Directive for the Military Protection of Cultural Property and the Military Safeguarding of Cultural Heritage



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1 Military-strategic orientation

1.1 Significance

The military-strategic aim as regards the **Protection of Cultural Property** (**PCP**) is the safeguarding of relevant information, measures, forces, means and capacities between departments of the Federal Ministry of Defence and Sports (MoDS) and the Austrian Armed Forces (AAF) on the one hand, and the relevant civilian authorities/organisations and the affected population on the other. This way respect for and protection of cultural property on Austrian territory or the territory of another state is to be ensured.

The protection of cultural property in armed conflicts is part of International Humanitarian Law (aka the Law of Armed Conflict) and is, with a few exceptions where provisions have to be observed already during peace time, only applicable in the case of (international and non-international) armed conflicts, as well as in the case of military occupation of alien territory. The guideline describes the military obligation to protect cultural property and is based on the legal sources enumerated in the *list of references*.

To safeguard the aspects of military Protection of Cultural Property (milPCP), the cooperation of civilian and military bodies both domestically (as a rule), as well as on international operations, is required.

1.2 Scope of applicability

This guideline is pursuant to Article 25 of the Hague Convention and Article 30 of the Second Protocol and ensures that preparations for the protection of cultural property against the foreseeable effects of armed conflict have to be made already during peace-time at all levels of military command. It furthermore ensures that civilian authorities, at their request, are supported in the planning of emergency measures as regards protection in the event of natural disasters, fire or collapsing buildings, as well as measures for the prevention of illegal transporting of cultural property.

This guideline determines tasks and instructions for the protection of cultural property during domestic and international operations of the Austrian Armed Forces pursuant to Section 2, 2001 Defence Act (DA), for general operations preparation and therefore especially for the training in the field of milPCP and the employment of liaison officers/military

Protection of Cultural Property (LO/milPCP). The detailed specifications regarding assignments, tasks, training, further and continuation training of the LO/milPCP are laid down in the guidelines concerning the civil-military liaison service (CMLS).

2 Definition of terms and principles

2.1 The term *cultural property*

Cultural property in the sense of the Hague Convention (article 1) is:

- a) Movable and immovable cultural property of great importance to the cultural heritage of every people, such as monuments of architecture, art or history, whether religious or secular, archaeological sites, groups of buildings which, as a whole, are of historical or artistic interest, works of art, manuscripts, books and other objects of artistic, historical or archaeological interest, as well as scientific collections and important collections of books or archives or of reproductions of the property defined above.
- b) Buildings whose main and effective purpose is to preserve or exhibit the movable cultural property defined in sub-paragraph (a) such as museums, large libraries and depositories of archives, and refuges intended to shelter, in the event of armed conflict, the movable cultural property defined in subparagraph (a).
- c) Centres containing a large amount of cultural property as defined in subparagraphs (a) and (b), to be known as "centres containing monuments".

2.2 Protection of cultural property

Protecting cultural property includes safeguarding and respecting it. To **safeguard** cultural property the pertinent (civilian) authorities are, already in peacetime, to take all appropriate measures for the protection against the foreseeable effects of armed conflict. **Respecting** cultural property includes the ban on using cultural property and its immediate vicinity, as well as the facilities designated for its protection for purposes which in cases of armed conflict would expose it to destruction or damage, and on directing hostile actions against it. These obligations only apply as long as the cultural property has not become a military target due to its use or function.

2.3 Military target

A **military target** is an object which, due to its condition, its location, its assigned purpose, or its use, contributes effectively to military actions, and the partial or total destruction, occupation, or neutralisation of which, in circumstances given at a specific time, constitutes a clear military advantage.

2.4 Cultural property under special protection

A limited number of refuges to shelter, in the event of armed conflict, movable cultural property, of centres containing monuments and of other immovable cultural property of very high importance can be awarded **special protection**. Awarding special protection is effected by listing the property in the *International Register of Cultural Property under Special Protection*, which is maintained by the *United Nations Educational, Scientific and Cultural Organisation (UNESCO)*. At present only five objects world-wide enjoy special protection and have been entered into this register (one refuge in Germany, three refuges in the Netherlands and the Vatican City State as a historical monument site). The inviolability of **cultural property** under special protection may only be lifted under **specific exceptional cases**.

