

16th ICCRTS
“Collective C2 in Multinational Civil-Military Operations”
Modularity and perspectives of command and control of contingent Army
of the Czech Republic during the operation in Afghanistan

Topic 10: C2, Management, and Governance in Civil-Military Operations

Name of Author(s)

Vitezslav JAROS, Petr HRUZA, Jaroslav KOZUBEK
University of Defence
Kounicova Str. 65, 66210 Brno, Czech Republic

Point of Contact

University of Defence
Kounicova Str. 65, 66210 Brno, Czech Republic
Vitezslav.Jaros@unob.cz

Authors of the article depict the evolution of command and control within the Army of the Czech Republic (ACR) contingent since its first deployment to the present. They also provide perspectives of further development of the ACR contingent command and control with the focus on streamlining of command and control in multinational environment. At the same time, the authors propose modular layout of the forces and resources required, depending on the evolution of the situation in the area of operation.

INTRODUCTION

After September 11 2001 the USA together with the allies started military operations in Afghanistan in order to rid the country of the significant influence of the Taliban movement, capture the top representatives of al Qaeda, and hopefully stabilise the country so that it will not work as a terrorist base. In 2003, on the basis of agreement, NATO took responsibility for the ISAF (International Security Assistance Force) operation Afghanistan.

The aim of the ISAF operation under NATO command is to assist the Afghan government in the establishment of secure and stable environment in order to enable Afghanistan become a sovereign and independent country firmly controlling its own territory.

ISAF mandate is determined by the UN Security Council Resolution number 1386 from 2001, which empowered the ISAF forces to help Afghan authorities maintain security.

The ISAF's areas of operation have been changing; gradually extending from Kabul to the north and west of the country, and, in 2006, to the south and the east. The Alliance took responsibility for the entire Afghan territory by extending the ISAF's field of activity to the last - eastern part of the country.¹

Due to both the Afghan territory situation development and the USA and international community attitude changes towards the solution of this situation, the Afghanistan Compact (AC) document was accepted in 2006 as a guideline for further steps in political, economical, and social reconstruction of Afghanistan.

¹ Expansion of ISAF mandate over the whole Afghan territory was authorised by the UN Security Council Resolution no. 1510 in 2003.

The document defines basic principles of development, recognises the Afghan possession of the process, and promises to provide wider support of international partners in order to reach the goals. On the other hand, the Afghan government pledges to continue building a stable state. AC identifies three critical areas or pillars of activity:

1. Security.
2. Good governance, Rule of Law, and human rights.
3. Economic and social development.

Although the areas of operation have been extended, the ISAF mission stays the same; to assist the Afghan government at both national and regional levels in:

- the establishment of secure environment;
- the establishment of good governance and rule of law and to promote human rights, and
- the training of the Afghan National Security Forces and police.

However, it is a much more difficult task to assist the Afghan authorities in reconstructing the country and secure environment establishment under the condition of the entire Afghanistan. International Security Assistance Forces (ISAF) in Afghanistan cooperates with the Afghan government, international governmental and non-governmental organisations and other United Nations agencies at a political level. Special contact teams at the Afghan ministries and contingent's activities contribute to the support of good governance and enhancement of the National government.

The concept of Provincial Reconstruction Team's has developed from the American Coalition Humanitarian Liaison Cells project – the first PRT was established in the Paktija province in 2002 (PRT Gardez). The PRT's mission was determined by several alliance documents. The effort to unify fragmented humanitarian and development help, which started to flow in the country from abroad after the fall of the Taliban movement, was also an important goal within the PRT conception establishment in Afghanistan.

Provincial Reconstruction Team's (PRTs) are an integral part of the international activities outside Kabul. They are supposed to assist the national government in extending its authority in provinces, in order to facilitate the development of a stable and secure environment for reconstruction operations.

