and develop with age-appropriate care and education;
- Children are healthy and well-nourished; and
- Children thrive in food-secure and economically viable households (see www.savethechildren.org).

Refugees International. Refugees International was started in 1979 as a citizens’ movement to protect Indochinese refugees. It is an advocacy organization that provokes action from global leaders to resolve refugee crises. Refugees International advocates for lifesaving assistance and protection for displaced people and promotes solutions to displacement crises (see www.refugeesinternational.org and www.refintl.org).

Services for the Health in Asia and Africa Regions. Services for the Health in Asia and Africa Regions (SHARE) is a non-profit voluntary organization helping to improve health of people in need. It was founded in 1983 by doctors, nurses, and students who were motivated by their experiences in developing countries. It stands for everyone’s right to better health. By providing medical care, training and advice, SHARE supports people and communities to overcome their own health problems. The goal of SHARE is to achieve a fairer and healthier world through SHARING and working with people (see www.share.or.jp/english).

Cooperative for Assistance and Relief Everywhere. Cooperative for Assistance and Relief Everywhere (CARE) is a humanitarian organisation fighting global poverty, with a special focus on working alongside poor women. CARE also delivers emergency aid to survivors of war and natural disasters, and helps people rebuild their lives (see www.care.org).
• **International Medical Corps.** International Medical Corps (IMC) is a global, humanitarian, nonprofit organisation dedicated to saving lives and relieving suffering through health care training and relief and development programs. Established in 1984 by volunteer doctors and nurses, IMC is a private, voluntary, nonpolitical, nonsectarian organisation. Its mission is to improve the quality of life through health interventions and related activities that build local capacity in underserved communities worldwide. By offering training and health care to local populations and medical assistance to people at highest risk, and with the flexibility to respond rapidly to emergency situations, IMC rehabilitates devastated health care systems and helps bring them back to self-reliance (see www.imcworldwide.org).
GLOSSARY

Unless stated otherwise, approved Australian Defence Force (ADF) terms and definitions are used within this publication, as detailed in the Australian Defence Glossary (available on the DRN at adg.eas.defence.mil.au/adgms or via Online Tools then Abbreviations and Acronyms). Externally sourced terms and definitions, herewith approved for ADF use, have the source designated in brackets following the definition, using the following legend:

NATO Allied Administrative Publication—6—NATO Glossary of Terms and Definitions, 2004 (AAP–6).

UK UK JWP 0–10, 2002—UK Doctrine for Joint and Multinational Operations.


armed conflict
Conflict between States, or between a State and organised, disciplined and uniformed groups within a State such as an organised resistance movement, in which at least one party has resorted to the use of armed force to achieve its aims.

arrangement
A written arrangement which can be concluded between any parties, does not contain mandatory language and which is not binding in international or domestic law but is politically and morally binding.

civil actors
All non-military personnel, including the national population and local authorities, as well as international, national and non-governmental organisations and agencies.

civil administration
An interim administration established by a foreign government, under an agreement with the government of the area concerned, and which exercises executive, legislative and judicial authority which is normally the function of the local government until an indigenous civil government can be established.

civil affairs
Designated Active and Reserve component forces and units organised, trained, and equipped specifically to conduct civil affairs activities and to support civil-military operations.
civil agency
A Federal, State, Territory or local government department, agency or authority, including police and emergency services.

civil dimension
This is the environment in which civil actors operate and includes the intangible factors of politics, culture, economy, and religion.

civil-military cooperation (CIMIC)
The coordination and cooperation, in support of the mission, between the joint commander and civil actors, including the national population and local authorities, as well as international, national and non-governmental organisations and agencies.

civil-military cooperation support team
A team of civil-military cooperation advisers whose task is to conduct field assessments of the civil environment and assist in the establishment of civil-military centres.

civil-military operations (CMO)
Operations conducted in support of military operations, or in times of emergency, aimed at enhancing the effectiveness of a military force or civil operation and reducing the negative aspects of military operations on civilians.

civil-military operations centre (CMOC)
(US) An ad hoc organisation, normally established by the geographic combatant commander or subordinate joint force commander, to assist in the coordination of activities of engaged military forces, and other United States Government agencies, non-governmental organisations, and regional and intergovernmental organisations. There is no established structure, and its size and composition are situation dependent.

coalition
An ad hoc arrangement between two or more nations for common action.

combined
Adjective used to describe activities, operations and organisations, in which elements of more than one nation participate.
critical capability (CC)
A characteristic or key element of a force that, if destroyed, captured or neutralised, would significantly undermine the fighting capability of the force and its centre of gravity. Note: it is not necessarily a weakness but any source of strength or power that is capable of being attacked or neutralised.

