



DEVELOPMENT POLICIES BULLETIN

3/2017

Development
or Security:
Which Comes First?

The Changing Face of
Security and Relief Efforts
2

Humanitarian Civil-Military Coordination
in Contemporary Peace Operations
3-7

Lessons Learned from
Civil-Military Coordination
8-9

The Future of European
Civilian Crisis Management?
10-11

Civil-Military Relations
in Afghanistan
12



Is a stable and secure environment a precondition for successful development cooperation, or is secure environment shaped through development cooperation?

THE CHANGING FACE OF SECURITY AND RELIEF EFFORTS

Mati Raidma

Advisor to the Estonian Rescue Board and Founding Member of NGO Mondo

Throughout history, crises and catastrophes have been a part of life for humankind. In recent decades, their number has increased rather than decreased. The annual number of human-made emergency situations, from technogenic catastrophes to armed conflicts, has clearly been on the rise.

It must be acknowledged that there are also more natural disasters each year. To what extent these natural disasters are due to human activity is up to scientists to debate.

More and more complex emergencies are occurring around the world. These involve trouble spots where security crises (civil wars, armed conflicts, etc.) coincide with humanitarian crises that have occurred due to a natural or technogenic catastrophe simultaneously taking place in that region. In these cases, getting enough help to those in need is a difficult task and working in such conditions is highly risky. Ensuring that help is sustainable is also extremely complicated in those situations.

To support the increasing number of people in need, the world of relief workers is also constantly evolving. Managing crises as well as helping people and countries in emergency situations has become more research-based and professional, but also increasingly more inclusive. New people and organisations are joining the cause each year.

Aid may come in various forms. If we add "aid" to different words, we get a variety of support services: humanitarian aid, development aid, but also security-related aid (including peacekeeping) to name three.

Working in their fields, relief workers have conceptualised principles, philosophies and protocols. Particular organisational capabilities are also in place.

From the point of view of the person needing help, it may seem that relief workers are not as different and exclusive as the aid workers may think. Understanding this has gradually started to influence the actions of those that offer aid. Many non-government and non-profit organisations, who contribute to development cooperation in various fields, have chosen humanitarian aid as their second capability.

More and more complex emergencies are occurring around the world. These involve trouble spots where security crises coincide with humanitarian crises that have occurred due to a natural or technogenic catastrophe.

Knowing the importance of sustainability, as well as the scope and duration of crises, many humanitarian aid organisations have engaged in development cooperation projects. Besides the two fields, there is a world that is, one way or another, in direct contact with the processes described in this article and it can be broadly called the world of security.

Although civil and military sectors at least seem to be willing to cooperate before a crisis, and while trying to prevent it (through development aid and cooperation), there

has always been an issue of confidence between providers of humanitarian aid and the military that take action when a crisis has already emerged. Today, when humanitarian and development aid are coming closer together, the problem is becoming even more complex.

This is why the UN has made an important step in starting to compose the *Standards and Best Practices of Humanitarian Civil-Military Coordination*. Hopefully, this will bring a positive change and help to match the different philosophies and organisational cultures of the two worlds, as well as foster their cooperation, if necessary.

Looking at current trends from the point of view of contributing countries (i.e. donors), there is at least one common challenge in this respect: the cumulative increase in the need for aid globally. To put it simply, new crises and natural disasters, and the resulting need for aid, emerge more quickly than previous crises can be solved. The ideal option would be to achieve healthy and sustainable development where external aid would no longer be necessary. As we know, however, we do not live in an ideal world. Unfortunately, another phenomenon must be factored in: aid dependency. In such cases, life is entirely built on foreign aid, stifling any sustainable and independent development.

These trends encourage all contributing countries to think and work hard on how to use the existing resources in a reasonable manner and to find solutions. Cooperation is one of the key factors here. Examples of how previously valid dogmas and fundamental truths that separate various fields may shift can already be found today.

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NGO Mondo is an independent Estonian non-profit organisation devoted to development cooperation, global education and humanitarian aid. In development cooperation we focus on education and the economic empowerment of women and disabled people. In humanitarian aid we help in reconstruction work in crisis zones, support displaced communities, and take initiative in disaster risk reduction. In Estonia, we also educate the public, school teachers and pupils about global issues by providing materials, arranging school visits, and holding public campaigns.

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HUMANITARIAN CIVIL-MILITARY COORDINATION IN CONTEMPORARY PEACE OPERATIONS

Hannah Lafer

Communication and Innovation Officer in the Civil-Military Coordination Section, Emergency Services Branch, OCHA Geneva.

The nature of conflicts worldwide has dramatically changed over the years. While peacekeeping operations originally dealt with inter-state conflicts, the focus has shifted towards more intra-state problems, including civil wars. With this shift, humanitarian workers, legal experts and government specialists have become more and more involved in the operations alongside the military.

Many of our contemporary peace operations are shaped by problems in the areas of development, security, socio-economics and humanitarian aid, which are all highly interconnected. The absence of success in one area will always have a negative impact on at least one other area, if not more. Focusing on the wider picture and taking this interconnectivity into consideration, creating a dialogue between all parties involved in the conflict becomes essential. It is vital to form partnerships based on trust with all actors involved: authorities, military, national and international humanitarian aid workers, as well as non-state armed groups (NSAGs), whenever possible. This dialogue, which enables mutual understanding of intentions and sharing of valuable information amongst different stakeholders, is crucial to create a safe and secure environment for humanitarian aid workers. This is one of the most urgent problems we are facing at the moment.

