



INTERALLIED  
CONFEDERATION OF  
RESERVE OFFICERS

Confédération Interalliée  
des Officiers de Réserve

# Annual Report

October 2024

Including reports from:



Interallied Confederation of Medical  
Reserve Officers (CIOMR)

Confédération interalliée des  
officiers médicaux de réserve



Interallied Confederation of Reserve  
Non-commissioned Officers (CISOR)

Confédération interalliée des  
sous-officiers de réserve



## EXECUTIVE SUMMARY

The Interallied Confederation of Reserve Officers (CIOR) plays a pivotal role in representing the interests of reserve officers. CIOR multiplies NATO's efforts for reserves across 27 member nations. During its past year of operation, from 1 October 2023 to 30 September 2024, the following meetings were conducted: Summer Congress in Tallinn, Mid-Winter Meeting in Brussels and In-Between Meetings in Stockholm and Tallinn, involving members of the CIOR Council and committees.

The commitment to reservists' professional development is evident through the work of eight active committees, supporting the presidency's vision. Over the past year, CIOR engaged approximately 450 reserve officers around the world through various programmes, including:

- Young Reserve Officers Development programmes and workshops
- CIOR Language Academy (also a committee)
- Civil-Military Exercise (one event)
- Military Competition (one event)
- International Cyber Event (one ICE annually)

In the field of education and research, CIOR organized three seminars and symposiums featuring keynote speakers from various countries and positions, reaching a total of 250 participants. To assess the status of reserves among member nations, CIOR conducted an intensive survey on reserve issues, revealing numerous challenges and concerns related to the needs, valuation, and support of reservists, including aspects such as reserve training, performance requirements, and reservist capabilities.

CIOR actively contributed to the development of the renewed NATO Policy on Reserves, representing the diversity of reservist and reserve systems in 27 countries and ensuring that their perspectives are integrated into strategic discussions. CIOR's primary connection to NATO is through the NATO Committee on Reserves (NCR) – (previously known as NRFC). Over the past few months, productive meetings between the two organizations' management were conducted to enhance cooperation.

Recognizing the value of potential Ukrainian membership, CIOR has offered assistance to Ukrainian reservists in uniting under a single reservist organization. Ukraine's Minister of Defence, H.E. Rustem Umerov, was contacted and met with regarding this matter.



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CIOR works in close cooperation with the other global reservist organizations; the Interallied Confederation of Medical Reserve Officers (CIOMR) and the Interallied Confederation of Reserve Non-Commissioned Officers (CISOR).

CIOMR hosted the organisation's 75th Anniversary event in Norway. A one-year study on the utilization of reserve forces was presented to COMEDS 61st Plenary. The Junior Medical Reserve Officer Committee conducted several activities for junior officers during the year. Also, several other high-level activities were performed according to the "Recruit, Train, and Retain" strategy.

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CISOR offered a mountain survival course for the first time in 2024. The traditional International NCO Leadership Course was conducted for non-commissioned officers equipping NCOs with leadership tools and international exchanges. It was decided that the status of CISOR as a legal entity would be implemented during the next presidency.



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## 1. FOREWORD BY CIOR PRESIDENT

As we find ourselves in the third year of the war in Ukraine, our Ukrainian allies continue to fight with unwavering bravery in defence of the rule of law, freedom, and democracy—values that resonate deeply with all of us. Concurrently, the Middle East remains engulfed in critical conflict, while tensions escalate in the Far East. For NATO, its members, and its partners, the security landscape and the prospects that lie ahead are more uncertain than they have been in recent memory.

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Vladimir Putin's aggression in Ukraine, along with the variety of methods employed by him, and other autocrats, to fracture liberal democracies and strain transatlantic ties, highlights the undeniable relevance of Advocacy Reserve Organisations (AROs) such as CIOR. These organisations play an essential role in ensuring readiness, resilience, and the capability of the alliance and its member nations to address the manifold defence and security challenges posed by both regional and global threats. In liberal democracies, reservists are more than just soldiers—they are ambassadors, bridging the gap between armed forces and the civil society in which they live and work.

History shows that wars often begin with regular forces and end with reserve forces. The war in Ukraine has once again underscored the importance of this reality. If we are to maintain a credible deterrent against military aggression—and, if necessary, sustain the will and ability to fight until victory is achieved—the role of the reserve forces and their members is nothing short of decisive.

CIOR's principal partner within NATO is the NATO Committee on Reserves (NCR) – (previously known as NRFC) which represents the armed forces of the Alliance's member nations. CIOR, comprising national AROs from nearly thirty countries, proudly represents the reservist—aptly described by Winston Churchill as "Twice the Citizen." Under the Nordic Presidency, CIOR is committed to deepening synergies with the NCR, with ambitious plans to deliver relevant activities and intellectual contributions that enhance the readiness and resilience of both the alliance and individual member nations. Together, we are stronger. Our organisation possesses a wealth of expertise and a steadfast determination to support NATO and its member nations in developing sustainable armed forces formations, striking the optimal balance between regulars and reservists, whilst fully harnessing the knowledge and skills of those who are "Twice the Citizen".

On behalf of CIOR and the Nordic Presidency, I extend my heartfelt thanks to all of our partners and supporters within NATO for your cooperation. To borrow the words of a former Norwegian Prime Minister: "We must hang together, or we will surely hang separately."

The potential to enhance and sustain the readiness and resilience of NATO and its member nations is closely tied to the role, status, and motivation of reservists. Let us therefore work together, with the highest of ambitions, thus securing a brighter future for our children and grandchildren.

We are NATO!



## 2. INTRODUCTION

In accordance with MC 0248/2, CIOR, on behalf of all the Advocacy Reserve Organisations (AROs), hereby respectfully submits a report on the activities of CIOR, CIOMR and CISIOR including opinions from the reservist perspective on reserve matters.

This Report covers the last year of the Estonian Presidency from October 2023 and the first year of the Nordic Presidency to October 2024. Report has been prepared in close co-operation with the President of CIOMR LTC Nils Drews M.D. (DEU) and the President of CISOR StFw Reinhard Knott (DEU), thus providing a unified picture regarding reserve matters from the reservists' perspective.

