



# European Organisation of Military Associations



## The Human Factor

**Recommendations for Armed Forces  
in Times of Multinational Crisis-Management  
and Peace-Keeping Missions**



## Your Security has a Social Dimension

Governments and society have a 'duty of care' toward military personnel, a duty to ensure that all who serve where there is significant risk of physical, mental or emotional harm must receive appropriate care. Soldiers are called upon to make personal sacrifices - including the ultimate sacrifice - in the service of the nation and the international community in UN, NATO and EU missions. By putting the needs of the nation and the armed forces before their own, soldiers must always be able to expect in return fair treatment, to be valued and respected, and that they and their families will be sustained, rewarded and provided for by the nation.

Financial limitations on defence budgets cannot be used as an excuse to circumvent the duty of care owed to soldiers when sending them into harm's way.

The success of modern military missions depends on motivated, adequately trained, equipped and provided for soldiers who can rely on solid welfare schemes which include also their dependants. The policies that define the support available must state in clear terms what can be expected, as it is clear that inadequate care before, during and after deployment of soldiers will result in higher attrition rates and lesser numbers in recruitment. Either of these two eventualities affects future force generation capabilities. Conscious emphasis on operational welfare has in the Netherlands resulted in increased re-enlistment among experienced soldiers. This should encourage the political and military leadership of other nations as well – especially in the current circumstances with recruitment challenge and mission overstretch – to focus more than before on the soldiers' welfare, the "human factor" in international military missions.

## Objectives

With the above in mind, EUROMIL undertook a study of the challenges faced in properly supporting and caring for military personnel in international military missions. EUROMIL collected information on challenges, national approaches, common experiences and best practices in order to provide recommendations to relevant stakeholders. The issues raised in this paper may serve as a guide for the review of national policies and procedures regarding care of military personnel in international military missions, or to inspire associations to be fully engaged where it is appropriate for them to be involved.

NATO member states that lack well developed reserve systems, or who are

transitioning from pure territorial forces to forces deployed in international military missions, should find this information useful in terms of developing appropriate measures. Beyond force structure and planning for force generation and operations, robust policies are essential for the long-term success of a volunteer force.

## Process

The main source of information for this study was a workshop during the 97th EUROMIL Presidium in October 2007 in Paris. The workshop was divided into three parts, examining the three deployment phases: pre-mission, mission and post-mission. The special value of this EUROMIL-workshop lies in the fact that the experts and delegates of 21 military associations and military trade unions from 17 European countries were entirely free in their exchange of experiences and views without having to observe any special considerations as set by official national positions or by the chain of command. The result of these discussions was revised during the 3rd EUROMIL Congress in 2008. An expert working group consisting of EUROMIL member associations subsequently contributed to further amendments throughout 2009.

## Limitations and Constraints

Resources and the nature of the subject did not allow for scientific research. Therefore many of the recommendations and examples are based upon the experiences of delegates of EUROMIL member associations, anecdotal information and media reports rather than a quantitative analysis. This does not discard the views provided but indicates that further research may be warranted on some of the issues identified. Throughout the preparation of the 10 Recommendations, it was universally recognised that there are important differences in how national authorities handle issues faced by soldiers before, during and after international deployments. Soldiers of different nations are subject to vastly different operational employment constraints, domestic legislation and military support systems. The challenge for the EUROMIL member associations was to identify common areas of concern and to submit recommendations that reflect the view of all member countries.

The final outcome is summarised in the *EUROMIL Recommendations for Armed Forces in Times of Multinational Crisis-Management and Peace-Keeping Missions*. These 10 recommendations constitute thus the uncensored view of European soldiers.

### **In the pre-mission phase EUROMIL advocates:**

1. That political mandates best reflect the reality of the theatre and the mission, that the number and effect of national caveats are reduced, and forces operate according to common rules of engagement.
2. That adequate pre-deployment training – including the use of identical types of combat gear, equipment and systems as in the mission area - is provided to enhance the skills, effectiveness and safety of the individual soldier and the unit.
3. That appropriate instruction is provided on international law, language skills and cultural awareness during pre-mission training.
4. That combined pre-deployment training of multinational troops occurs in order to optimise the co-operation and interaction of different national contingents in theatre.

### **In the mission phase EUROMIL advocates:**

5. That priority is given to the provision of appropriate personal combat equipment and to ensuring that the standard of armour protection of vehicles is commensurate with the mission, and that logistic supply structures are effective and appropriate.
6. That the families of soldiers are at the outset involved in all support and adaptation programmes in each deployment stage.
7. That appropriate physical and psychological medical care is ensured during military operations.

### **In the post-mission phase EUROMIL advocates:**

8. That long-term medical surveillance and treatment of returning soldiers and veterans is guaranteed through military medical facilities and/or the civilian health care system. Post Traumatic Stress Disorder (PTSD) should be recognised as an occupational sickness of peace-keeping veterans.
9. That vocational and retraining schemes are set up, which facilitate the employment of veterans in the public administration or civilian labour market.
10. That employment and training schemes are established, which permit seriously injured military personnel to be employed by the public/military administration or civilian labour market.

