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# Finabel



Promulgation of report Finabel Study FDE.3.R

**FINABEL LAND FORCES CAPABILITIES TO ASSIST CIVIL  
AUTHORITIES AND OTHER AGENCIES WITH ISSUES OF  
DOMESTIC SECURITY AND CONTINGENCIES**

## BIBLIOGRAPHY PAPER

<b>BIBLIOGRAPHICAL INFORMATION</b>	
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<b>11. <u>Summary:</u></b> Nowadays, Land Forces are required to provide assistance to civil authorities with disaster relief operations. Therefore we have to specify the way that Land Forces can contribute to assist Civil authorities with issues of Domestic Security and Contingencies.	

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## **Reservations**

For Germany the validity of the study is limited due to strict constitutional reservations for the deployment of military in the interior

### **1. Preamble**

By the end of the 20th century, it was firmly believed that the army should be well prepared and trained for battle. Its main mission was and still is to ensure the country's defense, to protect National independence and territorial integrity of the country. In general, national security is considered to be the protection against threats of military nature originating from outside its borders.

However, since the fall of the Berlin Wall and the commencement of the participation of Land Forces (LFs) in peacekeeping missions, many things have changed. Henceforward, the attack to national security also involves non-military threats, while LFs training has included areas other than the main battle. A threat to national security constitutes an incident, which limits the welfare of the inhabitants of a country. Such a threat shall be a war or an internal "disorder" non-restrained by the police, the lack of basic goods, natural disasters such as epidemics, earthquakes, floods or drought.

#### **1.2 Aim**

This study aims at specifying the way Finabel Land Forces (FLFs) may contribute through the provision of their capabilities and expertise in assisting Civil Authorities with issues of Domestic Security and Contingencies.

#### **1.3 Background**

Over the last 20 years, LFs conduct Peace Support Operations. These operations take place mainly amongst people and aim at the people. As a result, LFs have developed new capabilities, beyond the ones at which they have been trained, which involve exclusively their participation in the conduct of war operation. These new capabilities have expanded the areas where LFs may be employed and are very useful in the frame of security and assistance provided to non-combatants. In this way, LFs are called up to render their services as supporters of several Civil Authorities and act as their partners.

#### **1.4 Factors taken into consideration**

Nowadays, LFs are more and more required to provide assistance to civil authorities with disaster relief operations. The examples are numerous and include woodland fires, floods, and earthquakes up to assist with the safe conduct of the Athens 2004 and London 2012 Olympic Games and the conduct of the 2012 European Football Championship in Poland – Ukraine. In addition, in some countries army has been required to participate in Domestic security operations like for instance, the "Safe Streets" to increase the presence of law enforcement

agents and to deter petty crime and micro-criminality. These non-military events are divided into three categories<sup>1</sup>:

- support in case of Disasters and Incidents;
- contribution to Internal Security; Civil contingencies (e.g. civil disturbances, strikes);
- technical assistance (e.g. military engineering, explosive ordnance disposal).

What applies for most Finabel states<sup>2</sup> is the fact that their respective LFs do not have a particular role in disaster relief operations or Domestic Security operations. Therefore, the role of the army consists in being a partner in civilian-led operations. It has to be mentioned that, for historical, institutional or cultural reasons, some countries have more reservations than others for having the army involved in support to civil authorities. Requests from civil authorities on military assistance should be evaluated as for:

- appropriateness;
- legality (Compliance with laws);
- risk (Safety for soldiers);
- cost (Impact on budgets);
- readiness (Quality and training of soldiers is essential);
- capability requirements.

## 1.5 Definitions

### 1.5.1 Domestic security

The prevalence of law and order within a state.

### 1.5.2 Civil-Military Cooperation

CIMIC: The cooperation and coordination between military and civil authorities including the local population, as well as non-governmental organizations (IO's and NGO's) in a national or alliance framework to support the mission of the operational commander. Wider military support of the civil environment beyond CIMIC, based on which cooperation and advice in terms of Armed Forces might be sought.

### 1.5.3 Civil Protection

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<sup>1</sup> According to Finabel's ETG 11-1 Report

<sup>2</sup> Portuguese comment: Civil support operations (or domestic operations) are one of LF type of operation. The importance is the same for offensive, defensive, stability and civil support operations. All of this four operations have the same importance!

Planning, prevention, physical and psychological preparation and mobilization of forces and resources of the country, designed to protect citizens, to secure any property and wealth-producing resources, premises and monuments of the country and to minimize the impact in case of needs emerged from natural, technological, or other disasters.

#### 1.5.4 Domestic Security Ops

Military operations which aim to support the police and Security Forces including actions for the preservation of law and order.

#### 1.5.5 Emergency Ops

Military operations which follow natural or man-made disasters, in order to assure the people's protection, to mitigate disasters and reconstruct to reach the previous living conditions.