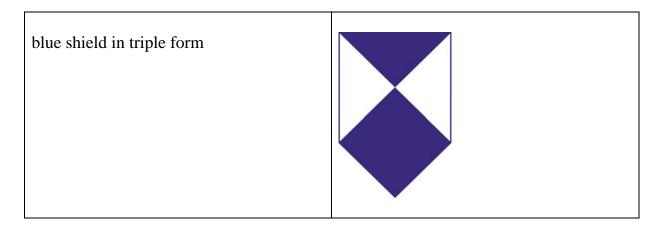
2.5 Cultural property under enhanced protection

Cultural property can be awarded enhanced protection, if it is of the highest importance to humanity, protected by adequate domestic legal and administrative measures, through which its exceptional cultural and historical value is recognised and the highest level of protection is assured, and it is employed neither for military use, nor to protect military installations, and the contractual party responsible for the cultural property has affirmed in a declaration that it would not be put to such a use. Enhanced protection is awarded, as soon as the cultural property has been placed on the international *List of Cultural Property under Enhanced Protection* by the *Committee for the Protection of Cultural Property in the Event of Armed Conflict*. After the list has been drawn up, it is published by UNESCO. Cultural property under enhanced protection **must not be used militarily under any circumstances**.

2.6 Designation of cultural property

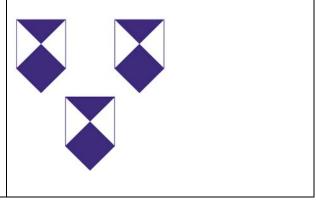
Article 16 of the Hague Convention lays down a distinctive emblem for cultural property. This emblem can – already in times of peace – be used to facilitate the identification of cultural property. Cultural property **not** designated with the **distinctive emblem**, must, if it is identifiable as such, be protected all the same.

The pertinent headquarters has to be promptly notified of movable and immovable goods which the forces come upon in the area of operations (e.g. during searches of houses, persons and vehicles), and which are not marked as, but are determined to be, cultural property.



The single blue shield may only be used for cultural property which is not under special protection, therefore also for cultural property under enhanced protection, as well as to designate persons tasked with the inspection or protection of cultural property, to designate shipping of cultural property, and for the identification card as defined in the regulations governing the implementation of The Hague Convention.

three blue shields (for cultural property under special protection)



The three blue shields may only be used for immovable cultural property under special protection, shipping of cultural property under special protection, shipping of cultural property in urgent cases, and improvised refuges.

According to the regulations governing the implementation of the Hague Convention, during an armed conflict cultural property under special protection **must be marked** and be made available to international inspection. Furthermore, during an armed conflict, vehicles used for the shipping of cultural property under special protection, and the shipping of cultural property in urgent cases, must be marked in such a way that the emblems are visible in daylight from the air as well as from the ground. The personnel tasked with the protection of cultural property is to be marked accordingly.

In other respects, applying the emblems and their degree of visibility is left to the discretion of the pertinent authorities (for Austria, see Section 13 of the *Protection of Historic Monuments Act* in connection with the *Regulation on the Protection of Cultural Property*). The emblem can be shown e.g. on flags or armbands, be painted on an object, or be shown in any other manner appropriate.

It is **forbidden** to employ the emblem during an international armed conflict for other purposes than those described above. Breaches are punishable under Austrian law (Section 8 of the Red Cross Act).

3 Special military obligations pertaining to the protection of cultural property

3.1 Securing cultural property

Securing cultural property against the foreseeable consequences of an armed conflict is primarily a task of the civilian authorities. Among other things it includes drawing up lists, planning emergency measures for the protection against fire or collapsing buildings, preparing the shipping of movable cultural property, or providing adequate on-site protection for this property, and designating the pertinent authorities responsible for securing the cultural property. The Austrian Armed Forces can support civilian authorities upon their request in securing cultural property as part of an assistance operation pursuant to Section 2, para 1 b or c 2001 Defence Act, for example in shipping cultural property.