critical requirement (CR)
An essential condition, resource or means that is required for a critical capability to be fully functional.

critical vulnerability (CV)
A critical capability that is vulnerable to being destroyed, captured or neutralised and whose loss will significantly undermine a force’s centre of gravity.

dislocated civilian
A broad term that includes a displaced person, an evacuee, an expellee, an internally displaced person, a migrant, a refugee, or a stateless person.

displaced person
A civilian who is involuntarily outside the national boundaries of his or her country.

host nation (HN)
(NATO) A nation which, by agreement:
  a. receives forces and materiel of NATO or other nations operating on/from or transiting through its territory;
  b. allows materiel and/or NATO organisations to be located on its territory; and/or
  c. provides support for these purposes.

humanitarian assistance
Support provided to humanitarian and development agencies, in an insecure environment, by a deployed force whose primary mission is not the provision of humanitarian aid.

humanitarian space
The establishment and maintenance by humanitarian agencies and organisations, when they deploy, of a conducive humanitarian operating environment.

international organisation
An organisation established by intergovernmental agreement and operating at the international level.
**joint task force (JTF)**
A force composed of assigned or attached elements of two or more Services established for the purpose of carrying out a specific task or mission.

**law of armed conflict (LOAC)**
The international law regulating the conduct of States and combatants engaged in armed hostilities.

**lead agency**
A lead agency may be designated to take the lead in policy making, planning and information sharing, and acting as the main point of contact for other UN agencies, the military and political components, non-government organisations, and for the parties to the conflict. Note: it may also allocate tasks and coordinate activity, but it does not have any command responsibility or overall authority.

**line of operation**
A line of operation describes how military force is applied in time and space through decisive points on the path to the enemy’s centre of gravity.

**measures of effectiveness (MOE)**
Tools used to measure results achieved in the overall mission and execution of assigned tasks. Measures of effectiveness are a prerequisite to the performance of combat assessment.

**multi-agency planning team**
A team comprising ADF planners, Defence specialists, and representatives from civil agencies, and may include coalition force and UN staff.

**multinational force**
A force composed of military elements of nations who have formed a temporary alliance for some specific purpose.

**non-governmental organisation (NGO)**
A private, self-governing, not-for-profit organisation dedicated to alleviating human suffering; and/or promoting education, health care, economic development, environmental protection, human rights, and conflict resolution; and/or encouraging the establishment of democratic institutions and civil society.
normality indicators (NI)

Normality indicators serve to measure trends and progress in the recovery of a civil society to an improved quality of life. NI measure the level of development of the civilian condition to reduce the level of dependency on the military force by the civil population and civil authorities. Data should be objective, quantifiable and collected systematically (LWD 3–8–6—Civil-Military Operations, 2006).

other government department (OGD)

Encompasses all non-ADF Federal, State, Territory and local government departments, agencies and authorities, which include police and emergency services, and includes both Australian and host nation departments, and the use of the term other government department will refer to both unless prefixed with either Australian or the host nation.

peace operation

A broad term that encompasses peacekeeping operations and peace enforcement operations conducted in support of diplomatic efforts to establish and maintain peace.

refugee

Any person who, owing to a well founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality, and is unable, or owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it.

rules of engagement (ROE)

Directives that set out the circumstances and limitations within which commanders may apply military force to achieve military objectives in support of Government policy, and guide the application of force, but in doing so they neither inhibit nor replace the command function.

Status of Forces Agreement (SOFA)

An agreement that defines the legal position of a visiting military force deployed in the territory of a friendly state. Agreements delineating the status of visiting military forces may be bilateral or multilateral. Provisions pertaining to the status of visiting forces may be set forth in a separate agreement, or they may form a part of a more comprehensive agreement. These provisions describe how the authorities of a visiting force may control members of that force and the amenability of the force or its members to the local law or to the authority of local officials. To the extent that agreements delineate
matters affecting the relations between a military force and civilian authorities and population, they may be considered as civil affairs agreements.

