

# **ALIGNING CIVILIAN AND MILITARY RESOURCES IN COUNTERING HYBRID THREATS - a regional network approach**

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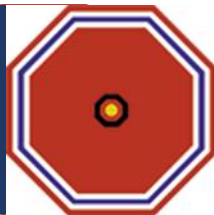
**and**

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- The characteristics of hybrid threats
- The need for hybrid threat response capacities at regional level
- A model of hybrid threat response
- Areas of military contribution to civilian regional response capabilities
- The intertwining of civilian and military institutions
- Reflections on further research needs



# New book on hybrid threat response

- 16 authors from six countries
- The range of hybrid threats
- Response measures
- Organization and management
- Competence
- Several cases



# Background

- Response measures to counter hybrid threats needed
- A fluctuating and hidden characteristics of hybrid threats
- Hybrid threats emerge both physically and on digital platforms
- Most resources mitigating hybrid threats are at national level and sector specific
- Capacities needed to increase joint situational awareness (JSA) and response capabilities at local levels in municipalities and other civilian institutions
- Military resources needed to enhance local community response capabilities
- But... barriers against civil-military blurring of roles and responsibilities

# The characteristics of hybrid threats

- Below the threshold of war: pursue political objectives without resorting to full-scale war
- Key objective: target public confidence, national cohesion, and trust with synchronized efforts that exploit organizational grey zones
- Finding weak spots between local/regional/national levels in a state's chain of command, or across sectors with overlapping or competing roles/responsibilities/authorities;
- Exploits juridical protection of liberal individual rights inside democracies that may hamper government interference
- Characteristic: «a perpetual rythm of struggle, in and out of war» (Kennan, 1948)

# Hybrid threat response capacities at local levels a challenge

- HT seen as a national-strategic rather than a regional/local responsibility
- Resources are often allocated to national rather than regional and local levels in targeted communities, while micro-management prevails
- Endemic resource-scarcity leads to hyper-centralization of skills and competence like intelligence/counter-intelligence/police/health
- Regional and local levels are therefore more vulnerable due to lack of capacity
- Longer distances, resource limitations and scarcely developed infrastructure reduces victim's response time
- Sector barriers and “silo-thinking” hamper civilian-military collaboration
- In need of a Hybrid Threat Response Model depicting civilian-military intertwining

# A model of hybrid threat response arenas

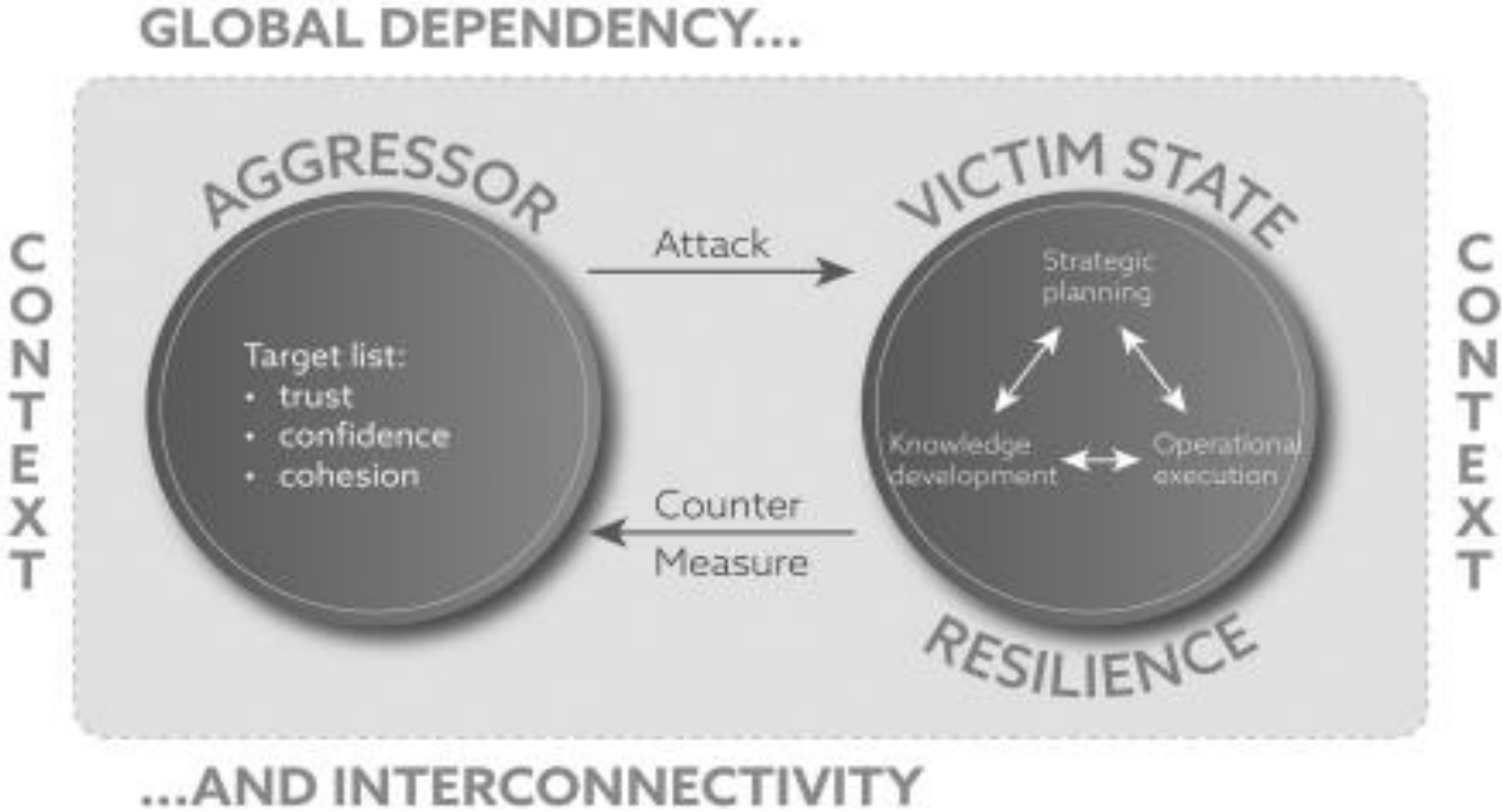
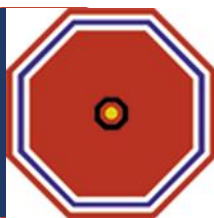