Humanitarian civil-military coordination (UN-CMCoord) plays a critical role in establishing this dialogue, building awareness in different fields and across different platforms. UN-CMCoord offers processes, tools and services to help people in need. This includes developing and monitoring guidance and norms, supporting field operations and building capacities that focus on actors beyond the humanitarian domain. The concept draws upon the comparative advantage of development, security, socio-economic factors and humanitarian aid, and their respective mandates. As a result, the United Nations has had a focus 'to support collective preparedness measures and to provide a point of access for

governments, regional organizations, military and civil defense institutions interested in planning and, when requested, providing support to humanitarian agencies' for more than two decades.

Today UN-CMCoord has entered a new era where we can dynamically facilitate the interaction between development, security, socio-economic factors and humanitarian aid. Despite differences in the implementation of their respective mandates, actors work together to better address the needs of the people affected by humanitarian crises.

We want to stress the importance of creating dialogue and partnerships between humanitarian aid workers, military actors and authorities. This is needed to ensure the safety and security of aid workers, who must not be hindered or threatened while delivering services to people and communities in need.

Some gaps in civil-military coordination, recently addressed in the development of *Standards on Humanitarian Civil-Military Coordination*, are related to:

- a. guidance, policy and doctrine;
- b. capacity and capability development;
- c. coordinated planning and predictability;
- d. consultation and decision making;
- e. comparative advantage and complementarity;
- f. appropriate use and distinction;
- g. connectivity and coordination;
- h. information sharing and placing needs at the centre;
- i. exit strategy planning;
- j. redeployment and handover;
- k. measure shared results for collective accountability;
- l. learning and innovation.

At this stage (July 2017), the Standards are still in their consolidation phase, but once finished, they aim to give a quick overview of UN-CMCoord for humanitarian aid workers in the field. Amongst other topics, the Standards also give guidance on the problematic areas, which we shall address in more detail on the following pages.

Today's conflict and peace consolidation environment is understood to be unique in its complexity. This mainly comes from the interconnection between the different areas of conflict. In the following pages, we put special emphasis on four areas: development, security, humanitarian aid and socio-economic factors, in respect to UN-CMCoord. The presented cases and academic research not only further confirm this interconnection, but also highlight how different factors can hinder humanitarian aid work, if not bring it to a complete halt. We want to stress the importance of creating dialogue and partnerships between humanitarian aid workers, military actors and authorities. This is needed to ensure the safety and security of aid workers, who must not be hindered or threatened while delivering services to people and communities in need. Enhanced UN-CMCoord can make a tremendous difference in helping to create a safe working environment: through the sharing of information and planning appropriately to any given situation.

The Civil-Military Coordination Sector at OCHA (CMCS) is proud to have undertaken a leading role in offering training, new platforms and support for other organisations in preparing and coordinating new operations. As the CMCS activities have been highly effective, its presence and role in partnerships has become increasingly important to help people in need.

To summarise, UN-CMCoord training, as developed by CMCS, can play a vital role in implementing humanitarian aid projects effectively around the world. Through dialogue and partnerships with all actors involved, many lives can be saved, even in the most challenging and complex emergency environments.

The article continues through pages 4-7.

COMPLEX PROBLEMS AND UN-CMCOORD SERVICES AS SOLUTIONS



Humanitarian civil-military coordination (UN-CMCoord) plays a critical role in establishing dialogue, building awareness in different fields and across different platforms. UN-CMCoord offers processes, tools and services to help people in need. In the following pages, we look at problems in the three areas of development, security, and humanitarian aid as they relate to UN-CMCoord. As a comparison, we present tools and services with which UN-CMCoord can overcome some of these problems. We will also look at the role of socio-economic factors.

DEVELOPMENT

PROBLEMS:

In 2012 at the United Nations Conference on Sustainable Development in Rio de Janeiro, 193 world leaders agreed on 17 Sustainable Development Goals (SDGs) for our planet. These goals for 2030 were adopted in 2015. They are building on the progress of the Millennium Development Goals (MDGs), which were set in place in 2000, in order to fight poverty, hunger, child mortality as well as deadly diseases; and to achieve universal primary education, gender equality, maternal health, environmental sustainability and global partnership for development. Building on the progress of the Millennium Development Goals (MDG), the establishment of the new Goals further focuses on problems such as climate change, innovation and

sustainability. It could be said that the SDGs aim to save both our people and our planet.

The 17 SDGs read as follows: no poverty, zero hunger, good health and well-being, quality education, gender equality, clean water and sanitation, affordable and clean energy, decent work and economic growth, industry, innovation and infrastructure, reduced inequalities, sustainable cities and communities, responsible consumption, climate action, life below water, life on land, peace, justice and strong institutions and partnerships for the goals.

This list indicates that the SDGs are highly interconnected, which means that we cannot reach one goal, tick it off and focus on the next one: we have to

simultaneously tackle all 17 Goals. Trying to achieve positive change in a number of different areas at the same time makes the successful implementation of the SDGs an enormous collaborative project for governmental institutions, the private sector and humanitarian actors on a national and international level.

To make this massive web of stakeholders work together in a successful and peaceful way, we need to build a mutual understanding and strong partnerships based on trust. However, to reach these Goals – and subsequently save present and future generations – means that we have to overcome physical and psychological barriers across countries, languages and cultures, and all work together.

SECURITY

PROBLEMS:

In 2016, the official number of people who had to leave their homes because of violence and conflict was 65 million; half of them were children. In order to help the ones affected, the Department of Peacekeeping Operations (DPKO) has initiated 71 peacekeeping missions since 1948. UN peacekeeping operations aim to create the necessary conditions for maintaining peace and security, facilitate the political process and reintegration, and promote human rights in countries torn by conflict. Currently, there are 16 UN peacekeeping operations working in the Middle East as well

as Haiti, Western Sahara, Liberia, Mali, Kosovo, Syria, India, Pakistan, Lebanon, Cyprus, the Democratic Republic of the Congo, the Central African Republic, South Sudan, Abyei, Darfur and Côte d'Ivoire.

