Strengthening Australia’s Conflict and Disaster Management Overseas
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Front Cover: The Australian Government conducted Operation Padang Assist as a whole-of-government emergency response following two large earthquakes near the Indonesian Island of Sumatra. Relief assistance provided by Australia was part of a co-operative effort involving Defence, AusAID and Attorney General’s Department (Emergency Management Australia). (Photo: Defence)
Foreword

The Asia Pacific Civil-Military Centre of Excellence was established by the Australian Government in late 2008. It is a multiagency Centre, administered by the Department of Defence, with representation from the New Zealand Government, the Department of Foreign Affairs and Trade, the Department of Defence, the Attorney-General’s Department, the Australian Agency for International Development, the Australian Federal Police and the Australian Council for International Development. The Centre also maintains close working relations with the office of the National Security Adviser in the Department of Prime Minister and Cabinet. The Centre’s mission is to support the development of national civil-military capabilities to prevent, prepare for and respond more effectively to conflicts and disasters overseas.

One of the Centre’s assigned responsibilities is to assist departments and agencies by contributing to the development of a conceptual framework for civil-military collaboration in conflict and disaster management overseas. Since early 2009, the Centre has been working with departments and agencies to develop the first edition of the conceptual framework, titled Strengthening Australia’s Conflict and Disaster Management Overseas. The document defines the principles by which government agencies will work with each other, lays out ways of understanding issues surrounding whole-of-government interventions and sets out some strategies for carrying the conceptual framework forward.

Conflicts today can have regional and global repercussions which impact on Australia’s interests and require significant civil-military planning, preparedness and response. As well, mega disasters affect the lives of millions of people, requiring Australia to implement civil-military mitigation strategies and provide significant humanitarian and development assistance. To meet these challenges, Australia is committed to planning and coordinating its approaches in a comprehensive way. Government departments and agencies collectively strive to contribute their combined expertise to achieve the best possible outcomes so as to ensure economy of effort, avoid duplication and minimise wastage. This commitment demands close civil-military collaboration between Australia’s diplomatic, military, police and development agencies, and coordination with other state and non-state actors.

This conceptual framework is the product of extensive liaison between departments and agencies. The document, and particularly its implementing strategies, will be reviewed and developed progressively. I would like to thank the many officials who contributed so willingly to the development of this document which breaks new ground in promoting multiagency collaboration. The ‘heavy lifting’ within the Centre, however, rested on the shoulders of Colonel Neil Greet and Amanda Coghlan, as well as the editing skills of Dr Moreen Dee, to all of whom we owe a debt of gratitude for their commitment and perseverance.

Michael G. Smith AO
Executive Director
About the APCMCOE

The Asia Pacific Civil-Military Centre of Excellence was established in November 2008, in recognition of the growing importance of civil-military interaction, and is evidence of Australia’s commitment to sustainable peace and prosperity in the Asia-Pacific and globally.

The Centre’s mission is to support the development of national civil-military capabilities to prevent, prepare for and respond more effectively to conflicts and disasters overseas. The Centre promotes best practice in civil-military-police engagement in conflict and disaster management.

At its core is a multiagency approach, with staff from a number of Australian Government departments and agencies, the New Zealand Government and the NGO sector.

Applying this collaborative approach to working with other government agencies, the United Nations and other relevant stakeholders, the Centre seeks to improve civil-military education and training, and develop civil-military doctrine and guiding principles.

Through its research program on relevant civil-military issues, the Centre seeks to identify best practice responses to key lessons learned – important for developing doctrine and facilitating training programs – to contribute directly to the ability of the Australian Government to strengthen its civil-military effectiveness for conflict prevention and disaster management overseas.

http://www.civmilcoe.gov.au
## Contents

**FOREWORD**

**LIST OF ACRONYMS AND ABBREVIATIONS** 6

**INTRODUCTION** 7

**GUIDING PRINCIPLES** 9
- Employ a Collaborative and Flexible Approach 10
- Leverage Organisational and Cultural Diversity 10
- Strengthen Proactive Multiagency Engagement 11
- Promote a Shared Understanding 11
- Deliver Comprehensive Outcomes 12
- Commit to Continuous Improvement 12

**PROMOTING MULTIAGENCY UNDERSTANDING** 25
- A Four-Track Approach 25
- Understanding the Nature of Conflicts and Disasters 25
- Understanding the Conflict and Disaster Management Spectrum 28
- Understanding Department and Agency Contributions 31
- Understanding the Roles and Responsibilities of Key Actors 33

**DEVELOPING AND IMPLEMENTING MULTIAGENCY STRATEGIES** 34
- Enhancing Strategic Decision Making 34
- Investing in Preparedness 35
- Developing Measures of Effectiveness 37

**CONCLUSION** 38
# List of Acronyms and Abbreviations

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADF</td>
<td>Australian Defence Force</td>
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<td>AFP</td>
<td>Australian Federal Police</td>
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<td>AGD</td>
<td>Attorney-General’s Department</td>
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<td>AusAID</td>
<td>Australian Agency for International Development</td>
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<td>Centre</td>
<td>Asia Pacific Civil-Military Centre of Excellence</td>
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<td>Defence</td>
<td>Department of Defence</td>
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<td>DFAT</td>
<td>Department of Foreign Affairs and Trade</td>
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<td>IDC</td>
<td>interdepartmental committee</td>
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<td>IDETF</td>
<td>interdepartmental emergency task force</td>
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<td>NSS</td>
<td>National Security Statement</td>
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<td>NGO</td>
<td>non-government organisation</td>
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<td>NSC</td>
<td>National Security Committee of Cabinet</td>
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<td>ONA</td>
<td>Office of National Assessments</td>
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<td>PM&amp;C</td>
<td>The Department of the Prime Minister and Cabinet</td>
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<td>RAMSI</td>
<td>Regional Assistance Mission to the Solomon Islands</td>
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<tr>
<td>SCNS</td>
<td>Secretaries Committee on National Security</td>
</tr>
</tbody>
</table>
Introduction

Strengthening Australia’s Conflict and Disaster Management Overseas is a ‘conceptual framework’ that provides ongoing assistance to departments and agencies in further advancing their collaborative management mechanisms for international crises. The document has been facilitated by the Asia Pacific Civil-Military Centre of Excellence (the Centre) in close consultation with departments and agencies, and will undergo continuous development. The framework explains Australia’s comprehensive civil-military approach to conflict and disaster management overseas. This approach is based on a set of guiding principles that enhance collaboration between departments and agencies and better enables them to achieve outcomes with the most efficient use of available resources. The key Australian departments and agencies involved in conflict and disaster management are the Department of the Prime Minister and Cabinet (PM&C), the Department of Foreign Affairs and Trade (DFAT), the Department of Defence (Defence), the Attorney-General’s Department (AGD), the Australian Agency for International Development (AusAID) and the Australian Federal Police (AFP).