## 2. CURRENT SITUATION

### 2.1 Assistance of land forces with supporting civil authorities

In several cases, the Finabel LF's have assigned staff and resources to assist civil authorities. It mainly contributes with staff and resources of the Engineer and Special Forces, Army Aviation and Medical, given they are all well trained and possess the means required in view of their participation in disaster operations. Judging by the effect, the assistance offered in all cases is deemed important. The cases in which the Finabel LF's were employed to support the work of civil authorities may be categorized as follows:

#### 2.1.1 Intervention in case of natural disasters:

- Encountering natural disasters;
- Assisting with encountering floods;
- Protecting forests by creating firebreaks and deforesting rural land / grassland;
- Snow Plowing over provincial routes;
- Settling waste disposal sites;
- Providing medical assistance;
- Evacuation of people in case of earthquake;
- Searching, locating and removing people from inaccessible areas (mountain climbers, hunters, etc.);

- Civil protection.

### 2.1.2 Contribution to Domestic Security

This area includes activities to enhance the security within a civil environment. It constitutes an area where most of the differences amongst the member countries of Finabel are noticed. In some Finabel countries, the participation of the army in domestic security is strictly prohibited, while others are protected under law in terms of the army's participation in support of the police authorities. The main tasks that may be assumed by FLFs are the following:

- protecting basic infrastructure such as airports, ports, stations, etc;
- encountering terrorist attacks;
- border control;
- prevent illegal immigration;
- contributing to major events (EU summits, major sports events like the Olympic Games, European Football Championship, etc.);
- small scale operations (search for individuals such as stranded mountain climbers, rescue, MEDEVAC with helicopters etc);
- support of the Police for the securing of Public Order.

### 2.1.3 Technical Assistance

Technical assistance could be provided through the following activities:

- contributing to road repair works and public land settlement;
- contributing to the management of large-scale industrial accidents;
- restoring streams and riverbeds;
- transporting personnel and supplies by water;
- constructing road bridges using standard hardware to facilitate the communication between local communities;
- clearing sites suspected of ammunition and explosive debris of war and returning the same to local communities;
- performing small scale projects for the benefit of local communities;

- Intervening during the occurrence of environmental contamination incidents;

## 2.2 Type of Contribution of LFs

### 2.2.1 Intervention in case of natural disasters

LFs can contribute civil authorities in case of natural disasters like earthquake, floods, fires, snowfall and avalanche. Earthquakes usually cause the destruction of critical infrastructures and often large number of injuries and deaths, especially near the epicenter of the earthquake and in densely populated areas. As a result of an earthquake, health problems are caused due to destruction of infrastructure such as water supply, sewage and electricity network, as well as communications problems due to the collapse of the communication system (telephone INTERNET) or the destruction of roads, bridges etc. In such cases, FLFs may contribute through the evacuation of people from the ruins, health assistance, assistance in restoration and reconstruction of damaged infrastructure and the provision of food, water and accommodation.

Floods usually cause the damage of various infrastructures and constructions due to the water, the damages from floating rubble, debris, etc., the collapse of the soil especially of friable soils, deaths caused from drowning and also the large amount of wounded persons, the outbreak of various diseases, destruction of crops, etc. FLFs may contribute through searching and rescuing, evacuating affected areas, but also making them accessible if necessary, immediately providing temporary accommodation, medical assistance, providing food and water and assisting with the assessment and evaluation of disasters, opening roads and constructing temporary bridges to facilitate communication.

In case of fires the major problem is the great ecological damage due to the destruction of forests. As a result, respiratory problems are caused due to the transfer of thick smoke and ash over a long distance. Many times, problems in communications and power supply are caused due to the damage in cables and installations. Fires may lead to loss of human lives but also considerable damages to crops and livestock. The assistance provided by FLFs consists in the provision of helicopters for fire fighting and rescuing people when a region is being evacuated. One amongst the most important problems that requires the army's assistance is in many cases the evacuation of entire villages. In addition, the provision of fire fighting vehicles and vehicles carrying water, the assignment of personnel and equipment for the construction of firebreaks, the extinguishment of minor fires and lookout for breakouts or the safety of areas evacuated. Finally, medical assistance may be provided, as well as food, water and temporary accommodation.

Furthermore snowfall and avalanche cause problems mainly related to the disruption of essential services and transport networks. FLFs mainly assist with the evacuation of people and the opening of roads.

In addition there are other tasks where FLFs can assist in tackling technological hazards such as chemical, nuclear, radioactive and biological incidents. Disasters and damages to buildings and infrastructures are caused by industrial fires may

cause deaths or injuries. A large number of people might need medical assistance. Air and water pollution might be caused and plants and animals will be contaminated. FLFs might be employed mainly for eliminating contamination by their's specially trained personnel.

