COMPLEX CHALLENGES, COMPLEX RESPONSES AND THE STATE**Gábor BOLDIZSÁR****National University of Public Service, Budapest, Hungary
boldizsar.gabor@uni-nke.hu**

Abstract: *After the Cold War, military challenges were generated on the periphery of Europe and beyond. Europe and NATO dealt with such challenges within the framework of crisis response and peace support operations. During the development of operations in the increasingly complex environments military actors carried out increasingly complex tasks and missions. The top of the efforts is state building affecting almost all of the governmental and state organizations and actors. Today in Central Europe and in the Carpathian Basin we are facing new threats. The massive and uncontrolled migration, terrorism and hybrid threats pose new challenges for the states. Today the physical and internal security in the homeland has to be reconsidered by the state. The new threats require a new type of response. The military and law enforcement organizations, vital governmental authorities have to effectively act together in order to provide safe and secure environment in the country. This joint effort is a new type of home- and collective defence. The complex security of the state and citizens can be guaranteed by coordinated cooperation based on mutual trust and knowledge among organizations only. This activity is labelled as Inter-agency Operations, in which the intent and capability of interoperability are required from all actors.*

Keywords: **stability, complex operation environment, state responsibility, cooperation, inter-agency operation, joint effort of governmental actors**

Introduction

Over the last quarter of a century in Hungary, in Europe and all over the world changes took place which could not be imagined by the generations of the Cold War. After the Cold War ended the era of world peace did not arrive. With each passing day new and unknown threats raised and we face hidden challenges. These challenges are opportunities for improvement in our life, but they also carry serious risks and dangers. The acceleration of our lives, at the age of opaque and inaccessible information it is becoming increasingly difficult to find the right way at the level of the individual, community, and nation. Events taking place in distant parts of the world have a beneficial or adverse effect on other security areas (dimensions) and geographically distant

areas in a short time. In this changed world the need for security and safety are reinterpreted. In addition to classic physical security, today in expanding security dimensions complex interactions must be guaranteed for our development and the survival of system. Physical security is also reinterpreted in this complex system. Security dimension actors, controlled by the state using state monopoly on violence; police officers, soldiers, and national security personnel are getting weirder, not traditional in any way tasks to solve. Our complex and challenging world is characterized by the fact how we face many kinds of political and armed conflicts in the world. In addition to the past unresolved conflicts (Kashmir, Cyprus, the Golan Heights, ...) and recent years (the Balkans, Iraq, Afghanistan ...) immediately several

new risks appeared threatening both our country and Europe.

The mass immigration, also known as the migrant crisis, terrorism in Europe and hybrid warfare (destabilization and annexation) taking place on the eastern borders require new kind of response.

Hypothesis:

The challenges threatening the values of our countries and alliance systems can generate two types of reactions, future developments. First, on the basis of the lessons learned from previous development of national and international crisis response and peace operations the integrated crisis management capability has to be improved. On the other hand, to provide security for our country's and allies' sovereignty and territorial integrity we need country- and collective defence capabilities development based on credible military strength. This capability development was reviewed in recent years as we saw that within NATO. Only a nation with credible and powerful deterrent forces may be able to maintain and guarantee self-determination and freedom of actions. The development of the two lines is essential, but it does not happen independently.

1. A quarter of a century of a changing world in our region

If we review the past twenty-five years we can conclude that Hungary solved crisis along the southern border, basically on its own, just immediately after the Cold War ended. This period coincides with the birth of democratic Hungary and its seeking ways of transforming political, economic and security system. Essentially we participated in UN missions in the interest of global peace and security initially as unarmed military observers and later armed peacekeepers. During that period, in the name of Western orientation the Hungarian military took part in longer and more technical courses and trainings in Western countries. From 1994 the joint exercises also contributed to the preparation for

integration. In parallel, the Hungarian Defence Forces' organization and doctrines also changed. In the following period, in addition to protecting alliances systems orientations of sovereignty, we participated in various "peace operations". Based on the principle of shared interests and values outside our and the alliance's borders we conducted more and more complex missions and state building tasks in extreme and high-risk environment. Today the threats re-appeared along our borders, threatening the security of our country and Europe. The knowledge and experience at organizational and individual level serve as a base for mutual trust to organizations responsible for the physical security protections of our countries, our interests and our values are acquired.

