

Bundeswehr Civil-Military Cooperation —

An Operational Factor of Planning and Command and Control of Stabilization Missions

Frank Baumgard/
Klaus Kuehl

The challenges to win not only the war, but also peace have attracted highest attention in all nations and require networked answers that have to be prepared, implemented, and advanced on interministerial/interagency, inter-sector, and inter-state levels. In this context, approaches of networked and effect-oriented conduct of operations (NEO) should not be solely restricted to the military forces, but include all actors of the security sector. New forms of cooperation with non-governmental actors and trade and economy will thus gain in significance.

In consequence, NATO speaks in connection with the current missions in the Balkans and in Afghanistan of “Stabilization Activities and Reconstruction Efforts” as processes for establishing a local and viable peace status in an insecure or dangerous environment. The different military and civilian instruments are thus employed in an effective and coherent way within the scope of a comprehensive approach.

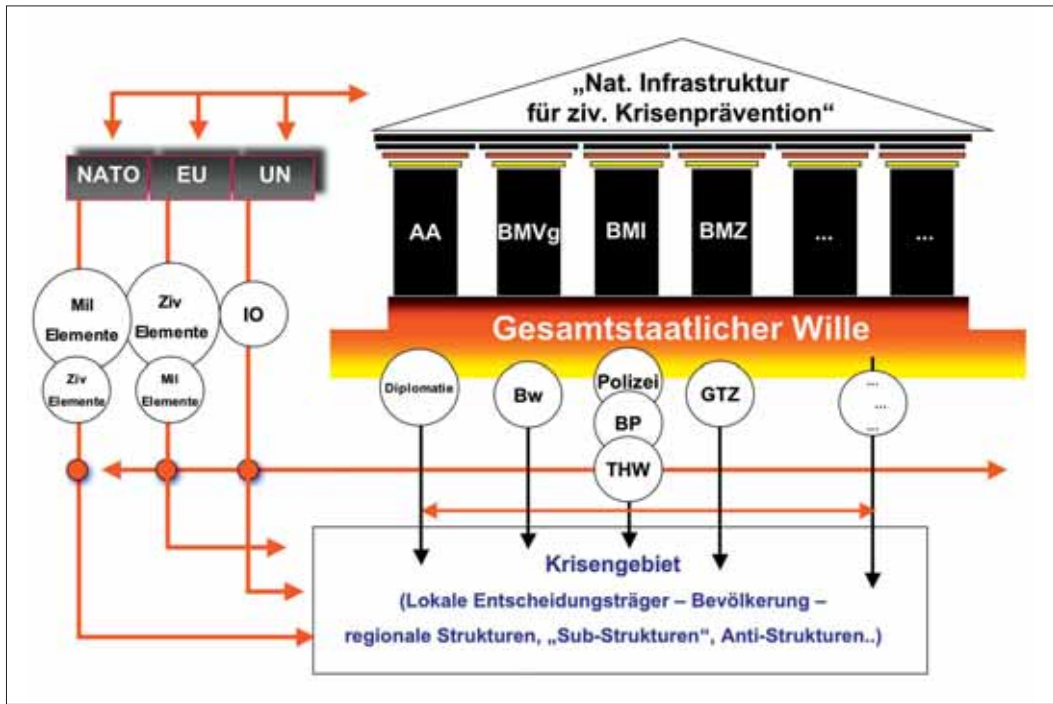
Germany, too, follows this conception and develops a national understanding on “networked security”. “No security without development and no development without security”. This is how the Federal Minister of Defence, Dr. Franz-Josef Jung, explains the political approach for Afghanistan time and time again. The traditional distance between development aid policy and security policy has given way to a new closeness in view of the multiple challenges of peace consolidation and stabilization in post-war societies. This is concretely reflected in the interministerial/interagency approach of German reconstruction teams in northern Afghanistan.

The implementation of networked security is effected in both theoretical and practical fields by elements of different range. The concrete theoretical frame on national level is formed by interagency interaction within the scope of international crisis management missions of the Comprehensive Approach (CA). Whereas the fundamentals of an Effects-based Approach to Operations (EBAO) represent a potential procedure for implementing CA in the military field, the terms of reference of Bundeswehr civil-military cooperation (CIMIC) provide the operational instruments for the practical realization in the armed forces.



German ISAF Soldiers talking with Afghan Regional Leaders.

Picture: FMOd



Interagency-Interaction — Network of Actors.

