



Australian Government
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International CivMil Lessons

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Ms. Jules L Frost, Humanitarian Advisor, ACMC

Email address jules.frost@acmc.gov.au and LinkedIn <http://linkedin.com/in/jules-frost-ngo>

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DELIVERING KNOWLEDGE-DRIVEN, COLLABORATIVE, JOINED UP CAPABILITY



The International Humanitarian System

*...the network of **interconnected** institutional and operational entities through which humanitarian assistance is provided, when local and national resources are **insufficient to meet the needs** of the affected population.*

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let's look at the system that brings them all together.

The humanitarian system as defined by the UN is *the network of interconnected institutional and operational entities through which humanitarian assistance is provided, when local and national resources are insufficient to meet the needs of the affected population. It kicks into action upon the request of the affected state.*

It is **a complex adaptive system**: • It is **non-linear**: the very large number of interacting elements makes it almost impossible to predict how the system will behave. • **It is emergent**: the system itself may develop characteristics as a result of multiple interactions which are more than the sum of the component parts.

The shape and composition of the humanitarian system is constantly changing, and includes an increasing diversity of actors.

These entities are operationally or financially related to each other and share common overarching goals, norms and principles in humanitarian action. These include national and international NGOs conducting humanitarian activities; UN humanitarian agencies; the International Red Cross and Red Crescent Movement; host government agencies and authorities; regional intergovernmental agencies; multilateral agencies; government aid agencies and other offices that provide humanitarian funding and coordination



Purpose of the Humanitarian System:

Save lives, Alleviate suffering, & Maintain human dignity

Primary Functions

- Provide rapid disaster relief
- Meet basic humanitarian needs not being met
- Build local capacity – disaster preparedness, recovery, resilience
- Advocate for humanitarian action and access

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The purpose of humanitarian response is to **save lives and alleviate human suffering, while maintaining human dignity of affected communities.**

The objectives of the humanitarian system are:

1. To provide rapid relief in response to major disasters when the local capacity to respond is overwhelmed; and
2. To meet the basic humanitarian needs of populations undergoing chronic crisis conditions caused by:
 - conflict,
 - repeated natural disasters,
 - failures of development or governance,
 - or combinations of the above, such as the famine in Ethiopia

The system has additional functions:

1. To **build the capacity** for local disaster preparedness, recovery, and general resilience; and
2. To **advocate for humanitarian action and access** on behalf of crisis affected people – remembering that all people have the right to receive humanitarian assistance



Humanitarian Principles

- **Humanity** – address suffering regardless of where it arises,
- **Impartiality** – implement programming based on need alone,
- **Neutrality** – refrain from taking sides in conflicts, and
- **Independence (operational)** – maintain autonomy from political and military objectives.

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Humanitarian Principles govern the way humanitarian assistance is carried out. They are not new; they have underpinned professional humanitarian action for decades.

The core principle of humanity recognizes that every human has the right to be treated with dignity and to access assistance and protection during a crisis. Impartiality reflects a commitment to prioritize those who are in most need or most vulnerable. Neutrality and independence are tools which enable humanitarians to negotiate and build acceptance with armed and political actors in volatile and unpredictable contexts. Neutrality also aims to avoid offering military advantage to any side in a conflict.

These principles are codified in international law and have been repeatedly endorsed by States and humanitarian actors. Most importantly the principles are concrete, practical tools which guide humanitarian operations.

Militaries (the ADF), will and do(es) embrace and demonstrate the principle of humanity. However, you are not able to implement the other principles due to the nature of their organization - you wear a flag on your arm, you are not neutral, and you are not impartial nor independent.

Fundamental tension is how humanitarian organizations devoted to the humanitarian principles can constructively interact with militaries which are inherently political entities. We will look at liaison and coordination structure in a few minutes

IHL guides/informs your rules of engagement. Our humanitarian principles come from IHL. We are both required to protect civilians. [Think about do no harm and AAP as additional importance principles – There is awareness and agreement amongst responding actors that accountability to those affected by crises and the principle of do no harm are important conceptual and policy drivers]

Humanitarian Coordination

- Office for Coordination of Humanitarian Assistance (OCHA) coordinates the global emergency response to save lives and protect people in crises.
- OCHA coordinates humanitarian response to expand the reach of humanitarian action, improve prioritization and reduce duplication,
- OCHA advocates for effective and principled humanitarian action by all, for all.