Operations have been carried out in the past 25 years individually or at the Alliance's level where the interests of national concern, regional and global peace and security were protected. During that time in some cases our country was directly affected by the effects of hazards, and sometimes only indirectly. There were times when we had to perform tasks against actors in the same civilization, and in other cases in radically different human terrain.

2. Today

Today's challenges and dangers can be characterised by complexity, the often opaque operational environment and the continuous and rapid changes. In such a complex environment the actors, nations, have to respond in a complex way. It is important that the response is achieved along the guidelines of a higher strategic goal. Each challenge and response has its own typical special players. Synchronized efforts of the players, the realization and exploitation of synergies are required for the success. The responses of complex challenges have many players who mostly serve the state.

Physical security is essential for maintaining effect and development. In this

complex, dynamically changing world full of dangers, at national and Alliance level, the way of physical security maintain and guarantee has to be followed and guaranteed by the state responsible for national security, military and law enforcement actors.

As the Hungarian military and law enforcement actors experienced in their mission engagements, the traditional boundaries become blurred between the two functional areas. The military in foreign operations carried out more and more complex law enforcement tasks, and the police did activities and used methods more military-type for maintaining public order and safety. In both cases, complex operational environment caused the convergence of two areas. Of course, the national security system also has produced professional collaboration for home defence and public order protection capabilities. It is just enough to think of the tactical intelligence capability (HUMINT) used by the military in tactical-level.

The three physical security guarantee organizations in their joint efforts, their work and activities, carried out in the operational areas gained more experience in recent decades. In distant mission areas generally the dominance of military force could be observed, but the state-building efforts in strange and extreme environments gave serious experiences and skills of professionalism. Today this knowledge, ability and willingness for close cooperation are also required in our region, along our country's borders and territory.

3. Risks and Responses

At global and regional levels nations and alliances are facing a number of unsolved conflicts. The treatment of old and new conflicts constantly require resources from the armed forces, society and nations. In addition to threats inherited from the past a number of new challenges also present a risk:

- Global Challenges

- Threats to life conditions
- Hybrid threats
- Terrorism
- Mass migration

Global Challenges

Noticeably the security risks of global challenges are effecting the Euro-Atlantic region, Europe, the Carpathian Basin, Hungary:

- ***wars and armed conflicts***,
 - ***climate change***, desertification, warming, sea level rise, groundwater levels drop and substantially reduce the living space,
 - ***demographic effects***, the population age structure and the different nature of different geographical and economic development background,
 - ***economic interests***, profit maximization involve hidden risks,
 - ***food safety***: a global population are of more than 7 billion. Opinions that the inhabitants of the Earth can be provided with traditional production systems or will require the use of Genetically Manipulated Organic (GMO) production, chemical and biological results of the latest research in order to increase efficiency.
 - ***food security***: how to get food to users? How to get everyone healthy and sufficient food and water?
 - ***physical security***: security of life and property, the interests and values protection,
 - ***disaster management***: protection against man-made and natural disasters.
- Almost all traditional security challenge perceptions and concerns affect the basis of human existence – drinking water and food. For the sustainment of human existence the protection of human life, natural resources, value-added processes, and physical assets are essential.

Threats to life conditions

The survival, the basic condition for the existence of any human being, small and large communities is based on the first two levels of Maslow needs hierarchy:

- physiological needs: proper quantity and quality of food and drinking water,

- Physical security: at the levels of individual, small and large community (life) and property.