### 2.2.2 Assistance of LFs to Internal Security

Protection of basic infrastructure such as airports, harbours, stations etc. The missions undertaken by the LFs are strictly restricted to matters of safeguarding, a subject which is within the duties for which they are trained. In these cases, Land Forces are called to provide personnel and assets mainly because of the great number and size of the facilities to be guarded, a fact which requires a lot of personnel for a 24-hour safeguarding. The contribution of LFs is of purely enhancing nature as they are not authorised to proceed to actions of purely police nature, as the arrest of individuals or controls. To surpass this obstacle in most cases we have joint teams of police and army officers acting together, so that there is legal cover for the execution of the aforementioned activities.

In addition counter terrorism<sup>3</sup> and public order missions are also of great importance. FLFs have the ability to contribute to important events (e.g. summits of EU, Olympic Games) by using high-tech equipment at their disposal and also appropriately trained personnel. This can include: assistance in collecting, processing and distributing information, Public Order, use of personnel and assets (robots) for the tracking and neutralisation of explosive devices, the evacuation of suspicious locations and provision for medical needs. This contribution of Land Forces consists mainly of the deployment of personnel and assets for the enhancement of security as mentioned above.

Small Scale Operations (search for individuals such as stranded climbers, rescue, MEDEVAC with helicopters etc) can take place frequently and the LFs may assist with personnel and assets in emergency situations at a local level and at a time which can last up to a few hours. Such situations are usually the search for and medical treatment of trekkers, climbers, divers, generally people doing extreme sports, assisting in the extinguishing of fires of small radius, MEDEVAC by airborne assets.

### 2.2.3 Providing Technical Assistance

Assistance in dealing with large scale industrial accidents and environmental contaminations can also occur. This kind of accidents can be destruction or serious damage to infrastructure networks such as power or water supply network and the destruction of a big industrial unit. These accidents can be caused as a consequence of natural disasters or of human error. Their consequences have initially to do with the destruction or the great damage of facilities and infrastructures, the great number of victims and the possible air pollution to a great distance from the location of the accident because of the dispersal of dangerous gases. The contribution of LFs includes medical treatment of the wounded, quick evacuation of contaminated areas, providing of experts and appropriate equipment

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<sup>3</sup> For further information refer to Finabel study T.31R

for decontamination where possible. Transport of inhabitants requires assistance for the setting of camps and their organisation (sewage, food and water distribution, information etc).

Furthermore LFs can contribute to the clearance of suspicious locations from ammunition and unexploded devices. In many cases of old ammunitions' discovery , mainly in rural areas, special bomb squads are called to neutralise them. In these cases the special robotic systems belonging to the LFs are also used.

Another major contribution of the LFs (mainly of the Engineer's Corps with its heavy duty machines) is the execution of small scale local works for small communities mainly at rural areas, such as reconstruction of roads, construction of road bridges with the use of standard material for convenient communication, re-digging of ditches and riverbeds, transport of civilians and provisions with track vehicles, airborne and floating assets.

### **3. OPERATIONAL ENVIRONMENT**

#### **3.1 Factors forming the current operational environment**

Given that the army, the threat and the operational framework have changed, we should also change the way we think about military missions and Army capabilities. Current and future operations include not only large-scale offensive and defensive operations but also stabilization operations. The army should learn to cooperate with other agents and government officials and non-governmental organisations and private companies. Currently the complexity of operations has increased, as an important presence of non military parties is much more common than in the past. Unity of efforts is achieved through comprehensive approach which requires effective coordination and unity of efforts between the national government bodies, non governmental organisations, international organisations and the private sector in each alliance or coalition throughout the operation. In any case the Commander and his force will constitute part of a coherent network in a scope of military and civilian teams and organisations. In these complex multi-organisational cases with the participation of many non military organisations and possibly of a non military civilian authority as head of the mission, the military planning aims to the success of a part of the desired total result. Although it is most unlikely that there will be absolute consistency between military and civilian activities, the commanders must nevertheless encourage teamwork towards this purpose. The coordinated effort is based on five fundamental principles:

- C2<sup>4</sup>;
- Preventive engagement;
- common understanding;
- consideration based on results;

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<sup>4</sup> ETG-1

- collective work.

Considering all potential risks, there should be planning, preparation and ability to perform civil support operations in minimum time.

### 3.2 Main Factors forming the future operational environment.

3.2.1 While analyzing the operational environment, we must focus on two main factors:

- actors; in other words, civil authorities and LFs;
- support Request Process; in other words the way civil authorities interact with LFs and request for military support;

#### 3.2.2 Non-military actors

An issue raised within non-military operations involves the fact that there are too many participants, like for instance public agencies, non-profit organizations and volunteers. All these participants form a heterogeneous ensemble and do not have a unified way of action like the army does. With a view to a more effective collaboration between the foregoing, common grounds of cooperation should be primarily sought.