Australia gives high priority to preventing conflict and reducing the effects of disasters overseas. When prevention and/or mitigation strategies prove inadequate, Australia may need to respond and this response requires full consideration of all civil-military options. In recent years, Australia has met multiple requests for assistance in conflict-affected regions such as Afghanistan, the Solomon Islands and Timor-Leste, as well as continuing to support the efforts of the United Nations in a number of conflict-affected countries. Additionally, Australia has provided significant civil-military assistance to disaster-affected regions, working closely with the host governments, other contributing countries, the United Nations, and other humanitarian and non-government organisations (NGOs). The deployment of Australian civil-military assets to conflicts and disasters overseas, including their interaction with other international contributions, and the development of strategies to prevent or mitigate the impact of conflicts and disasters, has demanded increased collaboration between government agencies and greater coordination with non-state actors.

Since the end of the Cold War, and with the impact of globalisation, Australia’s national security has become increasingly complex and multifaceted. Domestic and international security issues are more entwined, as evidenced by the impact of regional and international conflicts, natural and man-made disasters, energy challenges, climate change, and potential transnational threats, such as nuclear proliferation, terrorism, cyber attack, pandemics, piracy and people smuggling.

Australia has progressively taken steps to enhance its capacity to prevent and/or mitigate, plan for, and respond appropriately to these challenges, thereby safeguarding its people, territory and interests, while promoting national economic growth and the wellbeing of its citizens. Central to this commitment to national security has been the steadfast resolve of departments and agencies to work more collaboratively, in a comprehensive and coordinated manner, to ensure a shared understanding of conflict and disaster management, to utilise resources effectively, and to avoid unnecessary duplication or waste. This approach was articulated with the release of the government’s inaugural National Security Statement (NSS) in 2008.2 The NSS emphasised the need for an ‘integrated approach’ to national security issues and the requirement for ‘better coordination’ of government capabilities to meet Australia’s evolving national security demands. The requirement for better and more streamlined

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1 The term ‘civil-military’ includes policing capabilities. In Australia, policing is a civil responsibility. In some countries, policing is conducted under military authority. Policing is an integral component of civil-military engagement.

coordination within government was also a key finding of the Moran Report of 2010, *Ahead of the Game: Blueprint for Reform of Australian Government Administration.* The Moran Report stressed the need for greater collaboration in the development of strategic policy and delivery options, noting the difficulties in this process.

*Strengthening Australia’s Conflict and Disaster Management Overseas* addresses three key issues. The first of these issues is a set of six *Guiding Principles* that help to explain and strengthen a culture of multiagency collaboration. The second builds on these principles by identifying mechanisms to assist departments and agencies in *Promoting Multiagency Understanding* of conflicts and disasters, including specifying the roles and responsibilities of departments and agencies. The third highlights the requirements for *Developing and Implementing Multiagency Strategies* to help strengthen civil-military effectiveness for conflict and disaster management. This conceptual framework is not an end state, but rather a useful step along the way in advancing multiagency coordination to enhance civil-military capabilities for conflict and disaster management. The Centre will continue to assist departments and agencies in this process.

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Guiding Principles

Australia’s civil-military approach to conflict and disaster management derives from six guiding principles. These guiding principles help direct the work priorities of departments and agencies, and impact positively on decision making. The principles, described below, are:

1. employ a collaborative and flexible approach;
2. leverage organisational and cultural diversity;
3. strengthen proactive multiagency engagement;
4. promote a shared understanding;
5. deliver comprehensive outcomes; and
6. commit to continuous improvement.

Commitment to these guiding principles enables a civil-military culture of engagement for conflict and disaster management based on trust and mutual respect. The principles assist effective leadership and promote coordination and cooperation for the achievement of common national objectives. Adherence to the guiding principles helps departments and agencies to maintain unity of purpose and economy of effort, while assisting international partners in understanding Australia’s approach. The principles apply throughout the spectrum of conflict and disaster management: preparedness; prevention and/or mitigation; response; and recovery and development (Figure 1).

Figure 1: Spectrum of Conflict and Disaster Management
1. **Employ a Collaborative and Flexible Approach**

All government departments and agencies have well-developed planning mechanisms to meet their specific responsibilities in planning for and responding to conflicts and disasters overseas. Rather than developing a common and singular planning process, these departments and agencies are committed to employing a collaborative and flexible approach to the development of comprehensive plans and strategies that make the most effective use of their respective capacities.

Civil-military collaboration enables complementarity between departments and agencies, while simultaneously contributing to strategic planning and decision making. Advice to departmental and agency heads, and ultimately to ministers and Cabinet, that reflects a comprehensive and non-stovepiped understanding of civil-military options and capabilities enables decisions to be derived from a collaborative and flexible approach. Decisions on conflict and disaster management issues taken in isolation and without proper civil-military consideration are more likely to impact adversely downstream and are difficult to rectify.

Success in conflict and disaster management results from the ability of civilian, military and police personnel to plan collaboratively, resource appropriately, and respond quickly through an integrated approach. Strategic leadership groups in departments and agencies, employing a collaborative and flexible approach, overcome stovepiping and achieve the integration required to optimise operational outcomes. Flexibility is key to effective civil-military engagement. Each conflict and/or disaster occurs within a unique socio-political and geographical context: a ‘one-size-fits-all’ approach is neither possible nor desirable. Where necessary, a particular department or agency may be given lead responsibility for planning and implementation but must also recognise the concurrent and/or subsequent roles of other contributors. For example, if the Australian Defence Force (ADF) is required to lead on the ground because of security priorities, it will remain subordinate to overall civilian authority and will transition to a supporting role as soon as circumstances permit.

2. **Leverage Organisational and Cultural Diversity**

The unique capabilities of departments and agencies help in understanding the complex and multilayered nature of conflict and disaster management. The organisational and cultural diversity of departments and agencies increases opportunities for Australia to engage effectively and provides flexibility in determining the most appropriate form and composition of such engagement. Best use can be made of each set of professional, technical and cultural expertise, and values and perceptions, to provide breadth and resilience to assessment, planning and execution, ensuring civil-military outcomes are optimised. International deployments of Australia’s civil-military capabilities are able to capitalise on the strengths of organisational and cultural diversity, which needs to be considered in the initial planning phase, and maintained throughout each engagement. Department and agency heads committed to leveraging this diversity enhance the prospects of beneficial long-term outcomes in conflict and disaster management.

Utilising and maximising the ‘comparative advantage’ of departments and agencies is critical to operational effectiveness. For example, deploying customs officers to resolve customs issues in an affected host country is more effective than deploying military officers or officials with generic administrative skills. An effective deployment capitalises on the shared understanding of Australia’s international military, police, customs, judicial, development and foreign service counterparts, by virtue of their performing similar work and having similar qualifications and experiences. The growing profile of the AFP in regional operations, and its successful relationship with the national police forces of Indonesia and other regional countries, demonstrate the dividends from such an approach.
3. Strengthen Proactive Multiagency Engagement

Multiagency engagement to support conflict and disaster management overseas is an ongoing process that builds understanding of organisational roles and responsibilities, and embeds a culture of trust and collaboration. This approach helps overcome the challenges of coordination, including differences in language, processes and behaviour.

