

## CIVIL-MILITARY COOPERATION IN NOWADAY'S SECURITY ENVIRONMENT

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In the context of the current security environment, civil-military cooperation is an ongoing concern regarding the conduct of multinational operations in optimal conditions. Currently, actions at international level, which included the military operations, regardless of space, duration and violence clashes, showed a major outstanding need to coordinate the military operations with the actions of local/central and the international institutions and NGOs.

Therefore, the work of civil-military cooperation is adequate capacity to coordinate actions previously recorded. Through the activities of civil-military, the commander builds relations in area of operations where military operations are conducted. These are supported by the contact established between NATO and civilian actors. Besides institutional contacts taking place between multinational Headquarters and various civilian actors, however, between these entities there are informal links that provide knowledge systems of work, planning and joint training activities.

**Keywords:** civil-military co-operation; multination operations; international organizations; NATO.

At present, NATO's security challenges are difficult to predict because they come from a wide variety of threats, both military and non-military. Such challenges may include ethnic, political and religious rivalries, territorial disputes, and conflict over resources, inadequate or failed efforts at reform, the violation of human rights and the weakening of states. This may lead to local and regional instability.

Based on the reasoning that President Kennedy highlighted during the Vietnam War (1959-1975), it should be acknowledged that the strategic military challenge of conducting military operations in the civil areas<sup>1</sup> is achieved not only through military means. Thus, in his speech to the graduating students of the United States Naval Academy in 1961, the President said „You should serve not only as commanders, but also as advisers to foreign governments ... You must understand not only this country, but other countries, too. You must know something about strategy and tactics and logistics, but also economics and politics and diplomacy and history. You must know everything you can know about military power, and you must also understand the limits of military power”<sup>2</sup>. All that President Kennedy said about cooperation between military and civilian actors during military operations was

confirmed subsequently by becoming increasingly noticeable and appreciated by most countries that participated in the multinational operations in Kosovo, Iraq and Afghanistan.

### Civil-military cooperation in multinational operations

As time passed, all the actions of civil-military cooperation acquired and obtained new values, reaching part of military operations (becoming a new branch within them) and especially peace support activities, encompassing support given by States or local authorities multinational forces in the area or theater.

In the political and military fields nowadays, conducting military operations taking place in different environments, where there are (economic, social and physical) influences, can trigger the disorder that manifests itself in society and regions where there was no history of such conflicts. In carrying out civil-military cooperation activities involving political institutions is not an advantage. CIMIC functional specialists and multinational forces are employed to provide the necessary support for the reconstruction of civil infrastructure and restarting the economy.

Experience has confirmed that the deployment of missions can swing dramatically. A common feature still exists in the category of engaged actors, both in the area of operations and beyond. In the course of operations, multinational military forces must take into account, in addition to

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indigenous population and other parties to conflict, the presence of other actors in the area, like the media, diplomats, international non-governmental and governmental organizations. These actors with specific missions should act in more and more coordinated and complementary harmonized style, ideally, regulated by a special representative of UN Secretary General / SRSB a regional relevant organization (e.g. OSCE, EU, African Union) or other multinational organizations.

Another feature of the civil-military activities certifies the cooperation with a large group of non-governmental and international organizations present in the theater of operations. Sometimes, in situations of humanitarian assistance and some operational advantage of multinational forces over non-governmental organizations, cooperation is achieved with difficulty. In other words, the efficiency of non-governmental organizations results from the assumption that they come in conflict zones before the outbreak of hostilities and withdraw after military operations are stopped.

In theory, all civilian actors follow a set of principles that govern their activity and behavior, based on a theoretical basis (e.g. NGOs religious agencies, humanitarian aid agencies) and a particular field of expertise, like humanitarian aid, reconstruction and development, economic support, education issues and many other problems. Understanding the motivation of the civilian actors provides multinational military forces with the possibility to minimize frictions when interacting

assistance or disaster intervention. These include a wide range of actions, from immediate assistance in saving lives, to drafting long-term economic development and stabilization of infrastructure plans, aspects in education, or social development in general. All this has an impact on the overall situation and therefore must be part of the plan of interaction with the military forces.

Depending on the context, in support of military forces, commanders may request and use also the support of the local people in the area of operations. In some cases, for achieving their objectives, military forces may be dependent on civilian resources and information. Commanders will seek to secure as much as possible civilian support for conducting operations. So far, land forces participated in international missions in theaters only with operational structures (up to battalion level) and officers and NCOs deployed in multinational headquarters at various levels of command. The diversity of organizations involved in the conduct of operations caused interference of different cultures, both domestic and those from *abroad*. In planning military operations staffs have more responsibility to assess the civil environmental implications and calibrate those measures which lead to the objective pursued.