#### 3.2.3 Military component

During non-military operations, all Services may participate therein under a single Joint Command. Their missions are related to the particular characteristics of each Service, but in the case of post-natural disasters and contingency support, they work jointly in order to achieve the common objective.

#### 3.2.4 Support request process (According to the validated Study ETG-1)

The use of LFs is a political decision of the Government. When this is stipulated in the Constitution and the laws, the chain of command and the distribution of authorities are predetermined. At a national level the request is addressed immediately at the Ministry of Defence. At a local level it can be addressed at the local commanders, who may or may not have the capability to authorise. In most of the cases the Ministry of Defence is the competent body to approve the assistance to civilian authorities. The support request process must be clarified according to the law or through agreements of the Ministry of Defence with the rest of the bodies. The support request process follows two directions: a descending and an ascending one.

The top-down process has to do with cases which have gravity to the public opinion and have wide implications, as well as in cases having to do with security issues. In addition, in these cases there are neither urgent nor unexpected events. As a result, there is sufficient time for planning and political decision making. For instance the action for dealing with a predictable natural disaster can be dealt with

this process (timely information for the bad weather conditions) and more often issues of internal security and offering of technical assistance. The common factors usually are:

- sufficient time for the planning of the use of military assets;
- engagement of land forces at a national level.

The bottom–up process case applies to local events where regional authorities address directly at the local military commander for assistance<sup>5</sup>. It also applies to cases where there is no predictability, as well as in case where autonomous NGOs are engaged, which are requiring assistance. Immediately after the emergency occurs the request for assistance is addressed to the local commanders. When the time is not sufficient for approval by a higher echelon, the local commanders must respond to the request and take immediate action in order to save human lives and contain material damages. At the same time the supervisors must be informed. This procedure applies also to local level in case of providing technical assistance, as for example in case of non-exploded missiles' discovery. In many cases, the Ministry of Defense has provided for the way LFs shall participate and thus, there is no need for coordination with the highest echelons of decision making process.

### 3.3 Adjustment of land forces in new non-military missions

#### 3.3.1 Organization

The organization of the units varies, depending on the type of operation that requires assistance. In any case, sections originate from units in the area of responsibility of which the event has occurred. The existence of organic links between sections contributes to better command and control. The sections may be Squad or Platoon-level. Training ensures that the staff possesses the knowledge on the specialized equipment possessed by the said sections, as appropriate.

#### 3.3.2 Training

As results from the approach followed by all countries, the employment of the army in such operations is not a priority. For this reason, there is no a specialized education in general nor specifically trained personnel. The training with a view to acquiring specific skills shall not be included in the objectives of every day training. In the frame of routine military training and due to modern threats that have been developed anyway, there are sections and units that are tasked with such training, which may contribute greatly to the assistance of civil authorities. A typical example is CBRN Units. Most FLF CBRN units training is done for purely military operational purposes, but in any case their assistance may be required, like for instance following an industrial accident or terrorist attack or, as in the case of major events where they can be on standby for employment if necessary. The features of the future operational environment, (demographic explosion,

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<sup>5</sup> In Portugal only in case of urgency. Other cases are always top down process.

urbanization, immigration) and various threats (climate change, pandemics, etc.), as it has already been mentioned, create the need for a different way of planning of exercises. Especially those involving operations in urban areas, which should include the participation of local authorities, where their own planning should be taken into consideration during preparation and conduct. It is therefore commonly believed that cooperation with civil authorities should be sought at local and national level, so that the framework for cooperation would be established and the effectiveness of command and control system would be examined.

### 3.3.3 Equipment

It depends on the nature of the operation. Special units do not need to be maintained, in order to intervene in major natural disasters or security operations. It is important that LFs are provided with all necessary capabilities, so that they would cope with any emergency situation that occurs in their territory. Apparently, Engineer units are highly capable of dealing with such situations and therefore, they may develop quite rapidly, but it is also necessary that other Combat Units and Combat Support units and Army Aviation units are developed, in order to successfully encounter situations of natural disasters. Also, CBRN units by means of their equipment may detect infections and proceed with disinfection. Finally, Medical Units possibly together with psychologists should always be in readiness to provide health assistance. The said units should be equipped with all-road vehicles or be able for airlift by helicopters.

### 3.3.4 Deployment – Redeployment

Participation should be limited to the absolutely necessary forces and not divert LFs from their main mission, if no constitutional constraints preclude it. There may be an escalation in the intervention of LFs depending on the nature of the mission and the security level of the operational area. In cases of natural disasters and depending on the type of destruction, security troops originating from any branch or Special Forces, Medical and Engineer Corps may be involved in order of intervention. The foregoing plus branches of civil-military cooperation (CIMIC), helicopters, etc. may be involved in the main phase, depending on the intensity of destruction. During the phase of redeployment, the Medical and Engineer Corps may be involved in view of restoring and reconstructing damaged areas.