Production of food (production, processing, storage, transport) and the management of water (self-sustainable use, protection) is an essential condition for statehood.

Security in the countryside is not just the physical security of the people living and working in rural areas, but also the state capable to ensure sufficient quality and quantity of food (and water) from different sources (own production, imports) to the inhabitants. The more self-sufficient a country or a region, the safer and more stable it is because it does not depend on foreign stages of a commercial chain (imports) and foreign economic and industrial influences, either.

Creating, maintaining and enhancing the physical security of the state of small and large communities are an essential precondition. But physical security is a prerequisite for development.

Direct environments, the Carpathian Basin, will be appreciated significantly in the near future in considering the challenges.

- The region has good agricultural values: rivers, good quality arable land, and favourable number of annual sunshine hours. Thanks to these three factors our agriculture has good, self-sustaining position.

- In terms of demography the population decreases and is aging in the Carpathian Basin and Hungary.

The Carpathian Basin is ideal for supplying our declining and aging population. But also, it may be considered as a living space that can be a target for the people living in the developing world falling living space and a growing number of increasingly younger populations. Where the conditions of life are at high-risk because of wars, water loss, or failure in the land, the residents there begin to migrate and look for new living space.

Hybrid threats

The "eastern threat" which uses the instruments of warfare affect our region, such as the countries on the eastern border of NATO. The destabilization of Ukraine and the annexation of Crimea are part of these threats. In the first stage of a hybrid attack the objectives of neither the power nor the aggressor are possible to recognize. The attack is the first period, the main feature of destabilization fundamentally in social, in political and in economic dimensions.

One of the manifestations of destabilization is the deterioration of law and order and security (internal security). A minority, supported by an aggressor intervening power and turning against government or majority directly or indirectly and openly questioning the authority of the state and its *raison d'être*. From the four components of the Failed States Index this is one of them. Some citizens do not accept the supreme authority of the state. The group "chosen" and supported by an aggressor usually shows ethnic or religious deviation from mainstream society, thus its traditional values may also differ. These are the key elements of this group which turns it, with efficient "aggressor's" influence, against the majority society and the authorities. As a result of the radical confrontation violent acts or armed violence and conflicts disrupt public order, public security and peaceful coexistence.

The third element of destabilization is the harmful effect on the economic situation. The endangering of economic well-being, jeopardizing the livelihoods, the decline in living standards, unpredictability or blocking of access to resources is to further destabilize the circumstances. The political and social tensions based on economic dissatisfaction, coupled with livelihood problems can lead to overt armed violence. In the next phase of hybrid warfare the conflict is escalated by training, equipping, and supporting the armed groups by the aggressor. Armed violence becomes

apparent, emotions are growing to the extremes, while reconciliation seems impossible. On the breakaway territories state authority is limited or terminated, thus the second requirement of the Failed State Index is also met. The relations between state and its citizens are interrupted. The armed groups using violence openly neglect the third criteria of Failed State Index – that is the use of force is State monopoly.

As the relation between the state and its citizens got broken the central power – the state – is unable to provide public services, public benefits, perform public duties in these fields. Thus the fourth criterion of the Failed State Index indicators is fulfilled.

As a result of the destabilization some parts of the country under attack becomes a fallen state and the authority has no influence on the events.

Till this phase of hybrid warfare the aggressor's regular forces are not "visible". The crisis is internal, based on political, economic and social issues generated externally in a covert way. So it can be seen that destabilization-annexation processes taking place in the eastern borders of NATO are mainly targeting public order, public safety and national security issues mostly (three out of four phases). But it is not. Annexation is the physical preparation of taking possession of a territory. It is a complex, coordinated attack aimed at the sovereignty, territorial integrity, and elimination of freedom of action. This is the principle for which the majority of wars were fought in the written and unwritten history of humanity. This is a war, but it is difficult to recognize. New capabilities are required for the protection of sovereignty, interests and values of nations and alliances.