### In the pre-mission phase EUROMIL advocates:

- 1. That political mandates best reflect the reality of the theatre and the mission, that the number and effect of national caveats are reduced, and forces operate according to common rules of engagement.**

The political mandates of current missions should reflect the nature and purpose of the mission. Especially in those armies made up mainly from volunteers, every soldier needs to be able to explain to his/her family why they participate in a mission and why they are absent from home. A soldier who feels “to be doing the right thing” is better motivated. Rules of engagement (RoE) are set rules outlining the circumstances and limitations under which armed forces will initiate and/or continue the use of force and other coercive measures, including the use of deadly force. Clear rules of engagement provide legal security for the soldier in the field.

Although the co-operation between national armed forces in Europe is intensifying, in practice, European and allied armed forces continue to operate under different RoEs in the same mission area. These differences are reflected in national caveats.

Different rules challenge co-operation between national contingents, thereby compromising mission success. Military commanders of NATO forces consistently cite national caveats as a significant impediment to the planning and execution of their mission.

EUROMIL advocates eliminating undeclared caveats and to, wherever possible, minimise the use of declared restrictions on a national contingent. If caveats exist, they should be allowed to be taken into consideration during the force planning process.

The continuing use of national caveats has negative effects, not only for the theatre of operations but also for the soldiers on the ground.

Another aspect tied very closely to caveats and rules of engagement is the legal security of soldiers. Soldiers serve in very challenging circumstances, risking life and limbs and encountering unforeseeable situations which often require instantaneous decisions. Rules of engagement and caveats that are designed to guide the soldiers' behaviour in these circumstances can not only be drawn up in distant capitals reflecting sublime principles.

National caveats and rules of engagement have to be regularly reality-checked, so that they are workable in the theatre of operations.

## EXAMPLE:

The peace-keeping operation in Kosovo is a positive example, where after difficulties to quell the March riots 2004 due to national restrictions all nations could agree to remove virtually all national caveats and restrictions and place all forces under common rules. This demonstrates that common rules can be reached quickly, when the political will is given.

Nevertheless, several problematic conditions due to differing caveats and rules of engagement were reported from multinational missions:

Troops stationed at Kabul International Airport are restricted by national caveats from leaving the airport. Another national contingent that has command of a Provincial Reconstruction Team (PRT) is prevented from staying outside their base overnight. This restricts the commander's ability to exercise command and control and to conduct effective CIMIC operations and cripples multinational interoperability. Further limiting geographic reach are restrictions of movements between the different cantonments in the same AOR (area of responsibility) of the multinational force to "administrative" movements. All movement, including medical evacuation, is subject to a prior authorization of the national contingent commander. For some contingents, medical evacuation is restricted to a radius of 10 km around the base and limited to hard surface roads, thus significantly constraining the participation in a multinational medical support rotation system.

Reportedly, it proved furthermore problematic for some national contingents to reinforce troops engaged with encountered forces, given national restrictions prohibiting combat

operations. Requests for CAS (close air support) are only answered after prior authorization of national authorities in the nation's capital, which means – taking into account the necessary delays – that this kind of support was always too late.

Constraints on the force protection of national or allied troops in a cantonment include: Crowd and riot control confined to the inner-boundaries of the perimeter of the cantonment; the intervention of the QRF (quick reaction force) limited to the physical boundaries of the cantonment, thus prohibiting engaging a located and identified enemy outside this perimeter (and thus allowing recurrent attacks); prohibition on patrolling around the cantonment, limiting the situational awareness and reducing the effectiveness of the perimeter defence.

Rules of engagement of German ISAF-soldiers ordered troops to halt immediately their fire when an attacking enemy stopped firing. This rule basically enabled insurgents to safely regroup and to launch new attacks in the future. In 2009 the said restrictions were lifted for the German troops.

**2. That adequate pre-deployment training – including the use of identical types of combat gear, equipment and systems as in the mission area - is provided to enhance the skills, effectiveness and safety of the individual soldier and the unit.**



Daily reality presents the military with a wide variety of missions including multinational humanitarian, peace-keeping, stability and support missions and/or nation building outside of Europe. The shift of focus from conventional territorial defence centred on Europe to multinational peace-support missions as far as Afghanistan and Chad has led to the demand of very different and additional skills as well as specialist knowledge from soldiers and officers to work effectively. These tasks go far beyond the traditional military operations of war fighting: the fight against insurgency, civil reconstruction, police tasks, the construction and protection of newly created authorities, interaction with civilians and local authorities as well as the training of local/national security forces are objectives of military missions today.

Pre-deployment military training has to provide for proficiency, ability and skills as fundamental prerequisite of soldiers for any kind of assignment the armed forces might be given. These trainings have to include pick-up-points: points in training, upon which further (multinational)

training can build upon. Basic or general military training has to be followed by specific training, taking into consideration the mission area: geographical realities, climate, etc.