Response time and the participating forces vary throughout the Finabel states. There is planning for units which act locally in their area of responsibility and for units which have the capability of air-transport and cover the whole national space. In many cases there is a Liaisons' Team which deploys first in order to be informed on the situation, to handle the great amount of information and coordinate the development of the main volume of the engaged force.

## 3.4 Impact on the forces.

### 3.4.1 Motive

Support and assistance to civilian authorities has a great effect on the public opinion. It promotes sentiments of security, appreciation and recognition of the

usefulness of the LFs in times of peace, a fact which on one hand creates footings to the military personnel for the improvement of morale and the feeling that it is doing social work and on the other hand it can lead to the demonstration of interest for the participation of young men in the army. It is another way to convince the taxed civilians that the Land Forces are not just an unproductive organisation, sitting and waiting for a war to happen in order to be used. Moreover the experience acquired from these peacetime operations, can be transfused and applied in operations period and missions such as stabilisation operations. Through the problems indicated, sectors like command and control can be improved along with the planning process and dexterities can be developed or maintained e.g. in training for neutralising improvised explosive devices, lifting obstacles or countering CBRN threat etc.

#### 3.4.2 Dexterities

It is known that the formation of a certain mentality of the personnel within the objectives of military training, so that it discovers and examines all the parameters affecting the execution of the assigned mission, the preservation of flexibility so that they can immediately deal with unexpected situations and the development of cooperation ability with different departments which are united by the common objective of the mission's execution. Bearing in mind the above, it is clear that the complete military training affects greatly the rapid adaptation of military departments to the new data, meaning missions differentiated from their main military mission. Military forces as an Organisation offer society a very useful tool in cases where a fast and effective execution is needed. They are rapidly deployed, they offer a great number of working personnel and a great number of abilities which can be used in many different circumstances and for many different objectives.

#### 3.4.3 Readiness

The LFs participate to the non-military operations with certain advantages such as discipline, trained personnel, a fleet of vehicles and machines of various types and capacities, the ability to operate in very harsh environments for long periods, a powerful Logistic Support system, a large-scale communication network and mainly, a detailed system for mission planning, implementation and support. Therefore, FLFs are often called up to get involved in such situations.

#### 3.4.4 Social acceptance

When people have suffered greatly from natural disasters and civil authorities are no longer able to support them, it is very comforting to watch the arrival of military vehicles or helicopters with trained personnel ready to assist and help them. As mentioned above the participation of the Land Forces in non military operations for the benefit of society, helps to make each country's military expenditure more acceptable. In several countries of Finabel social acceptance for the LFs exceeds the average by far when compared to other agencies of the public sector.

#### 3.4.5 Media's effect to Domestic Security Ops and Emergency Ops

The main way in which the Media participate in any activity or event, and therefore in the formation of the public opinion is the influence upon emotions and temperament of the public. The way facts are presented has an effect on human psychology more than on the events themselves. The proper presentation of situations and events by means of television pictures and direct descriptions, reports by and interviews with the protagonists may cause at minimum excitement and impulse up to panic and destruction, as well as many other emotions. The interest shown by the media may be important, especially in the early stages of an operation, yet when it brings about military involvement. The media have the ability to provide instant news from the field of operations that form the public opinion.

Land forces shall cooperate with the media by providing them the information they are looking for – on condition that the notification will not lead to problems in national security – and thereby gaining the favor of media so that the operations of LF be presented positively towards public opinion and endorsed by it. That way the media will be a force multiplier. The monitoring of their actions is necessary so that the mission's objective is not put to risk and furthermore the news being broadcast and originates reliable and truthful military sources.

#### **4. COOPERATION WITH CIVIL AUTHORITIES AND AGENCIES**

##### 4.1 Principles of cooperation

##### 4.1.1 Planning

Circumstances' analysis and the conditions affect the use of LFs and affect the commander's decision and enable the understanding and application of command and control structures, necessary to be applied in order for the operational requirements to be realised in non military missions. Although the structure of command and control will depend on the particular situation, an effective administration will have to be characterised by the following principles

**Promptness** , is the ability to establish a command and control system within a limited time. Most disasters and dangerous situations happen unexpectedly. The handling of an unexpected situation may require the immediate engagement of military units for the protection of human lives and depending on the course of events, for the complete resolution of the situation. Rapid execution is a key factor. According to the legal stipulations of each country, a measure which would help rapid response is the existence of military units in readiness in advance, as well as the existence of plans decreasing the time of decision-making.

