Civil-Military Cooperation
Centre of Excellence
The Hague

CIVIL-MILITARY COOPERATION
AND
MILITARY POLICE
INTERACTION STATUS REPORT

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# Table of Content

1. **Introduction** ................................................................. 4  
   1.1 **General** ................................................................. 4  
   1.2 **Objective of the report** ............................................ 4  
2. **CMI/CIMIC** ................................................................. 6  
   2.1 **CIMIC** ................................................................. 6  
   2.2 **CMI** ................................................................. 7  
3. **MP** .............................................................................. 10  
   3.1 **Definition?** ............................................................ 10  
   3.2 **Provost and Gendarmerie-type forces** ......................... 10  
   3.3 **Authority** ............................................................. 11  
   3.4 **Command and control** ............................................. 11  
   3.5 **Capabilities** .......................................................... 11  
   3.6 **MP within NATO, EU and UN** .................................. 14  
4. **CIMIC - MP interaction** ............................................... 18  
5. **Conclusions** ................................................................. 21  
6. **Sources** ....................................................................... 23  
   6.1 **Literature** .............................................................. 23  
   6.2 **Doctrine and procedures** ........................................... 23  
   6.3 **Webpages** ............................................................ 23  
   6.4 **Interviews/meetings** ............................................... 24  

## Disclaimer

The report is written for the CIMIC community of interest and the information regarding MP forces has only the intent to clarify their complex appearance and enlarging the knowledge of CIMIC officers. This report has not intent to be seen as a technical expert on Military Police matters.

This report represents the views and opinions of CCOE, as an independent organisation and a subject matter expert in its domain. Draft reviews have been peer reviewed.
1 Introduction

1.1 General

The Civil-Military Cooperation Centre of Excellence (Ccoe) is a multinational sponsored, NATO accredited, Centre of Excellence. It provides added value, innovative and timely advice, and subject matter expertise on Civil-Military Cooperation (CIMIC) for both civilian and military customers. The primary focus of the organisation’s efforts is enhanced education and training along with conceptual and doctrinal development.

Within the CCOE, the Concepts, Interoperability and Capabilities Branch (CIC) provides subject matter expertise in the field of NATO CIMIC in order to support the transformational and operational requests of the Strategic Commands, the Sponsoring Nations and other Customers. This includes the contribution to the development of CIMIC policy, -doctrine and -standards.

CIC collects knowledge and experience, by contributing to and participating in concept development and experimentation, exercises and studies. This knowledge and experience is reflected and analysed within the branch. The result is then incorporated into the development of CIMIC policy, doctrine and standards, and influences the future NATO CIMIC education and all kinds of CIMIC training including experiments and operations between the military and civil institutions in any crisis management.

1.2 Objective of the report

Within the CCOE, all requirements from the sponsoring nations, ACT and other stakeholders are translated to projects and incorporated in CCOE’s Program of Work (POW). This POW reflects the main effort for the CCOE in the upcoming years. The above-mentioned projects included in the POW will lead to products, events and activities.

One of the projects mentioned in the POW is the “Initial analyse of assumed mutual relationship between CIMIC and Military Police (MP) focusing on conceptual procedures in order to establish effective cooperation between the two NATO disciplines” with the following project description “Identification of CMI/CIMIC
relevance in MP domain as well as possible MP support to CIMIC; facilitation of joint and specific requirements

Therefore identifying if there is a mutual relationship in a military police (MP) domain is the main objective of the report. Based on the conclusions, recommendations will be proposed.

Note 1: Within the CCOE currently 4 domains or areas of interest are identified namely land-, air-, maritime- and MP domain. Having a MP domain together with a Land, Air and Maritime domain has been a specific choice of the CCOE, bearing in mind that The Netherlands is one of the two CCOE’s Framework Nation\(^1\). In order to properly address the importance of this domain, two Dutch MP positions were integrated within the CCOE organisation.

Additional to the main objective, this report also has the intent to provide CIMIC Officers with some more knowledge of and interaction with MP forces. It will shortly discuss the similarities and differences within the MP as well their operating environment within NATO, EU, and UN.