Proactive multiagency engagement demands continuing contact between departments and agencies at multiple levels. Departments and agencies, committed to ensuring such engagement with each other through a range of multiagency fora, recognise the advantages of this approach in developing organisational understanding, and applying this knowledge proactively in conflict and disaster management situations. Improving preparedness by encouraging the development of networks, as well as through relevant education, training, exercises and analysis, helps build a common knowledge base on agency roles, responsibilities and technical expertise. Increasingly, departments and agencies are incorporating multiagency understanding in their professional development programs. The benefits of regular multiagency meetings and education are further strengthened through the work of the Centre, and through courses run by the National Security College. Additionally, civilian involvement in Defence exercises, and vice-versa, builds networks and trust at multiple levels across government. Institutional familiarity, built on trust, transparency, and frequent personal contact, reinforces a collaborative approach to crisis management.

Proactive engagement is also achieved through interdepartmental memorandums of understanding and funding arrangements that enable the appointment of seconded staff and liaison officers. Such appointments serve to break down organisational barriers, increase awareness of agency-specific expertise, and develop a shared understanding of the synergies between departments and agencies. In so doing, the appointments help facilitate multiagency coordination and support the development of integrated planning.

4. Promote a Shared Understanding

A collaborative approach, through which departments and agencies work together to achieve a common goal, is based on shared understanding of common strategic objectives and clear articulation by the leadership group.

Information is a key resource in international conflict and disaster management and the sharing of information relevant to conflict and disaster management across departments and agencies from disparate sources enhances situational awareness. Effective information collection and analysis is dependent on data derived from a wide range of sources from within and outside government, including from early warning systems that monitor communities and areas at risk in conflict and disaster zones.

Shared understanding is achieved through committed and mutually-productive organisational relationships, extensive networks with key organisations outside government, and effectively utilising all available information sources. In this regard, departments and agencies recognise the importance of developing technology platforms that enhance interoperability and promote the timely passage of relevant information.
Promoting a shared understanding across government is achieved through:

- a commitment to agreed information management principles, including the preparation of information at the unclassified level wherever appropriate;
- moving from a ‘need to know’ paradigm to application of a ‘need to share’ philosophy;
- common language usage, avoiding jargon, acronyms and contested terminology; and
- the development of agreed approaches for managing and sharing information.

5. Deliver Comprehensive Outcomes

The successful delivery of comprehensive outcomes from a national response to a particular conflict or disaster overseas is dependent upon close collaboration between departments and agencies during all phases of the planning for and implementation of the response. Such collaboration ensures the identification of common strategic objectives and the timely and appropriate deployment of personnel across the spectrum of conflict and disaster management. An integrated civil-military approach supports the alignment of department and agency activities to meet government priorities, and makes the most effective use of technical and professional expertise. Importantly, this approach assists in achieving comprehensive outcomes for an affected country or region, in line with Australia’s national interests.

The effectiveness of Australia’s civil-military planning for and response to international conflicts and disasters is measured in terms of the outcomes achieved. The lives of Australians cannot be placed at risk, and the country’s resources committed, without a clear appreciation of intended and achievable outcomes. Measures of effectiveness are required to demonstrate that objectives have been achieved.

6. Commit to Continuous Improvement

A commitment to continuous improvement enables departments and agencies to more readily adapt to the complex challenges of conflicts and disasters. Key elements in ensuring continuous improvement include the need for on-going derivation of the civil-military lessons from international crises, and the requirement to develop robust measures of effectiveness for conflict and disaster management.

Australia’s future effectiveness in conflict and disaster management is underpinned by a commitment to continuous improvement in civil-military collaboration across government departments and agencies. The implementation of the improved whole-of-government coordination arrangements under the National Security Statement, the work of the Centre, and the continuing development of multiagency crisis management procedures, contribute to this commitment. These initiatives align with the findings of the Moran Report on the reform of Australian government administration, which stress the need for the public service to strengthen its capacity to ‘provide strategic, big picture policy and delivery advice’, and have ‘a stronger focus on efficiency and quality to ensure that agencies are agile, capable and effective’.

Preparedness is also critical to continuous improvement. Activities such as exercises, training and education—designed utilising best practice models and incorporating lessons learned—assist departments and agencies to adapt to changing circumstances, thereby continuously improving Australia’s approach to conflict and disaster management.

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United Nations Transitional Authority in Cambodia (UNTAC),
February 1992 – September 1993

Force Commander Lieutenant General John Sanderson with the Special Representative of the Secretary General Mr Yasushi Akashi.

The Australian Government assisted in Cambodia’s transition to peace, beginning with its diplomatic support to the peace negotiations that culminated in the 1991 Paris Agreement. Prior to the establishment of the United Nations Transitional Authority in Cambodia (UNTAC), Australia provided personnel from the ADF and the Australian Electoral Commission (AEC) to the UN Advance Mission in Cambodia (UNAMIC). Following the establishment of UNTAC, Australia’s role increased significantly, with Lieutenant General John Sanderson assuming the role of Force Commander, and personnel and equipment being provided by the ADF and the AFP. Working in parallel, the Australian Government established a political mission which transitioned to an Embassy following the elections. UNTAC was a forerunner of integrated civil-military missions, and representative of the change from traditional peacekeeping to monitor hostilities between states to more complex missions required to deal with intra-state conflict.
An Australian peace monitor talks with colleagues and local officials in Bougainville.

The Australian Government played a vital role in Bougainville's peace process beginning with assistance to negotiations in New Zealand that led to a truce agreement in October 1997. Australia contributed civilian truce monitors to the subsequent New Zealand-led Truce Monitoring Group (December 1997–April 1998) with personnel drawn from DFAT, Defence, the AFP and AusAID, and with logistical support provided by the ADF. Following agreement on a permanent ceasefire in April 1998, and an invitation from the Government of Papua New Guinea, Australia led the unarmed Peace Monitoring Group (PMG), which included personnel from New Zealand, Fiji and Vanuatu. In addition to its ceasefire monitoring activities, the PMG facilitated a weapons disposal program, and disseminated information about the peace process. The PMG was under ADF leadership, with political advisory support provided by DFAT, and peace monitors supplemented from AusAID and the AFP. The Bougainville experience provided useful lessons in strengthening Australia’s civil-military approach in contributing to conflict resolution and prevention.
The successful completion of OPERATION STABILISE led to the transfer of the operation from INTERFET to United Nations Transitional Administration in East Timor (UNTAET). L to R: Xanana Gusamo, East Timor independence leader; Philippine Lieutenant General Jaime de Los Santos, incoming Force Commander of UNTAET; Sergio Vieira de Mello, UN Transitional Administrator; Australian Major General Peter Cosgrove, outgoing Commander of INTERFET; and Bishop Carlos Belo, Roman Catholic Primate of East Timor.