Other tasks are as follows:

- provide humanitarian and development help;
- cooperation with international non-governmental organisations and other participants in the process of reconstruction;
- monitoring and support of the security sector reform;
- support, possibly, participation in the training of the Afghan National Army (ANA) and police (ANP);
- assistance in reform, development and enhancement of efficient civil administration;
- counter-narcotics activities;
- and last, but not least, assistance in creating a positive picture of ISAF among the local inhabitants.

1 COMMAND AND CONTROL OF THE DEPLOYMENT OF THE CZECH ARMY PRT CONTINGENTS

1.1 STRUCTURE OF PRT

Each PRT consists of civil and military parts. The civil part, which has less members than the military one, deals with reconstruction projects while the military part provides security for all PRT members, transport, communication with ISAF, and the national headquarters. The civil part, which mostly consists of experts from different ministries or development agencies of the participating countries, is crucial for PRT task accomplishment. Contemporary experience of countries that have their own PRT showed that the ideal number of civil experts is 8-12 people. Access to financial resources, which can be realised via presence of some significant donators (USAID, OSN, The World Bank, etc.) in the team, is an important part of efficient PRT activities. Civil experts sustain regular contact with local inhabitants, and, above all, with local authorities (apart from local authorities also with tribal elders who have a strong influence on the rest of the strongly tribal society). Experts identify needs of the inhabitants; they propose development projects and possible ways of their realization.

The military part of the PRT has more members, reason of which is the effort to combine development help with the protection of all personnel and providing them with secure environment. Although security situation in individual parts of Afghanistan differs, it still stays tense which means that military protection is inevitable. The military part participates in providing security in the area of operation of the PRT; it also provides armed escorts and protection for members of the civil part of the PRT when they are supposed do their fieldwork, especially at places where their projects are being realised.

In practice these precautions mean that PRT works as a sort of two-headed structure: the civil and military parts are equal; only in the matter of security the civil part is subordinated to the military contingent commander's recommendations. Close cooperation is, however, a basic condition for successful PRT functioning.

From the organizational point of view the civil part of the PRT is independent. It closely cooperates with the military part. The military contingent commander takes decisions concerning security matters; he does not interfere into the civil experts' activities and vice versa. The chief of the civil part is being invited to the commander's briefings and have a say in matters of everyday course of events and PRT actions. The civil experts from different parts of state administration go across the area of operation, meet local inhabitants, individual village and region authorities (Shurs) and government representatives at regional (province) level. In accordance with both preset priorities and current needs of the province they propose and control development and reconstruction projects including realisation analysis and financial resources proposal. When possible, they try to gain off-budgetary sources from the individual departments and the Czech Republic government to provide PRT functioning. The civil experts act as middlemen in relation to non-governmental organizations in given area. The chief of the civil department plays the role of a political advisor of the military contingent. He cooperates with the PRT PR officer in order to create a good picture of the Czech Republic, ISAF, and the province central government. He also participates in propagation of PRT activities back in the Czech Republic.

The civil experts mainly come from the departments of Ministry of Foreign affairs, Ministry of Defence, Ministry of the Interior, Ministry of Health, Ministry of Industry and Trade, Ministry of Education, Youth and Sports, Ministry of Agriculture, and others. Communication with the headquarters as well as projects realisation is facilitated. This, of course, does not exclude the possibility to hire experts and specialists from outside the state administration.

Due to gained experience and needs resulting from the first PRT operations on the Afghan territory, the civil part of the Czech PRT consists of following experts:

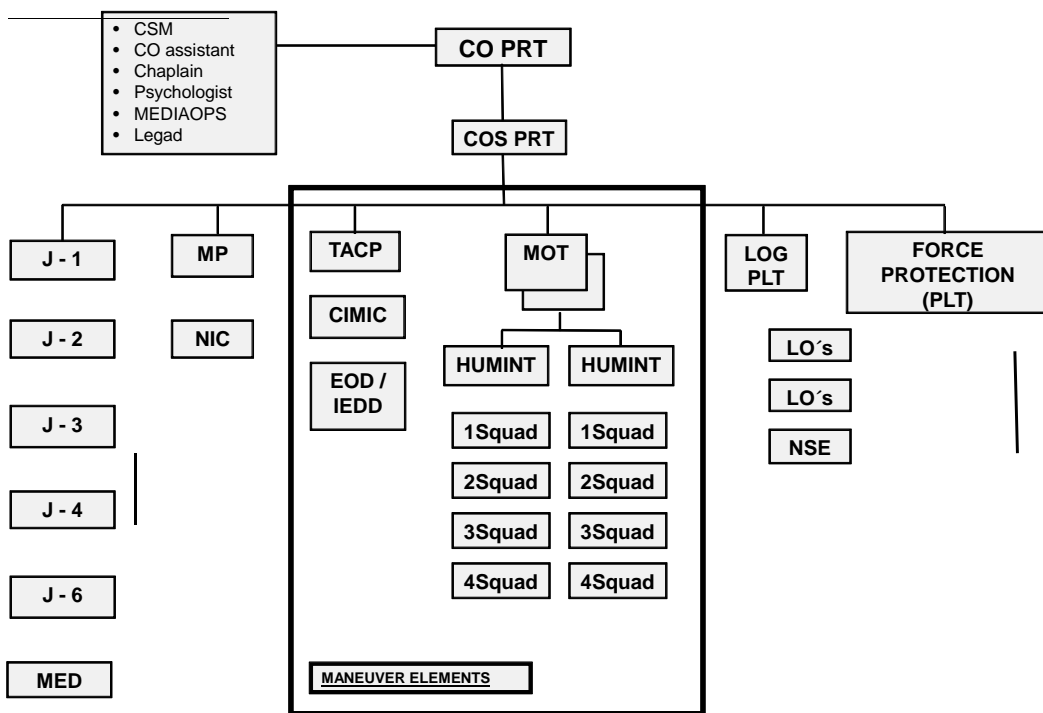
- Head of the civil team;
- Deputy head of the civil team – project manager;
- Office worker – financial officer;
- Security expert;
- Media and public relations officer;
- 2 x civil engineer (buildings and communications);
- Master of architecture;
- Agriculture expert;
- Veterinarian.

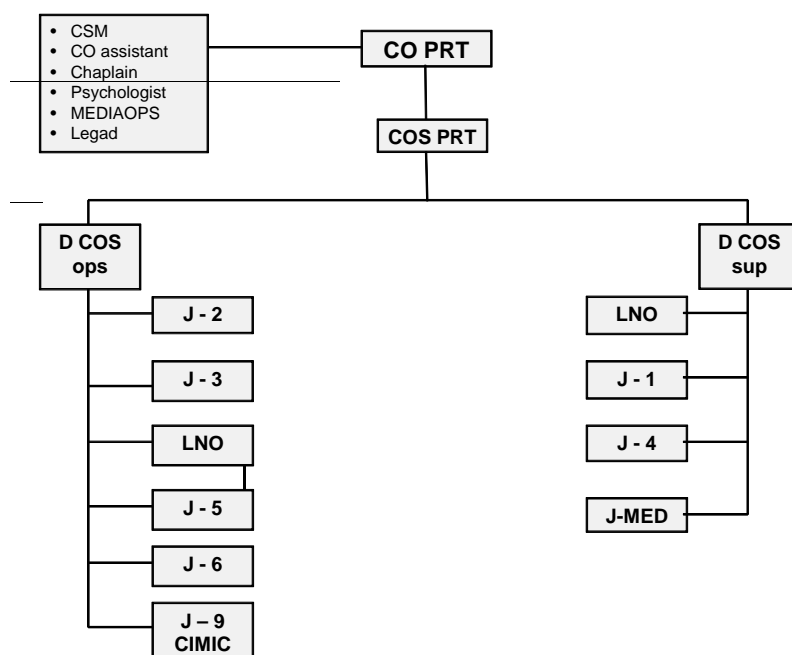
There are supposed to be two kinds of civil experts within the PRT:

1. Permanent (deployed for 6 months and more) – their task will be to provide continuity, regular contact with headquarters; project identification, selection recommendation; project realisation supervision; contact with local authorities and contribution to enhancing capacities. These experts will also be responsible for alternative off-budgetary financial resources identification and, subsequently, for handing these resources over to the coordination group for further processing. Police experts will come under this category.
2. Ad hoc (deployed for 2-3 months) – these experts will be deployed under the terms of a specific project.