Refreshment courses (including pick-up-points) have to be provided when the last mission or last advanced training course dates back more than 36 months. Precondition is the prior attendance of an advanced training. Pre-deployment training has to follow the task force principle "train as you fight" and to include exercise on and with the equipment finally used in mission scenarios - foremost, communication, transportation, personal equipment - in order to reach operation readiness without delay once deployed.

To enhance effectiveness and safety for individual soldiers, units and the operation, a soldier should not see his/her gear the first time when arriving in the mission area.

Pre-deployment training has to include awareness and support training for prevention of stress disorders.



## EXAMPLE:

Belgian troops serving in Afghanistan were equipped with the MPPV (Multi Purpose Protected Vehicles) DINGO II armoured personnel carriers in 2006. The deployed forces in Afghanistan were not given the opportunity to train with these new vehicles before the mission. This necessitated a difficult adjustment process in a challenging environment for the drivers and for the mounted infantry personnel.

### 3. That appropriate instruction is provided on international law, language skills and cultural awareness during pre-mission training.



Asymmetrical warfare makes a more comprehensive training of soldiers necessary. The present missions prove that soldiers have to be able to communicate and co-operate with allied soldiers, locals, governmental and non-governmental organisations as well as the media. Pre-deployment training has to include teachings on culture, language, national rules and international law.

The need for effective communication is particularly important in multinational missions, e.g. peace support operations. Soldiers' skills of a common (English) language should be developed as a prerequisite for further deepening of communication, serving improved co-ordination of content as well as exchange of personnel. Linguistic misunderstandings can thus lead to mistakes or worse,

casualties. Recent research has shown that language skills, together with frequent contact to other national contingents are considered one of the most important key factors by members of multinational contingents for the quality of daily work. Knowledge of at least one common language, most likely English, has been identified by personnel serving as multinational staff as an area for improvement.

Knowledge of national rules as well as international law provides legal security for the soldier in the field. Cultural awareness is essential in current mission-scenarios, as the aim of most missions is to "win the heart and minds of the population". Soldiers have to be schooled in international laws guiding the multinational mission to know their scope of action. Cultural awareness must contain two aspects. Firstly, soldiers



have to be able to manage differences in multinational contingents taking into account the different cultural backgrounds. Secondly, soldiers must take into account the local culture when planning and conducting their duty to maintain good relations with the population and the local authorities.

Culturally sensitive communications such as negotiations and media interactions are vital to effective coordination and co-operation in modern peacekeeping. Thus, especially Civil-Military Co-operation (CIMIC) officers must know how, despite

enormous cultural diversity, to successfully conduct their job; how to work efficiently with interpreters; and finally, how to resolve local conflicts using negotiations. Current operations in Iraq and Afghanistan have increased interest in cross-cultural negotiation skills as a central component of military leadership. The US military, for example, published an updated field manual for the U.S. Army and Marine Corps that stresses cultural awareness, personal contacts, reconstruction strategies and close co-operation with non-military agencies.

#### EXAMPLE:

The majority of current international missions are being conducted in Islamic countries. The Islamic holy month of Ramadan is one of the most challenging periods for coalition forces with respect to the planning and implementation of operations. Because Ramadan is a time of fasting, there is less opportunity for interaction with the local population and less opportunity to gather intelligence. Leaders should be extremely flexible with all their assets and may have to adjust their patrol schedules and focus security efforts to after sunset. However, insurgency doesn't stop; attacks simply occur more often at night when society is livelier, and large gatherings present greater targets. Nevertheless, Ramadan presents the chance to build and foster relations with local leaders and citizens. Being able to break the fast with certain key people is important, since this is normally associated with close friendships or people of importance. In today's environments in Iraq and Afghanistan, having cultural awareness and sensitivity is vital to the overall mission's success as multinational forces are constantly interacting with the local populace.

#### **4. That combined pre-deployment training of multinational troops occurs in order to optimise the co-operation and interaction of different national contingents in theatre.**

With increasing co-operation between soldiers from different countries and multinational missions the same principle applying to national training should be valid for training of multinational forces. It is only logical to take the task

force principle "train as you fight" a step further, i.e. to the international level. Internationally deployed soldiers have to train together in order to fight together, i.e. as an effective and coherent unit.



EUROMIL understands the current constraints on defence budgets in Europe. But financial limitations of defence budgets cannot be used as an excuse to circumvent the duty of ensuring the best possible training of soldiers ahead of the mission.

Combined pre-deployment training ensures interoperability and flexibility and thus promotes force protection. Combined pre-deployment training, moreover, improves knowledge of and limits possible friction

between different nationalities, which is often based on misunderstandings, rather than conflicting national procedures and approaches to situations. Thus combined pre-deployment training heightens confidence, trust and a feeling of security. Mutual acceptance is a prerequisite of military co-operation; it is essential that soldiers from different nations experience each other on a par and equal.

Combined pre-deployment training has to aim for a common base of standardised military procedures, proceedings and structures. It has to be built upon lessons-learned and missions, both past and present. Co-operation and mutual understanding in combined and joint trainings among member nations has to go beyond exchanging information on training matters and offer real training opportunities.

The bond of trust among soldiers takes weeks and months to develop.