In peacetime, crisis and wartime, structures of Romanian civil-military cooperation will act on national territory and, in case of crisis response operations (NA5CRO<sup>3</sup>) and collective defense, outside the Romanian territory, as listed in figure 1<sup>4</sup>.

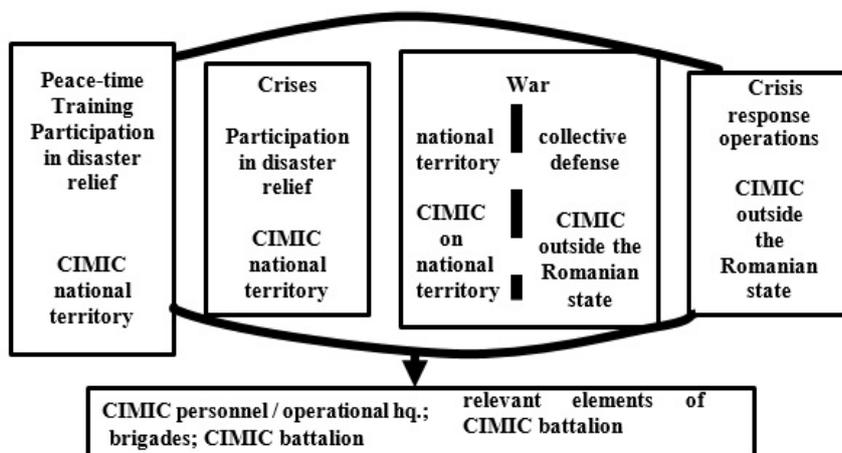


Fig. 1 The action of civil-military structures in peacetime, in crises and war situations<sup>5</sup>

with them. The obligations assumed by civilian actors are not only in the area of humanitarian

Multinational military actions carried out in the civilian environment will be conducted during

all phases of operations. Military forces carrying out civil-military cooperation identify the actions needed to maintain civilian support. It is unlikely that multinational military force could gain complete freedom of action and movement without the existence of positive interaction with civilian actors. Establishing good relations with them can prevent the opposing force from gaining tactical advantages. Therefore, the commander must use connections established with civilian actors in civil-military cooperation mechanism. Romanian Armed Forces, CIMIC is the responsibility of all commanders and subordinates<sup>6</sup>.

The personnel carrying out civil-military cooperation is constantly involved in operational planning. The key work instruments of civil-military cooperation are estimates and assessments made individually or collectively at the level of complexity required - strategic, operational, tactical - at which the planning process is conducted within specific documents or integrated as relevant information in operation planning documents, together with other military specialties. The assessments conducted by the CIMIC structures are designed to provide commanders with information for the analysis of the general situation in their area of responsibility, which supports the Commander in identifying gaps and capabilities of the civilian environment that may affect deployment. Civil situation assessment will be performed prior to the deployment of forces and the conduct of any military operation.

The personnel carrying out civil-military cooperation activities is organized according to the mission and focuses specifically on the transition phase of military operation. Successful civil-military cooperation missions result in building specific skills such as negotiation, mediation, interviewing techniques, theory and practice of communication necessary for liaison officers to build better relations with civilian actors.

All military forces in joint operations area must know the specific civil-military cooperation missions. The type and validity of training for this purpose are set depending on the mission. The training and education of pre-deployment units must include a theoretical CIMIC module and integrated training by planning and execution of specific training exercises or training mission. Structures of civil-military cooperation accomplish missions in peacetime, during crises (in the country

and across state borders) in situations of war and post-conflict.

At peacetime, the activities of civil-military cooperation assure the achievement and development of cooperation framework between military forces and civil institutions, central or local, international organizations, intergovernmental organizations, nongovernmental organizations / NGOs, private companies' volunteers. Also, in different situations, the structures of civil-military cooperation can conduct studies and make recommendations regarding military intervention in support of the population and local authorities in the area of operations, updating and submitting their periodically to the military commanders of the structure.

In crisis situations, structures CIMIC support central or local authorities, to reduce the ailment of population by making civil-military cooperation approach to fixing and guidance meetings with local government authorities present in the area.