Grafic: Authors

be attached utmost importance. Missions of high intensity (conventional war fighting) are normally characterized by a flexible, comprehensive, and networked command control within the scope of multinational and joint operations up to and including operations of special and specialized forces. They distinguish themselves by an extensive, with high striking power and robustness. The mission of Bundeswehr CIMIC in initial operations and high-intensity operations, respectively, consists mainly in advising the military command personnel in order to have matters of the civilian environment included into the planning and execution of operations, in engaging the key leader and in assessing the use and coordination of civilian resources for the own conduct of operations.

An old Term with new Contents

In the 20th century the tapping of civilian resources for supporting the armed forces in war was the domain of civil-military cooperation (CIMIC). During the East-West confrontation, CIMIC in Germany was essentially aimed at the national cooperation with the responsible agencies for the planning of the overall defence. Today it must be realized that Bundeswehr CIMIC constitutes an indispensable contribution to an overlapping, level-related, goal-oriented collaboration with other ministries/authorities and subordinate agencies and governmental and non-governmental organization in an area of operation outside of Germany.

Subject to the political and military guidance and stipulations, the objective of Bundeswehr CIMIC is to regulate, support, and promote relations between agencies of the Bundeswehr on the one hand and civilian authorities, non-governmental actors on the other hand. This requires always an analysis and assessment of the impacts of military acting on the civilian environment and of the influences of the civilian environment on military actions. Bundeswehr CIMIC thus contributes to supporting military and civilian decision processes and synchronizing military operations and civilian activities. Only the development of the capability for civil-military cooperation allows an efficient and comprehensive military participation in an overall political concept for the re-establishment of stability. Especially in stabilization operations is the Bundeswehr CIMIC an “Enabler” and “Facilitator” of political goals (e.g. support of the reconstruction) and no

longer solely orientated to the “support to the military mission”.

But Bundeswehr CIMIC is more than just a synonym for any form of a co-acting of military and civilian partners and actors, but covers, apart from the integration into the command and control process of military operations, the whole range from ensuring life-saving emergency aid up to supporting civilian reconstruction projects with “special functionalists”.

Within the scope of the execution of relief operations, Bundeswehr CIMIC follows here the “NATO doctrine on the direct conduct of humanitarian activities”: “In exceptional circumstances, the military may be required to take on tasks normally the responsibility of a mandated civil authority, organization or agency. These tasks will only be taken on where the appropriate civil body is not present or is unable to carry out its mandate and where an otherwise unacceptable vacuum would arise. The military should be prepared to undertake, when requested by the cognizant civil authority and approved by NATO, such tasks necessary, until the mandated civil authority, organization or agency is prepared to assume them.”

Civil-Military Cooperation and the Vicissitudes of Intensity

Missions can considerably differ in respect to cause, type, duration, intensity, task, priorities and employment of forces and means. They are subject to constantly changing parameters. In a flowing or sudden change of the intensities, the assessment of the civilian situation will

In that situation, Bundeswehr CIMIC has a primarily “combat-supporting” function, i.e. it acts in support of the military mission. With the end of combat actions and the transition to stabilization operations (which also comprise counter-insurgency operations that are limited in time and area), the whole spectrum of CIMIC tasks must be brought to bear. Primary task is now the support of the civilian environment to achieve the political objectives.

Core Tasks of Civil-Military Cooperation

In the AJP-9 NATO CIMIC Doctrine of 2003, “Civil-Military Liaison”, “Support of the Civil Environment”, and “Support to the Force” are stated as part of the three core functions. Compared with them, the core functions of Bundeswehr CIMIC are now:

1. “Configuring and managing civil-military cooperation”
2. “Informing, advising, and supporting civilian agencies and actors”
3. “Co-acting in military planning and execution of operations”.

Conceptually, the core functions of Bundeswehr CIMIC do not seem to be too far off the NATO line. The independence of the task “Co-action in the Conduct of Operations” is to emphasize the operational significance of Bundeswehr CIMIC in the decision-making process, however. The Bundeswehr CIMIC has, as far as its characteristics are concerned, left the level of the pure support function. Recent German-led operations in Afghanistan’s northern region have fully proven this.

The configuration task corroborates the necessity for an activation of a cooperation plat-

form as a basis for a coherent collaboration within the meaning of reaching the goal in joint action. It is about more than just wanting to signal the readiness for cooperation with others. There is a qualitatively new approach here, too.

By building up and maintaining the netting of relations between the armed forces employed and the many and diverse civilian governmental and non-governmental actors in the country of deployment information is gathered which the armed forces use to complement the overall picture of the situation. Such information makes it possible to simultaneously increase the protection of the troops employed and the acceptance for the mission and it can improve the general security situation, although this is rather a synergy effect in today's understanding of Bundeswehr CIMIC than the exclusive motivation of civil-military cooperation.