**Simplicity** , a simple command and control structure with a small number of decision-making levels is essential in order for a greater effectiveness and quicker response capability to be realised. The number of levels in decision-making must be decreased as much as possible. A simplified structure of administration must be described in Operation Plans, so that the decision-making levels and cooperation with the civil authorities are defined in advance.

Adaptability , for every case to be dealt with more effectively, a simple command and control system should be created which must be easily adaptable with the equivalent one of civil authorities. The establishment of an equal relationship with the other bodies can in some cases be more complex than in strictly military operations. A simplified procedure of Command and Control is necessary, so that it better suits the other participants. Non military operations generally take place in a geographically defined area. For this reason the local Units and Commands are an important factor. So greater autonomy in decision-making by local commanders is obligatory, something which also stands for the civil factors of the area in order to achieve better cooperation and greater effectiveness.

Interoperability, is the capability of the LFs and civil agencies to function together. In order for it to be improved a powerful network of cooperation and common procedures must be established. Common procedures can be applied through a common activities plan and can be improved through periodical training activities of the Land Forces and civil authorities. A network through Liaison Officers will have to be established so that:

- a mutual knowledge of different capabilities is developed;
- information exchange is enabled;
- military assets are more effectively coordinated;
- cooperation with engaged civil factors is improved;
- problems are decreased through immediate communication.

#### 4.1.2 Legal Framework

The participation of the Army in civil operations and in particular, those dealing with natural disasters and other contingencies becomes possible on the conditions specified by the Constitution regarding the limits of competence of the Army and the possibility of its intervention within the country, the national legislation and relevant plans of contingency operations. The basic principle is that the protection of citizens from natural disasters, terrorist attacks or threats and other incidents, constitutes a primary responsibility of the police and civil authorities. On this condition, any assistance undertaken by the army remains under the direction of civil authority that made the request and of course following a request submitted to the Ministry of Defense and the approval by the latter. It should also be noted that LFs assume missions only in case civil authorities are not able to contribute and not on a permanent basis, otherwise LFs would not be the "last resort" but the "easy solution".

In some countries, many agreements in the form of a "Memorandum of Cooperation" already exist between the Department of Defense and other departments (internal affairs, justice, coastguard, fire brigade, etc.). Such agreements mainly consist of two parts: the already existing permanent planned agreements on military hospitals, the Coast Guard, several search and rescue operations and the agreements that involve domestic contingencies (earthquakes,

floods airline accidents, protection of sensitive infrastructure security problems, demining, etc.). There are some restrictions and in particular, as far as legal issues are concerned. In general, the Ministry of Defence shall be the one that provides the authorization (or not) to use military forces. In some exceptional cases that are being codified by law, local authorities (prefectures, districts) may be invoked or order the use of military forces.

#### 4.1.3 Participation of LFs in view of immediate / timely intervention or being the "last resort".

At first, we should wait for civil authorities to act first and then see if they need the assistance of the army. It would be pointless to intervene solely on our own initiative, but of course a very close coordination is required since the beginning of the process. In most cases, civil authorities request for the assistance of LFs when their own capabilities have been exhausted; that is the case of the "last minute intervention." In some cases, it would be better if LFs were employed since the early stages of a crisis. But this is entirely to the discretion of political authorities. The intervention of the LFs should be done when it is established that the control of the situation becomes considerably more difficult and on condition that the government body which has primary responsibility has notified well in advance of the possibility of participation in the operation. The intervention of the LFs should follow that of civil authorities, in case of major disaster response operations and provision of technical assistance and should precede when it comes to security operations. The conditions and time of response dependent on the operational environment.

In order to accelerate the reaction time of LFs since the commencement of operations, it would be advisable that a liaison with civil authorities would be established. This allows for better cooperation, the constant update of LFs on the situation and the possibility of providing consultation. It would be even better if the said liaison between the Ministry of Defence and the Ministry of Interior exists in advance; then the possibility exists for better coordination, establishment of joint action plans and conduct of more exercises.

## 4.2 Border Control

4.2.1 Migration while at the beginning considered a social and financial threat is now considered by many countries, a danger to homeland security. As the waves of illegal immigrants are rapidly increasing, there is sometimes option to use LFs to support their control. In some cases, soldiers that have been specifically trained under specific ROE, may patrolling Finabel country's borders, taking part to an overall effort aiming to deal with illegal migration. In most Finabel member-states LFs do not have the legal authority to conduct such activities. Existing laws often forbid LFs to conduct police activities such as investigation, arrest and detention. In case the legal framework is appropriated, possible tasks conducted by LFs are:

### 4.2.1. Observation - Patrols

The huge length of land borders of Finabel states is hard to be continuously protect by the police forces and border patrols alone. LFs can enhance this border effort

with units' patrols, observation posts, air surveillance observation, using night vision goggles, infra-red cameras, UAV/UGVs etc.