Peace consolidation environments involve multiple groups of national authorities, state and non-state armed groups, national and international humanitarian aid workers and civilians. These operations are often extremely dangerous, especially for unarmed humanitarian aid workers whose priority is to reach people in need. Civil wars

and non-state violent groups often make it extremely hard for the humanitarian aid workers to gain access to the communities in need and to support them with food, shelter and basic medical aid. Over recent years, violent attacks on aid workers – mostly executed by non-state extremist groups – have become more frequent and have often resulted in deaths. Therefore, it is essential for humanitarian aid workers to facilitate the communication between all actors involved in the conflict, and to find ways to work efficiently without compromising their own safety.

In order to successfully deliver humanitarian aid, workers have to have access to the people and communities in need. Humanitarian access can be split into two categories: humanitarian actors having access to communities in need of assistance and protection; and the communities in need of the goods and services they require (such as the food, shelter and medical supplies). It may be difficult to access people in need due to natural disasters, political restrictions or because of threats from violent armed groups – amongst other factors. When this lack of access is due to a natural disaster, having the right training can greatly improve the efficiency and coordination of humanitarian aid provisions. However, the main challenge in responding to natural disasters is that despite the predictions, the dimensions posed by the fallout can still be surprising. In order to be prepared for such emergency situations, the Office of the Coordination of Humanitarian Affairs (OCHA) has established offices in countries and regions

most in need. This helps to ensure swift preparation: contingency planning, hazard mapping and the establishment of early warning reports. This initiative (CESDRR) was designed to better coordinate efforts in the wake of disasters like hurricane Matthew in Haiti and the 2016 El Niño that affected 13 countries worldwide.

In regions where violent groups are operating, delivering humanitarian aid can become daunting. In 2016, extremely complex access situations made it very difficult to deliver humanitarian assistance to the 13.5 million Syrians in need across the country. Negotiation with non-state armed groups to deliver life-saving services is a day-to-day challenge that aid workers have to face in such conflict zones. In South Sudan, humanitarian aid workers were placed in extremely dangerous working conditions following the Juba conflict. As a consequence, 24 aid workers were killed and more than 1,100 had to cancel their projects and be relocated due to insecure working condi-

tions. When events like these strike, we can see with more clarity how essential high-level dialogue between different parties is. Such dialogue is critical with national and international military actors to ensure aid workers are able to safely access such conflict zones. Besides the problem of security and access, there are many other challenges that humanitarian aid workers have to face. A recent study from 2016, conducted by Harvard University, highlights how problematic restrictions can be for humanitarian aid workers in areas controlled by violent groups. While international humanitarian law (IHL) is there for the protection of the civilian population, counter-terrorism legislation actually criminalises certain humanitarian activities that are necessary to provide communities in need with basic services. These restrictions can delay or even prevent the delivery of these services. That leaves aid workers in a situation where they are often unable to push their operations forward.



A nurse from the NGO World Vision provides polio vaccination given by the World Health Organization to displaced children in the UNAMID base in Khor Abeche, South Darfur, Sudan. Negotiation with non-state armed groups to deliver life-saving services is a day-to-day challenge that aid workers have to face in such conflict zones. Photo: Albert Gonzalez Farran, UNAMID

DEVELOPMENT

SOLUTIONS:

In order to be successful in reaching the SDGs, we need close collaboration between the civil-military coordination constituencies of humanitarian, development and security actors. This only works through partnerships, keeping in mind that engaging with development and security actors does not mean that the humanitarian sector necessarily endorses their actions. Neither does it mean that development actors condone the work of humanitarian actors. Mutually beneficial training courses and exercises are key components to understanding the intentions and goals of each party involved. This is critical in order to build these partnerships.

Residential training courses, and related relationship building and networking opportunities, remain central elements of influencing an exceptionally diverse constituency. Highly inspired graduates of the UN-CMCoord programme not only apply the humanitarian civil-military coordination principles in their daily work, but also take a leading role within their organisations. This is especially important when it comes to influencing and incorporating globally agreed stand-

ards and concepts into normative frameworks. Many of these graduates from development, security or humanitarian fields can be seen as drivers of change within the organisations they go on to work for. These graduates are also part of the global Consultation on Humanitarian Civil-Military Coordination and represent Member States and organisations that hold a central role in policy development and operational coordination.

Due to the tireless dedication of OCHA over the past two decades, it has managed to forge strong inter-agency relationships across many countries the world over. Based in Geneva, OCHA established the Civil-Military Coordination Sector (CMCS) to help relevant actors implement the UN-CMCoord guidelines. Now, Member States, regional organisations, military alliances, United Nations Agencies, the International Red Cross and Red Crescent (RCRC) Movement, and non-governmental organisations (NGOs), all have a mandated single focal point for humanitarian civil-military interaction. CMCS' partners accept its role in leading humanitarian civil-military coordination, and expect leadership from

OCHA in this area.

Civilian and military organisations alike have developed policies, doctrines, and standard operating procedures based on globally developed and adopted humanitarian civil-military guidelines. Many have incorporated the same information management and advocacy tools that OCHA has developed. Among many positive developments in civil-military interaction, OCHA's partners are committed to the use of the military in support of humanitarian action based on needs rather than political considerations. For example, the Department of Peacekeeping Operations (DPKO) develops its policy on Civil-Military Coordination (UN-CMIC) in close cooperation with CMCS. Regular meetings with DPKO's Integrated Training Service (ITS) at the headquarters and the Integrated Mission Training Centres (IMTC) in peacekeeping operations ensure coherence and address the security-humanitarian-development interdependency. This cooperation has provided a more effective support structure that allows each to work more efficiently in even the most complex situations.

