



Austcare
World Humanitarian Aid

EXERCISE KAKADU 2007

The Role of NGOs in Humanitarian Assistance & Disaster Relief: How Better to Integrate?

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SCOPE

- What is an NGO?
- Australia's strategic options
- Human Security & the Responsibility to Protect (R2P)
- Civil-military interaction in disasters and complex emergencies



What is an NGO?

- IOs and NGOs
- Different types of NGOs
- Representation, governance and accountability of NGOs
- Cultural differences between NGOs and the military, centred around humanitarian principles



AUSTRALIA'S STRATEGIC OPTIONS

Confirming National Interests

What choices do we have?

- Archipelagic or global priorities?
- Bilateral or multilateral emphasis?
- National security or human security?
- Military-led or military-supported?
- Maritime or continental strategy?
- State building or “war on terror”?
- Listening to or lecturing the UN and regional neighbours?
- Top-down or bottom-up approach to better governance?



HUMAN SECURITY & THE RESPONSIBILITY TO PROTECT (R2P)

- Human security is people-centric ...
... whereas national security is state-centric
- Responsibility to Protect (R2P) ...
... the duty of governments to intervene to prevent and/or end acts of violence (genocide, crimes against humanity, human rights violations).
- Neither human security nor R2P is reflected in current Australian Government security thinking.



Protection

- Ambiguous term - different strokes for different folks
- NGOs like Austcare accept and support the agreed terminology of the UN Inter-Agency Standing Committee (IASC) and the ICRC:

*“The concept of protection encompasses all activities aimed at obtaining full respect for the **rights** of the individual in accordance with the letter and the spirit of the relevant bodies of **law** (i.e. human rights law, humanitarian law and refugee law).”*



A Summary of Protection Concepts [1]

- **Category 1: Civilian Protection and Traditional Military Approaches**
 - **Concept 1:** Protecting Civilians as an Obligation of Military Actors during the Conduct of War (the Geneva Conventions Concept)
 - **Concept 2:** Protecting Civilians as the Result of Using Force Traditionally (the Warfighting Concept).
- **Category 2: Civilian Protection and Humanitarian Thinking**
 - **Concept 3:** Civilian Protection as the Provision of Broad Security (the “Humanitarian Space” Concept)
 - **Concept 4:** Protecting Civilians through the Operational Design of Assistance (the Relief Agency Concept)
- **Category 3: Civilian Protection and Coercive Protection Operations**
 - **Concept 5:** Civilian Protection as a Set of Tasks in Peace Operations (the UN Peacekeeping Task Concept)
 - **Concept 6:** Protecting Civilians through a Military Intervention to Prevent Mass Killings (the “Responsibility to Protect” Concept).

[1] Source: Victoria K. Holt & Tobias C. Berkman *The Impossible Mandate? Military Preparedness, the Responsibility to Protect and Modern Peace Operations*, Henry L. Stimson Center, Washington, 2006, Ch 3.



CIVIL-MILITARY INTERACTION

“ I am serious about making sure we have the best relationship with the NGOs who are such a force multiplier for us, such an important part of our combat team. We are all committed to the same, singular purpose to help every man and woman in need, who is hungry, who is without hope, to help every one of them fill a belly, get a roof over their heads, educate their children, have hope.”

U.S. Secretary of State Colin Powell to NGO Leaders,
26 October 2001



Characteristics of Disasters & Complex Emergencies

- Chaos - human suffering & displacement
- Reactive triage or long-term stability?
- Overlap of “humanitarian space” and “battle space”
- CIMIC / CMCoord may be critical
- Highly politicised and often highly militarised environments