Following widespread post-ballot violence and destruction in East Timor in 1999, Australia organised and led a UN-authorised multinational force, INTERFET, mandated to help restore peace and security and facilitate humanitarian assistance ‘within force capabilities’. INTERFET was commanded by Major General Peter Cosgrove from Australia, which provided the largest number of troops. Regional contributions were provided by Thailand, Philippines, New Zealand, Korea, Singapore, Malaysia and Fiji, with additional support provided by the UK, Canada, United States and Kenya. Civilian commercial logistic and infrastructure systems were optimised to assist military withdrawal and transition. Prior to the deployment of INTERFET, Australia supported the UN Mission in East Timor (UNAMET) with diplomatic, financial, electoral and logistic support, as well as the provision of civilian police and military liaison officers. INTERFET handed over military operations to UNTAET in February 2000. UNTAET was an integrated civil-military mission, mandated to maintain security and prepare the country for national elections and independence, which was ultimately achieved in February 2002.
Regional Assistance Mission to the Solomon Islands (RAMSI), July 2003-present

The Special Coordinator of the Regional Assistance Mission to Solomon Islands (RAMSI), Mr Nick Warner briefs media in Honiara with the Commander of the RAMSI Participating Police Force, Ben McDevitt, 08 August 2003. At the request of the Government of the Solomon Islands, RAMSI was deployed in July 2003 to assist in the establishment of peace and security, through support for law and justice, democratic governance, and economic growth. Unlike commitments to Bougainville and East Timor, RAMSI has had diplomatic leadership from DFAT, with an emphasis on policing, and with a ‘light’ ADF footprint. As one of 15 contributing member countries to RAMSI, Australia has led the mission and contributed civilian, police and military personnel in addition to funding. Australia currently contributes personnel from DFAT, AusAID, the AFP, the ADF, Finance, Treasury, and Customs and Border Security.
International Stabilisation Force (ISF), May 2006 – present

Timor-Leste’s then Foreign Minister, Jose Ramos Horta, and Brigadier Michael Slater talk prior to a press conference in Dili, 2 June 2006.

Following unrest in the capital, Dili, in April/May 2006, Australia deployed an International Stabilisation Force (ISF) to restore stability at the request of the Government of Timor-Leste. The ISF comprised Australian personnel from the ADF and the AFP, as well as military and police from New Zealand, Portugal and Malaysia. Australia and New Zealand continue to support a reduced ISF at the request of the Government of Timor-Leste, working alongside the United Nations Integrated Mission in East Timor (UNMIT), to maintain stability and provide a secure environment. Australia also contributes military liaison and staff officers and police personnel to UNMIT. Important lessons on civil-military coordination were learned from the ISF deployment, resulting in closer cooperation between the ADF, the AFP and AusAID, and higher priority being given to multiagency coordination and civil-military capabilities.
An Indonesian nurse embraces Lance Corporal Heidi Turnbull from the 1st Health Support Battalion to say ‘thank you’ for the efforts of all the Australian medical staff.

In the immediate aftermath of the devastating Indian Ocean Tsunami, the Australian Government established a whole-of-government Inter-Departmental Emergency Task Force in Canberra to coordinate Australia’s assistance to Indonesia, Thailand, Sri Lanka, the Seychelles and the Maldives. Significant resources were mobilised utilising Australia’s existing funding arrangements as well as specific commitments such as $33m for Indonesia’s Aceh province, and $10m for Sri Lanka. Australia deployed personnel and asset contributions from AusAID, AFP, the ADF and state governments. AusAID assistance addressed the full spectrum of relief, rehabilitation and recovery activities, including emergency supplies, coordination and transportation, governance and livelihoods. The AFP focused its efforts on supporting the Thai authorities in disaster victim identification, assisted by the provision of ADF interpreters. The ADF’s personnel and asset contributions to Aceh were coordinated by a Combined Joint Task Force. With contributions from all three Services, and working closely with AusAID, the ADF assisted in the delivery of relief supplies, medical evacuations, road and debris clearance, and provision of medical treatment, among other tasks.
Pakistan's Major General Abdul Qadir Usmani, centre, chats with a local village patient and Sergeant Maria Brown (second from right) during a visit to Camp Bradman, 10 February 2006.

The Australian Government responded to Pakistan's devastating 2005 earthquake by providing support to relief and recovery operations. AusAID assisted local and international NGOs and multilateral agencies to deliver immediate humanitarian assistance as well as longer-term education and health initiatives. The ADF deployed a critical medical relief capacity through its Primary Health Care Teams. The medical personnel were drawn primarily from the Army, with support from an Air Force Primary Health Care Team, with support provided by an Army Black Hawk helicopter detachment to assist in enabling medical assistance to remote areas.
Oro Flood, Papua New Guinea, November 2007

(L-R) Lieutenant Colonel Grant Johansen, Margaret Thomas (AusAID Coordinator to Papua New Guinea), Group Captain Tim Innes (Commander of Joint Task Force 636), Chris Moraitas (Australian High Commissioner to Papua New Guinea) and Bill Costello (team leader of the AusAID contingent) discuss movements and raise issues during Operation PNG Assist: 27 November 2007.

Following heavy flooding in Oro Province, caused by Tropical Cyclone Guba, and a request by the Government of Papua New Guinea, Australia contributed assistance under the leadership of AusAID with support by the ADF. In addition to financial aid, some of which was contributed to NGOs, AusAID deployed disaster management experts to work alongside national actors. ADF aircraft transported critical relief and supplies to otherwise inaccessible and remote regions, and the ADF provided clearance divers, a health assessment team, an engineering team, and a support and command component.
South Australian Dr Bill Griggs shakes the hand of a local Samoan Mother, Nika Luamuanu, who is helping to clean up Coconut Beach Resort, after the Samoa tsunami, 02 October 2009. Valma Galuvao, AusAID Senior Program Manager in Samoa looks on. Dr Griggs, Director of Trauma Services at Royal Adelaide Hospital and State Controller of the South Australian State Emergency Centre, deployed to Samoa aboard a chartered jet carrying AusAID staff, DFAT personnel and interstate medical professionals.

Following an earthquake-generated tsunami that hit Samoa, American Samoa and Tonga, Australia contributed a financial aid package for emergency relief, recovery and reconstruction. This included medical personnel and emergency specialists, and asset support primarily through AusAID, Attorney-General’s Department (Emergency Management Australia) and the ADF, to Samoa and Tonga. The RAAF deployed aero-medical evacuation staff and provided airlift support for transporting rescue equipment and emergency supplies, as well as New Zealand officials and asset support. The RAN contributed a heavy landing ship and personnel to facilitate the delivery of aid, including AusAID engineering and relief equipment.
Royal Australian Navy (RAN) Medical Officer, Lieutenant Joel Hissink (left), prepares to treat a young child at the Camp Cockatoo Health Centre: 05 September 2010.

In addition to initial financial aid and the early dispatch of relief supplies by the RAAF to those affected by the Pakistan floods, the ADF and AusAID deployed a Joint Inter-Agency Medical Task Force to Kot Addu in Punjab province. The joint medical relief effort comprised ‘Camp Cockatoo’, staffed by civilian and military doctors, nurses, and paramedics, logistically supported by ADF personnel and assets. Civilian medical teams were coordinated through the Attorney-General’s Department (Emergency Management Australia) and AusAID, in conjunction with the Department of Health and Ageing. As the magnitude of the disaster unfolded, Australia committed additional funding to UN agencies, the Pakistan Government, and Australian NGOs engaged in humanitarian relief and recovery activities.
New Trade Training School students with their Australian instructors. The Reconstruction Task Force conducted training courses for the Afghan National Army Engineers as part of a coordinated effort to develop indigenous capacity, 5 April 2007.