\(^1\) The Dutch Armed Forces consist of an Army, Navy and Marechaussee (MP) department/service
2 CMI/CIMIC

2.1 CIMIC

NATO Strategic Concept (Lisbon summit 2010)\(^2\) underlines that lessons learned from NATO operations show that effective crisis management calls for a Comprehensive Approach (CA) involving political, civilian and military instruments. Within NATO’s Comprehensive Approach, civil-military cooperation (CIMIC) is marked as one of the military facilitators. This enables the military to help reach the desired end state by coordinating, synchronizing and de-conflicting military activities with civil actors, thus linking military operations with political objectives. The influence of the vast variety of civil contributions to stabilise a dysfunctional society must continue to be considered by the military. This will enable the smooth transition from offensive/defensive operations to stability operations, thus reaching a status of development where the Allied forces can establish a safe and secure environment in the shorter period of time.

CIMIC as a joint function is an integral part of modern multidimensional operations, addresses all cooperating parties within a conflict situation and facilitates mutual support of civilian capabilities to military forces and vice versa. The governing idea of all those interactions is reaching the defined and commonly desired end state, for the best of the local population, the civil actors and the Alliance, which will be, under the best of circumstances, hard to achieve.

In order to maximize success for all parties, it is crucial that all sides fully understand how each partner plans and operates. On one hand, military personnel at the tactical level will carry out CIMIC tasks, as generically described in NATO CIMIC doctrine AJP-3.4.9 and specified in tactical publications, directly contributing to the military effort as ‘boots on the ground’. On the other hand, CIMIC tasks will be carried out by personnel not directly linked to CIMIC staff functions.

The planning of military action demands CIMIC input, as does all other military work within and outside of the mission area. The multiple dimensions of modern military operations are all influenced by CIMIC, as their focus lies on the civil environment and, therefore, can play a key role in NATO’s

\(^2\) Active Engagement, Modern Defence; Strategic Concept for the Defence and Security of members of the North Atlantic Treaty Organization, Lisbon 19 - 20, November 2010
contribution to a Comprehensive Approach CIMIC's contribution and influence has to be visibly present at all the levels of responsibility.

CIMIC is an already established joint function within the different military services (navy, army and air force) as shown in the figure below, although its manifestation is not always visible between the different services within the Ministry of Defence. In its most exposed state CIMIC within the army is much more visible due to the fact that they have CIMIC staff in almost all levels and in contrast to the Navy and Air force have dedicated CIMIC units in their organisation.

2.2 CMI

On 25 March 2014 the Military Committee endorsed MC 0411/2, which was subsequently approved by the North Atlantic Council on 5 May 2014. The new policy formally introduces the term civil-military interaction (CMI). While the term was used in some doctrines, it was never explained or contextualised with CIMIC. The new document gives room for more details such as;

- scoping (limiting applicability to NATO military HQs and units, to prevent any misinterpretation amongst non-military actors, including NATO's political level),
- relationship with other NATO policies and capabilities (not new, but updated and with additional aspects),
- principles for CMI (the two latter parts are explicitly only the military’s perspective and not authoritative for any external relationship),
- application (of CMI and how CIMIC is facilitating this).
Elements of particular relevance.

Definitions

"CMI is a group of activities, founded on communication, planning and coordination, that all NATO military bodies share and conduct with international and local non-military actors, both during NATO operations and in preparation for them, which mutually increases the effectiveness and efficiency of their respective actions in response to crises."

\[3\] MC411/2 dated 05 May 2014

While not expressed unambiguously here, it can be read as ‘process’ = series of activities that are interlinked and build on each other.

The terms ‘communication, planning and coordination’ seem too narrow when thinking of rather practical efforts, e.g. direct assistance to populations. However, ‘founded on’ provides sufficient room for including such aspects.

1st cornerstone: Though this is just expressing that all military levels of command are involved, paragraph 5 adds ‘CMI involves all military functions and disciplines’.

2nd cornerstone: CMI is not a military owned / controlled process, but considered to be centred between all kind of contributors (in analogy with comprehensive approach), encouraging all parties to involve.

Overcoming the limitation of the former CIMIC definition (‘in support of the mission’ is actually just a teleological reduction), CMI is explicitly a permanent activity.