Terrorism

The other great challenge that affects our country is terrorism. Terrorist attacks in Europe indicate a new era in recent years. Although our country has avoided such attacks there is no guarantee that it will not

occur in the future as there is no hundred-percent security.

As the "face of terrorism" is changing, the organizations fighting against them must change flexibly. Knowledge of the enemy's tactics and procedures, the insurgents' qualifications, motivation is essential for the success in the fight against them. Owning such knowledge military, law-enforcement and national security agencies can re-define themselves as part of the state. The advantage of asymmetrical warfare is asymmetry itself. It involves different, new, unfamiliar, strange methods, devices, and warring factions. If we manage to make asymmetry symmetrical: if the opponents with the same abilities are fighting in the same area and time, it is possible to win. In the fight against terrorism the earlier earned crisis management and peacekeeping experiences with a flexible adaptation to the potential opponents' power-equipment-procedures can make a war wageable, which leads to success! This fight requires not only adaptive and continuous transformation of friendly power devices, but also procedures are needed which can efficiently fight the enemy, is an integrated national security-, military and law enforcement system. The fight against terrorism is in a changing space (globalization), time (speedy flow of information) and content (information abundance). The actor who is faster can make the right decisions in real time, and is more likely to be the winner of the fight. On the state actors' side, there are many prerequisites for increasing this speed.

Migration

European security is highly influenced by the massive and uncontrolled migration taking place in the past two years. The reasons for this migration are complex and partly unknown. The alliances and states evaluate the situation differently and have different interest, pay attention to manage the situation. It is sure that migration is related to struggle for declining resources (water, food, land, living space) and their

control. These two factors determine the motivation of migrants. The hope for a better life often means the only chance of survival. The reason is not only about escaping from wars and violence it is often the access to food, water, so for the basic life conditions are also important. There are many reasons for changing life conditions, such as global climate change and demographic changes.

4. Key to success

Complex challenges require complex responses, which have a lot of actors. Alliances, nations, armed forces, services, government departments and agencies in an integrated joint effort are needed. To do this it is essential that those involved know each other.

The government, national security, military and law enforcement elements should be effective in the following areas:

- ***Mutual knowledge,***
- ***Cooperation,***
- ***Authorization and responsibility***
- ***A new type of organization and management culture.***

Mutual knowledge is essential for the joint efforts of the organizations helping, assisting and supporting each other. In the absence of common knowledge misunderstandings, unachievable expectations, frustration and loss of confidence occur and finally, the cooperation of organizations turns into rivalry. It is therefore necessary that the cooperating organizations all have more knowledge and experience about each other and on this basis the best practice can be developed. An integrated policy, doctrinal basis that overcomes the limits of individual professions (actors), with a goal of maximizing the effectiveness is needed. In this new doctrinal concept transformation is everyone's business and everyone requires inclusion. The cooperating organizations, professionals, actors need to know each other at least in the following areas [1]:

- Mandate,
- Organizational culture,
- Decision-making process,
- Command and control system,
- Capabilities,
- Limitations.

Co-operation may have several feasible levels and depends on the nature and duration of the tasks, the time available to prepare the forces and the assets involved. At different levels of cooperation our national security, law enforcement and military agencies gained experience during joint operations over the past decades in homeland and foreign areas. These levels are as follows [2]:

- ***Ad hoc***-based implementation.
- ***Co-ordination***: consultation carried out on a regular basis, information sharing, information exchange, and coordination of efforts.
- ***Joint implementation***: higher level of cooperation, which includes key areas of planning and organization, leadership and management as well.
- ***Joint project***: work done together for an extended period of time, for a specific project to develop a skill or infrastructures to achieve a complex goal.
- ***Joint training and education***: the cooperating organizations get familiar with the potential actors on the basis of the above stated criteria in terms of education, training, during and preparation time.