In the new edition of Army Regulation 100/100 "Military Command", the new comprehension of the close relation between stabilization and reconstruction was possible to be clearly accentuated. It expounds the fundamentals of development cooperation that may have influence on the decision making of the military commander. On Bundeswehr civil-military cooperation it reads in Chapter 33: "Support measures of Bundeswehr CIMIC are to contribute to a permanent improvement of the general development in the area of operations (sustainability principle). In addition, the com-

mander should foster the striving for own responsibility and self-help in the local population (national ownership)".

Civil-Military Cooperation in Command and Control Process

The spheres of activity of today's stabilization missions are the social and sovereign reconstruction, stability and security, governability and economic growth. Derived from that in an effect-based approach of operational mission planning are the network of effects, activities, and ultimately the measurement of success in order to allow evaluating the reaching of the goal. The military mission and its implementation in terms of planning must be possible to be harmoniously integrated in the political, economic, and civilian planning within the meaning of a holistic approach. As to military planning the following applies:

- It is orientated to attaining a "political end-state" and describes the effect to be produced in order to influence behavior and capabilities of the determining actors with a view to the achievement of the goal
- It perceives the area of operations as a holistic system in which all actors operate in interaction

- It helps to harmonize the contributions and capabilities of the different actors, including the local government.

Resulting from that are, from an operational point of view, the lines of activity for the terms of reference of Bundeswehr CIMIC. Bundeswehr CIMIC is:

- "Enabler" for the interaction of military and civilian activities
- "Facilitator" for the reconstruction ("reviving of stalling projects")
- Constituent part of an effect monitoring to evaluate the achievement of the goal which is based on the presence of CIMIC forces in the area and their connections to primarily the civil population
- Active element in order to produce an intended effect by means of CIMIC measures. The area of responsibility of Bundeswehr CIMIC with its staff elements in the mission headquarters functions here as a point of contact (POC) for civilian organizations and offices of the international political level for the reconstruction. On the one hand, this requires knowledge and information of the respective mandate, capabilities, procedures, interests and mentality of the civilian organizations and, on the other hand, of the international agreements on reconstruction up to e.g. an "Afghan National Development Strategy" and its implementation into the "Provincial Development Plans".



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Basis for a successful conduct of operations and implementation of the “political objectives” is a goal-oriented situational awareness. The provision of information on the civilian situation is therefore the central point in Bundeswehr CIMIC activities. The civilian situation as the entirety of all influence factors of the civilian environment, which are in reciprocity with the mission accomplishment of a force, is part of the overall situation picture of the military commander.

The assessment of the civilian situation is not an exclusive domain of the terms of reference of Bundeswehr CIMIC, however; additional areas of activities and functions of a staff/HQ (LEGAD, POLAD, G1/J1, G2/J2, G3/J3, G4/J4, J6/G6/CIS, MP, JEngr) contribute to this and/or make an own assessment within the scope of their technical responsibility. The coordination and, if necessary, also the compilation of the contributions can be delegated to G5/J9. A key task in the terms of reference of Bundeswehr CIMIC in connection with the civilian situation is the assessment of the situation of the population and of the situation of the civilian organizations in the area of operations. For this purpose, the area of responsibility of Bundeswehr CIMIC maintains close relations with the J3 (OPS) and J5 (PLANS/POLICY) areas. Relations with the J2 area are of particular significance. They aim at a permanent exchange of information and a close coordination of the demand for information. Depending on mission and area of operation, the civilian picture of the situation includes current data on the social and economic situa-

tion of the population, the ethnic situation, and on cultural and religious particularities. Basis for a comprehensive picture of the situation are, inter alia, the information relations with civilian actors in the theater of operations.