Wartime tasks<sup>7</sup> of civil-military cooperation structures is achieved through:

a) ensuring the necessary measures within the National Military Command Center and the operational headquarters, to achieve and maintain cooperation relations between combat forces and civil authorities or other civil organizations involved in achieving stability and normalizing the situation in the area of operations;

b) providing assistance in negotiations between the warring sides;

c) supporting civil authorities in providing humanitarian assistance: transport, food, accommodation, medical care, etc.;

d) participating in drafting orders, dispositions and requests for cooperation between military forces and civil authorities;

e) identifying the protection needs for cultural objectives and property of the civilian population;

f) finding and marking the areas that can provide shelter, food and housing possibilities;

g) participating in actions concerning population and resource control;

h) supporting counter-terrorism.

The missions of CIMIC structures<sup>8</sup> in post-conflict period are the following:

a) supporting civil authorities by providing assistance in areas where they are not able to exercise their responsibilities;

b) participating in infrastructure reconstruction the CIMIC projects;

c) participating in mediation and negotiation activities;

d) supporting actions on repatriation, return and integration of the population in areas of residence;

e) coordinating plans in order to transfer responsibilities and functions to the civil authorities.

### **The increasing role and importance of civil-military cooperation in multinational operations**

The changes in the last decades of the last century and the beginning of the present century, had as main factor the security environment which has been continuously changing, gaining some very important features, among which: hardships, uncertainty, unpredictability and above all the amplification of new hazards and threats, the first of them being terrorism. Therefore, these changes have resulted in closing down the Warsaw Treaty, the dissolution of the Soviet empire, the Cold War end and the transition from a world of bipolarity to one pole, all of which are well known and analyzed, remaining only very few issues of novelty that could be raised and analyzed in depth.

In this reprehensible security environment, consequence of terrorist acts and hybrid threats that some totalitarian regimes foreshadow for the peace and democracy of the world, essential international institutions (UN, OSCE, EU) protested through the intervention of North Atlantic Block or coalitions causing war on terror and many interventions in regions where democratic values were severely affected. Through many plans it has been shown that the asymmetry of military operations is extraordinarily dominant, approach that does not involve change any more than at other times in history, and acquired new forms and actions with direct results on the way the response of the international community, included or in particular by carrying out multinational operations.

Multinational military operations carried out in recent decades show enough examples, but I did not insist on them in this paper, wishing it to show the new physiognomy of general stability military operations in all military actions. As the participation in stability operations has increased, it has given rise to a concept with great weight in

the preparation, execution and completion of these operations, that is, civilian-military cooperation.

At the same time, civil-military cooperation means an interface between the multinational Joint Force (when established) and the institutions and civilians acting within the area of operations and is found in civilian operations, military affairs and civil affairs acting under some aegis and command. The concept of civil-military cooperation involves doctrine, structure, forces (units, subunits, mobile teams and CIMIC specialists and functional specialists) and must achieve interoperability with similar concepts of the Alliance and its members.

The concept of actions of civil-military cooperation on the Romanian territory or abroad shall be conducted in accordance with the mission performed which consists in creating and sustaining the conditions that contribute to the accomplishment of the overall mission and the general CIMIC principles defined in CIMIC NATO doctrine. This involves activities in support of military action by establishing and maintaining contacts with civilian actors at the appropriate level during the preparation and conduct of operations and interventions about helping people and local and central public institutions, carried out to ensure law and order after the settlement of conflicts, with the mission of normalization of the situation in these areas.

In line with the National Strategy of National Defense, the White Paper on Defense, the Military Strategy of Romania, the Doctrine of the Romanian Army and international obligations, the key measures of structures carrying out civil-military cooperation are: establishing and maintaining relationships between military and civil authorities; creating and deploying CIMIC forces in support of Romanian national interests; performing CIMIC tasks abroad in support of crisis response operations (non Article 5) which are conducted under the mandate of international organizations such as OSCE, EU and UN, and under NATO in collective defense (Article 5); accomplishing civil-military cooperation tasks in the national territory in peacetime, crisis and war.

The activities of civil-military cooperation represent a distinct point in the Command Operation Plan and are executed to support the performance of its tasks being necessary that forces carrying out civil-military cooperation be

embedded completely in the headquarters and have a concept regarding the area of operations. In order not to compromise the mission, the work of governmental, nongovernmental, and private international volunteer organizations has to be supported, within available resources.