### EXAMPLE:

The Nordic EU Battlegroup, which was on standby in 2008, had its Operational Headquarters (OHQ) in Northwood, outside London. The Operational Headquarters was under Swedish command. The force consisted of a total of 2.700 personnel including the framework nation Sweden (2.300), Finland (200), Norway (150), Ireland (80) and Estonia (ca. 50). Despite the significant costs that major international exercises entail, a common final exercise brought all participating contingents, including an US transport plane, together to bring the interoperability between the different participating contingents to the necessary level.

The EUROCORPS was created in 1992 by Germany and France. It was later joined by Belgium (1993), Spain (1994), and Luxemburg (1996). Besides the aforementioned framework nations the so called sending nations Austria, Greece, Italy, Poland, and Turkey have integrated military personnel into the EUROCORPS staff. The EUROCORPS is open for participation to all European Union and NATO member nations. Since 1993 the EUROCORPS has carried out numerous multinational exercises to improve its operability. The EUROCORPS has been deployed in several peace-keeping missions in Bosnia (1998), Kosovo (2000) and Afghanistan (2004).

## During deployment EUROMIL advocates:

5. That priority is given to the provision of appropriate personal combat equipment and to ensuring that the standard of armour protection of vehicles is commensurate with the mission, and that logistic supply structures are effective and appropriate.



Soldiers sent on mission have not only to be best prepared but also best equipped. The quality and reliability of deployed equipment has a decisive influence on the morale and efficiency of soldiers as appropriate equipment can save health and life.

Equipment that has been used for years or decades might have to be modernised to meet new threats to the life of soldiers. Existing ideas have to be constantly questioned based on findings and experiences from previous and current missions. Equipment to be used during the missions must be also available for pre-deployment training.

The increasing use of improvised explosive devices (IEDs) and attacks in current missions by enemy forces call for better personal protection equipment (helmets, "flak-jacket", protective goggles, etc.) as well as for more and better armoured vehicles.



## EXAMPLE:

A current example can be found in the UK: According to several articles of the British media, British soldiers have died over the past four years with many more injured, after patrolling in Iraq and Afghanistan in Snatch Land Rovers. According to a MoD spokesman, the government accepted that Snatch Land Rovers are not suitable for high risk environments. Safety concerns have also been raised about the military's latest vehicle, the Jackal all-terrain vehicle, introduced into Afghanistan after five soldiers were killed in it. Initially intended for the Special Forces, the Jackal was brought into general use in Afghanistan last summer as part of a programme for new vehicles that are supposed to combat the growing bomb threat. While experts praise the Jackal as a fantastic off-road vehicle for Special Forces, they believe that a lack of alternative vehicles have forced commanders to use it for a purpose that it was not designed for. "The Jackal ignores all five of the basic principles of mine or blast protection and then seeks to overcome the basic design flaws with bolt-on armour, added as an afterthought."

## 6. That the families of soldiers are at the outset involved in all support and adaptation programmes in each deployment stage.

New communication technology enables an immediate and close exchange of information between home and the mission area. This, however, does not necessarily ease the strains of separation but can, on the contrary, have the opposite effect and thus become part of the problem – in particular, if the soldier and the family know of each others problems but are unable to support each other. It is, therefore, essential to have in place a successful arrangement between families and soldiers to reduce the stress levels for both. The following should be taken into account:

Support network programmes should include family information booklets as remedy guides, the establishment



of family liaison officers and/or family support centres. Such support programmes should enable families and dependants to set up a network facilitating support and the exchange of experience. Those services should be automatically offered

to deployed military personnel and their relatives.

Especially with long and repeated absence, it is important that qualified contact persons are available to listen, offer advice and assistance when needed. For the preservation of operational effectiveness and motivation of soldiers, it is necessary to establish a competent and professional family support programme.

The family support programme shall offer families the certainty of available assistance, if necessary, and the soldier the assured knowledge that family members are kept informed and cared for during overseas deployment. An on-call-service of the family support should be available 24/7.

The family support programme should be able to inform about all legal provisions and questions regarding social assistance, allowances and social provisions. Also, the family support programme should assist in respect of dealings with public administration and insurances.

The family support programme should additionally be able to provide for confidential and professional help by social workers, chaplains and psychologists.

It should give access to the latest news from the mission area and provide rapid, comprehensive and correct reports about the mission and the individual unit.

Families should be able to communicate with the commanding officer via the family support programme. On request, and in special circumstances, the support structure should be able to establish direct contact with soldiers in their camps.

The family support programme should help to prepare for the return of the soldier with information about the most commonly experienced problems, offering advice and support on how to deal with them. This includes possible inter-family and social difficulties, as well as information about recognising and dealing with psychological problems.