SECURITY

SOLUTIONS:

People working in the field under extreme conditions must be skilled, not only in protecting themselves, but also in negotiating with difficult parties through International Humanitarian Law (IHL) and under circumstances that do not violate humanitarian principles. Up to date training on access and negotiation protocols for those working on the ground can help to ensure a clear dialogue at the global level, the national level (with the humanitarian coordinator, the humanitarian country team and clusters), and the sub-national level. Extraordinary importance has to be placed on information sharing of the locations and activities of non-state violent armed groups; this is to ensure the safety of humanitarian aid workers as well as military and governmental actors.

As a concept, the UN-CMCoord offers a Humanitarian Notification System for Deconfliction (HNS4D). Despite having different objectives, militaries, non-state

armed actors and humanitarian actors often share the same operating environment. This blurs the distinction between actors and leads to increased insecurity of all entities working in the same geographical space. The HNS4D suggests a structured information system for sharing locations, activities and personnel involved in humanitarian work. Such a notification system can help reduce the risk of attacks and unintended consequences of attacks. Although the process is very well thought through, the success in implementing varies significantly. Based on the context, and quite often on the level of education of conflicting parties in IHL, the HNS4D may or may not increase the security and safety of humanitarian aid workers. For the latter, aid agencies continue to work bilaterally to protect their operations from harm.

Some of the difficulties experienced in the past include but are not limited to:

a) the form and process of the mechanism; b) the level of interaction with military actors and other armed groups to guarantee deconfliction; c) reliability and authenticity of data; d) endorsement and verification of data; and e) feedback to notify the data has been received and acted upon.

The overarching objectives of the mechanism should be to ensure the safety of humanitarian actors in the midst of any military operation. It further promotes mutual understanding and respect for IHL leading to the safeguarding of human rights more generally. Related to this is the access to affected communities and people in need of basic services such as food, shelter and medical aid. Some humanitarian aid workers see access as part of protection, while some might see protection as part of access. Thus, UN-CMCoord aims to draw on the strengths of each agency in their area of specialisation.

HUMANITARIAN AID

Governmental institutions, including the military, draw on this civil-military framework to help determine when and where military deployment is most appropriate. They clearly understand that when preparing to respond to a humanitarian catastrophe, both being familiar with best practices and incorporating lessons learned is critical to ensuring any action taken is effective, efficient and appropriate. Many actors seek out and value the contribution of CMCS in their internal capacity building, planning processes, as well as after action reviews. Thanks to its global mandate, CMCS is a credible part-

ner to those being ultimately responsible for coordination. Even in highly political and extremely sensitive circumstances, such as in the Middle East, CMCS is actively sought out to work with governments in enhancing civil-military coordination.

In areas where working agreements between receiving and sending military organisations exist, such as the Multinational Military Coordination Centres (MNCC), tactics, techniques and procedures are aligned with globally agreed principles. History has demonstrated time and again that those who

prepare in collaboration with other actors are much more effective in their response. Where after action reviews are conducted, both operationally and in military exercises, feedback is then incorporated into future planning efforts. Military exercises, including the multi-national Rim of the Pacific (RIMPAC) exercises, are used to refine lessons learned, conduct proof of concept for new initiatives, and train military and civilian actors in preparation for the next operation. World's best practice is constantly being updated.

THE ROLE OF SOCIO-ECONOMIC FACTORS AND UN-CMCOORD

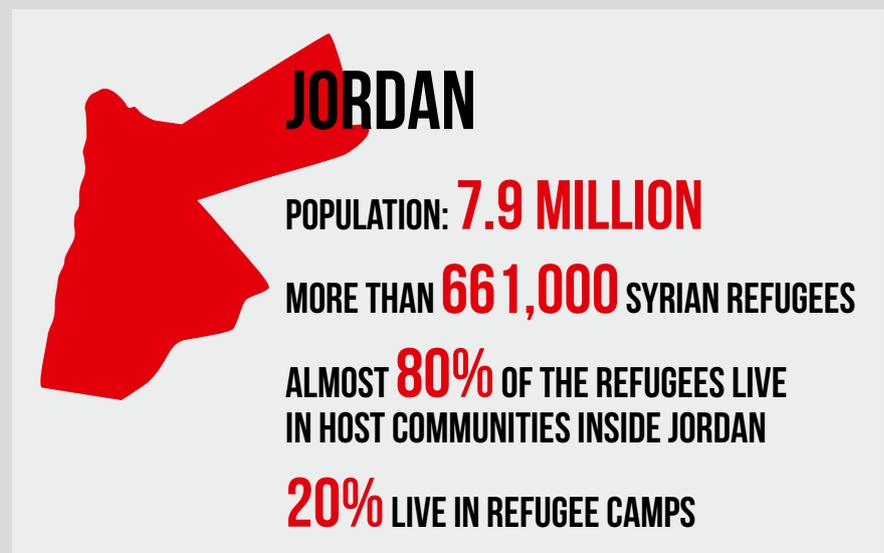
Socio-economic factors, such as income, health and the environment are changing in accordance with human migration, which can be defined as the 'movement of people from one place to another, with the intentions of permanently staying in the new location'. There are many reasons why people migrate: including having family abroad, seeking better economic prospects, or leaving due to a conflict or violent situation. In recent years, there have been a number of human migration movements in various parts of the world. Migrants can be grouped into those who leave their countries voluntarily and those who do not: refugees and internally displaced people (IDPs). It must be highlighted, though, that the actual distinction between these groups is often blurred. The UN reported 244 million international migrants in 2015, including 20 million refugees.

The international migration of people has, does and will cause problems in terms of social and economic shortages in certain geographic areas. Over 50 per cent of people across the world are currently living in urban areas, and their number will only grow in the future. However, many cities and local governments do still not include migration in their urban development plans. In order to shape a sustainable way of living for our future, we have to include human migration as a key factor to consider alongside climate change, population growth and economic crises.