In response to the Al Qaeda terrorist attacks of ‘nine eleven’ Australia contributed a Special Forces task force as part of coalition forces to Afghanistan. The task force was withdrawn in December 2002, and was again deployed to Afghanistan in September 2005. Commencing in March 2006, Australia commenced the deployment of forces primarily to support the Dutch-led operations in Oruzgan Province, working in support of community-based projects as part of provincial reconstruction teams. From October 2008, Australia’s emphasis in Oruzgan transitioned to focus on training and mentoring support to the Afghan National Army, coincident with community-based capacity building reconstruction. Civilian support to Australia’s commitment to Oruzgan has progressively increased with representation from DFAT and AusAID to lead the provincial reconstruction team, and with the AFP providing training assistance to the Afghan National Police. The establishment of an Australian embassy in Kabul in September 2006 assisted in enhancing Australia’s civil-military coordination and situational awareness.
Mr Alan March of AusAID’s Humanitarian and Emergency Response Branch briefs Australian Government staff in Padang.

Following a devastating earthquake with its epicentre close to the West Sumatran capital Padang, Australia responded with financial aid, DFAT, AusAID, ADF and state government personnel and assets to support Indonesia’s relief and reconstruction effort. AusAID contributed funds for relief and reconstruction, including through local Indonesian NGOs. The ADF contributed personnel and assets from all three Services: the Army contributed medical personnel, engineers, logisticians and support personnel; the Navy contributed health staff, air lift support, and asset support; and the Air Force contributed asset support and personnel, including air-load teams. Finally, the Queensland Fire and Rescue Service team contributed civilian search and rescue personnel. Australia’s whole-of-government effort was coordinated on the ground through a Joint Task Force.
Promoting Multiagency Understanding

A Four-Track Approach

The consultation process in developing this conceptual framework document identified that Australian agencies take a four-tracked civil-military approach to promoting multiagency understanding of conflict and disaster management. Each track involves a commitment by departments and agencies to understand:

- the complex nature of conflicts and disasters, noting that such crises are characterised by chaos and uncertainty;
- the elements of the conflict and disaster management spectrum—preparedness, prevention and/or mitigation, response, and recovery and development;
- the contribution that each department and agency brings to conflict and disaster management; and
- the multiple roles and responsibilities of the key actors with whom Australia works—host governments, the United Nations, regional bodies, allies, NGOs and the private sector.

Understanding the Nature of Conflicts and Disasters

Conflicts and disasters cause death and suffering, impede economic growth and can adversely affect trade and development. Within its means, Australia is committed to contributing to peace and security, to minimising the impact of disasters, and to assisting countries recovering from crises.

While the threat of armed conflict between states has remained real since the end of World War II, the incidence of such conflicts has decreased significantly. Terrorism and intra-state conflict, however, have increased. Over the same period, there has been a significant growth in the frequency and impact of disasters, such as earthquakes, cyclones, droughts, floods and rising sea levels, which place millions of people at considerable risk.

Meeting the challenges presented by conflicts and disasters requires that priority be given across government to the continued development of coordinated civil-military strategies to address the negative effects that both have on humanity. Each conflict and disaster displays unique characteristics, preventing the preparation of pre-determined or ‘templated’ plans by government agencies that can be applied universally. Nevertheless, a good understanding of the nature of conflicts and disasters provides a sound basis for multiagency training and exercising from which general contingency plans can be constructed. Such knowledge enables the application of flexible and innovative approaches that optimise outcomes, while minimising the risk to human life and assuring financial accountability.

There are normally fewer challenges inherent in providing Australian assistance to countries affected by disasters than in responding to international conflicts. Host governments are often more inclined to make early requests for international assistance after a disaster than in relation to a conflict. As well, overt disaster response is unlikely to be protracted and can be accommodated through aid budgets, supported by military assets when required and agreed.
One of the challenges in responding to both conflicts and disasters is that the civil and military actors so engaged are frequently required to share the same physical and humanitarian space. This requires an understanding of each other’s roles and responsibilities, lines of authority and mutual functions for coordination, as well as the ‘no-go’ areas for collaboration. The activities outlined in Figure 2 reflect the understanding and resources required to implement disaster management strategies effectively.

Figure 2: Disaster Management

<table>
<thead>
<tr>
<th>Preparedness</th>
<th>Risk &amp; Vulnerability Assessment</th>
<th>Disaster Risk Reduction</th>
<th>Warning</th>
<th>Alerting</th>
<th>Search &amp; Rescue</th>
<th>Emergency Response</th>
<th>Rehabilitation Reconstruction</th>
<th>Development</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Assess risk and vulnerability of exposure to and impact from hazards</td>
<td>Reduce vulnerability. Prepare for future crisis</td>
<td>Where will it happen?</td>
<td>Where did it happen?</td>
<td>Save people's lives</td>
<td>Relieve victims</td>
<td>Help population to rebuild</td>
<td>Long-term socio-economic programs</td>
</tr>
<tr>
<td></td>
<td>Estimate number of people at risk</td>
<td></td>
<td>Estimate number of people affected</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disaster Occurs</td>
<td></td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

**Figure 2:**

- **Preparedness**
  - Risk & Vulnerability Assessment: Assess risk and vulnerability of exposure to and impact from hazards.
  - Disaster Risk Reduction: Reduce vulnerability. Prepare for future crisis.
  - Warning: Where will it happen?
  - Alerting: Where did it happen?
  - Search & Rescue: Save people’s lives.
  - Emergency Response: Relieve victims.
  - Rehabilitation & Reconstruction: Help population to rebuild.
  - Development: Long-term socio-economic programs.

- **Needs Assessment:**
  - Estimate needs of affected population.

- **Damage Assessment:**
  - Estimate needs of socio-economic infrastructure.

- **Disaster Occurs:**
  - Links between response, rehabilitation and development secure stabilisation process, encourage safe return of displaced people and avoid resurgence of crisis.
In conflict situations it is important that civil-military actors understand the cycle of conflict and the spectrum of peace operations, as shown in Figure 3. The diagram is useful in understanding the phases of intervention, and the desire for stability and sustainable peace. However, as a diagrammatic explanation it suggests a linear approach, thus belying the complexity of interventions. In reality, civil-military responses to conflicts are dynamic and fluid. Successful peacebuilding initiatives, for example, are seeded early in the peacekeeping phase, while conflict prevention remains permanently active to avoid the recurrence of conflict. The various phases, however, help explain the changing focus and emphasis of different departments and agencies. For example, Defence is likely to be more predominant in the armed conflict phase, and AusAID in the post-ceasefire and peace phases.