3rd cornerstone: Emphasizing the need for a balanced view allowing all contributors to achieve their missions, equally requiring from all to be more flexible in their planning and execution for giving others equally this opportunity – either through non-interference or assistance.

“CIMIC is a joint function comprising a set of capabilities integral to supporting the achievement of mission objectives and enabling NATO commands to participate effectively in a broad spectrum of CMI with diverse non-military actors.”

The combination ‘joint function’ and ‘set of capabilities’ asks for dedicated staff in HQs (rather deriving from the first), extended by field units (rather deriving from the latter). This is hardly more than expressing the status quo, but essential for balancing against a complete mainstreaming of CMI.

While not necessarily directly supportive to combat assignments of Alliance forces, by default CIMIC is part of military planning and conduct.

In contrast to the CMI definition, this is asking to focus on the military mission (possibly including a task to collaborate with non-military actors). This potential inconsistency could be solved by viewing other actors’ success as equally assisting the overall perspective of the international community’s objectives.

‘NATO commands’ must not be misinterpreted as equalling ‘HQs’. AAP-6 defines it as ‘A unit, group of units, organization or area under the authority of a single individual.’ Consequently, it includes all military formations down to the squad level.

‘participate … with’ reiterates ‘share and conduct with’ of the CMI definition (cf. 2nd cornerstone there).
Consequently, through implementing CMI, CIMIC can elevate its importance, moving closer to the centre of attention. Its purpose is mostly associated with enabling NATO commands to participate in CMI. However, this does not mean that traditional CIMIC activities become irrelevant. Positively seen, these activities actually provide the foundations for further engagement in CMI by other military staff. For this reason, CIMIC staff has to strengthen their advisory support to other military branches and services participating in CMI. It is paramount to address potential implications of planned military activities affecting non-military actors. Equally, these inherent principles ask for adequate attention concerning planned and ongoing actions of non-military actors to be considered in military planning and conduct.

The principles addressed in MC 0411/2 are believed to be universally valid and acceptable for all actors contributing to solving a crisis. However, according to the scope of the document, no such claim is raised towards non-military actors. For CIMIC experienced staff the principles assembled here are not surprising at all, rather expressing basic CIMIC requirements for successful engagements.

The actual new is the mainstreaming of these principles within military circles, elevating them to baselines for all military functions and disciplines dealing with, affecting and / or being affected by civilian actors and their environment.

Introducing CMI within the Alliance is aiming at improving and standardising our involvement in something that by nature was always existing: a relationship between civilian and military actors. Trying to improve this for both side’s benefit, it requires further exploration and detailing within subordinate and more practical documents, namely the doctrine as well as tactics, technics and procedures – but not only those of CIMIC!

Note 2: Based on the approved MC 411/2, the CCOE as custodian of the AJP-3.4.9. has discussed the impact during a CMI/CIMIC workshop with all relevant actors. The outcome will be the input for the review the AJP. The new numbering will be AJP-3.19.
3 MP

A proper understanding of the military police characteristics and their environment is crucial for engaging with the MP. In order to achieve this aim, the report will address the following characteristics such as; similarities, contradictions, command and control structures, authorities and jurisdiction. Additionally, it will address the different roles of military police within NATO, EU and UN.

3.1 Definition?

Within NATO there is currently no agreed definition of the military police, however, the Military Police Panel (Terminology Writing Team) has proposed the following: “Military Police are designated military forces responsible and authorized for policing and providing operational assistance through assigned doctrinal functions”. The military police may be inclusive of both provost and gendarmerie-type forces. More generic definition can be found in the Concise Oxford English Dictionary; “where military police is a military corps responsible for policing and disciplinary duties in the armed forces.”

3.2 Provost and Gendarmerie-type forces

As mentioned above, in NATO military police may be combined with different “police” forces, like provost and gendarmerie.

In this report the term “gendarmerie-type forces” is used as a military force charged with police duties among (national) civilian population and military. Examples of gendarmerie are, Carabinieri in Italy or Guardia Nacional Republicana in Portugal. Their main effort and tasks are more or less civilian than rather military-oriented.