#### EXAMPLE:

Best practice examples can be found in Denmark and Germany: In Denmark the MoD cooperates closely with the military trade unions (HKKF, CS and HOD). HKKF initiated in 2001 an extensive network of families of deployed personnel, giving support to each other, mainly building on volunteers. In 2005, this network was integrated into the "comrade support programme" and is under the auspice of 7 organisations such as the HKKF, associations of the reserve personnel and the "Blue Berets", an association of internationally deployed service personnel. The family network is locally organised, offering information seminars and activities for families and children. The network also maintains a closed online forum and a telephone hotline for debate and morale support. Volunteers, acting as site-administrators, give advice and, if needed, refer to professional psychologists. The armed forces on unit level have dedicated liaison officers, who can be contacted by the families. The armed forces are actively keeping contact to the families and organising regularly information seminars. In Germany the Family Assistance Organisation operates within the Operations Command in Potsdam. It is organised in 31 Family Assistance Centres with a permanent

staff of 5 and 50 Family Assistance Offices within units deployed in international missions. This service provides mainly information seminars and opportunities for affected families to meet with each other. Additionally, there are several associations offering support and assistance, such as the German Military Association (Deutscher BundeswehrVerband e.V.), the German Army Social Service (Bundeswehr Sozialwerk e.V.) or the Forum for Soldiers' Families (Forum für Soldatenfamilien e.V.). The Family Assistance Organisation refers to these Associations, where they do not have expertise. Most of these services provide leaflets with information and advice about preparations for deployment; the actual deployment; emergencies and homecoming. Additionally, some provide contact addresses to welfare and other services, explain abbreviations and army terminology and offer a pre-deployment checklist.

## 7. That appropriate physical and psychological medical care is ensured during military operations.



Medical care in the military aims to care for, maintain and reconstitute the physical and psychological well-being of the soldier - at home as well as during missions. Medical care should be of the highest quality, free of charge, covering illness, accidents and injuries. Prior to deployment medical care training programmes should raise awareness of soldiers of methods to

avert injuries stemming from the handling of heavy combat equipment/weaponry and related activities unavoidable during missions.

While on deployment the soldier should receive medical treatment equal to that at home. Once wounded or injured, servicemen and -women should be airlifted to the next medical facility as soon as possible, and preferably within one hour. Current medical doctrine does not encourage wounded soldiers, if they are not expected to quickly return to operational status, to stay in the combat zone. To ensure this, resources have to be available to bring wounded soldiers home quickly.

Psychological care should incorporate awareness and support training for

prevention of stress reactions for medical personnel as well as soldiers: Medics are to be trained in identifying and treating signs of high stress levels and psychological abnormalities. Soldiers in command positions should be schooled in identifying stress reactions and methods of coping with stress as part of the overall pre-mission training. The psychological stability of soldiers can furthermore be enhanced through the institutionalisation of peer support programmes. A peer is a fellow soldier trained in trauma-prevention. Peer support programmes should thus be set up in every unit to guarantee immediate access to a dialogue-partner. The training as peer should be refreshed yearly and standardised, similar to first aid trainings.

Relatives of soldiers on international missions should be informed by a psychologist about the risks and symptoms of PTSD. Information should be made available also in form of a handbook for soldiers, veterans and families.



#### EXAMPLE:

German Military Medical Service. On international missions the German Armed Forces Medical Service provides for medical care, the structure and form of which is equivalent to the National Health Service. To guarantee this standard of medical care, abilities are defined in accordance to the mission task, the risk-level and the geographical area of deployment as well as the likelihood of multinational medical co-operation. Medical care of wounded, injured or sick soldiers includes medical transport/ evacuation.

The PRT Kunduz: The military medical service in Kunduz is responsible for 500 soldiers and consists of 10 medical officers: 4 specialised rescue doctors, a surgeon, an anaesthesiologist, a dentist and their assistant doctors. Furthermore, there are 14 nurses, paramedics and drivers for medical transport. The four rescue specialists and their paramedics are regularly accompanying patrols. The hospital has 14 beds plus two beds for intensive care. The pharmacy has over 1500 medical articles to cover a broad spectrum of cases. The supply can sustain the PRT for one week without resupplying from Mazar-e Sharif.

The aim of the medical unit in Kunduz is to stabilise the condition of wounded soldiers ahead of further treatment in the specialised facilities in Mazar-e Sharif, or evacuation to Germany. Every soldier, not expected to return for duty in twelve days, will be transported to Germany.

For transport of wounded soldiers the German medical service has helicopters as well as airplanes in Termez, Uzbekistan equipped for medical evacuation (MEDEVAC). In Germany, the flying "intensive care station", Airbus A310 MEDEVAC, with medical and technical personnel is on 24h stand by and can reach Termez six hours after "take off". MEDEVAC is organised within 12, 24 or 72 hours, reflecting the severity and emergency of the actual case.

### After deployment EUROMIL advocates:

- 8. That long-term medical surveillance and treatment of returning soldiers and veterans is guaranteed through military medical facilities and/or the civilian health care system. PTSD should be recognised as an occupational sickness of peace-keeping veterans.**

After deployment, high quality medical treatment should continue and aim for the best possible recovery of wounded soldiers. Within an extended period of time, ideally several years, after deployment, veterans should have access to free-of-charge health care. It must be assured that also short-term volunteers, soldiers about to leave the armed forces and reservists are included.