**warfighting**
Government directed use of military force to pursue specific national objectives.
## ACRONYMS AND ABBREVIATIONS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>1CAU</td>
<td>1st Civil Affairs Unit</td>
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<td>ACBPS</td>
<td>Australian Customs and Border Protection Service</td>
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<td>ADDP</td>
<td>Australian Defence Doctrine Publication</td>
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<td>ADF</td>
<td>Australian Defence Force</td>
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<td>ADFP</td>
<td>Australian Defence Force Publication</td>
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<td>AFP</td>
<td>Australian Federal Police</td>
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<td>A-G</td>
<td>Attorney-General</td>
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<td>AMS</td>
<td>Australian Military Strategy 2001</td>
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<td>AO</td>
<td>Area of operations</td>
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<td>APS</td>
<td>Australian Public Service</td>
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<td>A-QIS</td>
<td>Australian Quarantine and Inspection Service</td>
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<td>AusAID</td>
<td>Australian Agency for International Development</td>
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<tr>
<td>BBCAU</td>
<td>British Borneo Civil Affairs Unit</td>
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<td>CARE</td>
<td>Cooperative for Assistance and Relief Everywhere</td>
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<tr>
<td>CASCOPE</td>
<td>Civil areas, structures, capabilities, organisations, people and events</td>
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<td>CC</td>
<td>Critical capability</td>
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<td>CDF</td>
<td>Chief of the Defence Force</td>
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<td>CIDA</td>
<td>Canadian International Development Agency</td>
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<td>CIMIC</td>
<td>Civil-military cooperation</td>
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<td>CIS</td>
<td>Communication and information systems</td>
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<tr>
<td>CJOPS</td>
<td>Chief of Joint Operations</td>
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<td>CMO</td>
<td>Civil-military operations</td>
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<td>CMOC</td>
<td>Civil-military operations centre</td>
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<td>COG</td>
<td>Centre of gravity</td>
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<td>CR</td>
<td>Critical requirement</td>
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<td>CV</td>
<td>Critical vulnerability</td>
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<td>DAFF</td>
<td>Department of Agriculture, Fisheries and Forestry</td>
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<td>DFAT</td>
<td>Department of Foreign Affairs and Trade</td>
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<td>DFDA</td>
<td>Defence Force Discipline Act 1982</td>
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<td>DFID</td>
<td>Department for International Development (UK)</td>
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<td>DI</td>
<td>Defence instruction</td>
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<td>DIAC</td>
<td>Department of Immigration and Citizenship</td>
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<tr>
<td>DIME</td>
<td>Diplomatic, Information, Military and Economic</td>
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<tr>
<td>ECHO</td>
<td>European Commission’s Humanitarian Aid Office</td>
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<td>EMA</td>
<td>Emergency Management Australia</td>
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<tr>
<td>Abbreviation</td>
<td>Definition</td>
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<tr>
<td>FIC</td>
<td>Fundamental inputs to capability</td>
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<tr>
<td>HADR</td>
<td>Humanitarian assistance and disaster relief</td>
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<td>HN</td>
<td>Host nation</td>
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<td>HQ</td>
<td>Headquarters</td>
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<tr>
<td>HQJOC</td>
<td>Headquarters Joint Operations Command</td>
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<td>ICRC</td>
<td>International Committee of the Red Cross and Red Crescent</td>
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<td>IDP</td>
<td>Internally displaced people</td>
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<td>IFRC</td>
<td>International Federation of the Red Cross and Red Crescent</td>
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<td>INTERFET</td>
<td>International Force East Timor</td>
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<td>JMAP</td>
<td>Joint military appreciation process</td>
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<td>JOC</td>
<td>Joint Operations Command</td>
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<td>JTF</td>
<td>Joint task force</td>
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<td>JTFHQ</td>
<td>Joint task force headquarters</td>
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<td>LN</td>
<td>Lead nation</td>
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<td>LOAC</td>
<td>Law of Armed Conflict</td>
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<td>MACG</td>
<td>Multi-agency Coordination Group</td>
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<td>MOE</td>
<td>Measure of effectiveness</td>
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<td>MPAT</td>
<td>Multi-national Planning Augmentation Team</td>
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<td>NGO</td>
<td>Non-governmental organisation(s)</td>
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<td>NI</td>
<td>Normality indicator</td>
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<td>OCHA</td>
<td>Office for Coordination of Humanitarian Affairs</td>
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<td>OGA</td>
<td>Other government agencies</td>
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<td>OGD</td>
<td>Other governmental department(s)</td>
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<tr>
<td>OHCHR</td>
<td>Office of the High Commissioner for Human Rights</td>
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<tr>
<td>PM&amp;C</td>
<td>Prime Minister and Cabinet</td>
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<tr>
<td>PMESII</td>
<td>Political, Military, Economic, Social, Infrastructure and Information</td>
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<td>PRM</td>
<td>United States State Office of Population, Refugees and Migration</td>
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<tr>
<td>ROE</td>
<td>Rules of engagement</td>
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<tr>
<td>SOFA</td>
<td>Status of forces agreement</td>
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<td>SPD</td>
<td>Strategic Policy Division</td>
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<td>UK</td>
<td>United Kingdom</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
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<td>Abbreviation</td>
<td>Full Name</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<td>US</td>
<td>United States</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>WFP</td>
<td>United Nations World Food Programme</td>
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<tr>
<td>WHO</td>
<td>World Health Organization</td>
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