They may fall under the authority of ministry of defence (MoD) or ministry of interior (MoI). There are also examples when gendarmerie falls under the authority of both ministries at the same time, depending either on the kind of tasks they perform, their budget or the area of operations (homeland or deployed).

Similarly to the gendarmerie, provost forces, depending on the nation, may also differ in their roles, tasks and most of all - their jurisdiction. Examples of provost forces are

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4 AJP-3.2.3.3. “Allied Joint Doctrine for Military Police” and ATP-3.7.2. “NATO Military Police Guidance and Procedures”
5 Hereafter referred to as gendarmerie
Feldjäger in Germany or Militærpoliti in Denmark. Their tasks are mainly military orientated and generally fall under the authority of the MoD.

3.3 Authority

In this report authority is referred to as authorities given by national law and regulations to conduct MP duties. The scope of authority differs from:

- Military forces solely responsible for policing the armed forces with limited military police authority (e.g. Belgian, Groep Militaire Politie)

- Military forces solely responsible for policing of armed forces with full law enforcement authority in the armed forces (e.g. Canadian Forces Military Police)

- Military forces responsible for policing both armed forces and civilian population, their tasks and responsibilities are more similar to those performed by civilian police (e.g. Dutch, Koninklijke Marechaussee).

3.4 Command and Control

One of the biggest differences between national MP is the command and control structure. In almost all nations the MP is part of the MoD. However, in some cases there is one MP for the entire armed forces, in other nations, there is MP established under every single military service (army, navy or air force). In addition, the line of reporting is different where some units report to the highest military command others will report to lower levels of command.

Another difference may be found in the gendarmerie command and control structure. Although part of the military force have a military status, they are in most cases supervised by the MoI and/or ministry of justice (MoJ). Furthermore, the majority of the tasks are directly related to the civil environment. As an example, the Dutch Koninklijke Marechaussee performs at least 85% of their tasks outside the military environment.

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6 The Romanian Gendarmerie (Jandarmeria Română) has a special status being part of the MoI. Romania has separate MP units for the Armed forces

7 French Gendarmerie National
3.5 Capabilities

As mentioned above the MP role, authority and command and control may be significantly different between nations. Not every national MP force holds all spectra of capabilities, just as may not perform all of the doctrinal NATO MP functions listed below:

- **Mobility support.** MP facilitate movement along the lines of communication to ensure the commanders freedom of manoeuvre throughout NATO areas of operations. Though not all inclusive, MP support the commanders movement and manoeuvre capabilities through movement planning, movement control and movement sustainment.

- **Security function.** MP contribute to the overall security environment by performing several security functions such as area security, physical security, personal security, protection of designated personal (close protection) and information security.

- **Detention function.** MP provide specialist planning and advice, oversight and surety for the correct handling and processing of prisoners of war, internees and detainees in accordance with applicable international conventions and laws.

- **Police function.** MP support NATO operations through the provision of specialist law enforcement advice, planning and training. They also conduct and provide oversight to a wide range of specialist police functions such as; Investigation, crime prevention, customs, crowd and riot control, working dogs and war crimes.

In order to clarify the above-mentioned differences within NATO MP’s, the nation’s declare their capabilities in the “NATO MP key skills standard and NATO nations MP capability matrices” a standalone document (see figure 2) which are described in the ATP-3.7.2”.

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8 AJP-3.2.3.3. “Allied Joint doctrine for Military Police” and ATP-3.7.2. “NATO Military Police Guidance and Procedures”
9 Additionally, in the next iteration of the military police doctrine (AJP-3.2.3.3 will be AJP-3.21) stability policing will be included as the fifth MP function.
Beside the above-mentioned capabilities, the current ATP-3.7.2 describes briefly stability police operations\(^{10}\). Due to the specific character of these operations a new separate doctrine on stability policing has been developed\(^{11}\). In that doctrine, Stability policing is described as:

- **Stability policing.** A set of police related activities intended to reinforce or temporarily replace indigenous police in order to contribute to the restoration and or upholding of the public order and security, the rule of law and protection of human rights.