Post Traumatic Stress Disorder (PTSD) is the name for what was historically known as 'battle fatigue' or 'shell shock', and can affect anyone who has experienced something traumatic or disturbing. PTSD is a problem that will grow with increase of international military missions if not addressed properly. PTSD does not only affect the military. It has wider societal and economic impacts, especially with the increase of shorter-term service contracts and soldiers returning again to the status of civilian. PTSD impacts not only on the people suffering from it, but also families, employers and the wider society. PTSD has an economic dimension, since it affects personal income, the ability to work and the use made of treatment and support services.

There is no way to know, who will be affected by PTSD, and it is not necessarily those that had the most distressing experiences that may experience symptoms. It has to be kept in mind that symptoms sometimes take years or even decades to appear.

Any condition will not usually go away without treatment, so early medical intervention is vital. The key point is that, once medically diagnosed, PTSD is treatable.

The establishment of a free-of-charge telephone hotline for anonymous support and consultancy has proven to be useful in the recognition of PTSD. The advisor should have the minimum training as peer and be schooled in leading a conversation. It should be possible to reach a professional psychologist whenever necessary. Therefore a psychological stand-by service should be established. Psychological care should furthermore include "battle mind debriefing" with the purpose to bring awareness to the soldiers mind on how he/she best avoids raising the level of adrenalin (combat mind) after leaving the combat area. Professional assessment/diagnosis in the area of

PTSD has to be conducted by a specialist in psychiatry and psychotherapy. Therefore, specialised personnel have to be recruited where necessary.

Existing medical facilities should be complemented by a trauma-centre. In case those military medical facilities will not be the only distributor of long term medical treatment, the military and the civilian authorities and/or the Public Health Service system need to co-operate. Recent research has pointed out difficulties in separating PTSD from conditions with similar symptoms such as Post Deployment Disorder (PDD) and Mild Traumatic Brain Injuries (MTBI). One focus lies here on MTBI. While PTSD is a psychological injury to the mind, MTBI is caused by a physical injury to the brain. Therefore the treatment methods are different. Health care personnel in the mission area therefore have to be trained to pay attention to the circumstances, in which a soldier is injured. Additionally a system may be established, registering personnel with suspected MTBI. The register can then be used by psychologists involved in follow-up examinations of soldiers after they return from the mission area.

#### EXAMPLE:

The following examples from Germany, the Netherlands and Denmark highlight the dimension of the challenge: According to the media, the number of registered cases of PTSD in Germany from the Afghanistan mission rose from 55 in 2006 to 250 in 2008, while 163 cases were reported for the first half of 2009. A German military psychologist registered 1200 cases of PTSD out of 250.000 soldiers deployed in all missions conducted by the German armed forces. This means that there are more soldiers suffering from psychological injuries than physical wounds. The study shows that treatment improved greatly the quality of life with nearly all cases. But around 30 per cent of those cases are declared unfit for duty. The German member association 'Deutscher BundeswehrVerband e.V.' (DBwV e.V.) created a catalogue of demands in respect to PTSD which found broad support in the German federal parliament. The Dutch Veterans Institute estimates that between 2 to 5 per cent of the

ranks send on international missions are likely to suffer at some time in their life from PTSD. This means with ca. 6000 Dutch soldiers serving in Afghanistan per year, 120-300 soldiers suffer from PTSD. According to the Danish military union HKKF, between 10-20 per cent of each contingent abroad suffers from psychological reactions, 6 per cent have severe problems and between 1-3 per cent have very severe problems. This leads to an estimate of 600 – 1.800 persons with very severe problems. HKKF provides social and legal support for their approx. 4500 members (privates and corporals of the Danish armed forces only). They are in contact with an estimated 200 members with severe Post Deployment Disorder (PDD)/PTSD. Since 2008 the Defence Health Service in Denmark has established co-operation with the Public Health Service system, and formed an expert group, who analyse the PTSD/MTBI problem.

## 9. That vocational and retraining schemes are established which facilitate the employment of veterans in the public administration or civilian labour market.



Soldiers, especially those with temporary contracts, should be offered schooling, education and vocational training to facilitate re-integration into the civilian labour market. To ease the re-integration into the job-market special coaching programmes should be set up to make the soldiers (and hence employers) aware of the unique sets of expertise and soft skills that soldiers have acquired during their service, which can benefit civilian employers.

Depending on the duration of service, soldiers should be entitled to a relative broad variety of career advancement training programmes that systematically build upon each other.

The soldier should be given information, advice and personal counselling on how to advance his/her chances and possibilities in the private and/or public sector, and on how to successfully pursue a civilian career of his/her choice. Measures should concentrate on the actual need for education or training of the individual, the speciality of military service, the requirements of the market

for education and training and the labour market as well as on the basic principles of efficiency and economy.

Therefore, arrangements and provisions should be offered already during the time of service in order to refresh and broaden existing skills and knowledge, or to gain new skills and qualifications to prepare for a career after military life.

Such measures can be offered in the form of training courses by external private or public educational facilities. Distant studies and correspondence courses could also be taken into consideration. Measures of integration or re-integration should facilitate the admission into the labour market. Such measures include professional orientation courses, job preparatory courses and job application trainings.