3.2 Respecting cultural property

3.2.1 Use of cultural property and its immediate vicinity for military purposes

It is categorically forbidden to utilise cultural property, its immediate vicinity, as well as the facilities designated for its protection, for uses which, in case of an armed conflict, could expose it to destruction or damage (military uses).

Only in cases of compelling military necessity (see also 3.2.3) is the utilisation of cultural property and its immediate vicinity for military uses allowed by way of an exception. Cultural property under enhanced protection must not be used militarily under any circumstances.

The **use for military purposes** is, for example, accommodating a force or communication installation, establishing a strongpoint or helipad and the use for military traffic.

It must therefore be avoided to create military targets in the vicinity of cultural property. The distance of military targets to cultural property is to be fixed in such a way that when the target is engaged, the cultural property in its vicinity is protected against the effects of fire and its possible consequences. This has to be especially considered when deciding on the establishment of command posts, positions, distribution points and assembly areas.

To protect movable cultural property against the effects of hostilities, it is, as far as is possible, to be removed by the pertinent (civilian) authorities from the vicinity to military targets, or adequate protection has to be arranged *in situ*.

Through civil-military cooperation (CIMIC) movable cultural property is therefore to be removed from the vicinity to military targets, or adequate protection is to be arranged *in situ*.

3.2.2 Hostile actions against cultural property

Hostile actions may only be directed against military targets. All objects which are not military targets (civilian objects) are to be spared and must not be attacked. This also applies to cultural property, which, due to its civilian nature, is protected as a matter of principle.

In case of an attack, everything possible is to be done to ascertain that the targets to be attacked are not cultural property. Furthermore, in the choice of means and methods of attack, every preventive measure possible has to be taken so as to avoid damage to cultural property, or at least limit it to an absolute minimum. As far as circumstances allow, an attack has to be preceded by an effective warning.

An attack must not be decided on, if damage to cultural property is likely and disproportionate to the expected concrete and immediate military advantage.

Finally, an attack must be aborted or postponed if it becomes obvious that the target is cultural property, or that damage to cultural property is likely and disproportionate to the expected concrete and immediate military advantage.

Hostile action may only be directed against cultural property, if this cultural property has become a military target through its use or function, and there is no other feasible possibility to gain a comparable military advantage, as presents itself if hostile action is directed against this target (compelling military necessity, see 3.2.3.).

Cultural property under **enhanced protection** may only be the target of an attack in **certain limited circumstances** (see Art 13, Second Protocol).

Hostile actions against transports marked with the special emblems denoting cultural property are prohibited. This does not affect the right to stop and search such transports.

3.2.3 Compelling military necessity

Compelling military necessity applies when there is **no other feasible possibility** to gain a **comparable military advantage**, as presents itself either if hostile action is directed against this target, or if cultural property and its immediate vicinity are used for military purposes.

The definition of a measure as a compelling military necessity requires that the military commander thoroughly weigh the alternatives and only allows for a deviation from the responsibilities if there really is no other feasible possibility to gain a comparable military advantage.

The decision to claim compelling military necessity can only be taken by the commander of a military unit of at least battalion or brigade size, or a company if circumstances so require. As far as time allows within the framework of military national defence, the commanders of battalions and upward have to consult with their respective higher commands and, if possible, obtain their agreement.

To be especially considered in estimating a military advantage are the feasibility and requirements of mission accomplishment (e.g. time factor), and the avoidance of loss of personnel and materiel. The reasons for engaging cultural property or for the military use of such are to be entered into the command diary.

3.2.4 Permissibility of other uses of cultural property

Use of cultural property and its immediate vicinity for other purposes is permissible, if this use does not, in the case of armed conflict, expose the property to destruction or damage. Use is permissible, for example

- to care for sick and wounded (also soldiers);
- to help the civilian population;
- as neutralised location for humanitarian purposes of every kind.

In the listed cases, the cultural property can furthermore be marked with the distinctive emblem intended for such cases (for example the Red Cross, Red Crescent, or the Red Crystal against a white background)

A concurrent use for military purposes is prohibited.

3.3 Other prohibited actions

Illegal are every type of theft, looting, plundering, or other illegal appropriation of cultural property, as well as mindless destruction or malicious damaging of such property, and retaliatory measures (= reprisals) against cultural property.