The implementation of stability policing as the fifth MP function (AJP-3.21) will most probably lead to augmentation of the "NATO MP key skills standard and NATO nations MP capability matrices" accordantly.

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\(^{10}\) Since last year stability policing is considered as the fifth MP function and will be included in the future AJP-3.21 Allied Joint Doctrine for Military Police (agreed by the MP Panel and endorsed by the MP Chiefs).

\(^{11}\) AJP-3.22 Allied Joint Doctrine for Stability Policing, Ratification draft 1, Oct 2015
Finally, stability policing conducted throughout the full spectrum of conflict requires a specific police approach and set of capabilities which significantly differs from the support and training of other types of security forces.

It may be necessary for conventional forces to conduct police functions in the initial stages, however, the transition to NATO military police forces or indigenous police (when existing and capable of performing their duties) should occur as soon as possible.

### 3.6 MP within NATO, EU and UN

#### NATO

Within the NATO command structure, MP personnel can be deployed in different ways. The three main ways of deployment are National MP, NATO Combined Military Police and Multinational Specialised Units. There is also a possibility of civilian police working besides the military under military command, but this will not be discussed in this report, due to the fact that in this case the civilian police will be part of the MP structures and follow the same procedures. Within NATO, deployed MP forces will always be under the command of a military commander.

- **National MP**: MP forces coming from the Troop Contributing Nation (TCN). These MP units will perform purely national duties within their own jurisdiction in support of the national armed forces (so-called “policing the own force”). They will not be wider discussed in this report.

- **NATO Combined Military Police (NCMP)**. A formation or unit under the operational command of a NATO commander consisting of military police part of the forces of more than one member nation. NCMP are MP forces in NATO performing MP activities. Such a formation or unit will perform these activities as agreed by the respective nation including national capabilities and caveats.

- **Multinational Specialised Units (MSU)**. MSU’s provides the commander with police forces that have military status and training, experience and capability to deal with this area of public security. MSU roles may include; information gathering, investigations, criminal intelligence, counter-terrorism, maintenance of law and order, and public security matters. MSUs are integrated into the military structure and operate under the same Rules of Engagement (ROE).

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12 An example is the police support in Afghanistan, where German and Dutch civil police officers worked under military command (ISAF) during the police training mission in the Kunduz Province.
13 Definition in accordance with STANAG 2085
14 AJP-3.2.3.3. “Allied Joint Doctrine for Military Police” and ATP-3.7.2. “NATO Military Police Guidance and Procedures”
15 See AJP-3.2.3.3. Chapter 2 Annex A, 2A4. c
EU

Within the EU command structure, civilian police and police with a military status (mainly gendarmerie-type forces) will be deployed. Up until now no military police personnel and or units other than in support of their national armed forces have been deployed within the EU. In EU missions, Police can be deployed as an individual police officer or as part of an Integrated Police Unit (IPU)/Formed Police Unit (FPU). Within EU there are different types of missions in which police officers can participate, missions like EUBAM (Border assistance mission), EULEX (Rule of Law) and, of course, EUPOL (police mission) are examples of that. In some cases, non-EU members can be part of the EUPOL missions (e.g. is the Canadian support to the EUPOL mission in Afghanistan). The most specific difference of this police involvement in relation to NATO missions is that deployed personnel (except National MP) will always be under the command of a Head of Mission and in case of an EUPOL mission by a (civilian) Police Head of Mission (POL HoM). IPU’s in case of an EU operation including military forces can be placed temporarily under the responsibility of the military authority\(^\text{16}\), FPU’s cannot be placed under military authority.

- **National MP:** These MP units will perform purely national duties within their own jurisdiction and within the national armed forces (so-called “policing the own force”) and will not be discussed in this report

- **Individual EU Police officer:** Individual EU Police Officers can be deployed in support of the reform, restructuring and rebuilding of indigenous police and other law enforcement agencies through training and advising. Also, specific police experts trained and equipped to undertake a specific specialised task or set of tasks can be deployed. An example is forensic investigation. All these individual police officers can also be part of a multinational team.