During the period of this report, CIOR has concentrated on delivering professional development programmes such as the Young Reserve Officers development programmes, CIOR Language Academy, Civil-Military Exercise, Military Competition and International Cyber Events to enhance the readiness and interoperability of reservists.

CIOR has promoted reserves and raised awareness on contemporary security and reserve issues by holding a Symposium in NATO HQ during CIOR annual Mid-Winter Meeting, a Symposium in Tallinn during Summer Congress and a Seminar in Bonn to foster mutual understanding between Allies and Partners and enhance societal resilience. CIOR member associations have worked nationally to achieve the same goals.

CIOR Council conducted four physical meetings during the reporting period and interacted through virtual means to share best practices with the goal of promoting the development of national reserve systems based on a coherent vision.

CIOR is committed to support NATO by providing the reservists perspective to the Military Committee but also by fostering public support in nations to Alliance's operations, missions, activities. CIOR is a powerful organization representing over a million reservists who serve as key enablers of military-civil cooperation.

CIOR has made significant efforts on having Ukraine as an associate member to help integrate Ukraine into Europe and to extract lessons learned from the Russo-Ukrainian War. The CIOR President has had several high-level meetings in the Ministry of Defence of Ukraine, including meeting with the Minister H.E. Rustem Umerov. The situation with reserves in Ukraine will be discussed in this report.

CIOR has contributed to the new NATO Policy on Reserves by providing inputs, suggestions and content from the Reservist perspective. CIOR and its sister organization have a vast pool of resource and knowledge available across all ranks up to three-star level.

All CIOR's activities and efforts in regards of professional development of reservists, sharing best practices and promoting and raising awareness are aligned with CIOMR and CISOR.





### 3. DELIVERABLES

#### 3.1 Activities

##### 3.1.1 Reserve Officers Development

CIOR is an organization committed to professional development and delivers one Young Reserve Officers Seminar (YROS) and one Young Reserve Officers Workshop (YROW) for junior officers per year. The YROS is a three-day event usually held in a CEE country like Czechia in 2023 and Romania in 2024. The YROW is a weeklong intensive programme parallel to the CIOR Summer Congress.



The YRO programme's purpose is to provide junior officers an international/multinational forum both to inform and in which to debate military and reserve issues along with leadership skills/perspective development. It further provides young reservists with a working introduction to NATO including the role of the reservist, National Reserve Force structures and challenges with Reserves.

During the reporting period, 160 junior reserve officers and officer cadets (predominantly OF-1 and OF-2) from 13 Allied and Partner Nations participated in YROS and YROW. Since 2010, CIOR has provided training for over 1100 reservists from 26 nations. Approx. 66% of the participants had their first exposure to international military collaboration at YROW/YROS. Alumni have reported that their participation made them apply for international deployments because they gained the confidence to work in a multinational environment during YRO programmes. This is particularly relevant, as the YRO programmes are the primary, and sometimes only opportunity for reservists from certain nations to participate in multinational training.

CIOR contributes to the availability of reservists for NATO operations, missions and activities and improves their abilities to work in multinational environments. YRO programmes provide a low-threshold opportunity to engage with Allies, thereby strengthening NATO cohesion. YRO alumni are future leaders and have a better understanding of NATO, thus bolstering defence and deterrence of the Alliance.

CIOR aims to boost the number of participants and increase the variety of countries taking part. Since the program is already accredited by the Baltic Defence College, our next goal is to strengthen our relationship with NATO School Oberammergau.

##### 3.1.2 Language Training



The CIOR Language Academy (CLA) delivers an annual two-week English and French language course covering CEFR levels A2 to C1, with a focus on operational military language proficiency, to Reserve and Regular Officers and Senior NCOs from NATO Allied nations. STANAG 6001 examinations at levels 2 and 3 are held through SHAPE at the conclusion of the course, providing a valuable qualification for candidates seeking to work in NATO postings and on multi-national deployments.

Nations represented over the last 20 years of CLA programmes have included PfP and MD partners including Ukraine, Uzbekistan, Georgia, Tunisia and Morocco. In 2024 CLA taught 101



students from 12 nations, with 40 gaining level 2 or 3 in English, and 13 gaining qualifications in French.

The CLA promotes Regular / Reserve integration across all services and nations and fosters a culture of mutual respect and understanding. During the course an emphasis is placed on NATO lexicon and capability through own nation presentations by students and staffs, and visits to military establishments. The social programme encourages ongoing communication and networking, and awareness of other nations Reserve Forces similarities and differences.

The CLA has developed a branch product known as the Mobile Training Team (MTT) to provide bespoke language courses on behalf of IMS and DCB, and has delivered this in Egypt, Morocco, Tunisia, and Mauritania since 2022.

Both outputs demonstrate the actual delivery of tri-service, multi-nation interoperability. Moving forward, the CLA will offer scholarships on the course for under-represented nations and seek to run the academy in locations that are militarily relevant. In 2024 the host nation was Estonia, displaying a strong stance on the Eastern flank of Europe, in 2025 the plan is to hold the course in Sweden, celebrating the accession of one of the newest member states.

### *3.1.3 Civil-Military Co-operation*

CIOR provides advice, on the ideal utilization of reservists within the scope of CIMIC, and act as a forum for discussions regarding CIMIC matters. The primary product is the table-top Civil-Military Exercise (CIMEX), it is guided by key overriding objectives: to encourage liaison, networking and information sharing, and promote best practice within the international CIMIC community. The three-day table-top exercise with the aim of providing the participants skills to act as a CIMIC Officer in NATO and National headquarters and prepare them for NATO operations, missions and activities. The exercise contributes to building awareness of the role of the CIMIC Officer in Civil Preparedness (Civil Emergency Planning) and how it is implemented across NATO. Scenarios are detailed and provide for multinational input whilst being umpired and taught by recognised CIMIC experts.

The CIOR CIMIC Committee capitalises on the military and civilian skills held by reserve officers in order to maximise their effectiveness in NATO. The Committee acts as a group of subject matter experts, able to give advice to relevant stakeholders and promote best practices within the CIMIC community.