To summarise, we shall use the Hashemite Kingdom of Jordan as an example. Jordan, a country with a population of 7.9 million people, has been facing economic, political and resource challenges after more than 661,000 Syrian refugees crossed its border (as of July 2017). Almost 80 per cent of the refugees live in host communities inside Jordan, and only 20 per cent in refugee camps. Jordan needs international donor support to advance national development and humanitarian aid, and to maintain safe spaces for Syrian refugees. The permanent Syrian presence in host communities, however, is putting additional pressure on poor Jordanian families. They now face more competition over

incomes and rising costs: for rent, basic goods, education and healthcare. This has further widened the gap between the rich and the poor and has also increased public resentment towards Syrian refugees, especially in host communities. As a result, Jordan had to start restricting the access for refugees to its territory, in order to maintain a standard for its own population.

The magnitude of this issue is better understood when one remembers that Jordan is just one of the many countries that depend on international assistance to provide security and stability to both, refugees and host communities. The same is true of Egypt, Iraq, Lebanon and Turkey, to name but a few.



LESSONS LEARNED FROM CIVIL-MILITARY COORDINATION

Brig Gen Prof. Mag. Dr. Alois A. Hirschmugl
Humanitarian Affairs Advisor to the Austrian Chief of Defense Staff

Reading the new “European consensus on development,” with its key themes from agenda 2030 – People, Planet, Prosperity, Peace and Partnership – it is interesting to see that there is not much said about civil-military coordination and security.

There is mention of water and food shortages – which often lead to conflict (as in Sudan). Mobility and migration are also discussed so as to ensure the safety of migrants and host populations. The EU and its Member States will coordinate their development programmes to prevent, manage and help resolve humanitarian conflicts and crises, and build lasting peace. It has been said that there is a nexus between sustainable development, humanitarian action, peace and security. So, is there a need for military forces in development projects or disaster operations?

Firstly, it must be said that each and every organisation will have their own mandate and particular role that they have to stick to. But more importantly – coordination and cooperation between civilians and the military is only possible when everyone respects each other’s mandate! This is paramount, and can be reached by joint training and exercises, as we have done in Ghana for over 3 years. This is a “3 C” (coherent, coordinated and complementary) Vienna Approach project – between the Austrian Development Agency, the Ministry of Foreign Affairs, the Austrian Study Center for Peace and Conflict Resolution and the Ministry of Defence and Sports, at the Kofi Annan International Peacekeeping Training Centre in Ghana – on Humanitarian Assistance in West Africa and Beyond. Here, police, military and civilians train together over 10 days, as well as holding a Training Trainers course.

3 C VIENNA APPROACH	C – COHERENT C – COORDINATED C – COMPLIMENTARY
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Secondly, development and security should walk hand in hand for those people suffering most, but it always depends on their situation – are they living in a failed state, a conflict zone or an area after a natural and/or manmade disaster.

Depending on the situation, these organisations could work together. For example, cooperating in the Security Sector Reform process could help to rebuild a state’s security sector towards good governance in this field.

In a conflict situation, there must be a strict distinction between humanitarian/development activities and military operations. But it could be necessary to make use of military assets to support the affected population. If so, one still has to consider the risk for the humanitarian aid workers who may not be considered neutral by everyone. In some situations it could be necessary to have a safe environment first before the humanitarian aid workers can start. And last but not least, in a disaster situation, there should not be any problem in making use of military forces for the sake of the affected people.

In a conflict situation, there must be a strict distinction between humanitarian/development activities and military operations. But it could be necessary to make use of military assets to support the affected population.



One of largest civil-military operations ever was the relief operation after the tsunami of December, 2004, in which more than 30, 000 troops from 35 countries were involved across South East Asia. One of the biggest reasons for the success was the simple coordination structure used on site, as well as excellent cooperation between all involved, both military and civilian. Photo: Asian Development Bank

The best example of such an operation was the relief operation after the tsunami of December, 2004, in which more than 30, 000 troops from 35 countries were involved across South East Asia. This was the largest civil-military operation ever – and it worked perfectly. One of the biggest

reasons for this was the simple coordination structure used on site, as well as excellent cooperation between all involved, both military and civilian. It was interesting to see how the military had set up inclusive coordination meetings in Utao, Thailand: facilitated by a UN regional coordinator, this was open for all organisations and people. At a strategic level, there was some joint planning backed up on the ground with excellent cooperation between organisations. However, there was a "Humanitarian gap", where the needs of the people were not being met by the resources of civilian aid, and so the military stepped in to support the operation until the basic needs were again being met. It was possible to make use of each other's strengths in a kind of synergy. So, one of the lessons learned afterwards was that it is necessary to strengthen joint training and exercises between military and civilian organisations to become more interoperable, and to understand each other's mandate, structure and procedures.

It is necessary to strengthen joint training and exercises between military and civilian organisations to become more interoperable, and to understand each other's mandate, structure and procedures.

In summary, the humanitarian response and development should still be built on human principles and not solely on security policy aspects. Cooperation between the different entities – military, police and civilians/civilian organisations – must be strengthened well in advance to learn more about each other, their mandates and procedures and to break down the walls between one other.

And even when a mission fails, it is critical to then analyse the situation and try to find ways to improve cooperation, such as through joint training and exercises. In the Austrian Strategic Guidelines on Security and Development 2011, it is clearly stated that peace and stability depend on each other, and are indivisible. On the one hand, peace and stability are the precondition for development and prosperity; on the other, reducing poverty and improving stable living conditions are essential to avoiding violent conflicts.