Commander (with his staff) is the leading figure of the military part of the PRT. He is responsible for command and control of the whole contingent. The staff usually consists of personnel (J-1), intelligence (J-2), operations (J-3), logistics (J-4) and communications (J-6) groups. Specialists dealing with civil-military cooperation, (CIMIC), Improvised Explosive Device Disposal Unit (IEDD, EOD,), psychological operations unit (PSYOPS), military police unit (MP), and translation services are also parts of the staff. The contingent structure counts in medical facility (Role 1 medical support, part of which is a small surgical team), and possibly air evacuation devices of a helicopter kind. Operational Mentor and Liaison Team (OMLT) that deals with the training of the Afghan National Army could also be a part of the contingent. Its establishment and deployment always depends on ANA units' presence in the area.

One of the main elements of the military part of the contingent is the PRT combat unit which provides protection of the base, civil elements of the PRT, earmarks the Rapid Reaction Forces, and accomplishes tasks coming from the superordinate level. The PRT must be capable of independent logistics support including vehicle maintenance, building and maintenance of the base. The PRT also must be able to provide boarding and other services related to the units presence at the base. For this purpose the units are equipped with devices and vehicles meeting the requirement for ballistic protection with fire support of the super high frequency





Picture 2 The structure of PRT staff (variant)

PRT operational tasks are performed by the FRAMEWORK and ENHANCED Operation system, aimed at armed forces protection and combat patrolling.

The performed operations within fulfilling the operational task can be divided into:

1. as per duration into
 - short-term (one-day) – mainly FRAMEWORK Ops;
 - long-term (multi days') – regarding FRAMEWORK and ENHANCED Operations.

2. as per fulfilling area into
 - within AOR;
 - beyond AOR – are organized exceptionally and only after Headquarter commander's (e.g. logistic convoys at KAIA).

Whilst preparing an operation, the PRT staff fulfils especially the following tasks:

- J-3 task force prepares Concept of Operation (CONOP) before performing the operation and Out of Area Request (OOAR) and presents it to the superior level who distributes it to other units (possible by secured information network e.g. SIPRNet because of sensitive information);
- J-2 intelligence task force processes the NAI list along the redeployment route;
- before performing an operation, the headquarters should respond to the mailed OOAR a CONOP;
- before the actual operation performance, the J-3 task force informs about the current situation in the province and the actual operation area.

During the operation, the J-3 task force informs the superior headquarters about crossing the operational area borders immediately after the patrol crosses the province borders (based on the PATROL – WATCHKEEPER communication system). The proceedings are the same during a return from task fulfilment beyond the operational area.

Within the PRT operational activity provision, the J-3 task force processes basic operational documentation for effective activities of units and fully-fledged provision of the operational task. The following services are provided as needed:

- RCP requesting – in favour of mobile patrols, due to engineer reconnaissance in areas with higher risk of IED occurrence;
- requesting transport means – in favour of air patrols and PRT members transport to CF bases within ENHANCED OPs;
- AWT requesting – the team usually consists of two combat helicopters;
- UAV requesting – pilotless means is requested for area of operation reconnaissance or area of PRT units deployment;
- CAS requesting – planning and requesting air support;
- RECCE FLIGHT requesting – is requested for areas of operation reconnaissance or visual control of the process of reconstruction processes within appointed projects of the civilian part of PRT.

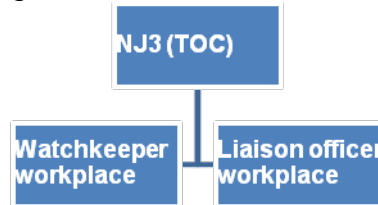
TOC (Tactical Operational Centre) is the main authority of the commander for planning, controlling and organizing activities of the PRT forces. The activities are controlled by COM, COS, DCOS Ops or the task force commander. TOC fulfils the following tasks:

- controls and co-ordinates actions of subordinates according to a processed gradually updated plan;
- analyzes and prognosticates further actions of units on the basis of the current situation, acquired news and information;
- plans partial or new tasks based on analyses or prognoses outcomes or a task obtained from CF or the superior.