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\(^{16}\) EU Council “guidelines for rapid deployment of IPU’s 15956/04 EXT 1 date; 9 August 2012
- **Integrated Police Unit (IPU).** According to the existing EU concept\(^\text{17}\), an IPU is a robust police unit, rapidly deployable, flexible and interoperable; able to perform police executive tasks; preferably (to be deployed) in non-stabilised situations.

An IPU may be placed temporarily under the responsibility of the military authority entrusted with the protection of the population.

IPU units can perform a large spectrum of police functions such as; patrolling, public surveillance operations, information gathering, public order, riot and crowd control.

Secondly, they may also carry out other police functions and tasking such as: conduct criminal investigations, investigations of major crimes against human rights, assistance to refugees and internally displaced persons, provide support to the International Criminal Courts or Tribunals, ensure, if needed, other police functions such as traffic police and border policing, provide assistance for security of personnel involved in missions in the area, both from the EU and from the international community and perform security tasks such as close protection and VIP escorts.

- **Formed Police Units (FPU).** According to the existing EU conceptual doctrine\(^\text{18}\), FPUs are units which are not necessarily pre-existing but formed within a Member State purely for deployment to a specific theatre outside the EU. Normally they will only be deployed in stabilised areas, and cannot be placed under military command. A FPU can perform police core functions such as patrolling and public surveillance, information gathering, public order, civil disorder as well as riot and crowd control but not as wide as the IPU’s tasks.

**UN**

As in the EU, only civilian police and police with a military status (mainly gendarmerie type forces) can be deployed as a UN police officer. UN police officers will be mainly deployed as individual police officers or as a member of so-called Formed Police units. Beside regular police tasks as described below, UN police forces also play a key role in the protection of United Nations personnel and facilities.

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\(^{17}\) Concept for rapid deployment of police elements in an EU-led substitution mission (doc 8508/2/05).

\(^{18}\) Concept for rapid deployment of police elements in an EU-led substitution mission (doc 8508/2/05).
Deployed personnel will always be under the command of the Special Representative of the Secretary-General and in relation to the UN Police force by a civilian Police Officer (Police Commissioner).

- **National MP**: These MP units will perform purely national duties within their own jurisdiction and within the national armed forces (so-called “policing the own force”). This topic will not be discussed in this report.

- **Individual UN Police officer**: Deployed United Nations Police Officers will support the reform, restructuring and rebuilding of indigenous police and other law enforcement agencies through training and advising. Direct assistance is also provided, often through donated trust funds, for the refurbishment of facilities and the procurement of vehicles, communication equipment and other law enforcement material.

- **Formed Police Units (IPU’s)**. Formed Police Units\(^\text{19}\) are defined as cohesive mobile police units, providing support to UN operations and ensuring the safety and security of UN personnel and missions, primarily in public order management.

As a coherent part of the UN police component, FPU’s work in support of the establishment and maintenance of safety, democratic and human rights abiding communities by delivering professional and more robust policing in accordance with the mandate.

Although there are UN procedures and guidelines in operating as a UN Police and even a Centre of Excellence for Stability Police Units (COESPU) Training centre\(^\text{20}\), with the capability to train police officers from all parts of the world, there will still be a different approach on how to operate in relation to different national military police/gendarmerie units.

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**Note 3**: Within the military/civilian police environment different names are used for combined police units, e.g. Multinational Specialised Units (NATO), Integrated Police Units and Formed Police Units (EU and UN). Although the names are different, their tasks are more or less the same. The biggest difference is that MPU’s consist of MP / gendarmerie and IPU’s and FPU’s of civilian police. As mentioned earlier, there is a great similarity between the aforementioned organisations but it is not always clear. In some cases NATO supports the UN/ EU mission, (mainly) gendarmerie force support NATO as well as EU and UN Missions and on the other hand, there are cases of Civilian Police forces supporting NATO operations.