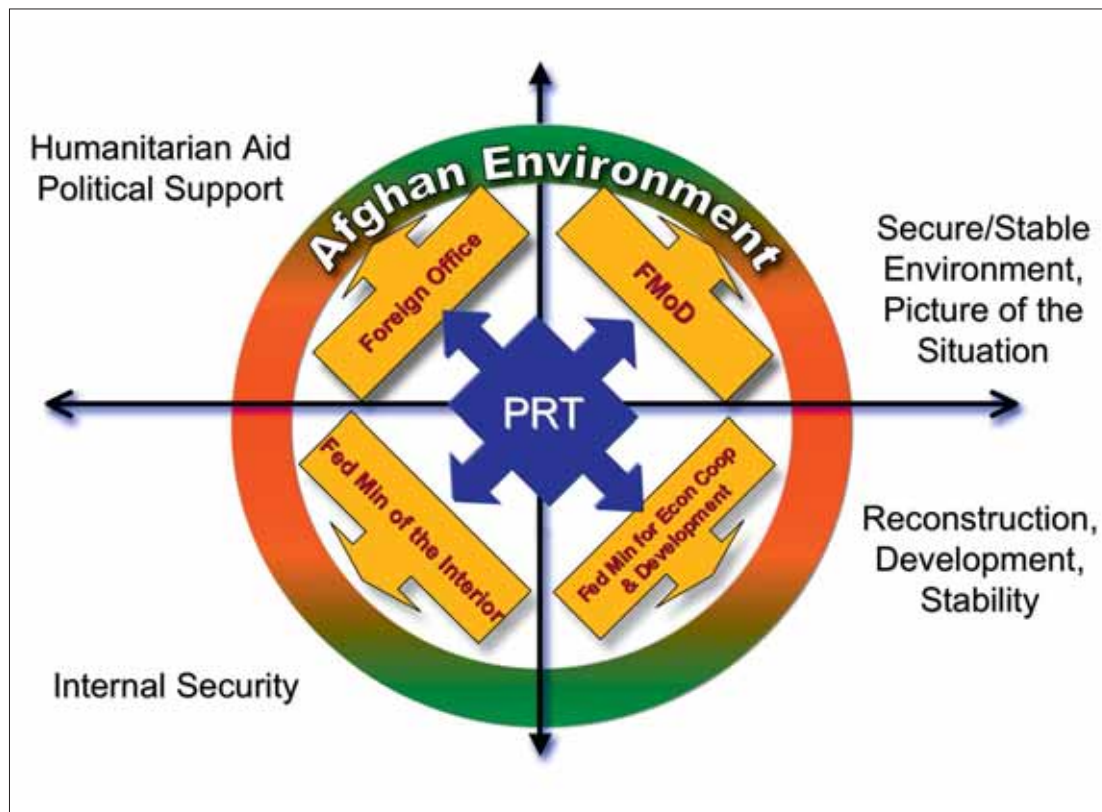
Example Afghanistan

It is not only on the operational level of a HQ ISAF, but also on the level of a Regional Command (RC) and a Provincial Reconstruction Team (PRT) that the main emphasis is not placed on contacts with non-governmental organizations (NGO), but — in coordination with other ministries/departments — rather on the ones with the communal decision makers of the respective level (central government, governors, shuras) and the representations of the international organizations (IO), since the decisive measures in respect to the sector reforms are coordinated here. In the course of the level-related implementation of the planning of a potential military contribution to the reconstruction, the respective CIMIC staff division is attached utmost significance.

“CIMIC is to facilitate the development of a stable and secure environment through liaison and close cooperation and coordination and integrating planning with the appropriate local authorities, international organizations, and non-governmental organizations. The continuation of collaborative efforts with local authorities, IOs and NGOs will focus the alignment of CIMIC activities with the national priority programs”.

PRT Concept

All the models of the PRT now practiced nation-wide in Afghanistan take up the idea of a “Comprehensive Approach”. The PRTs make up the main parts of the military and civilian international commitment. The task of the two German PRTs includes in particular the support of the regional stabilization process and the rebuilding of confidence in the Afghan central government. Furthermore, they combine the civilian and military reconstruction goals of the “Afghanistan Concept” of the Federal Government. The objective is to realize a secure environment in which civilian reconstruction can be effected. The five PRTs in the area of responsibility of the RC North are led by Norway, Sweden, Hungary, and twice by Germany. The German PRTs in Kunduz and Feyzabad have a dual-head civil-military leadership in which a representative of the Foreign Office assumes locally the civilian management and coordination of the reconstruction tasks. The military leader of the PRT is responsible for guaranteeing a secure environment and is subordinate to the Federal Ministry of Defence in national matters and to NATO with regard to the ISAF mission. Integrated in the PRT personnel body are also representatives of the Ministry of the Interior (buildup of police forces) and of the Ministry for Economic Cooperation and Development. The civilian management system of the PRT personnel body is supported by the civilian “work muscle” (e.g. GTZ — the German Agency for Technical Cooperation). The interministerial PRT concept clearly shows the common responsibility for the success of the German commitment in Afghanistan. All areas act in complementary ways, i.e. they complement one another wherever possible. The sentence “No reconstruction without security and no security without reconstruction” of the Afghanistan Concept of the Federal Government of 5 September 2007 shows very clearly the way to the long-range goal. The contribution of PRTs to a secure environment as well as to the reconstruction and development in provinces where there is no PRT stationed is, of course, less visible than the contributions made in provinces that have a PRT. In general it can be stated that the authority of the Afghan government in provinces without PRTs is hence less developed, too.