The key leading element of the TOC contingent is the task force which is controlled by the J-3 task force commander.

It may consist of:

- WATCHKEEPER workplace (further WKPR) and
- Liaison officer workplace at TOC superior to Liaison Officer (LNO), to which the province is assigned as AOR.



Picture 3 The Structure of Tactical Operational Centre PRT (variant)

PRT units fulfil tasks in an appointed area of units combat support forces.

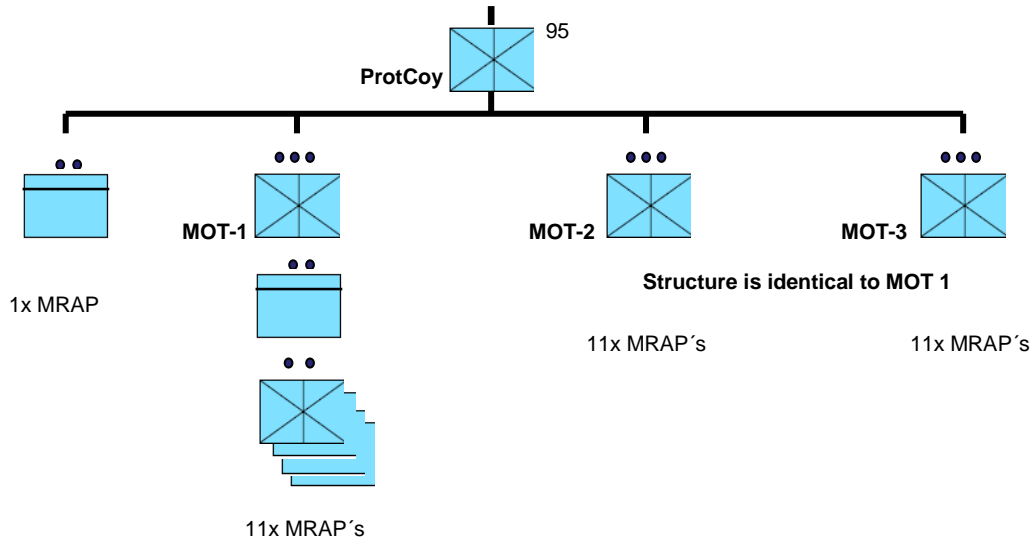
In order to provide mutual unit co-operation working within the same AOR, the commander of the superior task formation usually organizes two briefings, i.e. BATTLEFIELD UPDATE BRIEFING (BUB) a COMMANDER'S UPDATE BRIEFING (CUB). COS superior task formation controls the co-ordinating staff meeting, the „STAFF Synchronisation, STAFFSYNCH“ and the G-3 commander of the superior task formation controls the co-ordinating operational department meeting, the S3 SYNCH. In order to provide a close co-operation with combat support units, an overview of intended PRT and AOR units deployment with several days prospects is processed and handed out.

The terms of the above mentioned briefings and its order is based on the current BATTLE RHYTHM (24 hours' operational planning cycles) of the superior task unit. The J3 operational force commander reports on the briefing at S3 SYNCH, the PRT Liaison Officer reports within BUB a CUB, and WKPR reports on the intended patrol deployment at TOC of combat support forces.