In addition, LFs can support the construction of obstacles, as barbed wire or earthworks especially in areas which cannot be effectively covered by land surveillance.

Moreover the demonstrative deployment of LFs along the borders can deter off illegal immigrants. It can also contribute to avoid violent escalation along unstable frontiers while the flexibility of LFs especially in providing Logistic Support, may support in the organisation of refugee camps for immigrants.

4.2.2 However the deployment of LFs for immigration management may raise objections. Many members of the army consider this beyond the core duties. LFs are organised, designed and trained to conduct combat operations. This makes them less effective in comparison to other organisations or agencies which are organised for immigration control. Lack of military personnel's appropriate training in issues concerning handling of illegal immigrants, can in some cases also lead to use of excessive force without cause.

#### 4.3 Joint Training – exercises

In view of the participation of military forces in non-military events (major natural disasters, contingencies, security operations and technical assistance), specialized training and preparation shall be required during peace time. The education of the units should include specific technical subjects, civil-military co-operation on the ground resources exploitation, health care, riot control and special briefing in population- geographic issues of the area of operations. Exercises should also include training jointly with civil authorities and LFs of other countries. Especially in view of the training jointly with political authorities, the conduct of exercises by the Ministry of Defence and other stakeholders such as the Ministry of Interior, Public Order and Health should be aimed at. Furthermore, if possible, it would be useful and positive if civil authorities participated in computer-aided simulation exercises conducted by the LFs.

#### 4.4 Interoperability

4.4.1 In order to achieve interoperability between LFs and civil authorities, standard techniques, policies and procedures should be established and observed when conducting operations. It is necessary to accurately define the obligations, the responsibilities and the structure of command and control (who is in charge and in charge of what), so that all persons are involved – either military or civilian – would become aware of the environment of work and any recurrences or misinterpretation would be avoided. Furthermore the achievement of interoperability between LFs and civil or other services may be effected as follows:

- exchange of information on the capabilities of each agency;
- joint training on specific objects;
- procurement of common equipment and resources;

- exchange of liaisons in the operations of each agency;
- issuing common manuals, technical aids, standardised procedures for specific missions;
- operation of a common database for lessons (Lessons Learned) from common interest operations.

4.4.3 In some countries, permanent staff mainly from CIMIC units is assigned to the National Civil Protection System. As a result, trained personnel is available at all times in liaison tasks between civil authorities and military units deployed, should LFs assistance be required.

#### 4.5 International cooperation amongst Finabel countries

The cooperation between the FLFs for mission accomplishment is possible under the Common Security and Defence Policy of the EU and constitutes the operational arm of the Common Foreign and Security Policy (CFSP), by means of which the possibility of cooperation amongst member states in the defense sector was strengthened, the possibility of conducting a joint mission by a group of member states was provided for and the spectrum of crisis management missions was expanded. The participation of each country should be voluntary, based on its foreign policy and its geopolitical environment.

4.5.1 The conclusion of a Memorandum of Understanding between Finabel member states is possible. By virtue of the said MoU, the states would agree on the gradual creation of an alliance of forces, with a view to dealing with contingencies that occur in a Finabel country – member, such as natural disasters. The involvement of a CBRN unit consisting of approximately 30 people from Belgium in the force established during Athens 2004 Olympic Games constitutes a characteristic example. Moreover, countries like Spain and Belgium have cooperated with neighboring states under interstate agreements.

4.5.3 The areas where cooperation could be established are the following:

- exchange of knowhow;
- sharing resources;
- materials and personnel;
- training and exercises;
- synchronisation in command and control issues.

## 5. CONCLUSIONS - RECOMMENDATIONS

5.1 The contribution of LFs to civil authorities in response to natural disasters and other contingencies is possible and imperative. LFs constitute a very well organized and trained organization, properly equipped, capable of operating in a wide range of activities, even in areas that have nothing to do with its main mission: the combat.

5.2 LFs should be made available depending on the circumstances and the extent of involvement should be small, so that the core LFs mission would not be affected. It should constitute a temporary situation. All resources, equipment and personnel to be made available should be replaced as soon as possible by civil authorities

5.3 Full range operations make soldiers acting as combatants in the battle, as factors of establishing and maintaining peace and as providers of humanitarian assistance. All these operations require varied skills and in particular, non-military skills should form the subject of training.

5.4 Activities that have to do with natural disasters appear to be simpler than those of a war environment. In many cases though, the situation may involve scaling of a worst case scenario and the forces might have to impose order and stability, by means of their military power and adopting military tactics. In accordance with the foregoing, LFs should always be trained in the light of their deployment for combat operations. Furthermore, attention should be paid to the time of engagement of forces in political authority assistance operations and forces should be switched on a regular basis, in case the extent of the disaster is large and the engagement of LFs requires much time.