NATO's engagement in a comprehensive approach to resolve crises is facilitated through civil-military interaction (CMI), which applies to all military bodies and at all levels. Civil-military cooperation (CIMIC) functions are the main facilitator.

Thus, CMI enables processes that are necessary for building and maintaining relationships with non-military actors. Reserve officers play a K-role in that. It aims at expanding own knowledge networks and developing shared situational understanding of the civil environment with other relevant actors. Due to the fact that diversity of non-military actors is the reality in almost all operations, harmonization of efforts should be aimed upon to avoid negative impacts for the civil environment and for own operations





### *3.1.4 Military Skills Training*

CIOR Military Competition (MILCOMP) provides the opportunity for reservists to enhance their basic military skills which contributes to the readiness and interoperability of reservists. It is a team competition in which each member of the team must complete the competition events together. The three-day competition consists of core military skills of shooting national and foreign rifles and pistols, tackling land and water obstacles, learning map and compass navigation techniques, live scenario combat casualty care response, and the laws of armed conflict. The competition provides Reservists – male or female, of all ranks credible professional development experience and an advanced level training and testing of their combat readiness. Around 120 competitors from 14 nations and 60 staff members participate yearly.

### *3.1.5 Cyber Capability*

CIOR's goal is to develop a cyber capability in CIOR, exchange of best practice in the recruitment, training and use of Cyber Reserves and provide a Liaison network that allows to identify where required Cyber capability in the Alliance exists. Focusing on advancing cyber capabilities within military reserves, it provides insights on establishing cyber forces from a reserve standpoint, featuring workshops, briefings, and collaboration opportunities.

CIOR holds an annual International Cyber Event, it serves as a think tank for NATO and promotes cyber-awareness training, auditing, and effective management of cyber reserves. The goal is to enhance military-civilian collaboration in cybersecurity by sharing best practices and fostering expertise across NATO nations.

CIOR partners with the NATO Committee on Reserves and NCIA to support, develop and deliver Cyber training to Reserves. CIOR facilitates Cyber Reserve co-operation internationally by providing: expert advisers on best practice and signposting exercise and training opportunities for Cyber Reserves.

## 3.2 To stakeholders

### *3.2.1 Twice the citizen*

CIOR's second statutory purposes is to promote the role and importance of reserves in NATO and National level. This is done by every CIOR member association independently inside their nations, but also collectively through CIOR's StratCom Committee's two main workstreams: Communications and Events. Each workstream strives to support the overall mission of CIOR to promote visibility of the reserves, raise awareness among the broader public and foster exchange on current affairs to emphasize knowledge exchange between, as well as educate and train reserve officers. An overarching theme of the current CIOR communication and academic work is certainly the Russo-Ukrainian war. The topics for all major events have been selected to cover reserve related aspects of this conflict.

The main deliverable of CIOR communication workstream is a harmonized communication strategy for CIOR and coordination of activities through social media and the CIOR website. Output is observable on several platforms: CIOR Website; Facebook (3.5k Followers); LinkedIn (1.5k followers); Instagram (715 followers). The focus for upcoming years will be to grow the CIOR follower base by regularly posting high-quality content in line with the overall communication strategy. As part of these efforts, StratCom will be developing a database of



press organizations across relevant countries to distribute press releases quickly to a large audience.

As part of the StratCom effort, CIOR seizes opportunities of Key Leader Engagements. To emphasise the importance of reserves the CIOR President met with Mr. Jens Stoltenberg and Admiral Rob Bauer to deliver a message and CIOR recommendations about societal awareness, resilience and generating reserve forces. These were lessons identified from the Survey on reserve issues and inputs from CIOR Vice-Presidents.

### 3.2.2 Knowledge

The Events workstream has the one-day Symposium in conjunction with the Summer Congress, one-day Symposium in conjunction Mid-Winter Meeting in NATO HQ and three-day Seminar in Bonn, Germany as the main deliverables.

The 2023 Symposium theme was “Mobilisation and Initial Stage of War” and opened by Chief of the Estonian Defence Forces Gen Martin HEREM. The Symposium had seven speakers covering topics about Russo-Ukrainian war first stages. It was open to all CIOR delegates, invited guests, reservists and active-duty personnel. While previously separated, the intention going forward is to use the Symposium for in-depth discussions on topics opened up during the Seminar. As such, the Symposium is an important event to educate CIOR members on current affairs and foster exchange between partner nations.

The Mid-Winter Meeting Symposium focused on Russia’s threat and reserves increasing role in contemporary wars. The symposium featured Canadian BG Eric LAFOREST, as keynote speaker, along with presentations by H.E. Toomas Hendrik ILVES, President of Estonia 2006-2016. This Symposium was intended for decision- and policy makers to enhance their understanding of reserves.

The CIOR Seminar “Strengthening relations between military and economy” highlighted methods by which nations might catalyse partnership between civil and military organizations. The Seminar featured LG Markus LAUBENTHAL, Deputy General Inspector of the German Army and featured speakers of military, industry and political backgrounds from six nations. The Seminar’s purpose was to provoke discussions on current geopolitical issues with a specific emphasis on the relevance of reservists. This year the event had over 80 participants and opened up channels of communication with those in politics and academia, together with economic experts and interested civilians. The seminar extended the reach of CIOR into civil society and generated additional traction for CIOR’s communication channels. Last year’s seminar saw over 60 participants from various backgrounds and marked the first time a hybrid event was organized together with Friedrich Naumann Foundation.

The Summer Congress 24 Symposium was a shorter and more focused event targeted at participants of the CIOR summer congress.

### 3.2.3 Research

One aspect of CIOR’s academic work is legal implications on reserve service. The CIOR Legal Committee consists of different legal experts from a wide range of member countries, the Committee is able to provide input from lots of different perspectives. Furthermore, Committee members come from many different positions within the Reserve Forces. Therefore, they are a



reliable source of the practical implementation of rules concerning the readiness of Reserve Forces. Additionally, they are capable, due to their network, of providing solutions that refer to these practical difficulties; taking these into consideration, an efficient and successful implementation of new rules is more likely.