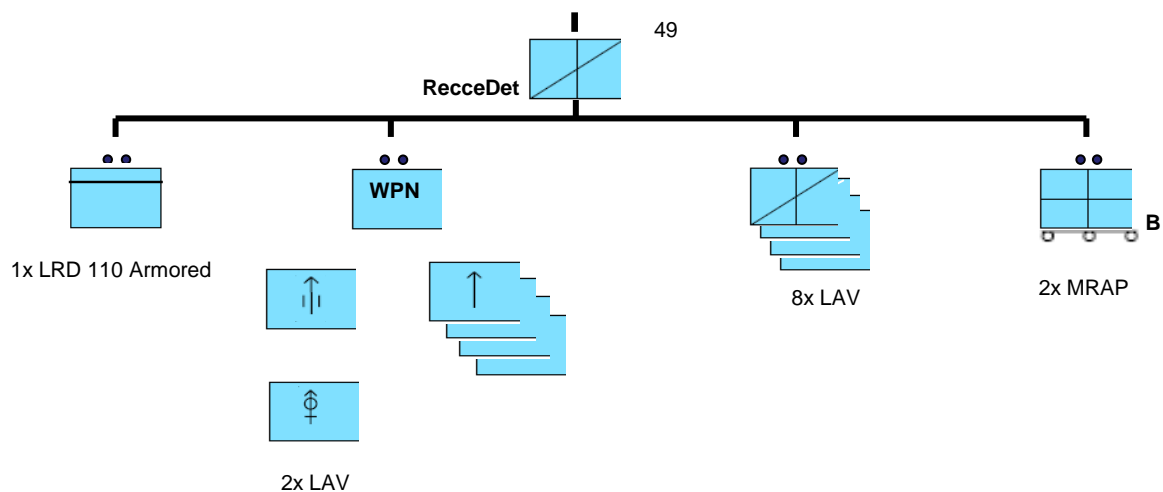
The permanent shift at Tactical Operational Centre (TOC) is provided by the appointed member of Staff called "WATCHKEEPER".

2 MODULAR PRT FORCES ORGANIZATION

Operational task fulfilment is provided on the basis of the PRT forces organization. The PRT forces predetermined for the operational task fulfilment had the following structure:



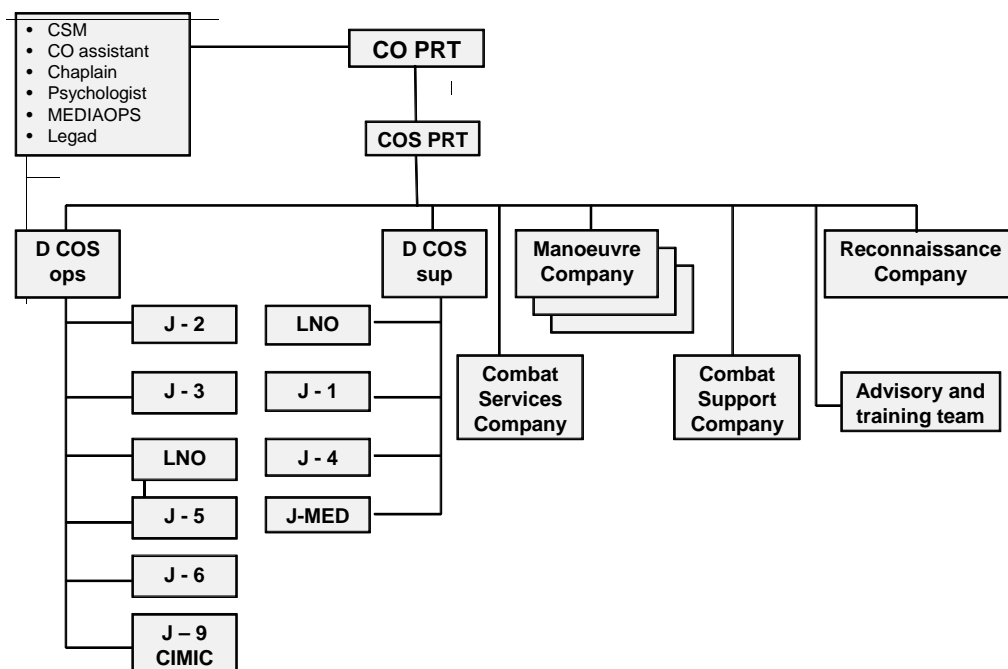
Picture 4 The structure of Protection Company – ProtCoy



Picture 5 The structure of Reconnaissance Detachment – RecceDet

These forces were further supported by

- A mobile medical team,
- Forward air controllers,
- Explosive Ordnance Disposal (EOD) / Improvised Explosive Device Disposal (IEDD) teams,
- Military Working Dog (MWD) unit,
- Forward Observation Officer (FOO),
- Interpreters.



