

EMERGENCE AND DEVELOPMENT OF CIVIL-MILITARY COOPERATION

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Abstract: *The report examines the emergence and development of CIMIC. It analyses the reasons for its emergence, and states guidelines in its development. This will contribute to a better understanding of the relationship between civil environment and military forces in the face of civil-military cooperation.*

Keywords: Civil-Military Cooperation (CIMIC), Civil-Military Interaction (CMI), Civil-Military Relations (CIMIR), Civil Affairs (CA).

1. Introduction

Civil-military cooperation is a relatively new concept used to describe the activities and relations between the military and civilian. It has emerged and is being used because of the graduate complication of the environment in which military operations are conducted. Not only military, but also a number of civilian and humanitarian institutions co-exist in it, and together they face challenges and solve a wider range of issues. There are various situations when the military have to complete tasks which are not exactly military in nature. This puts an even greater emphasis on civil-military relations. This process of interaction in NATO is known under the abbreviation CIMIC (Civil-Military Cooperation).

2. Emergence and development of civil-military cooperation

After the end of the cold war, with the development and strengthening of the democratic civil-military relations, in order to harmonise the contribution of the armed forces and the civil society organisations working in the area of operations with the civilian population, effective relations between them should be developed. Thus, a

new system of relations between civilians and the military has gradually emerged and begun to develop with a specific focus on cooperation in order to create favourable conditions for preparing and conducting military operations. Moreover, it arises from the need to reduce the hostility of the environment in which operations are conducted, and is widely recognised by the name civil-military cooperation. Its purpose is “winning the hearts and minds of the people” in the area of military operations, as well as creating a favourable environment for completing the commander’s mission [6].

Initially, the discussion on the essence of the concept is complex, due to the different meaning implied by the individual actors. For example, for NGOs this is the participation of military units in the delivery and distribution of humanitarian aid; to civilians it is the help of the military in emergency situations, and for the military it is all the activities that are not related to the combat functions of the military [3, p. 16]. For the first time these new relationships are used in the United States of America (USA), still known there under the name "Civil Affairs" (CA). Later,

in NATO and the European Union the term “Civil Military Cooperation” (CIMIC) was adopted, and in 2014, in the new policy of NATO Ministers - 411/2, a definition of the concept of “Civil-military interaction” (CMI) was also provided [3, p. 15 – 16; 8]. Back in World War II in the US divisions with similar functions were created in the armed forces and were called US Army Civil Affairs Division. Later, they took part in the wars in Korea, Vietnam and in the operations in Grenada and Panama, and had to solve refugee problems, settle and manage refugee camps and evacuation, and assist the population. Gradually, the activities of civil-military cooperation became essential for the preparation and conduct of modern military operations. It became clear that to solve a number of problems affecting both the civilian population and the military actors, there is no one-sided decision. On the one hand, it is not inherent and appropriate for the military to engage in civic activities; on the other hand, there is a large number of civilians in and around the zone of hostilities who could not carry out their activities without military support. While in the Gulf War in the '90s, Civil Affairs played an important role with their motto “Secure the Victory”, the operations in the XXI century proved that the ultimate success is now unthinkable without the inclusion of CIMIC in all stages and levels of ongoing operations [3, p. 16]. Experience shows that to maximize success, it is essential for all parties that they all fully understand how each partner plans and acts. In this regard, the activities of CIMIC structures and personnel provide additional capacity to the commander for the full exchange of information between the parties concerned. It is a fact that in many cases there is a large number of hostile civilians in the area of operations who are unable to cooperate with the armed forces, which further complicates the conduct of the operation itself. In such cases, the efforts of the CIMIC staff shall be directed

exclusively to reducing the hostility and supporting the local population [5].