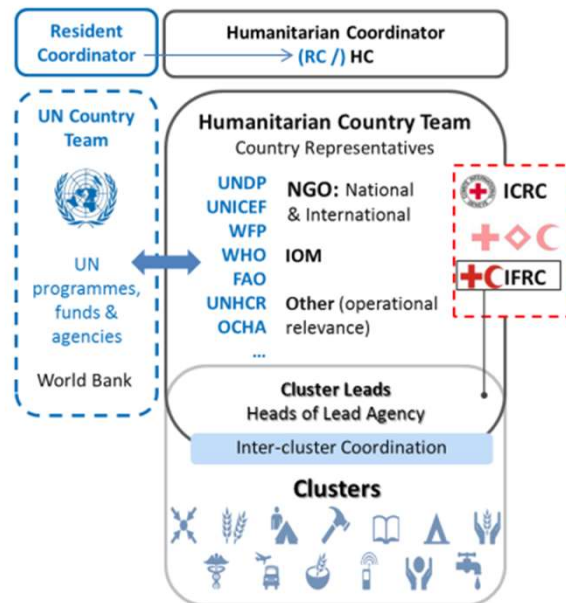


Figure 1: The Composition of Humanitarian Country Teams

HC and HCT play a critical role in fostering a common approach to assist all actors to operate without compromising humanitarian principles

At the field level, the HC/RC is responsible for designating Cluster Lead Agencies for all key humanitarian response sectors, in consultation with the Humanitarian Country Team (HCT) and the Emergency Relief Coordinator (ERC). This is applied in all countries facing major new or on-going complex and/or natural humanitarian emergencies.

[Click to next slide and continue with text here:](#)

[Effective cluster and inter-cluster coordination are widely recognized as an essential part of any humanitarian response.](#)

Context Matters

Disasters vs. Complex Emergencies (conflict)

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There is no such thing as one size fits all for civil-military coordination arrangements

...Context is paramount. Analysis is essential. Information sharing is vital.

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Each situation is unique therefore **context analysis** is paramount. It is necessary to establish a common situational awareness of the requirement of people in need.

SHARED ANALYSIS at the global, regional and local level must work to anticipate future risks. Understanding the various armed actors – both state and non-state are an important aspect of this analysis.

SECURITY RISK ASSESSMENTS:

The complexity and nature of threats have increased. The proliferation and increased sophistication of extremists groups, their increasing hostility towards the UN and humanitarian and our expanding operations in conflict zones requires increased connectivity between humanitarian security professionals and civil-military advisors.

High security risks have become the new “normal” and humanitarians (operations people) must engage more systemically

INFORMATION SHARING: Effective and appropriate information sharing is essential. Understanding what information humanitarian organizations will share with the military and vice-versa upfront will build trust. Humanitarians will share information for the purpose of saving lives and alleviating suffering - Not for intelligence gathering or sharing

The use of existing **information-sharing platforms and tools** should be promoted and institutionalized within the civil-military and humanitarian security communities. Utilizing such platforms as a CMOC and/or the Humanitarian Civil-Military Coordination Centre (HuMOCC) can assist and ensure the appropriate and effective use of military assets in both natural disaster response and complex emergencies. **Engage proactively when and where appropriate.**



Natural Disasters



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Disaster response is an area where civil-military-police relationships tend to be less contested and contentious.

Host country militaries (and/or police) often play a substantial role in disaster response. Many governments look to their militaries to be a principal responder to domestic disasters and militaries often are the first major responder outside of the affected population.

Further, in a natural disaster environment, the aid community not only acknowledges that military deployed to disaster zones may follow government direction, but also recognises the capacity of the military to provide rapid deployment of medical, logistics and engineering capabilities.

Referenced the UN Cluster System earlier – NDMOs are creating their own local cluster system – localisation evolving

Also Guidelines – Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief, 2007 UN OCHA

Concept of last resort - as Civilian as possible, as military as necessary

Disaster Ready – Australia work in disaster preparedness through the AHP Disaster Ready initiative meant that when the storm hit, local responders were trained and ready to respond by distributing locally stored humanitarian relief supplies before international support arrived - Tropical Cyclone Harold 2-9 April 2020 (Vanuatu, Fiji, Tong and Solomon Islands).

Complex Emergencies (including Conflicts)



Unlike disaster response where civil-military-police relationships tend to be less contentious, the challenges in complex emergencies can be polarising. This polarisation is partly due to the environment and partly a result of stakeholders with different mandates operating in the same space. Stabilising and rebuilding weak or failing states is particularly challenging where social and security institutional infrastructure are ineffective or even non-existent. These states are then plagued by internal conflicts in which the civilian population is often the target.

Among the aid community, and particularly NGOs, adherence to codes of conduct is voluntary rather than mandatory. There is no one universally accepted and implemented set of principles or codes of conduct. Further, there are no country-specific or international bodies that serve as regulatory entities to enforce adherence or application. In recent times there has been a rise in the number of NGOs operating in disasters and complex emergencies. This rise has also increased the number of NGOs who do not adhere to codes of conduct, creating confusion and mixed messages for all stakeholders. This lack of uniformity by some NGOs has resulted in internal conflict within the NGO community. Due to the diversity and number of aid agencies in the field, it is challenging to promote good practice within the civil-military-police context when standards of behaviour among the aid agencies may differ so significantly.