**Figure 3: Conflict Management**
Understanding the Conflict and Disaster Management Spectrum

The conflict and disaster management spectrum covers the continuum of preparedness, prevention and/or mitigation, response, and recovery and development. Strategic preparedness enables the effective implementation of the other elements of the spectrum, but important to any understanding of these elements is recognising their interconnectedness. Each may appear to be the dominant strategy at a specific point in time and to occur sequentially but, in reality, prevention and/or mitigation, response, and recovery and development strategies need to be applied continuously.

Preparedness

Preparedness means that departments and agencies do not await the onset of a crisis; rather, they stand ready to respond quickly and effectively when a crisis cannot be averted. Preparedness is a strategic responsibility, incorporating those activities that departments and agencies are required to undertake to enable the government to manage a crisis in a proactive manner. These activities include the development of conflict prevention and disaster risk reduction programs, contingency planning for disaster response, civil-military training and exercises, pre-deployment training, compilation of lessons learned, and effective communications capabilities for the dissemination of public information. When a conflict is considered likely or a disaster occurs, preparedness enables the rapid development of a comprehensive strategic plan with viable options presented to government ministers based on proper risk management. Preparedness is important in striking the right balance between the considerable cost of maintaining capabilities and the utility of these assets when a crisis occurs.

Fundamentally, preparedness is a commitment to knowledge management within and between departments and agencies. The process includes the acquisition of necessary knowledge and skills, the identification of knowledge/skill gaps, the development of shared information systems, the compilation of collaborative assessments, the robustness of standing arrangements between agencies and with non-government entities, the proper training and preparation of personnel, and the ability to provide the best combination of civil-military capabilities and subject matter experts to any situation.

Prevention and/or Mitigation

Prevention and/or mitigation are measures undertaken to prevent or reduce the impact of conflicts and disasters. Crisis prevention and mitigation strategies are cost effective over the long term and have the potential to limit human suffering resulting from conflicts and disasters. The effective implementation of prevention and/or mitigation strategies depends on the level of strategic preparedness, including the commitment of resources to the endeavour.

Conflict prevention is multi-faceted, dynamic and long term. Broadly, it refers to measures that may prevent and/or limit conflict escalation and those that assist in maintaining the fragile peace once conflict has ended. The United Nations often refers to conflict prevention as ‘peacemaking’, given that it is a pre-requisite for an effective cease fire agreement and is the foundation for sustainable peace. Another applicable term is ‘preventive diplomacy’, which is used when action is taken to resolve or manage disputes without resort to armed conflict. In a post-conflict environment, this includes efforts made to ensure that the conflict does not recur. DFAT has lead responsibility for conflict prevention.
Humanitarian and development agencies consistently refer to mitigation as ‘disaster risk reduction’, acknowledging that, while disasters cannot realistically be averted, their potentially disastrous impact on human lives can be significantly mitigated. Australia’s commitment to domestic disaster risk reduction can be illustrated by the developments over past decades to minimise the effects of cyclones, floods and bushfires. With this experience, Australia is well placed to assist other countries in implementing disaster mitigation strategies. Working closely with PM&C, and supported by other departments and agencies, AusAID has lead responsibility for disaster risk reduction overseas.

Prevention and mitigation strategies are also applicable in post-conflict and post-disaster environments. In these situations, it is important that early attention is given to peacemaking and disaster risk reduction mechanisms, based on capacity building programs that are ‘owned and operated’ by national governments and communities. Failure to do this risks a return to violence or a repeat of otherwise preventable casualties in future crises. Accordingly, Australia gives increased emphasis to capacity building programs designed to decrease the vulnerability of regional governments and societies to conflict and the catastrophic consequences of disasters, and to build their national capacity to respond where required.

Response

Response refers to the actions taken in relation to international conflicts and disasters. While prevention and/or mitigation can be considered as legitimate responses, the term is normally used to describe the commitment and/or deployment of resources to the affected area. The effectiveness of Australia’s operational response to conflicts and disasters is related to the level of preparedness. Australia’s civil-military commitments to conflicts and disasters have been highly regarded by the international community in recent decades. Lessons learned studies, however, have revealed a need to improve multiagency collaboration to enhance operational outcomes, and avoid the reliance of a ‘learn by doing’ approach.

The response to an international crisis is the most intensive action phase within the conflict and disaster spectrum. It is characterised by the need to make decisions, develop options and plan within tight timeframes, often with limited information and in a highly charged atmosphere. In conflict situations, a response may include an appropriate mandate outlining when the use of force is appropriate to stabilise the situation. ‘Stabilisation’ is a contested term but, generally, it is used to refer to the process of establishing peace and security in fragile states affected by conflict and instability. The UK Stabilisation Unit notes that ‘[s]tabilisation often requires external joint military and civilian support to perform some or all of the following tasks: prevent or reduce violence, protect people and key institutions, promote political processes and prepare for longer-term development.’³ Stabilisation, therefore, bridges the response element with the recovery and development elements of the spectrum, and takes time if sustainable peace is to be achieved.

A comprehensive multiagency approach is indispensable to effective and efficient performance in crisis response, with departments and agencies committed to synchronising civil-military collaboration and strengthening the linkage between strategic decision making and operational implementation. Successful crisis response requires capable leadership, the development of common strategic objectives, high quality preparedness arrangements, and the comprehensive and flexible coordination of all available civilian, military and police instruments and their timely and appropriate deployment.

A country's vulnerability to conflicts is influenced by a complex, multilayered and interdependent array of preconditions that impact on the constituent parts of a society, as shown at Figure 4. As a result, conflict response and stabilisation strategies often require the deployment of technical experts who understand the particular needs of affected societies, and who are able to communicate effectively with their host nation counterparts to enhance capacity building. Australia's establishment of the Australian Civilian Corps (ACC), which when mature will have a pool of up to 500 experts for rapid, short-term deployment in post-conflict environments, will add significantly to Australia's civil-military response options.

Figure 4: Constituent Parts of a Society

Recovery and Development

Recovery and development refers to measures that support governments and their communities affected by disaster or conflict in the challenging tasks of reconstruction. While these measures are generally undertaken in a secure environment, they may also be required in highly complex and contested environments, characterised by weak institutions and a rudimentary understanding of accountability. The latter environments may be characterised by threats to peace and stability by spoilers, competition for scarce resources between meeting humanitarian needs and longer term development needs, and the presence of a wide range of international and national actors working in a challenging coordination environment.

Planning for recovery and development is best undertaken in conjunction with response planning. This ensures that short-term activities undertaken during the response phase are congruent with longer-term objectives designed to transform the social, political and economic conditions of the affected country. Recovery and development activities provide the foundation for long-term programs focused on the prevention and/or mitigation of international conflicts and disasters.

In post-conflict environments, recovery and development normally needs to be long term or there is a risk of returning to instability and violence. Effective recovery binds the three requirements for a sustainable peace: security, humanitarian assistance and sustainable development, and good governance and the rule of law (see Figure 5). This is sometimes referred to as the ‘3D’ approach—diplomacy, defence and development.
Australia’s approach to recovery and development in either a disaster or conflict situation is to contribute to a comprehensive strategy, led and owned by the host nation, with agreed and coordinated international donor support. An effective recovery and development strategy:

- assures security and optimises the protection of civilians under imminent threat;
- provides effective humanitarian relief to those in need and sets sustainable recovery and development benchmarks;
- acknowledges host nation sovereignty and acts within the bounds of requests; and
- contributes to efforts to establish the standards for good governance and the rule of law.