Common Responsibility, separate accountabilities.

Grafic: Authors



Working in the German PRT Feyzabad.

Picture: FMOd

Moreover, the support by the international community is perceived by the population and the local authorities in these provinces as a secondary and less committed effort. With the interministerial agreement to establish so-called Provincial Advisory Teams (PAT) — small-scale, mobile civil-military points of contact manned with up to 40 civilian and military members — it is intended to foster the civilian government and reconstruction work in the provinces so far not covered by ISAF (Jowzjan and Sar-e Pol, Takhar, Samangan) more intensively than before. The PATs are to be permanently established in so-called “safe houses” in provincial capitals to support — in cooperation with the provincial government as well as governmental and non-governmental organizations acting in that area — the authority of the Afghan government by stabilization and reconstruction measures. The installation of a civilian-military PAT in Taloqan in the capital of the Takhar Province has been implemented since the end of last year. In the medium term it will be essential to win partner nations for setting up PATs in the other PRT-lacking northern provinces (Samangan, Jowzjan and Sar-e Pol) as well.

A major element of PRT work is to explore and prepare so-called village, school or health profiles. They are an important information source to complement the military assessment of the situation, but also for the compilation of so-called stability pictures, which civilian actors can use, too. Such information is primarily gained and kept up-to-date by talks with the local authorities. The locally active personnel

of the PRTs have an important sensor function here in order to monitor the reaction of the civilian environment to any action from outside. This task requires special capabilities in civil-military cooperation. For this purpose CIMIC personnel will, depending on the task and security situation, be integrated in the patrols and respective capabilities will be discharged by the staff sections in the PRTs.

Concept of EUFOR Liaison Observation Teams

Operation EUFOR ALTHEA in Bosnia-Herzegovina bets, within a “CIMIC liaisoning”, increasingly on the decentralization of its force structure and reacts with that to the status achieved in the present post-conflict phase. In this context, a network of so-called LOTs (Liaison and Observation Teams) is to provide for many and diverse relations with the civilian actors of the respective area of responsibility. The basic idea is to gain a current and authentic picture of the situation by EUFOR soldiers keeping close contact to the population. This is realized by means of a nation-wide network of civilian LOT houses in the normal urban and rural environment. The LOT concept is, inter alia, based on the experiences gathered during the unrest in KOSOVO in March 2004. There were no sufficient indications in advance of the unrest saying as to the when and where violence would break out which was owing to the lacking contact with the population.

The LOT is to function as indicators for the regionally responsible Task Force with regard to obvious problem situations (e.g. ethnic tensions, organized crime). By the LOT keeping the interaction process between all actors going and giving EUFOR a local image, the concept mainly supports also the overall development of the political process on local level. The capability for a near real-time assessment of social, economic, and political development processes by keeping constant contact and the resultant early warning will allow the reduction of the forces within the meaning of an “Exit Strategy”.

A Look into the Concept Work

Presently, a concept “LOT Bundeswehr” is being prepared in technical responsibility of the Armed Forces Staff, which will be coordinated with partner nations on the basis of experiences gained in the Balkans. Here it will be necessary to work out the way how this CIMIC task is to be carried out in mixed teams composed of experts of the area of responsibility of Bundeswehr CIMIC and of personnel of all military organizational areas which will be prepared and combined within the scope of a mission-related LOT training. In this context “LOT” constitute a modified or advanced form of the “general tasks in operations” — reconnaissance and liaison — in post-conflict situations.

When looking at the situation in the Balkans and in Afghanistan it becomes apparent that the basic concept of “liaison and observation” and “monitoring” respectively, gains more and more in importance for stabilization operations. With a growing stabilization of the situation and a continuity of the local officials acting on their own responsibility it will be essential to consider adapted operational concepts, which allow a troop reduction and ultimately the exit from the military mission. Suitable and adequately responsive forces must be available and able to demonstrate presence in order to add the decisive information to an extended picture of the situation. All forces in an area of operation must therefore be comprehended as part of a situational awareness network.

These conceptual new approaches of “Liaison & Monitoring” in the Balkans and the mission in Afghanistan which is embedded in an overall political concept of government-backed reconstruction and stabilization show how the capability for civil-military cooperation is increasingly gaining in operational significance and how it matured from a supporting task to a factor which contributes considerably to the effectiveness in missions and operations. ■

By LTC (GE A) Frank Baumgard, Assistant Chief of Branch, Division V, Armed Forces Staff, and LTC (GE A) Klaus Kuehl, S3/S5 Officer, G5 Division of Army Forces Command.