Mission & Context Dictates Appropriate Tasks

Availability and impartiality of forces decreases

<div>Mission of Military</div>	Peaceful	Peace & Security Activities		Combat
		Peacekeeping	Peace Enforcement	
Humanitarian Tasks				
Direct	Maybe	Maybe	No	No
Indirect	Yes	Maybe	Maybe	No
Infrastructure Support	Yes	Yes	Maybe	Maybe

Visibility of task decreases



- Clearly defined roles and responsibilities - between the humanitarian community/civilian capabilities and military (international and domestic)
- Consider resources available.
- Possible options and consequences (immediate and long-term).
- Leverage diversity of capabilities (military and civilian/humanitarian)

“Cookie – truck – bridge” framework delineates different types of HA/DR.

- Cookie refers to direct assistance.
- Truck refers to indirect engagement in humanitarian assistance (i.e. transportation services).
- Bridge refers to infrastructure support.

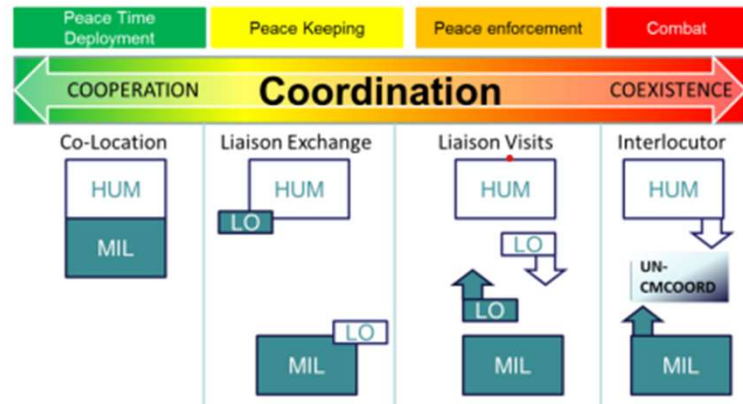
Use of military assets should be guided by the principles of last resort. Where civilian assets are not available or unable to address the specific need/problem. As civilian as possible and as military as necessary.

Oslo Guidelines – **deployment of MCDA (Military Civilian Defence Assets)**

Last resort, complementarity, at no cost, unarmed, distinction, avoid dependence on MCDA, limited in time and scale, civilian control.



Coordination and Liaison Arrangements



Context also dictates or informs liaison arrangements

Be proactive in information-sharing

Establish and sustain dialogue with military forces
Establish a mechanism for information exchange



Coordination Mechanisms

CM-COORD (HuMOCC)

- humanitarian objectives
- civilian humanitarian function

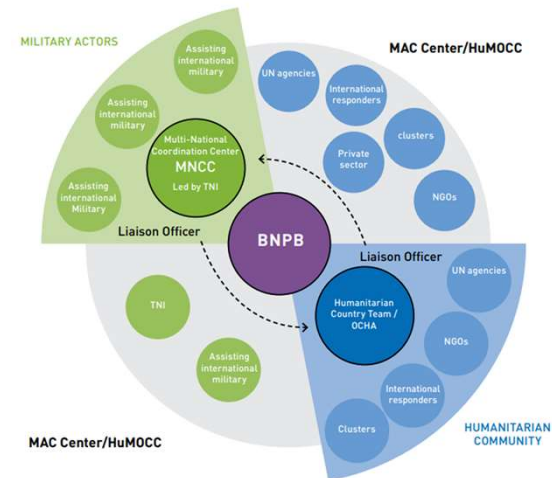
CIMIC (CMOC)

- political or military objectives
- military staff function

UN-CIMIC

- UN mission objectives
- wider peace process (a bit of both)
- military staff function

CIVIL-MILITARY DISASTER COORDINATION IN INDONESIA



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On-site operations coordination

Humanitarian-Military Operations Coordination Centre (HuMOCC) – example used in Indonesia, Nepal earthquake response operation.

Complementary to **On-site Operations Coordination Centre (OSOCC)** which has three primary objectives:

1. To be a link between international responders and the Government of the affected country.
2. To provide a system for coordinating and facilitating the activities of international relief efforts at a disaster site, notably following an earthquake, where the coordination of many international USAR teams is critical to ensure optimal rescue efforts.
3. To provide a platform for cooperation, coordination and information management among international humanitarian agencies.

CMOC

One of the best mechanisms for overcoming this unfamiliarity and establishing a basis for effective interaction and coordination is a civil-military operations center (CMOC). In stability operations, the CMOC serves as a coordination hub for the NGOs, IOs, other government agencies, the host nation government, and the military. For instance, through the CMOC, NGOs can request assistance from military units operating in the same area. In turn, the military can learn where the NGOs are working and can provide security for their activities as well as coordinate support for the local population. NGOs may also offer information regarding the history of belligerent parties, the nature of the public mood, and other matters that may affect the conduct of operations.

UN-CIMIC in operational and tactical coordination between UN military and civilian partners, among them the civilian components of the UN field missions, UN Police, UNG agencies, fund and programmes, host national government, NGOs, and grass-roots organizations.



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Let's connect!



jules.frost@acmc.gov.au



[http://linkedin.com/in/
jules-frost-ngo](http://linkedin.com/in/jules-frost-ngo)