NOTES FROM THE FIELD

The experience of rebuilding the security sector gained from Afghanistan, taking part in the European Union police mission for during more than five years was more than extreme and extraordinary and I will definitely remember it all my life. As I have had previous experience developing rescue and crisis response sectors, it gave me a chance to cooperate also with several military and civil missions, and also with different embassies and humanitarian aid organizations. During the mission I was a personal councillor-mentor to the heads of the Afghan rescue sector, and with them I had the chance to begin to redesign a former fire fighting service into a contemporary rescue organization.

To give my assessment to the attempts by the international community to develop Afghanistan's internal security, I must say that the cooperation and the results were not too successful and with the time and resources spent, more should have been achieved. One example of failure would be that of the unsuccessful creation of a rescue education facility and making the content taught there more contemporary, which is the main prerequisite for the long-term development of the rescue sector. This was somewhat alleviated by different bilateral projects with the international community, but this does not provide an overall solution to the problem.

Jaanus Teearu (*January 2012 to June 2017, EUPOL Afghanistan*)

Although during the last 10 years of humanitarian missions in developing countries, we have experienced very different situations (some of which might seem somewhat dangerous looking back), most of these now seem rather comical and probably could be categorised as collisions of different cultural values and views. Overall we have managed to avoid the greater threats by putting emphasis on thorough planning and an adequate handling of all aspects of safety. Although our missions have taken place in somewhat more peaceful parts of the world, our principal aim has been to ensure the safety of the relief worker primarily – as it is probably also on other similar missions. Still, there are always variables we have been unable to avoid. By this I mainly mean infectious diseases, some of which our local medicine in Estonia is still unaware of. We have come across some rather interesting illnesses, but fortunately our teams have been lucky and have not suffered from them. The basic safety regulation is vital here – the necessary vaccinations, taking prophylactic medicine, and constantly disinfecting one's hands are the least that one can do. Fortunately, we have always also had medical care within reach. Of course one needs to also enjoy humanitarian work, then all the dangers and cases seem much less drastic.

Jüri Teras (*Estonian Doctors Help the World*)

NGO Mondo has been engaged in development work in Afghanistan since 2008 when Estonian health workers were stationed in Helmand as PRT (Provincial Reconstruction Team) medical experts. Interacting with the military was often needed for the purposes of security, and remained amicable for most of the time. Yet, it also became quickly evident that the strategic goals of development and military are not in harmony with each other. Actions to 'win the hearts and minds' of the local population, so widely practiced by military in war-torn countries, might have served the purpose of short-term populist support, yet was far from the advancement of the well-being of the local population. Since Helmand, Mondo has remained focused on health and education sectors in Afghanistan's Eastern and Northern provinces in cooperation with local partners and International NGOs. Trust has been built slowly over many years with a direct engagement of local communities in planning, implementing and taking direct responsibility in our projects. When we build latrines, we build them with the contribution of local communities. When we train midwives in rural areas, we do that with the full support of the local health college. Each partner has an important role to play. From our lessons identified from the field, the only value-added role of the military in the development context is provision of security.

Riina Kuusik-Rajasaar (*Head of Development Cooperation, NGO Mondo*)

THE FUTURE OF EUROPEAN CIVILIAN CRISIS MANAGEMENT?

Dr Kaupo Känd

Head of the EU Monitoring Mission's Analytical Reporting and Outreach Department in Georgia

As I noted in an article for the Yearbook of the Ministry of Foreign Affairs, dedicated to the fifth anniversary of the European Security and Defence Policy, the conflicts of the last few decades (such as in Yugoslavia, Iraq and Afghanistan) have taught the international community an important lesson. States and organisations may well have superior military power and be victorious on the battlefield; but this does not mean that they are also successful in the long run.

Currently, there are several global powers with significant military capabilities, but only a few countries and organisations that have notable civilian capabilities, such as autonomous civilian missions. In this era of "hot" conflicts, it is clear that many countries and organisations have primarily focused on the rapid growth and strengthening of their military capabilities, often neglecting to enhance their civilian services contingent. However, if we believe that we live in an era of hybrid conflicts or neo-wars (i.e., neobellum), it is crucial that in addition to military capabilities, civilian capabilities are also significantly enhanced. It is clear that the former are not enough to mitigate hybrid threats and non-linear activities that are below the threshold of Article 5 of the Washington Treaty. Strong, efficient and autonomous civilian capabilities are also relevant in case of internal crises in EU Member States and, under the solidarity principle, also when assisting other EU Member States in a crisis.

The European Security and Defence Policy (ESDP) was created in 1999 and will celebrate its twentieth anniversary in a couple of years, so we have reason to reflect on its achievements, lessons and challenges to date. The building and strengthening of the EU's common civilian capabilities has been a relatively difficult process because many countries are still failing to understand the importance of such capacities on a national as well as global level. Most EU Member States spend only a fraction of their budget on strengthening civilian capabilities. For example, that is ten times less than the 2% of GDP that NATO Member States have

promised to spend on their military.

It was in Cologne that the European Council created the ESDP (known as the CSDP today) in 1999. However, the groundwork was laid earlier in the historic British-French summit in St Malo. With the creation of the Common Security and Defence Policy, the EU became able to intervene independently in crisis regions around the world, either with civilian services or the military. The close cooperation of the United Kingdom, France and Germany played a key part in forming the Common Security and Defence Policy in Europe. The departure of the United Kingdom from the EU (Brexit) will naturally affect the EU's civilian and military capabilities as well as the Common Security and Defence Policy in general.

The EU is attempting to close the gap between its civilian and military capabilities with the civilian crisis management of its Common Security and Defence Policy. However, this has not been smooth because EU Member States have different priorities and understandings of civilian and military capacities as well as their importance.

The exact effect from an administrative, financial and human resources point of view will, of course, depend on the EU-British negotiations. However, it is already clear today that in certain aspects the CSDP will become weaker because the British have played a key role in the successful implementation of the CSDP in Brussels as well as on missions.