Depending on their duration of service, soldiers should be entitled to receive financial support for school education, higher education and vocational training in public or private education facilities, companies, administrations and colleges/universities.

Additionally, soldiers should be supported by an official recruitment agency/employment services. Also, special recruitment fairs for former military personnel could be organised, as done in France and Denmark.

## EXAMPLE:

In Germany, the Service for Vocational and Educational Promotion (BFD) is part of the Federal Administration and consists of 20 regional and 100 local teams. The BFD is responsible for the academic education and vocational training of soldiers. It enables military personnel with special age limits (pilots), contract personnel and those conscripts, who volunteer for a longer period, to integrate successfully into a civilian professional life, and to advance professionally and socially. According to service duration, soldiers have a temporary and financially differentiated offer of systematically composed measures for education and training. In personal counselling and individual mentoring all professional matters, prospects and labour market opportunities are discussed. Already during the service time, the BFD provides professional measures to promote, refresh or expands existing knowledge and skills, or contributes to the acquisition of new knowledge. The integration into civilian life is - in addition to the advice and support while on duty - supported by training at the end and after military service in order to facilitate the integration into the civilian labour force.

Additional measures of integration into civilian life are: a placement via the job fair of the BFD; a training allowance to compensate for a possible difference in starting salaries; vocational guidance and vocational activities, job application trainings; support for inclusion in the public sector on especially reserved positions with the help of the integration and certification voucher.

In the Netherlands, the Flexible Personnel System (FPS) will be introduced in the Dutch armed forces by 2010. FPS is based on talent management, individual careers, and recognition phases in life as well as career guidance. FPS will attend, in co-operation with the soldier, to his/her professional and personal development, and broadens the career possibilities within the Services. While still aiming at a longer (but not necessarily lifetime) employment within the armed forces for all personnel, the FPS also supports training and schooling for a civilian life. By 2010 two hundred specially educated career management officers will support all military personnel in all career matters. Furthermore, additional instruments such as training and education allowances, certification procedures, electronic-portfolios and support schemes for integration on the civil market are planned. FPS aims to ready the soldier for a career within the armed forces, while simultaneously enhancing the skills needed for the civilian labour market. These instruments are available under the supervision of the career management personnel officers based in the Operational Commands.

In case that military personnel do not want or cannot continue the military career, and a continuing in the MoD as a "civilian" is not possible, the MoD offers a guidance and mediation service to support a civilian career. The Shared Service Centre for External Mediation for Defence Personnel (DC EBD) supports military personnel in finding a job outside the military. The DC EBD provides expertise in labour issues and training.

**10. That employment and training schemes are established which permit seriously injured military personnel to be employed by the public/military administration or civilian labour market.**

Governments and societies owe a 'duty of care' to the members of the armed forces, who are called upon to make personal sacrifices in the service of the nation and the international community. Veterans of international missions who suffered severe injury have to be particularly cared for. It is the responsibility of states and their governments to ensure that their soldiers and their families will be sustained, rewarded and provided for.

Soldiers, seriously wounded during a military mission, should be allowed sufficient time to recover and recuperate, and to mentally prepare, in certain cases, for a life as a disabled person. During this period the soldier must be given access



to free medical and psychological care for the treatment of the injury. Following recovery, soldiers with the wish and the ability to be reinstated for duty should be permitted to continue as professional soldier. Alternatively the soldier should be entitled to substantiate a claim for professional/vocational education/qualification on the basis of a career plan. A simple discharge or transfer into (early) retirement as a result of an injury should only be permitted on application by the respective soldier. Soldiers with a temporary contract should be transferred into an exceptionally service status for the length of the recovery period with all benefits and duties of the former contract, unless the soldier objects.

**EXAMPLE:**

Best practice can be found in laws in Germany and Poland (as from 01 January 2010) where soldiers, who are injured during a mission, are permitted to remain in the service in an appropriate position. If such soldiers are declared unfit for continued service, they are entitled to substantiate a claim for an alternative career in the public administration of the armed forces. If necessary, they receive appropriate education/vocational training and if preconditions (qualification, abilities) of the career path have been met they can pursue this career after completing a probation period.

# EUROMIL

## member associations

### Belgium

1. Algemene Centrale van het Militair Personeel / Centrale Générale du Personnel Militaire (ACMP - CGPM)

### Bulgaria

2. Bulgarian Officers Legia "Rakovski" (BOL "Rakovski")

### Cyprus

3. Cyprus Army Retired Officers Association (CAROA)
4. Cyprus Army Officers Association (CAOA)

### Czech Republic

5. Svaz Vojáků z Povolání Armády České Republiky (SVP ACR)

### Denmark

6. Centralforeningen for Stampersonel (CS)
7. Haerens Konstabel - og Korporalforening (HKKF)

### Finland

8. Päällystöliitto ry (PL)

### France

9. Association de Défense des Droits des Militaires (ADefDroMil)

### Former Yugoslav Republic of Macedonia – F.Y.R.O.M.

10. Trade Union of Employees in the Defence (SSVO)

### Germany

11. Deutscher BundeswehrVerband e.V. (DBwV)

### Greece

12. Mutual Support Association (ETAL)

### Hungary

13. Honvédszakszervezet (HOSZ)

### Ireland

14. Permanent Defence Force Other Ranks Representative Association (PDFORRA)
15. Representative Association of Commissioned Officers (RACO)