In the area of military operations, there always are many civilians who are affected by the conflict in one way or another. Usually, they have various cultural and religious characteristics. The lack of sufficient information about them could lead to unwanted or illegal actions by the military actors in certain cases. Sometimes, the actions of individual soldiers could even put at risk the implementation of the entire operation. Therefore, knowing and adapting to local culture and religion would ensure keeping good relations with the local population. On the other hand, the military in multinational formations have different cultural and religious backgrounds and the differences between them are to be effectively regulated. However, the cultural interoperability in multinational formations is not always a fact. Often, the differences in expectations, behaviour and attitudes might cause tension and lead to problems between soldiers of different nationalities. At the same time, the absence or loss of trust between peacekeepers from different countries restricts the commander of the multinational military formation and he is likely to be hesitant when having to order actions he deems appropriate. It is our knowledge and the presentation of relevant information about the environment, as well as the compliance with the norms of international law and the specific arrangements for each mission that require both understanding and cooperation not only between the military and civilians, but also between soldiers performing common tasks but having different cultural characteristics.

The scope of cooperation between the military, the civilian authorities, international and non-governmental organizations and agencies, and the civilian population largely depends on the type of ongoing operations or campaigns. In combat operations, the interaction between them would normally be limited and would

primarily comprise of preventing unnecessary losses and casualties among civilians, as well as supporting compliance with the norms of international humanitarian law. In peace-enforcement and peacekeeping operations this interaction will gradually expand, develop and deepen in terms of supporting and establishing control over the local population, coordination with state bodies and organisations, support and provision of humanitarian assistance to the population, and also control of the refugee flow. In peacetime and during humanitarian operations, the scope of cooperation with civil authorities and civilian population is the largest and lies in building and improving infrastructure, distribution and delivery of humanitarian aid, monitoring of refugees and security of refugee camps, preventive measures, and elimination of the consequences of natural disasters, accidents and catastrophes.

Many people often identify what constitutes CIMIC with the content of the term "civil-military relations" (CMR), which actually differs considerably. In order to avoid future uncertainties about the two concepts, it is appropriate to clarify the nature of each of them and the difference between them. CMR arise with the creation of the modern state and are recognised as relations between the professional military institution and the respective country with its people [4]. Unlike CMR, whose rules and norms emerge in the late XVIII and early XIX c., CIMIC is a relatively new concept, regulated by documents in the nineties of the XX century. In the concept of NATO, CIMIC is a military function, which includes a set of capabilities to accomplish missions and helps commanders establish effective civil-military interaction with other non-military actors [7, 8]. CIMIC is a tool in the hands of commanders which helps them win the hearts and minds of civilians. This tool, however, influences the creation of specific civil-military relations not between the Armed Forces (AF) of a

country and its civilian institutions and people, but between the AF of NATO and civilian institutions and the local population in the country where NATO conducts its operation, i.e. its host society.

The difference between the two concepts becomes even more obvious when they are considered in terms of control over the armed forces. CIMIC is a tool to maintain a certain military cooperation between the NATO military and the institutions and the population in the zone of operation, not between a people and its own army. In CIMIC, control is exercised by the management of NATO. CMR in democratic countries are based on the principle of civilian control over the armed forces. This is done through various mechanisms and relationships, and an example of this is the control of the armed forces in Bulgaria where the Minister of Defence is a civilian and the Chief of Defence – a General [2].

The systems of established relationships and their legal regulation indicate that CMR are much more extensive and comprehensive. In contrast, CIMIC is regulated by a much smaller number of documents, such as NATO's policy for CIMIC and civil-military interaction (CMI) [7, 8], Doctrine for CIMIC [1, 5] and other documents, which proves that they are a small part of CMR.

Based on all this, we can conclude that the difference between CMR and CIMIC is significant, and the two terms should not be used interchangeably, but are to be differentiated and used properly.

Nowadays, CIMIC, as a military function, is an integral part of modern comprehensive operations which examines all interacting parties in a conflict and facilitates mutual assistance of civilian capabilities to military forces, and vice versa. The main objective in this whole interaction is reaching a certain typical desired end state which will be best for the local population, civilians and AF and which in the best case will be difficult to achieve. Therefore, increasing the efficiency of CIMIC plays a key role in

achieving the success of the operation.

3. Development and preconditions for the implementation of civil-military cooperation

The experience gained from the operations conducted in Iraq, Afghanistan, Kosovo, etc. shows the increasing complexity of today's crises. These complex crises defy simple definition and analysis. Modern challenges require a comprehensive approach of the international community, including through the use of coordinated activities by the appropriate mix of civilian and military actors, allowing for the organization, coordination and avoiding conflicts between the military and political instruments of power. This requires greater cooperation and planning when the political and military leaders take the relevant decisions [5].