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different priorities and understandings of civilian and military capacities as well as their importance. At the moment, there is no sign that the EU Member States are close to reaching an agreement that would raise the expenditure on civilian capabilities to, for example, 0.5 or 1% of their national budgets. Meanwhile, EU Member States have realised that it takes more than developing autonomous military capabilities to have a global role in the world. The development and continuous enhancement of civilian capabilities is equally important. In the framework of the Common Security and Defence Policy, the EU can organise military operations (currently six) as well as civilian missions in crisis regions around the world. There are nine that are ongoing after the closure of the Afghanistan mission at the end of last year. EU Member States have come to understand that it is crucial to quickly and efficiently build up national institutions (including police, judicial systems and local governments) immediately after a conflict. This is because in a post-conflict environment, the power vacuum is often filled by radical movements or criminal groups.

Estonia is currently participating in five EU civilian missions, including the advisory mission in support of the security sector reform in the Ukraine and the monitoring mission in Georgia.

Going slightly back in time, at the Santa Maria da Feira meeting of the European Council in Portugal (2000), EU Member States identified four key areas for civilian capabilities: the police, the rule of law,

Most articles in this journal focus on topics related to helping people who are suffering in crises. Kaupo Känd's article discusses the activities of the European Union that are primarily aimed at helping countries that are grappling with civilian and military issues. Here, the author invites us to consider how our common goals might be achieved if we think through these challenges thoroughly.

civilian administration and the protection of the population (formerly civil protection). As the current president of the Council of the EU, Estonia hosted an unofficial meeting of the Committee for the Civilian Aspects of Crisis Management (CIVCOM) in Tallinn. At this July meeting, these four priority areas of civilian crisis management were discussed. "Feira sceptics", in emphasising the flexibility of the EU, question whether it is even necessary to define such key areas because recent history has shown that the EU has, and probably will in the future, organise missions that are outside these priorities. The importance of reviewing the Feira priorities is stressed by those who believe that identifying new crucial issues in civilian crisis management is necessary for EU Member States to jointly start creating new priority areas (for example "hybrid missions", "cyber defence missions" etc.) and/or enhancing old ones.

Major changes are ahead for the administrative structures of EU military and civilian crisis management in the coming years.

Taking into account the experiences of the past few decades in implementing the CSDP, including previous civilian missions, the Feira priorities should be reviewed and new civilian crisis management principles should be agreed upon because the global security and political environment has

changed considerably. Naturally, the EU should retain some flexibility for now and into the future. If there is the political will, necessity and capability, the EU should be able to organise and deploy civilian missions beyond its priority areas.

There is another reason the Feira civilian crisis management priorities should be reviewed. Last year the EU launched a new global foreign and security policy strategy where the supporting and enhancement of the resilience of states is an important goal. The main purpose of the EU civilian missions is to build up national institutions and power structures in post-conflict regions, strengthening and supporting key local capabilities. In case of hybrid crises or neo-warfare, it is important to ensure objective and adequate information on the spot because one aim of the parties is to create "hermeneutical confusion" – that is, foster the ambiguous interpretation of a situation. The main principle of EU intervention should still be local sustainability.

Major changes are ahead for the administrative structures of EU military and civilian crisis management in the coming years. According to the resolution of the European Council as of this July, Military Planning and Conduct Capability (MPCC) will be created for the management of non-executive military missions (such as those in Somalia, Mali or the Central African Republic), which is similar to the civilian CPCC. The heads of CSDP missions were initially directly subject to the High Representative, but now report to the commander of civilian

operations, who is also the director of the CPCC. EU Member States still play a key part in implementing the CSDP because this instrument operates under the political control and strategic guidance of the Political and Security Committee (PSC). However, it is possible that in the course of the general review, the mandates and role of the PSC and CIVCOM will also be revised. There is also the possibility that in the future the MPCC and CPCC will be merged. It is difficult to predict what this possible merger means for the EU's civilian capabilities, but several experts have noted that it will likely strengthen the EU's military capabilities and might weaken its civilian ones. The most important topics for discussion in the coming years will probably be even closer civilian-military cooperation, strengthening both capabilities and avoiding duplication.

At the moment, it is not clear to which country or region the EU will deploy its next civilian mission. If EU civilian missions are deployed in good time, in a smart and well-thought-out manner, it is possible to prevent potential future conflicts or at least reduce the possibility of their outbreak. For this, the EU needs to enhance and strengthen the early warning system and the mandate of civilian missions in this area. Today, we can only speculate over what would have happened if the EU had deployed a civilian mission (for example, the police, border guards or security sector reform) to Georgia or the Ukraine before the outbreak of conflict.

NOTES FROM THE FIELD

My work at the International Criminal Court to ensure accountability for genocide and crimes against humanity, travelling to conflict and post conflict areas of the world, leading international negotiations on contentious topics, and serving in fragile post-war countries like Liberia during the Ebola epidemic led me to believe in multilateralism, negotiated solutions, and working together for a common goal. I have seen civilians and military working together under a carefully negotiated mandate, led the disbursement of hundreds of millions in support of security and development, and implemented a transition of humanitarian intervention to long-term development programming. If we want to achieve success, there needs to be coherence and coordination of actions.

Tiina Intelmann (*Head of the EU Delegation to Liberia*)

It seems almost useless to oppose development and security. One depends on the other and vice versa. In Mali, several humanitarian aid organizations were forced to leave areas where they had become targets for one of the armed groups. A foreigner was an excellent hostage to ask large sums for. The villagers were complaining that teachers do not come to these areas because they are not safe – and so a third year began without school. Without peace no development was possible. At the same time, a member of one armed group in the Central African Republic said that he had no employment options that would provide a liveable income. This is why he had chosen the armed group as his bread and his family. It became clear there that without jobs for young men there would never be disarmament.