FIGURE 17.1 The hybrid threat response model

## Military resources that may improve civilian response

- Military operation doctrines include a broad focus on military and civilian elements including vulnerable social groups
- Total defense concepts emphasize civilian-military dialogue and joint arenas for coordination
- Officers'/NCO's/veterans' have comprehensive planning-experience from 'whole-of-government' operations abroad
- The Armed Forces are rigged for knowledge-based action with a broad range of measures





# Areas of civil-military cooperation

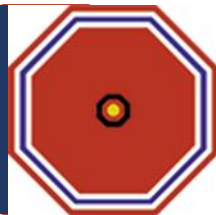
## (1) Knowledge Development

- Exploit military personnel competence on leadership and organizing large and diverse groups
- Contribute with experience in intelligence-driven operations, which fuses Knowledge Development with Execution and Planning
- Civilian authorities may contribute with significant understanding of different social groups, stakeholders, critical resources and priorities
- The dialogue between civilian authorities and military advisors may provide the necessary multi-disciplinary arenas for the joint situational awareness through cross-sectoral sharing of information

# Areas of civili-military cooperation

## (2) Planning

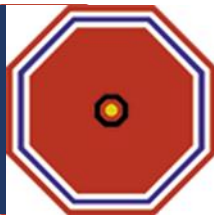
1. Contribute to synergy in an institutionally fragmented civil-military/public-private bureaucracy
2. Create a civil-military joint doctrine that combines political sensitivity with military efficiency
3. Exploit military expertise in frequent risk assessments
4. Frequent revisions of existing planning documents and implementation of “jointness” as a doctrinal imperative in municipals’ crisis management organization.



# Areas of civilian-military cooperation

## (3) Execution

- Energize civilian-led crisis management organizations with military personnel
- Military may provide resources that can vigorously disseminate, coordinate and align numerous mutually reinforcing orders, directives and SOPs
- Efficient targeting of a broad variety of public and private stakeholders that seldomly work together before – but which are assembled on short notice to address an unexpected crisis
- Assist municipalities/police districts in developing and targeting tailor-made narratives toward own citizens
- Provide understanding on how to preclude misperceptions and distrust within local communities and energize the community towards defending key values



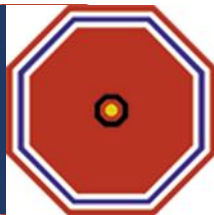
# Organizational tools for more civil-military cooperation

- Military and civilian intelligence joint ventures- teams and centers
- National Total Defense Advisory Boards with regional and local government representation
- Contact points and liaisons at Armed Forces operational command centers from regional police, regional and local government as well as community and industry stakeholders
- Home guard capacities integrated with critical infrastructure providers for increased security
- Broadened military representation and responsibility within local (municipality) preparedness coordination councils
- Local informational “task forces”, i.e. media representatives, local government PR resources, and military communication capacities



# Conclusions

- The strategic rationale for a tight civil-military alignment of resources is to sustain public trust, confidence and national cohesion as to response
- Civilian government in charge in the grey zones between hybrid threats and full-scale war
- Local government suffers from resource scarcity and lack of understanding of HT type of crises
- In need of means to effectively orchestrate a mutually reinforcing employment of scarce resources that on a daily basis are fragmented among a broad array of public and private actors
- Local and regional civilian authorities need to engage in a detailed dialogue with their military subordinates to improve competence on knowledge development, planning and resource allocation, not the least as to joint situational awareness and community communication
- Creating meeting places and formal arenas for the integration of military expertise with local government are at hand where pragmatism and local adjustments must prevail over clear-cut institutional roles and responsibilities



# Need for further research

- We need more knowledge on the range of resources that Armed Forces may provide for civilian authorities
- Collaboration in the grey zones may create challenges as to authority- there is a need for research on laws and legislation as well as procedures for a close civilian-military interaction led by civilians
- As national government provides more formal organizations to meet composite threats, there is a need for more research on (inter-) organizational coordination and control
- We need to know more about the competence of military personnel serving under the direction of civilian authorities in a multiplex setting