Therefore, the role of civil-military cooperation activities is to achieve effective relationships with a variety of civil organizations, but also with key local authorities and population in settlement of conflicts. For actions of civil-military cooperation there is a need for structures assessed, managed and organized so that the accomplishment of the mission is appropriate. In other words, human resource is the most important feature of the civil-military cooperation, so in the absence of trained staff, prepared and endowed with developed language skills, possessing a stock of data and information in this field, it is impossible to obtain the expected benefits.

Structures carrying out the civil-military cooperation will be employed by the multinational forces that support them in carrying out assessments in relation to the civilian population in the area of operations and assessments that consider the development of civil environment or determine and ensure contact with government organizations, non-governmental and civil institutions in the area. Moreover, elements of civil-military cooperation can run and undertake some CIMIC projects with stringent use in helping civil environment in accordance with the operating structure that it augments. In this sense, a very important thing to remember is that the forces carrying out civil-military cooperation take into consideration the principles of humanitarian assistance but they do not act as a non-governmental organization.

Due to the onset and development of the war on terror, the physiognomy and manner of expression during multinational operations have been through a fundamental change, open consequence to the change on how to conduct actions, having an opponent everywhere and nowhere, extraordinarily difficult to recognize and count, an opponent that turns to atypical methods of fight and does not comply with international law, laws and principles of armed struggle. The normal behavior in such a situation is to act using appropriate tools in this context, along with concern for the civilian population, the environment protection within

constant parameters required, the perpetuation of life in that area and the preserving of human rights without which democracy and peace that must be promoted would not be possible. Street fight is conducted for each house, shelter, tunnel, channel, etc., in unequal conditions, in particular because terrorists know the ground very well in comparison with own forces and have a different position regarding the supreme value of human life for the Alliance, subject to contempt in their beliefs.

We can argue that the war against terrorism is the same as guerrilla warfare, but we tend not to associate the two terms as guerrilla warfare has accumulated a vast experience in some areas of the world. For example, in his campaign for conquering Asia, Alexander encountered a kind of battle that he was not familiar with, namely guerrilla fights conducted by tribes attacking with greater frequency and with great efficacy the famous Greek troops. And this happened more than 2300 years ago in the present territory of Afghanistan. Over time, this war was classicized having laws and principles that fall under the general and particular aspects of armed conflict, while the terrorist war is devoid of any legitimacy, being deeply immoral, criminal and uncontrollable.

Civil-military cooperation is a strategic action that regardless of doctrinal approach, lays the foundation of activities increasing the level of responsibility of interactions between different actors or peripheral to the peace process and managing the transition from conflict to peace.

Civil-military cooperation activities are often misinterpreted as being as "public affairs". In fact, civil-military cooperation maintains a dialogue and interface between components of civilian, police, and armed forces present in the area of operations on the one hand and the political dimensions of security, humanitarian, development or other nature on the other hand, aimed at achieving wider and more strategic policies about peacekeeping and peacebuilding, and humanitarian assistance or de-escalation or conflict management.

Civil-military cooperation is a strategic management exercise at every level, whose operator must be able to *think globally and act locally* (or think strategically while acting tactically) and to seize the advantage of each component or partner to maximize the interested parties and minimize the spoilers of the peace process in the appropriate manner and time.

An element of civil-military cooperation will not use their own financial resources or funds, instead seeking to find ways present in the area in which they operate. The element of civil-military cooperation before meeting with civilian actors (civilian and local institutions, as well as envoys of the local population) is prepared based on data and information for this type of call, supporting the finding of ideas leading to the best solutions. The main purpose of these discussions is the help military forces provide for civilians in order to make the best decisions necessary to resolve the present problems in the area. Quite frequently, the resources present in the area of operations are not enough to solve the existing problems, thus having to resort to the support of other institutions and international organizations and non-governmental organizations. At this stage we are discussing about the coherent cooperation that forces carrying out civil-military cooperation have to provide to civilian organizations that, more often than not, possess impressive material resources and, remarkably, are also willing to use them too. Therefore, the mission of civilian-military cooperation elements is to facilitate the information framework regarding the actual state of the civilian population by civilian organizations and to prioritize together with them the needs to solve complicated situations.

Interoperability and compatibility issues are more special in coalitions where interoperability must be achieved in the very theater of military operations, given that there are armies of countries that are not part of NATO there, too. The way in which coalitions functioned in the last decade revealed the possibility of fulfilling the conditions for acting synergistically and the results were usually the expected ones, but they also brought to attention many issues to be resolved during the preparation for the mission.