During the reporting period, CIOR Legal Committee's main effort was the Congress Paper "Social/Employee Protection for Reservists". The primary object of this study is to investigate correlations between the system of social protection and the readiness of Reserve Forces in the different member countries of CIOR. The intended output is to give advice on rules that can improve readiness of Reserve Forces in a specific social environment. This project is very time-consuming due to its scientific approach, it will take a lot more time until it can be delivered. Nevertheless, it is a highly important matter in the current discussion on making reserve forces more available for Collective Defence. Given that, it would be highly appreciated if synergies between the Allies regarding that subject could be build.

The future intent is to take a closer look at investigations on war crimes, especially in Ukraine. The intent is to see how the government prepares its judicial system for war times. The topics of investigations on war crimes and also crisis management for the judicial system are highly relevant in the current situation. The goal is to provide a knowledge library that everyone can access.

The Legal Committee provides support to the MilComp with a written test regarding the Law of Armed Conflict (LoAC) and YROW with a lecture and test regarding LoAC. For participants, who passed the test, a certificate was provided. The intention is to give an incentive for studying LoAC more intensively for young people / officers with non-legal backgrounds.

In an effort to promote the efficiency and utility of a high-readiness, operational Reserve force, Defence Attitudes and Security Issues Committee hosted a briefing by a United States Air Force Reserve Group Commander detailing the structure and application of a Reserve squadron that is fully integrated with Regular forces conducting operational intelligence, surveillance, and reconnaissance missions with the added benefit of affordability and Reserve expertise. This brief ties to the CIOR objectives of sharing best practices to support the development of national Reserve systems based on the Alliance Vision for the Reserves and promoting the value and potential of Reserves for national and collective defence.

The Committee started a pilot program to incorporate non-military university students into CIOR's Young Reserve Officer Workshop. The intent of this program is to introduce university students to the Reserves and educate them on the diversity and utility of NATO's Reservists. The initial instance of this program was overwhelmingly successful and is anticipated it will develop into a formal part of CIOR's Outreach Initiatives. This program directly furthers CIOR's objective of promoting the visibility and profile of Reserve officers in order to foster public support.

The Committee focused on formalizing CIOR's strategic mission and vision and established a construct to enable deliberate planning to achieve these goals. Specifically, the committee authored the CIOR Strategic Planning Guide and coordinated it through Council ratification.



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With the guide in place, CIOR will begin to action efforts set out in the Presidency's initiatives designed to achieve CIOR's mission and vision.



## 4. SUPPORTING THE ALLIANCE

One of CIOR's statutory purposes is to support the policies of NATO and assist in the achievement of the Alliance's objectives. CIOR's value in support of the alliance is in sustaining a high level of Reservist commitment to the Alliance; raising awareness in order to foster public support for NATO operations, missions and activities; help facilitate nations efforts in building national reserve systems based on a coherent NATO Vision of Reserves; serve as part of NATO's mechanism to facilitate cooperation and coordination among Allies Reserves. Responsible body for coordinating efforts to achieve this is the CIOR Council that consists of Vice-Presidents from each member nation.

### 4.1 NATO Policy on Reserves (MC 0441/3)

In 2024, CIOR was invited by the IMS to contribute to the development of the new NATO Policy on Reserves. CIOR Presidency appointed a project leader, who gathered inputs from the Vice-Presidents and prepared tangible content to IMS for the Policy. CIOR was represented in the Tiger Team meetings by CIOR President. Vice-Presidents were kept informed and involved in the process, while the Vice-Presidents contributed to the inputs with their own national experiences. During Summer Congress 2024, 1 August CIOR Council unanimously approved the document with no further changes to be sent to IMS from CIOR.

#### 4.1.1 CIOR's main positions:

- a. The new Policy document should be based on and reflect the Whole-of-Society approach. Strong and resilient societies, with educated and capable citizens, are the foundations of creating reserves that the nations' armed forces can then utilize and develop. Education about and understanding of national defence creates the desire to contribute to it and manifests as joining the reserves. The development and utilization of the Reserves represents the final step in creating a strong and capable system, with the foundation being the education of ordinary citizens.
- b. Reserves should not be considered as only a national responsibility and prerogative. A unified approach should be taken, where Allies build and maintain national reserve systems based on a NATO Vision for Reserves. The current threat to NATO along with the lessons identified from the Ukrainian war, have demonstrated a need for larger forces to perform the military tasks necessary to ensure the security of the Alliance. Forces declared to NATO should be manned 100% and it is evident that nations cannot achieve this kind of manning status with just regulars and need to add reservists to those units that provide the capabilities. This links Reservists and Reserve Forces directly to NATO's military power and capabilities.
- c. NCR and CIOR can be used to facilitate coherent Vision for Reserves among Allies. However, it is important to clearly define the different aspects the NCR and CIOR represent to understand what and to what extent they can offer. NCR represents the defence forces





perspective, while CIOR CIOMR and CISOR provide the third-sector military-civil <sup>1</sup> perspective and the vital connection to the societies. Collectively, they offer a comprehensive understanding of Reserve matters, signifying that each of the four entities should be regarded as equally important and their advice valuable.

4.1.2 Implementation. It is imperative that this new Policy be implemented immediately after ratification. CIOR sees that the Policy should be implemented no later than five years after its adoption. This would be an appropriate task for (NCR) – (previously known as NRFC) with support from the CIOR, CIOMR and CISOR. As stated in the Policy: “The aim of this Policy is to promote the utilisation of Reserves in contributing to NATO’s core tasks, operations, missions and activities with the focus on the Collective Defence of the Alliance.” And “The Policy advocates for a collective vision and provides policy recommendations.”.