Also illegal is any illicit export, or other removal or transfer of ownership of cultural property from occupied territory.

3.4 Obligations in peacetime

Measures for the protection of cultural property have to be taken already in peacetime. These are, among others:

- circulation of the Hague Convention and its Protocols;
- integration of guidelines and directives on the protection of cultural property into the AAF regulations;
- development and implementation of education and training programmes;
- providing qualified personnel whose task is to ensure cultural property is respected, and to work together with the civilian authorities responsible for its protection (LO/milPCP).

All personnel have to prove the necessary qualification required for their respective command level and are to be trained accordingly. This is why milPCP topics have to be included in field training exercises and in training with simulators, simulations and simulation systems.

As far as is possible, the PCP requirements have to be complied with already in the preparation of military measures (within the framework of operational planning and preparation), and within the framework of exercises.

3.5 Special duties of military commanders

Commanders at all levels have to give the requisite orders so that the protection of cultural property is adhered to, and are answerable that these orders be followed.

They are furthermore required to take all necessary and appropriate measures within their power to prevent or stop breaches of humanitarian international law and to take steps to prosecute and punish the culprits.

4 Disciplinary and criminal measures

Breaches of international humanitarian law or orders to that effect are to be punished under criminal and disciplinary law and those responsible are to be **prosecuted and punished** by the pertinent national authorities.

Intentionally engaging cultural property is, if it does not concern military targets, punishable under **international law** both in international as well as in non-international armed conflicts (Art. 8 para 2 (b *ix*) and (e *iv*) of the Statute of the ICC).

According to applicable international law, commanders are directly criminally responsible for offences carried out by forces under their command and control or command authority as a result of their own negligence to exert proper control over their forces.

5 Structural and procedural organisation

5.1 Organisation

The implementation of the military protection of cultural property, in principle, requires the cooperation of:

- the responsible organisational elements of the MoDS,
- commanders at all echelons,
- legal advisors,
- liaison officers for military protection of cultural property,
- the Military Police.

5.2 The function of the liaison officers for military protection of cultural property and their tasks¹

The tables of organisation and equipment of the following organisational elements have to take into account, as a primary function, the one of a liaison officer for military protection of cultural property:

- Joint Forces Command,
- provincial military commands (for domestic operations), and
- brigade commands (chiefly for international operations).

The liaison officers for military protection of cultural property are, both in domestic and international operations of the AAF under Section 2 2001 Defence Act, responsible, *inter alia*, for theses tasks:

- To inform military HQs and offices of the situation pertaining to the protection of cultural property [geographical situation, classification according to potential threats to cultural properties, state of the objects, and responsible civilian institutions, e.g. Federal Monuments Authority including its provincial branches, civil defence organisations, proprietor or possessor of the respective cultural property];
- To advise military HQs on questions pertaining to the protection of cultural property;
- To represent military interests *vis-à-vis* civilian institutions;
- To provide information on the general military situation and military operational measures to the civilian institutions;
- To advise the civilian institutions on matters pertaining to the military protection of cultural property;
- To convey civilian requests to military HQs and offices in support of matters pertaining to the military protection of cultural property;
- To contribute to the preparation and conduct of the operations, e.g. in the elaboration of orders and/or in the course of the targeting process;
- To process basic material pertaining to the military protection of cultural protection;
- To carry out continuation training in the framework of the military protection of cultural property and contribute to basic military training;
- To contribute to disaster relief operations by advising operational staffs.

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¹ Further details on the LO/milPCP are described in the directives for the civil-military liaison service (ZMVD).

6 Civil-military cooperation (CIMIC) in PCP

PCP requires the cooperation of military and civilian bodies. Civilian bodies are, for example:

- International organisations (IOs), e.g. UNESCO;
- International non-governmental organisations (NGOs), e.g. "Association of the National Committees of the Blue Shield" (*ANCBS*)
- National NGOs, e.g. "Cultural Heritage without Border" (CHwB)
- National civilian authorities, e.g. the Austrian Federal Ministry For Education, Arts and Culture, the Austrian Federal Ministry For European and International Affairs, or the Austrian Federal Monuments Authority;
- Experts, e.g. archaeologists, historians, or archivists.