Picture 6 The current structure of the military part of the PRT (variant)

The change of the structure brings:

- cancelling the „protection company“, which is really a unit combined of mobile observational teams, and its replacement with three manoeuvre companies (although not permanent, with minimally two platoons trained for the deployment 1-1,5 years ahead at least) which enables the PRT commander influence the safety situation in the province to a greater extend;
- enabling the reconnaissance department to become independent and increasing its numbers so that it reaches the level of a company which enables its deployment not only as a reconnaissance unit in danger districts, but also its deployment in kinetic operations;
- OMLT integration into the PRT Logar will enable the PRT commander, as well as the formation commander to plan PRT operations so as to supplement the ANA operations.

The above mentioned units are currently formed by elements of individual forces which meet the required operational abilities. For their creation, different procedures are used and different criteria are chosen. However, such procedure has proved to be very demanding and often does not allow to over all required operational abilities of the forces deployed.

At the Ministry of Defence Department of the Czech Republic, the priorities of the ACR development are currently being defined, among which the ability of individual parts of the army (organizational elements of deployable forces) to create modular structures of deployable forces organization plays a significant role.

Within the current conception of operations, operational and combat use of small units of individual forces, as well as the army as a whole is emphasized.

From the modular point of view it is important to mention that ACR abilities represent what individual branches and the army as a whole should know and be able to realize in preparation for deployment and within a realized operation. Individual abilities are interconnected, mutually dependent and complementary.

Creating modular structures within newly created task force formations is a phenomenon which is necessary to be fully appreciated, processed and implemented. Safety documents on the strategic-political and strategic-military levels of state control, resp. ACR has been working with this term and it is stated as one of the fundamental requirements for current task formations not only on the level of army units, but also on the level of individual army branches and specialized and support forces.

These modular structures have become the main and crucial areas of the armed forces transformation in a number of member states of the Alliance with impacts on building and developing organizational structures. Building forces on the modular principle has a crucial impact on organizational structures of the active part of the army and reserves, as well as on the structure of combat units or combat support units.

Key characteristics of modular forces:

- modular forces better meet operational needs of commanders during deployment;
- modular forces use the common ability better;
- modular forces support and enable creating a group of forces- the task formation and its fast deployment;
- modular forces represent more independent units for conducting current and future operations in non-linear and non- continuous area of operation;
- modular forces are multi-functional across the whole spectrum of operations;
- modular forces use organizational changes to meet operational needs. They enable building and development of current forces and give feedback for future forces development.

In the ACR doctrine from 2010 modulability is stated to be the basis of army structure. Common national and multinational task formations are to be formed from organizationally created modular tactical elements. Their qualitative and quantitative parameters must correspond with the characteristics of the tasks fulfilled. Units of all army branches and services of different level of command will be appointed for the needs of creating common multinational task forces. Abilities will be adapted to specific operation needs. The basis modular element is the level of squad/crew.

The outcomes from using the modular principle in building and development of the armed forces of the Czech Republic can be the following:

- increasing the combat efficiency of the army as a whole;
- increasing the ability to appoint units (modules) for combat task formations, including the Rapid Reaction Forces;
- creating common „interoperable“ staffs with the ability to command operations on a national and international levels;
- creating a model of army structure that would enable better reactions to possible future needs and
- ensuring the requirement of deployability and preservation of units.

The modular force, as one of the pillars of the ACR will thus enable to establish a balanced structure of forces which react effectively to required operational abilities. This will fully prove in simplifying the creation of the organizational PRT contingent structure based on deploying modules meeting the required operational abilities needed for deployment.

CONCLUSION

The ACR has been taking part in multinational operations in Afghanistan since April 2002, when the 6th and 11th field hospitals, EOD and other military specialists gradually operated.