#### 4.1.3 Recommendations

- a. The current geopolitical situation has shown the need for much larger armed forces. Allies should consider reinstating conscription or restructure current reserves to rapidly increase reserve forces.
- b. Allies should start with educating civil populations about National Defence and Collective Defence of the Alliance. In the education systems of allied countries, a subject on national defence or civil defence should be introduced to raise awareness about national and collective defence.
- c. The MOD’s of the Allies should establish contact with the national reservists organizations in order to increase the support of the reservists and society for the National Defence and to make the national reserve policy more effective.
- d. Allied countries should establish legal regulations to ensure that employers can not impede reservist from attending training/exercise and furthermore, employers should be encouraged to retain reservists’ job for the training/exercise period
- e. Allies should enhance their StratCom efforts to foster public support for the Armed Forces to increase transparency, trust and bond between Armed Forces and civil societies to help with the recruitment of Reservists.
- f. Reservists should be called to refreshment training regularly and they should be trained in a multinational environment to strengthen the cohesion of the Alliance.
- g. Allies should develop and implement a reservist recruitment and retention plan that outlines the benefits and career path for reservists.

„Stronger protection for reservists and greater obligation on employers to assist is paramount.“

<sup>1</sup>Civil-military: closely associated with CIMIC - the intersection between civ and mil within the framework of an (limited) operation. Military-civil: the intersection between civ and mil in all other contexts and in all other time frames.



## 5. COLLECTING AND SHARING BEST PRACTISES

CIOR provides a forum for member nations to share best practices and learn from each other. The goal is to bring the information back to nations and provide advice to national Armed Forces and MOD's, thus influencing that Reserve Systems are coherently build and maintain to ensure that the reserves are interoperable.

### 5.1 Survey on reserve issues

CIOR's survey on reserve issues is the tangible product of this knowledge sharing. For the second year CIOR conducted a survey among its member associations to identify issues with Reserve matters in nations. The survey lasted one month, 14 combined answers from CIOR and CIOMR were received and 4 from CISOR all together from 15 different countries (around half of CIOR members). The purpose of this year's survey was to get input from each nation about their situation with reserves and formulate CIOR's positions to support the NATO Policy on Reserves process. Answers were then analysed, and conclusions formulated.

#### 5.1.1 Conclusions

The reserve systems in the surveyed countries exhibited similar challenges, though not all encountered the same issues. Below is a list of the most significant concerns, as identified by CIOR, and those that occurred most frequently:

Reserve training –training models vary greatly in surveyed countries, there is no standardisation between Allies. Some countries train reservists with active-duty personnel, some have separate courses, some train only during exercises, but all surveyed countries have some sort of training system in place. Usually, reservists do not have the same access to the course portfolio, it is very rare for reservists to participate internationally in education or training. Every surveyed country noted that more mandatory training is needed, currently mandatory is around 2-3 weeks a year. It might be optimal considering the employers but not considering the defence needs. It is often not possible to be able to train and maintain the proficiency that the reservist is expected to have. Reserve service should be more flexible, called up only for the period particular reservist is needed, and online theoretical training is provided. Service must be meaningful and keep up with modern changes.

Performance requirements – requirements for promotion, recognition, progression in rank and overall career paths vary greatly between surveyed countries but also between regulars and reservists in those countries. There are no clear career models for reservists as there are for regulars in most surveyed countries which makes achieving higher ranks and getting necessary training challenging. Same performance requirements can be unachievable to reservists as they are for regulars due to civilian commitments. This contributes to the already existing workforce problem. Harmonization of the position and role of reservists and active-duty members, same requirements for progression in ranks, recognition, career is needed.

Reservist Capabilities – most surveyed countries noted that foremost mass is needed. There will be a need for capacities and competences within all parts of the defence's tasks, all specialties at rating level, technologically advanced specialties at the level of sub-officers. Military experience should be recognised in civilian employment or education system and vice versa (course credit, leadership skills, cyber skills, seagoing service etc). The most effective



method is to use reservists according to skills and knowledge that align with their civilian expertise.

Reserve Service – post-active duties of former active-duty personnel varies between surveyed countries. Recruiting is not a problem in countries with mandatory conscription and mandatory reserve service but recruiting to voluntary reserve is not sufficient and/or post-active duties are not organized in most surveyed countries. It is important to utilize former military personnel in developing efficient reservists' systems. Officers and non-commissioned officers who have left active service must be actively involved in reserve service. This ensures the preservation and transmission of experiences. All surveyed countries noted that there is no developed policy for retention in order to meet reserve commitment standards or keeping the reservists engaged. The will to defend the country is the most common motivation to serve, but also most fleeting.

Armed Forces perception - civil society values the Armed Forces highly in every surveyed country. Half of the countries reported that the Armed Forces have the highest level of trust from all governmental institutions, trust up to 85%. However, this is largely due to the war in Ukraine. It is important to ensure transparency, credibility, civil control and cooperation, and to present the positive contribution and values of the armed forces.

Threat perception – most civil societies are unaware of the global and national defence and security issues. The perception of threats in society is not uniform, young people and people with an immigration background are the most ignorant of the overall picture. People believe that Europe has attained perpetual peace among nations. This leads to people not understanding why the defence forces are needed and not joining the reserves. Educational awareness, political understanding and preparedness of regular citizens is poor. Reservists can promote in their own communities the spirit of Defence and the will to protect. Development of security culture in schools and universities - introduce Security and Defence in the school curriculum is essential.

Benefits - benefits vary widely from country to country, some countries have no benefits for reservists. Benefits apply mostly only when called up for service (exercise or training). There are two main benefits from the state: small salary compensation and healthcare with insurance. Salary for reservists during exercise or training (especially for low ranks and NCOs) is usually well below the country average and insufficient to attract or retain young people to join the reserve forces. Various benefits and increasing social protection are an opportunity to increase the attractiveness of reserve service.

Employer support - attitudes among employers towards reservists vary widely depending on the size and type of the employer, industry sector, and individual perspectives. Reservists can also experience difficulty in securing time off for training, many reservists use mainly their vacation days for reserve training. There is a need for creating a better understanding of what skills/expertise the reservist gain through his/her service as reserve among the employers. Generally, there is no support from the state to employers. Educating the employers and securing the employer compensating the loss of salary are important to make reserve service more attractive.