The contribution of the AF to the comprehensive approach is ensured by making the connection with the civil environment through civil-military cooperation. It allows the military to help achieve the desired end state through coordination, synchronisation and non-conflict military actions with civilians, and in this way military operations are bound to political objectives.

According to the Doctrine of NATO for CIMIC (Allied Joint Doctrine for Civil-Military Cooperation - AJP-3.4.9), the definition of CIMIC is "The coordination and cooperation, in support of the mission, between the NATO Commander and civil actors, including national population and local authorities, as well as international, national and non-governmental organisations and agencies". [5, p. 2-1].

Analysing this definition, one can conclude that all activities in this interaction are subject to the successful accomplishment of the "mission". This is because modern operations are usually conducted in areas of the world with different cultural and religious particularities, where the mission could not be executed successfully without

knowing these features and without the necessary interaction with the interested civil actors. Another result of this interaction is to create a positive attitude towards the military in the hostile local population and the warring factions.

According to the same doctrine of NATO for CIMIC, there should be four preconditions or the so-called contingent factors for the application of CIMIC:

- CIMIC staffs are fully integrated into the commander's headquarters (HQ), have full vision of and are authorised to coordinate CIMIC activities and projects in the joint operations area (JOA).
- CIMIC activities form an integral part of the joint force commander's plan, contribute to his mission and are related to implementing the overall strategy and contribution to achieving a stable and sustainable end state.
- NATO forces will seek to accommodate and support the activities of civil actors in achieving the agreed, shared end state.
- CIMIC activities, as projects or other development activities are conducted with the purpose of transitioning responsibilities to the appropriate civil organisations or local authorities in a timely manner. [5, p. 2-1].

These contingent factors once again show that the work of the staff of CIMIC should be synchronised with that of the commanders of each of the three levels of command and control - strategic, operational and tactical, both before and during and in the final phase of the operation. The CIMIC activities aimed at helping the local authorities and population should be coordinated with them in order to provide adequate support, but at the same time they should not lead to dependence on this aid.

The experience of operations carried out in recent decades shows that CIMIC is applicable in all types of operations, and commanders are required to report all political, social, economic, cultural, religious, humanitarian and other factors of

the environment, and involve them in planning and conducting their operations. It is also necessary to take into account the fact that a large number of civilian participants will be in the area of operations with their own goals, methods, principles, mandates, structures, roles and perspectives that can be used in the operations and vice versa – the military can also be used in their operations. This means that they all would accomplish their missions better when assisting each other. That is to say, in bringing the joint efforts of all actors in the conflict, the efficiency should be increased. Depending on the type of operations and the means of achieving operational objectives, the scope of application of CIMIC will differ, but not the essence of its main functions. This means that it should be included in planning and conducting the full spectrum of operations, occupying an increasingly significant place in them.

4. Conclusions

CIMIC emerges and develops as a result of the increasingly complex environment in which operations are performed by the armed forces and by an increasing number of civilian actors having their own objectives and mandates in the areas of operations. Joint activities between the

military and civilians lead to building and maintaining effective liaison between them as is CIMIC. Overcoming difficulties in order to achieve success in this activity can be accomplished by increasing the efficiency of CIMIC.

CIMIC should not be equated with CMR because it is a much more narrow concept expressing relations between the armed forces of an organisation like NATO and its host society and civilian participants in the area of operations, while the CMR system of connections and relationships is much more complex and comprehensive and concerns the institutions and the people of a country, as well as its own armed forces.

Nowadays, CIMIC, as a military function, is an integrated part of modern multidimensional operations which examines all parties interacting in the conflict, and facilitates mutual assistance of civilian capabilities to military forces, and vice versa. The main objective of this interaction is reaching a certain desired end state which should be equally good for the local population, the civilians and the armed forces, but it will be difficult to achieve. Therefore, the increase in the effectiveness of CIMIC plays a key role in achieving the success of the operation and reaching a certain desirable end state.

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