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\(^\text{19}\) UN Department of Peacekeeping Operations/Department of field support (DKPO/DFS) Policy (revised) Formed Police Units in UN Peace keeping operations. Review date 01 March 2013

\(^\text{20}\) The Centre of Excellence for Stability Police Units in Vicenza, Italia is training Police officers coming from all over the world in UN (police) missions. It was established on the request of the G-8 leaders during the 2002 Kananskis Summit in order to support the African Nations
4 CIMIC - MP Interaction

NATO

As described in the AJP-3.4.9 “Allied Joint Doctrine for Civil-Military Cooperation”, the core functions of CIMIC are; Civil-Military Liaison, Support to the Force and Support to the Civil actors and their environment. Military Police on the other hand (depending on the mandate and mission) is one of the combat support elements that will be regularly and intensively interacting with civilians. They will liaise with the force and other police and security organizations at different levels of command. Here the relevance of cooperation between CIMIC and MP may be found. CIMIC, as described in the MC 0411/2 could facilitate these interactions were needed. Therefore, both CIMIC and MP should increase their efforts towards mutual understanding, coordination and sharing of information.

Next to that, with the North Atlantic Council approval of the MC 0411/2 as described at 2.2, there is now a more practical approach to CMI identifying the interaction between military branches and civil environment. This approach should lead to additional new policies and guidelines on communication, planning and coordination within all military bodies that share the operating environment with international and local non-military actors.

Note 4: “Law Enforcement Authorities”, including (civil) police, are, within NATO characterized as non-military actors and not as “civilian” actors21.

Finally, as stated in the AJP-01 Allied Joint Doctrine22; NATO’s experiences in Afghanistan, Kosovo and elsewhere have shown that crises do not lead themselves to simple definitions or analyses. Military means, although essential, are insufficient to deal with such crises alone. These challenges demand a comprehensive approach by the international community, including the coordinated action of a range of military and non-military actors. The effective implementation of a comprehensive approach requires all actors to contribute to a shared purpose, based on a common sense of

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21 MC411/2 NATO military police on Civil-Military Cooperation (CIMIC), section 2 - Terminology, article 26, dated 28th March 2014
22 AJP-01 Edition E Version 1 Ratification Draft, article 2.7
responsibility, openness and determination. NATO’s engagement in a comprehensive approach to resolve a crisis is facilitated through civil-military interaction (CMI)\textsuperscript{23}.

An example of coordination within military bodies and civil actors could be found in the protection of Cultural Property\textsuperscript{24}, as shown in the figure below.

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**EU**

Within the EU, CIMIC is a military asset dealing with external civilian actors. Coordination between the internal EU entities involved in a mission, for instance between EU military and EU civil police on a political/strategic level will be done by the EU Civil-Military Co-ordination (CMCO) department. This implicates that within EU

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\textsuperscript{23} See MC 0411/2, NATO Military Policy on Civil-Military Cooperation and Civil-Military Interaction, 12 May 2014. Civil-military interaction (CMI) is a group of activities, founded on communication, planning and coordination, that all NATO military bodies share and conduct with international and local non-military actors, both during NATO operations and in preparation for them. This mutually increases the effectiveness and efficiency of their respective actions in response to crises.

\textsuperscript{24} International law defines CPP as “the safeguarding and respect of such property” (Article 2 1954 Hague convention).
military operations, MP and to a lesser extent, gendarmerie forces will be tasked to “Police the force” under military command. In that case, there is no direct relevance between CIMIC and MP in relation to the civil society.

The EU police, however, is considered as a civil entity with their own command and control structure. Although IPU’s could be placed under the temporary authority of the military they will still be considered as a civil actor and therefore, their relation with CIMIC will be similar to other civil actors in the area. The EU Police through their liaison officers will actively seek and exchange information with other (civilian) actors in the area. In relation to the military, they will mainly seek and exchange information regarding the security situation and development of operations on the ground as part of force protection measures.

UN

Within the UN, there are two organizations that use the word Civil-Military Coordination. First, there is the UN CIMIC within UN Department for Peace Keeping Operations (UN DPKO) which is a military staff function that facilitates the interface between the military and civilian component of an integrated mission, as well as other civilian actors in the mission area, in order to support the UN Mandate. Secondly, there is the UN CMCoord within the UN Office for Coordination of Humanitarian Affairs (UN OCHA) which refers to the humanitarian civil-military function that provides the necessary interface between humanitarian and military actors in order to protect and promote the humanitarian principles and achieve humanitarian objectives. As mentioned above the UN CIMIC is similar to NATO and EU CIMIC based on Military (including their national military police) on one side and the civil actors, including UN Police, on the other side. This means more or less that the UN Police with their own liaison officers at the HQ level will be the counterpart for (UN/NATO) CIMIC.