## 5.2 CIOR events

CIOR Council gathers four times a year to discuss current geopolitical and defence issues and reserve related matters. The Council makes strategic level decision about the future of the organization and how best CIOR can benefit the Alliance and the Allies. Vice-Presidents are MOD approved representatives of their nations Reserve Officers or Reservists. They are usually in prominent positions at their societies – opinion leaders, businessmen, advisors, defence experts etc who can influence processes in the societies and MODs. CIOR events are always combined with visits to military locations to enhance the participants knowledge about host nations' military capabilities and visited by top-level defence sector leaders and experts. This can include visits to military bases, academies, exercises, defence industries or locations important from a collective defence point of view.

All CIOR events are hybrid events to facilitate the participation of all CIOR delegates to maximise the networking and experience sharing as much as possible. All CIOR 27-member association were actively involved in CIOR's work one way or another. 5 Partner nations were involved in CIOR's activities or events (ZAF; BOT, MAR, TUN, UKR).

### IBM (EST, SWE)

Spring and Autumn IBMS are planning meetings for CIOR Council. During the Spring IBM CIOR delegates visited Estonian's largest field exercise, 'Spring Storm' where they met conscripts, reservists and NATO eFP soldiers where they saw their commitment and interoperability with NATO eFP. CIOR plans to hold IBM's in Estonia again in the future to benefit from this experience sharing. During the Autumn 23 IBM in Stockholm delegates visited the defence industry company SAAB and received a briefing on weapons manufacturing. The Life Guard Regiment's Cavalry Mess was visited giving an introduction to Swedish military history and traditions. Remembrance Day was celebrated with wreath laying. To enhance CIOR delegates basic military skills, shooting competitions were held during IBM's.

### Summer Congress (EST)

Summer Congress is a decision-making meeting of CIOR Council. Summer Congress 2024 was attended by the Minister of Defence of the Republic of Estonia Mr. Hanno PEVKUR to enhance the understanding of CIOR delegates about Estonian Reserve Army model. The Congress was closed by the President of the Republic of Estonia, H.E. Alar KARIS.

A one-day Defence Study Trip to a military location is part of YROW, 2023 YRO visited the Suomenlinna Navy Academy in Helsinki to learn about military education and in 2024 YRO visited Tapa Military Base to learn about the defence of NATO North-Eastern Flank.

CIMEX 2024 had a Civil Assessment Trip to Narva to learn about the civil preparedness in a frontline city. CLA also visited the Tapa military base to learn about Estonian Defence Forces and NATO eFP. The Legal committee visited the Tallinn Court of Appeal and met with the Head of the Prosecutor's Department to further knowledge regarding the judicial system in different CIOR member countries.

### Mid-Winter Meeting

Like Summer Congress, the Mid-Winter Meeting is also a decision-making meeting. Its aim is to increase the visibility of the reserves in NATO HQ and serve as an event that raises awareness



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about the reserve service amongst NATO decision- and policy makers. It was opened by NATO Deputy Secretary General Mr. Mircea GEOANĂ.





## 6. MEMBERSHIP AND OUTREACH

### 6.1 CIOR members

CIOR was founded in 1948 and celebrated its 75<sup>th</sup> Anniversary last year. At its height, CIOR had 34 members from NATO and Partner countries. 2020 CIOR was established as a legal entity and to retain membership status an application had to be submitted. Reserve associations from 27 countries applied - 25 for members (NATO countries) and 2 as associates (Austria, Switzerland). Lithuania's and Poland's membership negotiations are ongoing.

CIOR members are: 1) Albania; 2) Belgium; 3) Bulgaria; 4) Canada; 5) Czech Republic; 6) Denmark; 7) Estonia; 8) Finland; 9) France; 10) Germany; 11) Greece; 12) Hungary; 13) Italy; 14) Netherlands; 15) North-Macedonia; 16) Norway; 17) Portugal; 18) Republic of Croatia; 19) Romania; 20) Slovenia; 21) Spain; 22) Sweden; 23) Türkiye; 24) United Kingdom and 25) United States of America.

One requirement for CIOR membership is to submit an authorization letter from the national authority (either the Ministry of Defence or Armed Forces) or provide other credible proof showing support from the state and confirming that the organization is recognized by the state as the representative of its reserve officers or reserves.

### 6.2 Ukraine

CIOR recognizes the value Ukrainian membership brings to CIOR and the Alliance. CIOR Presidencies have worked hard to establish connections with Ukrainian Reserves. Establishing a connection with the Ukrainian reservists and veterans gives a valuable insights how Ukrainian society has coped with such large-scale mobilizations, how the families and employers have adjusted to it, how the reservists have endured 2 years of war and



how they can be integrated back into societies. The Allies have not encountered this since World War II, and CIOR could serve as a valuable partner to NATO in addressing this.

The President of CIOR (at that time) participate in a VTC with H.E. Rustem Umerov and later met with him in Kyiv to discuss the reserve association situation in Ukraine. The problem is that Ukraine has hundreds of small reservists and veterans' organizations and the MOD is not willing to recognize one over the others, the only solution is to establish an umbrella organization which the MOD is working on. CIOR is now in close contact with the MOD of Ukraine through the Deputy Minister of Defence of Ukraine, H.E. Natalia Kalmykova to monitor the situation. The President also met with the representative of the major reserve association and was informed that a new umbrella NGO "The Nation" is being formed. CIOR will keep monitoring the situation and retrain the contacts to MOD and the reservists NGO's representative.



## 7. PARTNERSHIPS

### 7.1 NATO and IMS

CIOR's objective in relationship with NATO is to provide recommendations in support of NATO's core tasks, operations, missions and activities with a focus on national and collective defence and Nations' societal resilience. This objective manifests in the annual joint ARO Report to the Military Committee but more frequent cooperation is on the IMS P&C level. CIOR has developed a very strong and mutually beneficial relationship with IMS. CIOR's POC to IMS P&C, LTC Kenneth Myrup has attended 3 out of 4 CIOR events. He addressed the council 3 times and was a speaker at the Summer Congress YROW. CIOR plans to continue this strong cooperation with IMS and offer its insights and advice to Military Committee.