### Italy

16. Associazione per i Militari Democratici (A.Mi.D.)
17. Associazione Solidarietà Diritto e Progresso (ASSODIPRO / A.S.D.P.)
18. UNARMA

### Latvia

19. Latvie Šu Strēlnieku Apvienība (LSA)

### The Netherlands

20. Algemene Federatie van Militair Personeel (AFMP/FNV)
21. Marechausseevereniging (MARVER/FNV)

### Poland

22. Council of Senior Officers of the Corps of Regular Soldiers (KONWENT)
23. Polish Union of Former Professional Soldiers and Reserve Officers of Polish Armed Forces (ZBZZ IORWP)

### Portugal

24. Associação Nacional de Sargentos (ANS)
25. Associação de Oficiais das Forças Armadas (AOFA)

### Russian Federation

26. All-Russian Trade Union of Servicemen (ITUS)

### Slovak Republic

27. Zväz Vojakov Slovenskej Republiky (ZV-SR)

### Slovenia

28. Zveza Slovenskih Castnikov (ZSC)

### Spain

29. Asociación de Militares en Activo y Reserva/ Retirados de los Tres Ejércitos Y Cuerpos Comunes (AMARTE)
30. Asociación Unificada de Militares Españoles (AUME)

### Sweden

31. Officersförbundet (SAMO)

## Associations with observer status

### Italy

32. Pastrengo

### Malta

33. Ghaqda Dipendenti suldati (GHDS)

### Romania

34. Military Order of Romania (MOR)

### United Kingdom

35. British Armed forces Federation (BAFF)

## Facts about EUROMIL

The European Organisation of Military Associations (EUROMIL) is the umbrella organisation of 35 national military associations and trade unions. Originally founded in 1972, the Organisation promotes the social and professional interests of military personnel of all ranks in Europe. Stretching across 25 countries from the Russian Federation in the East to Ireland in the West, and from Finland in the North to Malta in the South, EUROMIL is a truly European organisation.

EUROMIL is the main Europe-wide forum for the co-operation among professional military associations on issues of common concern. Through the international secretariat in Brussels, EUROMIL facilitates exchange of information, experiences and best practice among member associations. The organisation, moreover, strives to secure and advance the human rights, fundamental freedoms and socio-professional interests of soldiers by monitoring and advocating in multinational negotiations on the European level. EUROMIL supports the inclusion of military personnel into social legislation by the European Union.

EUROMIL has participatory status at the Council of Europe and is accredited as a lobbyist with the European Parliament. It upholds contacts with the Organisation for Security and Co-operation in Europe, the NATO Parliamentary Assembly and the European Security and Defence Assembly (formerly the Assembly of the WEU). EUROMIL has a co-operation agreement with the European Trade Union Confederation since 1998.

Funded exclusively by membership fees, EUROMIL keeps to strict non-denominational and politically independent policies.

Military associations entirely respect and abide by the chain of command, and neither condone or support insubordination and mutiny.

Associations do not comment on strategic or operational matters.

## Security has a social dimension

EUROMIL's member associations and unions are committed to the principle of the 'Citizen in Uniform'.

As such, a soldier is entitled to the same rights and obligations as any other citizen.

EUROMIL and its members strongly believe that governments and societies owe a 'duty of care' toward its military personnel. Soldiers are called upon to make personal sacrifices - including the ultimate sacrifice - in the service of the nation and the international community. For that reason, the men and women, who have chosen to serve their country, must always be able to expect in return fair treatment, to be valued and respected as fellow citizens, and that they and their families will be sustained, rewarded and provided for by the Nation.

This requires certain governments to lift all existing restrictions on civil and social rights of soldiers which are not an inevitably and proportionate result from the military assignment. EUROMIL advocates particularly the right of servicemen and -women to form and join trade unions and independent staff associations and that these are included in a regular social dialogue by the authorities. Soldiers are highly skilled employees who have the legitimate right to promote their social and professional interests - as do other workers.

Decade-long experience has shown that those European countries that have granted full association rights to their soldiers experienced no loss of combat efficiency or military discipline. No disturbances in the chain of command have been observed. On the contrary, involving democratic military associations in a permanent social dialogue has de facto improved the moral and loyalty of troops. This has been confirmed in the course of several years in many international missions, such as Afghanistan, where countries with strong military unions have addressed the tasks at hand professionally and successfully.

In times of increased operational pace but declining defence budgets military associations and unions can be a powerful ally to raise awareness of this contradiction and can articulate the professional interests and concerns of military professionals. Associations can also enhance the status of the military profession in society. Military associations are recognised in several countries across Europe as valuable partners for the defence administration.



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