Ilmar Raag (*May to August 2014 EUFOR-RCA, Central African Republic and August 2016 to April 2017 MINUSMA, Mali*)

CIVIL-MILITARY RELATIONS IN AFGHANISTAN

From the report *Aid in A Conflict Zone: Can Military and Development Objectives Work Together?*
by The British and Irish Agencies Afghanistan Group (BAAG)

Civil-military relations in fragile and conflict-affected states has long been a highly contentious issue, perhaps nowhere more so than in Afghanistan where it has reshaped development and development co-operation.

In 2013, BAAG published a report on a closed roundtable discussion it co-hosted with the Humanitarian Policy Group on civil-military relations in Afghanistan. In this report, it was acknowledged that "Whilst at times the relationship between civilian and military actors has been productive, the pursuit of 'hearts and minds', counter-insurgency and stabilisation strategies has often created tension and strained relations." Over the years, the humanitarian and development communities have repeatedly expressed their concern about the increasing involvement of foreign militaries in the delivery of humanitarian and development assistance under the guise of stabilisation activities and comprehensive/integrated strategies. These activities and approaches assumed greater prominence in the post-9/11 period becoming central to Western interventions in Afghanistan, Iraq and Libya. They have prompted debate about the appropriateness of the existing, internationally recognised guidelines and current approaches to civil-military coordination.

In Afghanistan, the debate on civil-military relations has centred on Provincial Reconstruction Teams (PRTs) which evolved from the Coalition Humanitarian Liaison Cells established by the US. The makeup of PRTs included military officers, diplomats and technical experts who worked together to support the reconstruction efforts being undertaken in conflict-affected states.

However, they were heavily comprised of military personnel. In the beginning, PRTs were envisaged as complementing the work carried out by aid agencies. However, aid agencies were against PRTs from the outset and expressed several concerns that included the following:

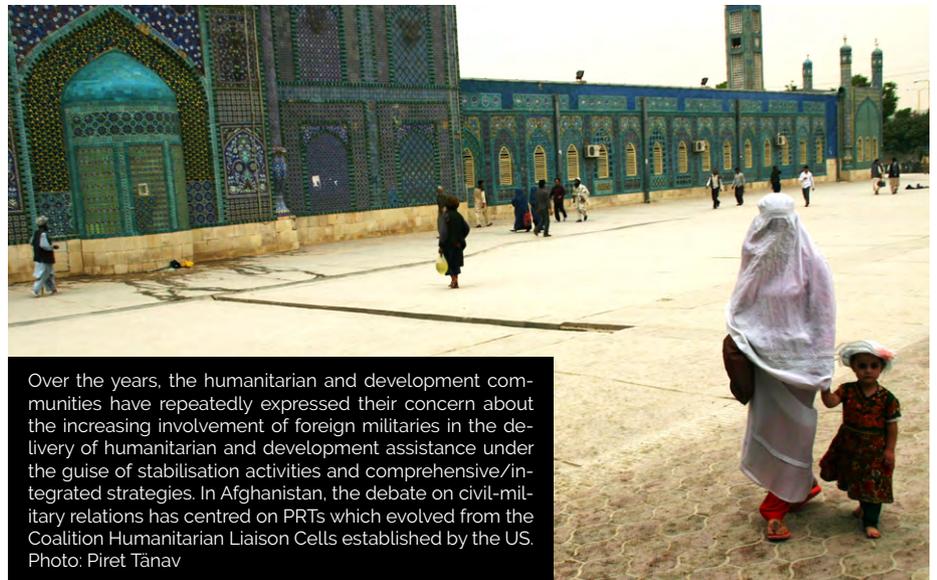
- The mandate of PRTs was unclear as were their command, structure, and function;
- Dialogue with aid agencies was often fraught with difficulty;
- Potential dangers to aid workers were posed by military engagement in reconstruction and development activities;
- PRTs lacked capacity to implement development projects;
- Inadequate monitoring and evaluation of PRTs affected their ability to be sustainable;
- PRTs lacked understanding about local context and of good aid practices; and
- The participation of the local population in PRT-run projects were not ensured.

Interestingly, PRTs were welcomed by many Afghans in the early years but this perception changed as the security situation within the country deteriorated and PRTs failed to ensure the inclusion of Afghan civil society in the planning and involvement of development activities.

A large proportion of funding started to be directed to PRTs situated in insecure areas and this led many Afghans to believe that they were more concerned with insecurity rather than the promotion of democracy

and human rights. It is important to note that the worsening security context played an important part in altering the perception of PRTs and further straining civil-military relations. This was evident when both aid agencies and military officials stopped attending meetings of the Civil Military Working Group.

Although the civil-military approach has on the whole faced a lot of criticism it achieved limited success when it focused on civilian protection, a concern shared by both civilian and military actors. In 2006, the security situation in Afghanistan began to deteriorate rapidly and the number of casualties caused by ISAF increased. In an effort to reduce civilian casualties, extensive dialogue rooted in International Humanitarian Law (IHL) and strategic augmentation took place between civilian and military actors alongside advocacy efforts by human rights Non-governmental Organisations (NGOs). The subsequent adoption of the counter-insurgency (COIN) strategy for Afghanistan provided an opportunity for aid agencies to engage with the military and positive results were seen in the reduction of civilian deaths – in 2008, ISAF was responsible for 828 civilian deaths but by 2016 this had gone down to 316.



Over the years, the humanitarian and development communities have repeatedly expressed their concern about the increasing involvement of foreign militaries in the delivery of humanitarian and development assistance under the guise of stabilisation activities and comprehensive/integrated strategies. In Afghanistan, the debate on civil-military relations has centred on PRTs which evolved from the Coalition Humanitarian Liaison Cells established by the US. Photo: Piret Tänav