IMS P&C DIV asked CIOR to participate at the NATO new Policy on Reserves development process in which CIOR actively took part by attending all the Tiger Team, Core Writing Team and MCWG's.

### 7.2 NATO Committee on Reserves (NCR) – (previously known as NRFC)

CIOR has a rewarding cooperation with the NATO Committee on Reserves (NCR) – (previously known as NRFC). The hope is that when the new Policy on Reserves is ratified, the tasks and objectives of both organisations will be clarified, and cooperation will grow substantially. The President of CIOR has met with the Chair of NCR and established a good relationship from which to move forward.

Customarily a CIOR representative was a speaker at the NRFC course "M5-76 NATO Senior Reserve Officers" in NATO School Oberammergau where the speaker introduced CIOR and the reservist perspective. A CIOR representative met with the NCR representative during the Policy development process several times and similar topics and interests of the two organisations were identified.

### 7.3 CIOMR and CISOR

During the reporting period, CIOR continued its normal cooperation with its sister confederations. Mid-Winter Meetings and Summer congress was held jointly with CIOMR and CISOR. CIOR IBMs were held jointly with CIOMR, with the CISOR President participating as a guest. A CIOR representative visited CISOR meetings that were not held jointly and the CISOR President visited CIOR and CIOMR events. CIOR and CISOR are discussing the possibility of jointly holding the MILCOMP.

CIOR does not necessarily see future for all three confederations. For cost effectiveness, better content and efficiency it is reasonable to amalgamate the three confederations to one.



## 8. FUTURE

### 8.1 Ambitions

The Nordic Presidency's vision for CIOR is to continue delivering important events for reservists (YROW/YROS, CLA, MILCOMP etc) and the delivery of advice and guidance on reservists' issues to NATO, NCR, and CIOR member nations. This shall be conducted by establishing a programme of work in Council and the committees, focusing on a common agenda of reservists' issues arising from the current geopolitical situation.

The Presidencies targets are:

- To engage the CIOR Council in the development of a clear vision of what the present key issues are for Reserves and how CIOR might contribute to providing solutions.
- To develop a road map for reaching the vision, including the progress of CIOR in line with the development in the respective nations and within NATO, to be a valuable and preferred partner for NATO in matters related to the use of Reservists.
- To be a desired advisor to NATO on Reservist issues and more closely align CIOR with the Plans & Capabilities Division of NATO and with NATO HQs.
- To increase the communication from the presidency to the members and from CIOR to the surroundings (nations, NATO, national organisations, etc).





## 8.2 Events

	EVENT	DATE	PLACE
1.	In Between Meeting (IBM) 1/4	31OCT–2NOV 2024	Palma de Mallorca, Spain
	International Cyber Event	2NOV 2024	Online
2.	CIOR Seminar	JAN 2025	Bonn, Germany
3.	Mid-Winter Meeting (MWM) • Symposium on relevant reserve issues in NATO HQ Press Theatre	29-01 FEB 2025	NATO HQ, Belgium
4.	In Between Meeting (IBM) 2/4	8-10 MAY 2025	Oslo, Norway
5.	CIOR CIMOR CISOR Summer Congress • YROW • CLA • CIMEX • MILCOMP • SYMPOSIUM	JUL/AUG 2025	Spain
6.	In Between Meeting (IBM) 3/4	NOV 2025	Berlin/Munich, Germany
7.	International Cyber Event	OCT 2025	Online
8.	CIOR Seminar	JAN 2026	Bonn, Germany
9.	Mid-Winter Meeting (MWM) • Symposium on relevant reserve issues in NATO HQ Press Theatre	JAN/FEB 2026	NATO HQ, Belgium
10.	In Between Meeting (IBM) 4/4	MAY 2026	Dijon/Paris, France
11.	CIOR CIMOR CISOR Summer Congress • YROW • CLA • CIMEX • MILCOMP • SYMPOSIUM	JUL/AUG 26	Vienna, Austria • Presidency handover

\*All CIOR events are open to NATO entities and NCR.

\*Working meetings with NCR and IMS are conducted as required.

\*Mid-Winter Meetings and Summer Congresses are planned and held jointly with CIOMR and CISOR. Mid-Winter Meetings partly with NCR.



## 9. CONCLUSION

During the reporting period CIOR has delivered five training programmes to a total of 441 reservists; organised three academic events with total of 250 participants; engaged in Key Leader Engagements with the NATO Secretary General and Chair of the Military Committee and hosted several high-profile speakers and guests at CIOR events. CIOR contributes to the interoperability and cohesion of NATO by training junior officers early on to work in a multicultural environment and learn about diverse approaches and practices. NATO is a collective defence organization many countries need to be ready to deploy their units abroad, officers need to be able to work and fight alongside each other seamlessly. CIOR deliverables focus on interoperability and building a network of reservist community.

CIOR cannot represent the official point of view of Allies but do offer years of experience of working on reservist related matters, reflecting the views and attitudes of serving reservists and providing an enduring link to civil society. CIOR represents the interallied perspective but can also provide insights to national approaches and issues.

Reserves can develop most efficiently through the Whole of Society approach. CIOR can, through its contacts, network and national associations provide a broader understanding of the prevailing situation in societies and the attitudes and issues in nations regarding reserve matters.

CIOR sees the value that Ukrainian potential membership brings to CIOR and NATO but also to Ukraine. CIOR will continue its efforts to support Ukrainian reservists unite into a single organization and become CIOR members. Ukrainian membership of CIOR can provide lessons learned regarding the utilization of reserves in a full-scale war and help integrate Ukraine into Europe and progress to gain membership in NATO.

CIOR will continue to work closely with its partners: NCR, CIOMR and CISOR to strive to have a strong cooperative relationship with each. Only together can the four organisations provide complete and comprehensive advice regarding Reserves. NCR representing their Nation on Reserve issues, CIOR, CIOMR and CISOR represents the views and interests of Reservists.