**Understanding Department and Agency Contributions**

Australia has a number of specific arrangements in place to ensure that matters of national security are dealt with promptly and efficiently. International conflict and disaster management falls within these arrangements. Departments and agencies are committed to understanding the specific contribution that each brings to conflict and disaster management, including respective roles, responsibilities and technical expertise. These roles and responsibilities are explained on the respective websites of each department and agency. Where appropriate, state and territory governments are requested to assist with the provision of technical expertise. Coordinated through the relevant Commonwealth department or agency, states and territories are able to contribute health, emergency management and policing capabilities to support Australian national response and recovery efforts offshore.

Australia’s national security architecture, through its committee system, enables government to receive civil-military advice, consider options, and make strategic decisions on Australia’s response to conflicts and disasters. The National Security Committee of Cabinet (NSC), chaired by the Prime Minister, is the peak Australian government ministerial decision making body on national security matters, including crisis management. The NSC considers major international security issues of strategic importance to Australia and determines national responses to developing international situations, including overseas conflicts and major disasters. In addition to the NSC, and depending on the nature and scale of the
international conflict or disaster, the Prime Minister may assume primary responsibility for leading the government’s response, including acting as the primary spokesperson, or may delegate these tasks to the Minister for Foreign Affairs or another member of the government. The Prime Minister may also determine to convene a full Cabinet meeting to ensure multiagency coordination between domains and jurisdictions, and with other nations and the United Nations, conditional on the needs of the situation.

**International Crisis Management Arrangements**

The government’s crisis management arrangements for conflicts and disasters overseas are shown in Figure 6. Minor international crises are dealt with in accordance with existing department and agency-led plans and arrangements. For more significant conflicts and disasters, an interdepartmental emergency task force (IDETF) is established by DFAT. The IDETF is the senior interdepartmental committee for coordinating international conflict and disaster management, and for monitoring progress of Australia’s support. The IDETF guides the provision of advice to government in the international context, bringing together relevant departments and agencies to identify resources and options, and make recommendations on the appropriate form of crisis response. The IDETF is chaired by a senior DFAT officer, and may be co-chaired by the National Security Adviser at times when a crisis is of sufficient complexity, magnitude or sensitivity. Membership of the IDETF also includes senior representatives from Defence, AusAID, AFP, AGD and the Department of Finance and Deregulation, with representation from other departments and agencies as required.

*Figure 6: Australia’s International Crisis Management Arrangements*

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**Ongoing National Security Arrangements**

The government’s ongoing national security arrangements for coordinating long-term strategies for conflict prevention and disaster risk reduction overseas are shown in Figure 7.

The Secretaries Committee on National Security (SCNS) provides coordinated multiagency advice to the NSC on national security policy, coordinates implementation of associated policies and programs, and gives guidance to agencies involved in intelligence and security. SCNS is chaired by the Secretary of PM&C. Membership includes the National Security Adviser; the Secretaries of DFAT, AGD, Defence, Treasury and the Department of Immigration and Citizenship, as well as the Chief of the Defence Force, the AFP Commissioner and the Directors-General of the Office of National Assessments (ONA), the Australian Security Intelligence Organisation and the Australian Secret Intelligence Service. Representation from other departments and agencies is provided as required.
Understanding the Roles and Responsibilities of Key Actors

The fourth track of Australia’s approach to conflict and disaster management requires departments and agencies to understand the capacity of other contributing partners. Australia recognises that it cannot, and should not, work in isolation but do so as part of an international effort. Pre-eminent is this partnership is the government of the affected country.

The United Nations is a key actor in international conflict and disaster management and its effectiveness is a direct reflection of the input of its member states. Australia actively supports the United Nations and recognises the positive advantages that the UN’s principles of independence, neutrality and impartiality can bring to conflict and disaster situations. The UN Security Council, General Assembly, Secretariat, and its various departments, agencies and programmes all contribute to peace and security through peacemaking, peacekeeping, and peacebuilding. When disasters strike the United Nations can provide significant aid and assistance to relieve suffering through its humanitarian and development agencies. Australian government departments and agencies fund and work closely with the various organs of the United Nations in conflicts and disasters, requiring the establishment of close personal contacts and a thorough appreciation of how the organisation functions and its reform agenda. With these contacts and knowledge, Australia is well placed to help promote more cohesive civil-military interaction in partnership with the United Nations in conflict and disaster situations.

In many developed countries the primary responsibility for disaster relief rests with civil authorities, supported by military forces for short periods when deemed necessary. This is not the case for many developing countries where military forces are often the first responders, and where national disaster authorities may reside within defence ministries. These circumstances require Australia to have a good understanding of the national disaster mechanisms that exist within countries that may potentially require support and the provision of Australian personnel and materiel.

6 The three basic principles of the United Nations are: consent of the parties; impartiality; and non-use of force except in self-defence and defence of the mandate. Other success factors for UN peacekeeping are: legitimacy; credibility; and promotion of national and local ownership. UN Department of Peacekeeping Operations, United Nations Peacekeeping Operations: Principles and Guidelines, United Nations, New York, 2008.
Developing and Implementing Multiagency Strategies

Without seeking to be prescriptive, this conceptual framework identifies three initial multiagency strategies that will help ensure continuous civil-military improvement in conflict and disaster management. The purpose of these strategies is to assist departments and agencies to improve Australia’s effectiveness in international conflict and disaster management by: promoting common aims and objectives through shared understanding; developing structure and processes that enhance preparedness to respond to conflicts and disasters overseas; and building collaborative relationships and organisational understanding. The three strategies are:

- enhancing strategic decision making;
- investing in preparedness; and
- developing measures of effectiveness.

These strategies, deriving from the six Guiding Principles and supporting the four tracks for Promoting Multiagency Understanding, will be the subject of further multiagency consideration.

Enhancing Strategic Decision Making

Australia’s conflict and disaster management arrangements need to ensure timely and holistic decision making, reflecting the most appropriate coordination of available civil-military information and capabilities. The effectiveness of government strategic decision making is dependent on the provision of accurate and timely advice to ministers.

Where Australian civil-military assets are to be deployed, it is the strategic decision makers’ responsibility to provide clear tasking and allocate the resources necessary to achieve specified outcomes. Multiagency, consultative leadership enables the delivery of considered advice to government on comprehensive civil-military options to best assure coordinated outcomes at the operational level.

As noted, extant ministerial and senior interdepartmental committees are able to marshal the depth of expertise across government required to develop and implement comprehensive civil-military strategies. This resource is supplemented, when necessary, with non-governmental advice and expertise. Over the past decade, Australia has utilised this approach in its response to a variety of crises. By acknowledging lessons learned from these experiences, Australia can continue to invest in enhancing its decision making effectiveness through improved civil-military collaboration and planning.