CIMIC on the tactical level should realise that within UN operations almost 76 % of the UN deployed personnel are coming from 20 troop contribution nations (TCN’s) with most of them do not have a dedicated CIMIC entity or any adequate level of CIMIC knowledge in their national organisational structure, but will always be supported by the UN headquarters which include a “CIMIC” cell in their organisation that could provide the knowledge to the tactical level.

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25 UN DKPO/DFS policy on Civil-Military Coordination in UN Integrated Peacekeeping operations (UN-CIMIC) review date January 2012
5 Conclusion

One of the first key findings of this report as described in chapter 3, are the differences between MP / gendarmerie within NATO, EU and UN. Those diversities may be observed in their role, capabilities\textsuperscript{26}, tasks, authority structure and command & control which affects their impact on the civil environment.

A second finding is that an expression MP domain as outlined in chapter 1.2 should not be used within the CCOE in the same context as Army -, Air – and Maritime domain. MP is part of the force structure just like engineers, medics, signals etc. Using this term in the same contexts as army, air and maritime will lead to confusion and misunderstanding and should therefore, be avoided.

Finally, cooperation between CIMIC and MP (including gendarmerie) is very important when interacting with civil environment (CMI). Therefore, mutual efforts should be made in order to achieve better understanding and enhance future collaboration and information sharing.

Overall operational CIMIC impact

CIMIC within NATO, EU and UN is part of the force/command structure. Even their tasks are quite similar and all contain liaison, support to force/mandate and support to the civil environment in their policies.

Within NATO the MP is mainly used in support of their national forces (policing the force) or as a combat support force to the commander. Either way, NATO CIMIC is an already existing joint function within the force structure and leads to no additional changes in the way CIMIC operates in relation to the MP.

In the EU and UN environment, police is considered as a civilian actor supplemented with gendarmerie forces. This means that the present CIMIC functionality in the EU/UN structure will interact with these police forces as civilian actors.

Overlooking these facts means that although there is no need for additional CIMIC\textsuperscript{27} in a MP environment, the interaction between CIMIC and the MP /gendarmerie is

\textsuperscript{26} Capabilities as mentioned in the AJP-3.2.3.3. “Allied Joint doctrine for military police” and ATP-3.7.2. “NATO Military Police guidance and procedures”

\textsuperscript{27} CIMIC as a functionality, staff position and or unit
essential in fulfilling the mission objectives. To achieve the desirable level of this interaction, a mutual understanding of each other’s role, tasks, capabilities and supported by information sharing is crucial and will benefit to completing the mission objectives.

Recommendation 1

In order to enhance CIMIC and MP/gendarmerie cooperation and mutual understanding, both NATO Military Police Centre of Excellence (NATO MP COE) and NATO Stability Policing Centre of Excellence (NATO SP COE) should consider incorporating lectures on CIMIC in their respective courses and the CCOE should consider inviting the COEs’ education and training branches personnel to participate in CIMIC liaison courses, in order to further stimulate the mutual interest in civil-military cooperation.

Recommendation 2

The CCOE should avoid using the “MP domain” expression and refer to the MP as a combat support element (same as i.e. engineers). Therefore the focus/interaction should be based on the interaction that these elements have with the civil environment.

Recommendation 3

Focus more on MP/gendarmerie units involved in stability policing than on MP/gendarmerie units performing other MP functions. Although NATO stability policing will be under the control of a military commander they will operate mainly in a civil environment and have therefore a bigger direct relation with CIMIC.

Recommendation 4

Consider amending MP / gendarmerie policy, doctrine, TTPs to highlight the benefits of their civilian interaction and the intelligence/SA that this could provide to the broader CMI community in an operation.

Recommendation 5

Consider amending the CIMIC Functional Planning Guidance so that planners are forced to consider the availability and possibility of using MP / gendarmerie in CIMIC activities.
6 Sources

6.1 Literature

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