CIOR is a robust organization that continues to grow in the areas aligned with NATO's Policy on Reserves. This progress is a testament to the dedication of previous presidencies, who have worked tirelessly to build and strengthen CIOR's capabilities. We are prepared to take on any tasks assigned by the MC, and if the MC requests something from us, CIOR will deliver. Additionally, CIOR will proactively pursue initiatives within our areas of expertise where we recognize a need.





## Appendix A. Interallied Confederation of Medical Reserve Officers (CIOMR)

CIOMR serves as the medical reserve forces bridge to the NATO and its associated Partner for Peace (PfP) countries, fostering collaboration and knowledge-sharing in the field of military medicine. In this report, we outline our achievements, growth, and vision for the year 2024.

### Key Highlights from 2024

#### 1. CIOMR 75th Anniversary

Hosted a joint educational seminar and 75th Anniversary event, including the Norwegian live tissue lab, combat stress program orientation and tour of Norwegian Medical Services.

#### 2. Membership Growth and International Integration

- a) Welcoming Sweden as a full NATO member strengthened our allied presence, Denmark as a returning nation and Irish and Australian Observer nations.
- b) Establishing a diverse executive team representing multiple member countries, including Norway, Canada, United States, United Kingdom, Estonia, Germany, Italy, Netherlands and Sweden.

#### 3. Collaboration with COMEDS

CIOMR presented the results of a one-year study and analysis on utilization of Reserve Forces to COMEDS 61st Plenary at NATO HQ. Participation is ongoing in key working groups, including Military Medical Training, Military Health Care, Futures Advisory Board, Dental and Media and Communications Support.

#### 4. Junior Medical Reserve Officer Committee (JMROC)

JMROC continues to invest in the next generation, providing NATO's junior officers with early exposure to the NATO and CIOMR organizations through the bi-annual Workshop. Two serials of this Workshop course were run. One at NATO HQ/ Queen Astrid Military Hospital, and the other in Tallinn, Estonia. Conducted a joint training session by Norway, on iCover – a best practices on Combat Stress Reaction Workshop This course trains between 60 and 80 Officers a year.

#### 5. Transformation Committee

CIOMR transformation workshop facilitated productive discussions among member nations, aligning our shared vision of remaining vibrant, while attracting the next generation, new members while maintaining strong partnerships with NATO and sister organizations.



6. Global Health Engagement Committee (GHEC)

GHEC conducted two professional development series at NATO HQ and Tallinn, Estonia. Using superlative keynote speakers with global subject matter expertise.

7. Multinational Medical Coordination Centre (MMCC), European Medical Command (EMC)

Continued interaction through joint activities, exercises, and training opportunities, particularly in patient movement, aeromedical evacuation, and medical logistics.

8. Military Committee (MC) Document Review (MC 0441/3)

CIOMR dedicated a subject matter expert to guide and support the committee assigned to re-write the now complete NATO Policy on Reserves. This was a significant milestone.

9. Military Medicine Centre of Excellence (Mil Med COE)

Conducted a professional development session on capturing and utilizing NATO Lessons Learned

10. Operational Medicine Committee (OMC)

- a) Conducted the annual Combat Casualty Care Competition at CIOR MILCOMP
- b) Integrated Law of Armed Conflict into CCC scenarios during the annual Military Competition (MilComp) reinforcing ethics and values of NATO doctrine and human conduct during conflict.
- c) Multiple international speakers presented on topics of Augmented Reality training, Telemedicine and Care Far Forward topics.

Conclusion

As we transition into 2025, CIOMR remains dedicated to its mission of strengthening international cooperation in military medicine. We are committed to "Recruit, Train, and Retain" strategies, fostering the next generation of military medical leaders. Our continued collaborations with COMEDS, focus on global health engagement, and our continued support to NATO and its member countries position CIOMR as a dynamic and invaluable organization in the realm of military medicine.





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## Appendix B. Interallied Confederation of Reserve Non-commissioned Officers (CISOR)

The report covers the period October 2023 – October 2024. CISOR held four separate events and three joint events with CIOR and CIOMR during the above period.

### Structure

CISOR continues to operate based around the organisation's Central Committee supported by the Training & Regulations and the Exercises and Competitions Committees. Military Skills competitions continue to be organized and remain highly competitive with a good level of participation from across the member nations. The transfer of CISOR to the status of a legal entity has been decided and will be implemented. On October 31, 2024, Germany will hand over the presidency to Finland.

### Extended offers from CISOR

- Mountain Survival Course:  
CISOR offered a high mountain survival course for the first time in 2024 and will continue to offer this type of course. CISOR member states are encouraged to offer courses in this format.
- International NCO Leadership Course (INLC):  
CISOR conducts leadership course for non-commissioned officers. The aim of this Courses is to provide NCO's with a range of leadership tools, experiences and opportunities for exchange in an international environment. This happens in theoretical and practical operational scenarios, under challenging multicultural and multilinguistic circumstances.

### Collaboration with CIOR, CIOMR

The cooperation between all three organizations CIOR, CIOMR and CISOR is fundamentally good but still has room for improvement. During the reporting period, the three organizations have continuously improved their cooperation. CISOR assumes that cooperation will become even closer during the Nordic presidency of CIOR and the Finnish presidency of CISOR. As with any new partnership, mutual understanding of the interests of each partner is necessary. In this respect, cooperation needs to be improved at the next joint meetings. The result of the joint work on Annex A to NATO Policy on Reserves MC 0441/3 can also be seen as a sign of good cooperation. This Annex describes the general relationship between the Military Committee (MC), the NCR – (previously known as NRFC) and the three Advocacy Reserve Organisations.



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## Challenges

Overall, CISO is facing major challenges. On the one hand, the structures must be adapted to the requirements; on the other hand, the current security situation requires CISO to make an offer to member states that makes cooperation with CISO attractive for their national interests and their reserve. CISO is required to become more attractive to young reservists in the coming years. The focus must be placed more on recruiting young people and the use of social media must be improved.

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## Summary

CISO has continuously improved its work in recent years and is currently the international non-commissioned officer association worldwide. Decades of experience in the field of international reservist work make CISO the first point of contact in the field of reserve non-commissioned officers. We want to continue to live up to this claim in the future.