Ministers are provided with civil-military advice across the spectrum of conflict and disaster management both by their line agencies and through the IDETF process. This decision making process is improved if the roles and responsibilities of senior committees are clearly articulated and understood, and if interdepartmental mechanisms are able to consider fully the available civil-military options and capabilities.
The early activation of senior interdepartmental committees is important in providing the necessary guidance for coordinated civil-military action. These committees enable a proactive approach to conflict and disaster management, supporting the development of options and contingency plans, and in the monitoring of emerging conflicts and potential disasters.

Clearly-articulated, accurate and timely civil-military advice for effective decision making is based on comprehensive situational awareness and coherent communications. Situation awareness is achieved through the synthesis of information from disparate sources and the continuous distribution of this information across departments and agencies. Regular reports from government departments and agencies (including input from Australian missions abroad) are particularly important. Information from reputable international organisations and NGO sources (such as the United Nations, World Bank, the Red Cross and Red Crescent movement, and the International Crisis Group) can also be invaluable. The integration of this information into a common picture across agencies helps strengthen a shared understanding of the specific situation and assists in shaping the development of strategic options.

Coherent communications is enhanced by a common understanding of terminology. This provides clarity in strategic decision making, especially during crisis response. It is important that decision makers have a common understanding of civil-military terms and concepts used, such as ‘stabilisation’, ‘reconstruction’, ‘civil-military coordination’, ‘disaster management’, and ‘crisis response’. A Common Language Guide, to be developed by the Centre in collaboration with departments and agencies, will help provide agreed civil-military terminology for use in international conflict and disaster management. The consistent use of agreed terminology will also assist government in its important responsibility of community consultation. When conflicts and disasters occur, the early development of a transparent public communications plan, setting out Australia’s position and response, is an important component of the strategic decision making process and an important early task for IDEFs. Such a plan supports ministers, officials and other Australians engaged in these activities in communicating with the host government, the Australian public and international partners, as well as in facilitating the coordination of media releases.

Investing in Preparedness

Investing in civil-military preparedness measures is a priority for departments and agencies involved in conflict and disaster management. Preparedness is central to competent crisis management, enabling strategies for prevention and/or mitigation, response, and recovery and development to be implemented effectively.

Civil-military preparedness enables greater integration between agencies and improves decision making and planning. The benefits for Australia from investing in an ongoing program of civil-military preparedness include:

- strengthened collaboration and understanding of roles, responsibilities, planning processes, capabilities and modes of operation between departments and agencies, based on trust and mutual respect;
- increased awareness between government and partner nations and organisations (such as the United Nations) involved in conflict and disaster management;
- development and refinement of collaborative multiagency working practices and procedures; and
- closer multiagency coordination between the strategic and operational levels.
Civil-military preparedness is enhanced through the provision of career incentives for personnel seconded between departments and agencies to focus on civil-military activities as part of ‘core business’; the delivery of coordinated and joint training and education programs; the development of guidelines and doctrine; the conduct and dissemination of relevant research and lessons learned; and the cultivation of a collaborative culture to aid planning and implementation. The establishment of the Centre enables assistance to be provided to departments and agencies in each of these areas. Additionally, the Centre is able to provide advice to departments and agencies on civil-military matters relating to the development of integrated strategies for conflict and disaster management, including transition between military-heavy and civilian-led phases. For example, the Centre is able to help facilitate the development and testing of national civil-military planning capabilities through multiagency workshops and exercises—a valuable tool in testing mechanisms. Departments and agencies working together, in conjunction with NGOs and international partners, not only enable civilian agencies to enhance learning from military-led exercises, but also foster the development of disaster and conflict exercise scenarios to support civilian-led exercises.

Planning is an important element of preparedness, enabling the development of comprehensive civil-military options for conflicts and disasters. Planning includes:

• delineating the roles and responsibilities of contributing agencies;
• identifying different planning processes and key interdependencies between agency activities;
• developing mechanisms to support multiagency interaction;
• highlighting the various types of civil-military collaboration, both by Australia and with international actors;
• identifying the civil-military requirements and priorities to enable transition between response, recovery and development activities; and
• facilitating the identification of long term development objectives while concurrently undertaking security and humanitarian actions.
Developing Measures of Effectiveness

Australia’s commitment to conflict and disaster management is expensive in resources and the opportunity cost can impact significantly on the government’s financial allocations. The development of measures of effectiveness, therefore, against which Australia’s performance can be judged, is an important component of the decision making processes. Given that each conflict and disaster situation will be different, each will require specific measures of effectiveness to enable proper evaluation of the benefits of Australia’s contribution.

Civil-military measures of effectiveness also assist in providing the baseline for conducting research and deriving lessons learned, thereby facilitating continuous improvement through organisational learning. Such measures also enable civil-military deployments to adapt their strategies to the evolving conflict and/or disaster situation, helping to identify areas where greater coordination is required. Examining the success of civil-military collaboration in conflict and disaster management activities, and identifying and sharing key lessons across departments and agencies, assists the development of strategies and mechanisms for enhancing Australia’s future approach. This evaluation process can include lessons learned from the experiences of relevant multiagency organisations, including those of Australia’s allies and its international and regional partners.

The Centre is well placed to assist departments and agencies in the development of these measures of effectiveness to support civil-military collaboration. Through its programs, the Centre is able to help improve Australia’s civil-military capabilities for international conflict and disaster management. The development of ‘real time’ capabilities would further allow the Centre to identify the key lessons, and to evaluate progress, as soon as the government directs a civil-military response. The lessons learned from such research and evaluation activities can contribute to contemporary civil-military knowledge of conflicts and disasters, inform future decision making and strengthen civil-military best practice. Assuring access to evaluations through appropriate cataloguing and retrieval mechanisms (knowledge management) is essential. Over time, such records can assist in supporting strategic planning and decision making for Australia’s comprehensive civil-military approach to conflict and disaster management overseas.
Conclusion

*Strengthening Australia’s Conflict and Disaster Management Overseas* highlights Australia’s commitment to improved civil-military preparedness in preventing, responding to, and supporting recovery and development in international conflicts and disasters. The document is an important step in enhancing Australia’s multiagency approach to international crisis management.

By strengthening civil-military collaboration at the strategic level, decision makers, planners and managers will be able to deliver better operational outcomes in a coordinated and cost-effective manner. The Centre has been established to support this process and, as it matures, it will be better placed to assist departments and agencies.

Australia rarely undertakes international conflict and/or disaster management unilaterally, working instead with host states, multinational coalitions and/or as part of UN missions. Increasingly, departments and agencies also work more closely with host governments and non-state actors across the civil-military space.

The potential benefits of this conceptual framework will be realised when the *Guiding Principles* are inculcated within the culture of all departments and agencies, driven by the continuing commitment and leadership of agency heads, and facilitated by effective financial mechanisms. This culture of civil-military multiagency collaboration will enhance Australia’s conflict and disaster management overseas, while ensuring the optimum utilisation of scarce resources.

*Strengthening Australia’s Conflict and Disaster Management Overseas* is a living document that will be periodically updated by the Centre in consultation with government departments and agencies.