5.5 Cooperation with civil authorities should be established in advance and training should be conducted on a regular basis. Specially trained personnel should exist, in charge of organizing this cooperation and maintaining contact.

5.6 When planning, the installation of a command and control system is very important. Command and control consists of the following factors:

- command and control as a structure (the military hierarchy);
- command and control as a function (how the various levels of command and control systems function and interact with other participants);
- command and control as a system [one set of human (the commanders and staff), materials (information system) and theoretical (doctrine and procedures) factors].

5.7 Even if the specific combination of C2 methods employed in a particular situation depends on the unique requirement of that situation, in non-military commitments an effective C2 should be always characterized by the following common characteristics:

5.7.1 Jointness, which is the integration of the strengths of at least two Branches of the military in a coordinated effort to achieve a common goal. In non-military

commitments, a Joint Headquarters will coordinate the efforts of Branches to cooperate with civilian agencies to deal with emergencies. LFs because of their large dispersion within a country, where appropriate, many times at a local level should be able to coordinate all forces involved. This implies a minimum capability within the Army HQs to coordinate the military effort in a specific geographical area.

5.7.2 Low number of decisional levels and equivalent links between authorities having the same decisional power. Non-military commitments are often characterized by a management complexity due to the involvement of several factors. Therefore, in order to grant a greater efficiency, the decision-making process is to be minimized as more as possible. Non-military commitments often require an immediate intervention. The speed of execution is thus a key factor. In order to reach such a result, specific agreements or an appropriate legislation should be approved by the political/military level. Generally, non-military commitments are conducted on a geographical basis and are often limited to the local or regional level. The civil authorities at local level frequently have the capacity to take decisions in an autonomous way. For example, the decisional autonomy of a Prefect or of a Mayor is usually greater than the autonomy of his military counterpart such as a Unit Commander. For this reason greater autonomy should also be given to the commanders of LF's and not need to ask for permission from the entire chain of Command.

5.7.3 Common planning and interoperability. The Army Commands interoperate with civilian actors at regional/local level while the Joint Command/MoD interoperates at national level. Therefore, common plans should be always agreed between local civil authorities (such as Prefectures/Police and Fire Department) and military actors (regional/local HQs) The prerequisite of cooperation is the mutual knowledge of the actors involved in order to optimize the use of available resources. Periodical training activities among military and civilian actors are relevant to find critical states and to improve common procedures in terms of efficiency and effectiveness. Therefore, links among military and civil actors should be established permanently. If it is not possible, each headquarter involved should send liaison officers in all the coordination centers led by civilian authorities (such as Prefectures or Civil Protection Coordination Centers) in order to facilitate the exchange of information.

5.8 In regard to transnational collaborations, one factor that must be considered is the cultural and historical background of each country.

5.9 If LFs are used for internal security, the personnel should be trained in advance in topics such as:

- laws and legal restrictions;
- tactical procedures and exercises;
- weapon training.

5.10 LFs are oriented to eliminate or reduce the enemy's threats. They have neither knowledge nor experience in law enforcement and justice delivery system, regarding illegal entry into a country. For this reason it should be in close cooperation with the police for proper utilization of personnel and prevent violations of human rights. In order to become more actively involved in policing the borders legislative regulations are necessary. LFs role is now to provide equipment, provide transport and the use of force for the assistance of the police. The execution of these tasks depends on the establishment of mechanisms for cooperation between the Ministries of Interior, Public Order and Justice by creating conditions which allow LFs to achieve their planned objectives in the right way. Beyond this, we must take into account that the European public opinion, is not well disposed to involvement of LFs in missions enforcing law and order and internal security.

5.11 The participation of military units in internal security operations and the experience gained may be applied in the deployment of forces in peacekeeping missions, and vice versa. The tasks undertaken by military units in peace support operations may be applied both to the internal security of a state and to the assistance provided in natural disasters.

## **6. EPILOGUE**

In the last 20 years LFs of Finabel member-states participated in various peace keeping missions, mainly NATO non article 5 missions. That way they continue war operations because they may not fight for each country's territorial integrity, in the exact meaning of the term, but in many cases they conduct operations which have caused losses to personnel and assets. The accumulated experience is applied domestically in cases where Land Forces are called to provide support to the civil authorities. Correct initial planning, organisation, development, command and control, cooperation with other factors operating in the area, are some of the sectors where accumulated experience is applied domestically. Furthermore interoperability and multinational cooperation can be applied in the sector of civil protection by exchanging forces between Finabel member-states, especially in the spirit of initiatives like pooling, sharing and smart defence. The LFs responding to the new requirements and having appropriately trained personnel can, if enhanced with the appropriate assets, continue to offer to society, thus promoting the sentiment of security, appreciation and recognition by the citizens and accumulate experience which may possibly be useful in time of operations.