6.1 Recording cultural property

The cultural property recorded by the authorised national and international bodies (e.g. convention office and documentation centre of the Austrian Federal Monuments Authority, UNESCO, etc.) and the documents forwarded to the Austrian Federal Ministry of Defence and Sports either in writing or graphically, are to be edited accordingly, and the operational HQ notified thereof.

In case of an operation, details, especially as regards cooperation in the recording of cultural property, are ordered by the respective operational HQ.

6.2 Obligatory registration

The pertinent civilian authorities have to be notified by the pertinent HQ of movable and immovable goods which the forces come upon in the area of operations, and which are not marked as, but are determined to be cultural property.

7 Special features of the protection of cultural property and the military preservation of cultural heritage in peace support operations

In (international and non-international) armed conflicts cultural heritage, especially cultural property was often targeted. In this the conflict parties' aim was the destruction or illegal removal of these goods, as well as the obliteration of the affected entities' cultural identity. Such actions sparked international outrage and led to sanctions by the community of states.

Having learnt this lesson means that increasingly within the framework of **crisis management** in peace support operations also the challenges of **safeguarding cultural heritage** have to be met – within the framework of the individual mandate and aware of the principle of **cultural awareness**.² It is therefore necessary to deal with securing social, political, cultural and economic factors, as well as with the social environment of the population in the area of operations. In this it is advisable to register all entities in the area of operations together with their cultural attributes.

The **protection of cultural heritage** in the area of operations (= *securing cultural heritage*) from wilful destruction by the respective conflict parties must be given priority in the conflict phase or immediately following the conflict phase. A targeted defence against potential threats requires that a risk analysis be drawn up and the required minimum number of soldiers as well as materiel be provided. This can include the *proposed designation of protective zones* (**PDPZ**), which is drawn up together with or **at the suggestion of an international organisation, governmental organisation, or non-governmental organisation**, or include *crowd and riot control* (*CRC*). In the reconstruction phase **safeguarding cultural heritage** is to be given priority.

In peace support operations, the military protection of cultural heritage including cultural property is ensured on the basis of international and domestic operational law, which is passed individually for every mandated operation (for example the *operation plan* (OPLAN), the *operation order* (OPORDER), the *standard operating procedure* (SOP) and the *rules of engagement* (RoE)). Herein, objects of cultural heritage including cultural property can be awarded a special status by the responsible commander, namely *Property with Designated Special Status* (*PrDSS*). This makes it possible to apply situationally appropriate military authority and coercive

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² "Cultural Awareness" denotes the sensibilisation and comprehensive information regarding the handling of another culture.

power as per the implemented *rules of engagement* and represents the precondition for adequate protection of a property so designated. The *property designated special status* is <u>not only</u> to be used to protect cultural property, but also other objects (e.g. headquarters of an international organisation) regarded as important for mission accomplishment. Consequently, there is no distinction between objects in medium to long-term planning within the framework of *Property with Designated Special Status*.

The admissability of applying military authority and coercive power including the use of lethal force in connection with the protection of cultural property is guided by domestic and international law and operational directives effective for the operation.

So as to fulfill the above-mentioned tasks, all levels of military command within the framework of *Civil-Military Cooperation (CIMIC)* require appropriately trained personnel, namely liaison officers (LNO/LO).

8 Repeal

The MoD Directive of 12 February 1993, GZ 64.553/0010-5.7/93, pertaining to guidelines for the protection of cultural property is repealed with immediate effect.

Linguistic non-discrimination: The terms referring to persons equally apply, as far as applicable, to men and women.

Applicability of the Guideline to the tasks of the Austrian Armed Forces

I. General preparatory training for operations and pre-deployment training

- Chapter 1 (military strategic aspect)
- Chapter 2 (definitions and principles)
- Section 3.1 (protection of cultural property)
- Section 3.2.1 (use of cultural property and its immediate vicinity for military purposes)
- Section 3.2.4 (admissability of other uses of cultural property)
- Section 3.4 (peacetime obligations)
- Chapter 5 (structural and procedural organisation)
- Chapter 6 (civil-military cooperaion pertaining to the military protection of cultural property)