The organization of warehouses in the area of responsibility with material resources for humanitarian assistance is a good example in this regard, in order to facilitate the alleviation of local population suffering in that context at the time. Indeed, material resources in the area will not be found in reality or will not be enough, but through joint and active efforts of civil-military cooperation elements with the citizen authorities, necessary decisions may be determined to restrict or remove the populations in the area. If necessary,

if the situation requires it, both materials and funds of military forces present in the area will be used. In other words, in multinational operations, the military can provide support to local authorities by providing concrete assistance, such as medicine, food, clothing, water, means of ensuring sanitation, etc.

When civil organizations have resources there are situations when they are unable to move them in maximum security. In this respect, they may use military vehicles or military security can be provided throughout the convoy itinerary. Civil organizations in the region have the resources but are not prepared to carry out projects, plans or measures necessary to ensure existing needs. Thus, the forces carrying out civil-military cooperation will support and guide these institutions to resolve arising situations. If there are insufficient or zero resources, the forces engaged in civil-military cooperation activities will look at some non-governmental sources for project financing.

The fundamental changes in the status of Romania such as becoming a member of NATO (2004) and the EU (2007) had among other consequences of exceptional importance that of changing the perceptions of allies on the capability of Romanian Army to fulfill any mission in any conditions and according to the new physiognomy of actions involving various NATO or coalition forces. Notable are our participations in the *hot* areas of the planet, primarily Iraq and Afghanistan, where Romanian contributions are rightly considered essential for helping, through its army, bringing peace and democracy in the world.

Requirements of security today depend largely on the involvement of a wide range of both civilian and military systems and concise cooperation and coordination between the variety of civilian and military players in theater of operations. Therefore, multinational forces need a comprehensive approach, civilian actors and military personnel must work together to plan and act together in order to build consensus on how to support the common objectives related to security and stability in the conflict.

The physiognomy of multinational operations will change, of course, from one action to another, as it will happen with the activities of civil-military cooperation. This axiom leads us to the decision that, within the current grant or in future scientific

endeavors, to bring into focus those changes that have relevance for our research as well as potential readers.

### Conclusions

Currently, military multinational operations are conducted in a coherent framework, which makes this civil-military cooperation be based on requests and needs of change. In this direction, the work of civil-military cooperation in different situations may be restricted in certain areas.

Following the acceptance and understanding at global level of this issue, civil-military cooperation is an integral part of each multinational military force. However, while international organizations and national governments have accepted the fundamental role of civil-military cooperation by developing additional courses of education and training for CIMIC staff, there is still much to do to achieve maximum efficiency for CIMIC structures and to improve coordination and cooperation in the field - conditions necessary for the achievement of mission objectives. Thus, integrated training for military and civilian actors is another dominant element that could significantly increase the efficiency of civil-military cooperation.

Essentially, the development and implementation of NATO member states' contributions to joint civil-military doctrine will be a long-term effort. The Alliance intends to review its ability to work and coordinate closely with all partners and internationally integrated actors in the operating civilian and military system, so as to achieve a lasting settlement based on trust and respect among military commanders at the strategic, operational and tactical level.

As a last point, the civil-military relationship depends on the personal skills of the military, the careful selection of personnel and their thorough training may lead to the development of efficiency and ability to successfully perform activities of

civil-military cooperation, even if it does not express the solution to all your concerns.

### NOTES:

1 The civil environment involves a myriad of ethnic, religious, ideological and technological issues, which require sustainable solutions in societies disrupted by conflicts, disasters or humanitarian catastrophes. *AJP-3.19, Allied Joint Doctrine for Civil-Military Cooperation*, Nov. 2018, p. 1-2.

2 Remarks at Annapolis to the Graduating Class of the United States Naval Academy- June 7, 1961, <http://www.presidency.ucsb.edu/ws/index.php?pid=8181>, accessed at 13 January 2019.

3 Non-Article 5 Crisis Response Operations.

4 \*\*\* *Doctrina pentru cooperarea civili-militari (CIMIC)*, Bucharest, 2013, p. 27.

5 *Ibidem*, p. 27.

6 Ordonanța de Urgență a Guvernului nr. 21 din 16 martie 2017 pentru completarea art. 2 alin.(1) din Legea nr. 121/2011 privind participarea forțelor armate la misiuni și operații în afara teritoriului statului român, p. 34.

7 \*\*\* *Manualul pentru cooperarea civili-militari (CIMIC)*, Bucharest, 2015, p. 14.

8 *Ibidem*.

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