Authorizations and responsibilities comprise a decisive factor in the success of joint action. The law enforcement elements basically carry out their activities in their territory for providing and maintaining public order and security. According to the nature of national security services they are operating in domestic or foreign territories. The Hungarian Defence Forces (HDF) is basically to provide defence from external attack in accordance with the Constitution. The HDF performs duties arising from international treaties and contributes to disaster management tasks. In accordance with the Constitution [3] in some specific

situations the HDF takes part – an appropriate constitutional guarantees and in case of endangerment – in the restoration of public order and safety in the homeland. The capability of the armed forces makes it functionally, structurally and instrumentally suitable for a variety of such duties. The military forces as a state organization are prepared for operations in extreme terrain, weather and safety conditions and often conduct unexpected and unknown high-risk tasks. It does this as the military is capable of self-sufficiency and renewal because being prepared for the worst-case scenario in a high-intensity armed conflict it cannot be dependent on government or civilian infrastructures, services and supply systems, because those will be damaged or destroyed. The force required operability and freedom of action to maintain self-sufficiency and regeneration capability. The military has adequate transport, communications, accommodation, medical, technical and other capabilities and skills that are operated by trained and organized personnel and staff effectively with other organizations of state administration.

A ***new type of organizational and management culture*** is required. The complex operational environment, real-time access to confusing amounts of information, and the accelerating spread of information create new situation which require new management culture and new leadership style. General McChrystal (US, former commander of ISAF) summed up the key to success in his latest book as follows [4]:

- Mutual trust among co-operators, superiors and subordinates, its basis is mutually known.
- Knowledge of the common goal: this is one of the driving needs for mission oriented leadership, promoting the right decisions in a rapidly changing complex operational environment.
- Unified knowledge base: mutual understanding and co-operators access to databases.

- Action authorisation: the executive forces directly and immediately facing a situation are authorised to fast and effective response.

The small and therefore fast and flexible organizations, empowered with huge autonomy, are able to effectively use information and solve the problems. We need to shorten the traditional chain of command between the classic decision-maker (leader) and the executive, and the need to speed up the flow of information in both directions.

Our region's armed forces have undergone significant changes in past times, during their evolution. The operations carried out at national or international (combined) levels and jointly, could provide them with huge experience. These complex operations were carried out by increasingly small military units, and the knowledge, integration, and ability to cooperate are at lower and lower levels of the execution of tasks. Similarly professional cooperation development is needed among national and international actors of complex security, among government departments and agencies. This is the Inter-Agency Operational Capability.

Summary

In order to guarantee the security of our nation, region, and Europe, we need credible and the capable military forces to respond. Having processed the lessons learned from country- and collective defence, compared them to those of recent peace support operations and state-building experience, and knowing the potential future conflicts, the future military development trends can be determined.

In our increasingly complex and dangerous world the state significance is appreciated. The state is responsible to guarantee the physical security, sovereignty, territorial integrity, public order and security. The state must develop into a "good state" so that its relations to society could not be questioned, a majority of the population and could not be destabilized. To ensure peace,

public order and preserve security new type of complex threats must be responded to in a new way. The only possible response to

this issue is the relevant agencies' deeply integrated cooperation.

References

- [1] Dr. Boldizsár Gábor: Civil – katonai – rendőri - nemzetbiztonsági együttműködés a válságkezelésben In: Dr. Dobák Imre (szerk.) A nemzetbiztonság általános elmélete (NKE, Budapest, 2014), pp 284-285
- [2] Dr. Boldizsár Gábor: Civil – katonai – rendőri - nemzetbiztonsági együttműködés a válságkezelésben In: Dr. Dobák Imre (szerk.) A nemzetbiztonság általános elmélete (NKE, Budapest, 2014), p. 284
- [3] Magyarország Alaptörvénye
- [4] McChrystal, Stanley: Csapatok csapata (HVG, Budapest, 2016), pp 20, 319