In 2005 - 2007 ACR enhanced its participation in the operation with contingents within PRT under German command in Fajzabad in the province of Badachshan. The soldiers participated in all PRT tasks, including the protection of all PRT members, patrolling and reconnaissance, monitoring and evaluating the safety situation, supporting governmental and non-governmental organizations, as well as Afghan national police training.

PRT established by the Czech Republic within the ISAF operation in the province of Logar since 2008 is a logical outfall of the existing ACR activity in Afghanistan. The ACR fully uses all experience gained at deployment within PRT in Fajzabad, including experience with direct support and protection of all PRT members planning and realization of reconstruction and humanitarian projects.

Deployment of the PRT CR contingent is realized according to a German module, i.e. about 400 people altogether, including 20 civilians. PRT has double command – civilian and military, the emphasis is put on a long-term sustainable development. PRT acts in relatively safe regions. It was necessary to create a system of PRT command and control that will fulfil tasks set by the PRT while participating in the superior element of the USA army. Therefore, the command structure has been selected to meet the NATO standards, bearing in mind the particularities of American military command system. The structure and organization of the command system has been developing in accordance with the changing conditions of action and changes in the structure of the superior element up to its present state.

Creation of the forces and support structure of the ACR deployed within the PRT contingent was based on the forces mandate as well as on the required operational abilities. Due to gradual amendments of the required operational abilities, changes have had to be made in the structure of the military, as well as the civilian part of PRT up to its present state, when the PRT task formation is formed by:

- Commander: an officer with the rank of Lieutenant Colonel;

- Headquarters and staff (size and structure corresponds to the one of a battalion);
- three manoeuvre companies;
- Combat support company;
- Reconnaissance company;
- Combat services company (Civilian Military Cooperation (CIMIC) unit, Psychological operations' (PSYOPS) unit, Police Operational Mentor and Liaison Team (POMLT);
- Advisory and training team for Afghanistan National Army (ANA).

Creating a structure of the military part of the PRT which would have at its disposal required operational abilities has been realised via disunited approaches the methodology of creating suitable PRT structure. **Creating a modular structure of the ACR forces and support will contribute to unification of approaches as well as to simplification of the creating process in the future.** The future aim is to create a task formation which would comprise the ACR forces and support on the modular basis.

REFERENCE-LIST

Cavoli, Christopher. 2008. *Zkušenosti z vedení stabilizačních operací v Afghánistánu*. Czech Republic: Vyskov.

Honzak, Rudolf. 2010. *Závěrečná zpráva o plnění úkolů 5. kontingentu AČR ISAF PRT LOGAR (Unclassified part)*. Czech Republic: Hranice.

Kudlička, Karel. 2008. *Provincní rekonstrukční týmy — zkušenosti a doporučení*. N.p.: http://doctrine.cz/1_08_rekonstrukcni_tymy.html (accessed January 11, 2011)

Lipka, Pavel. 2009. *Závěrečná zpráva o plnění úkolů 2. kontingentu AČR ISAF PRT LOGAR (Unclassified part)*. Czech Republic: Hranice.

Prochazka, Petr. 2009. *Závěrečná zpráva o plnění úkolů 3. kontingentu AČR ISAF PRT LOGAR (Unclassified part)*. Czech Republic: Zatec.

Schulz, Milan. 2009. 2009. *Závěrečná zpráva o plnění úkolů 4. kontingentu AČR ISAF PRT LOGAR (Unclassified part)*. Czech Republic: Zatec.

Strecha, Ivo. 2008. *Závěrečná zpráva o plnění úkolů 1. kontingentu AČR ISAF PRT LOGAR (Unclassified part)*. Czech Republic: Hranice.

Team of Authors. 2008. *Záměr působení České republiky v Afghánistánu v roce 2008*. Czech Republic: Prague.

Team of Authors. N.p.: http://www.mzv.cz/prtlogar/cz/provincni_rekonstrukcni_tym/index.html (accessed January 4, 2011)