II. Operation for military national defence under Section 2 para 1 (a), 2001 Defence Act

- i) Operation under (a) in case of a sustained armed conflict between Austria and one or more foreign countries (international armed conflict under international law):
 - Chapter 1 (military strategic aspect)
 - Chapter 2 (definitions and principles)
 - Chapter 3 (special military obligations pertaining to the protection of cultural property)
 - Chapter 4 (disciplinary and penal action)
 - Chapter 5 (structural and procedural organisation)
 - Chapter 6 (civil-military cooperation pertaining to the military protection of cultural property)
- *ii)* Operation under (a) absent an international armed conflict (wherein Austria participates):
 - Chapter 1 (military strategic aspect)
 - Chapter 2 (definitions and principles)
 - Section 3.1 (protection of cultural property)
 - Section 3.2.1 (use of cultural property and its immediate vicinity for military purposes)
 - Section 3.2.4 (admissibility of other uses of cultural property)
 - Section 3.4 (peacetime obligations)
 - Chapter 5 (structural and procedural organisation)

- Chapter 6 (civil-military cooperation pertaining to the military protection of cultural property)

III. Assistance operation for the protection of constitutional institutions and the proper functioning thereof and the democratic liberties of the citizens as well as the maintenance of public order and security in general under Section 2 para 1 (b), 2001 Defence Act

- i) Assistance operation for law enforcement in case of domestic unrest or sporadic acts of violence in Austria (no armed conflict under international law):
 - Chapter 1 (military strategic aspect)
 - Chapter 2 (definitions and principles)
 - Section 3.1 (protection of cultural property)
 - Section 3.2.1 (use of cultural property and its immediate vicinity for military purposes)
 - Section 3.2.4 (admissibility of other uses of cultural property)
 - Section 3.4 (peacetime obligations)
 - Chapter 5 (structural and procedural organisation)
 - Chapter 6 (civil-military cooperation pertaining to the military protection of cultural property)
- *ii)* Assistance operation for law enforcement in case of sustained armed conflict between Austrian law enforcers and insurgent organised armed groups or between such in Austria (non-international armed conflict under international law):
 - Chapter 1 (military strategic aspect)
 - Chapter 2 (definitions and principles)
 - Chapter 3 (special military obligations pertaining to the protection of cultural property)
 - Chapter 4 (disciplinary and penal action)
 - Chapter 5 (structural and procedural organisation)
 - Chapter 6 (civil-military cooperation pertaining to the military protection of cultural property)

IV. Assistance operation in case of disasters and emergencies of extraordinary magnitude under Section 2 para 1 (c), 2001 Defence Act

- Chapter 1 (military strategic aspect)
- Chapter 2 (definitions and principles)
- Section 3.2.1 (use of cultural property and its immediate vicinity for military purposes)
- Section 3.2.4 (admissibility of other uses of cultural property)
- Section 3.4 (peacetime obligations)
- Chapter 5 (structural and procedural organisation)

- Chapter 6 (civil-military cooperation pertaining to the military protection of cultural property)

V. International operation under Section 2 para 1 (d), 2001 Defence Act

- *i)* International operation absents an armed conflict (wherein Austria participates) in the area of operations:
 - Chapter 1 (military strategic aspect)
 - Chapter 2 (definitions and principles)
 - Section 3.2.1 (use of cultural property and its immediate vicinity for military purposes)
 - Section 3.2.4 (admissibility of other uses of cultural property)
 - Section 3.4 (peacetime obligations)
 - Chapter 5 (structural and procedural organisation)
 - Chapter 6 (civil-military cooperation pertaining to the military protection of cultural property)
 - Chapter 7 (special features of the protection of cultural property and the military preservation of cultural heritage in peace support operations)

ii)

International operation in case of an international armed conflict (wherein Austria participates) in the area of operations:

- Chapter 1 (military strategic aspect)
- Chapter 2 (definitions and principles)
- Chapter 3 (special military obligations pertaining to the protection of cultural property)
- Chapter 4 (disciplinary and penal action)
- Chapter 5 (structural and procedural organisation)
- Chapter 6 (civil-military cooperation pertaining to the military protection of cultural property)
- Chapter 7 (special features of the protection of cultural property and the military preservation of cultural heritage in peace support operations)