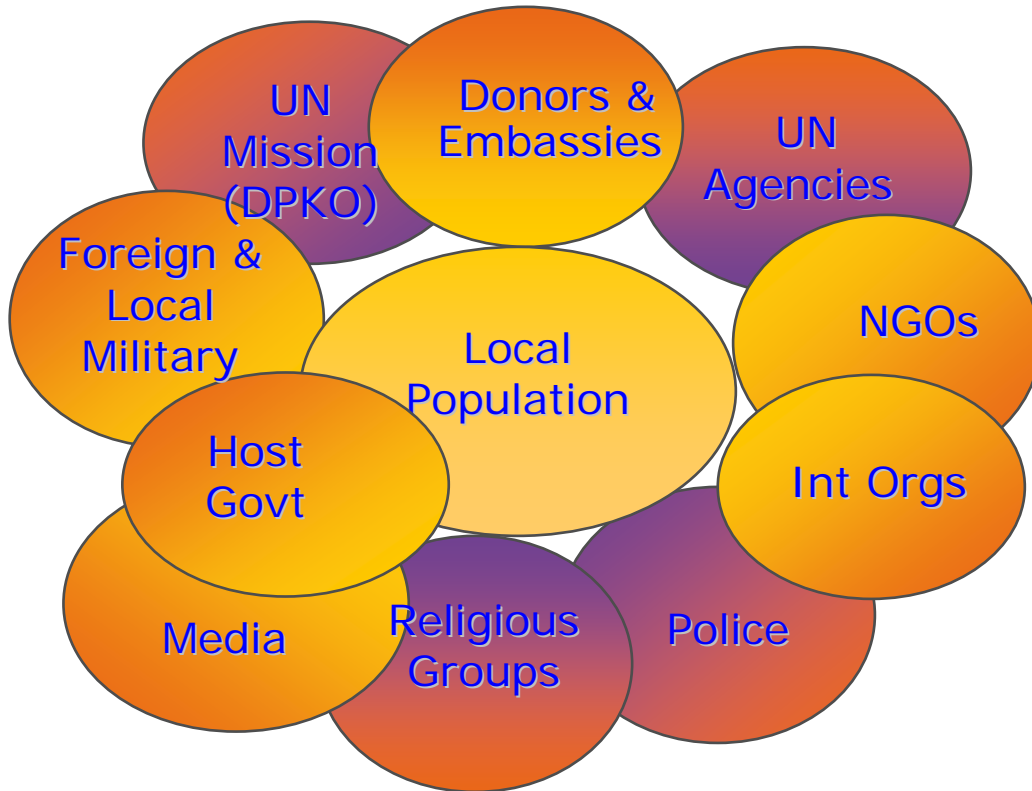
Civil-Military Relations

Effective civil-military relations are characterised by:

- A relationship of mutual support, trust, respect, and separateness.
- An understanding of common objectives.
- Exchange of information between military and civil actors.
- Aided by joint planning – before, during and after deployment.



Civil-Military Actors



Therefore...

... the military cannot work in isolation!

Competing Interests!

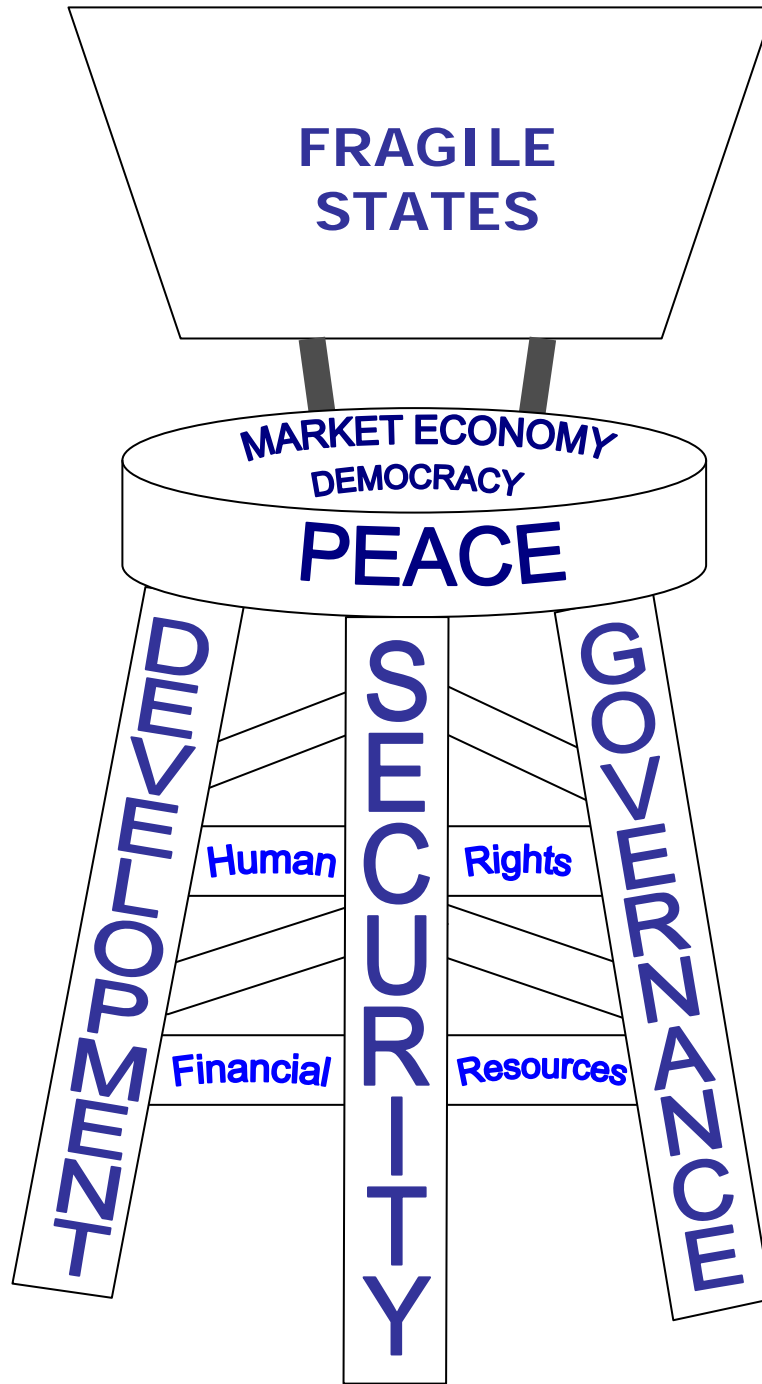
Cooperation or Chaos?



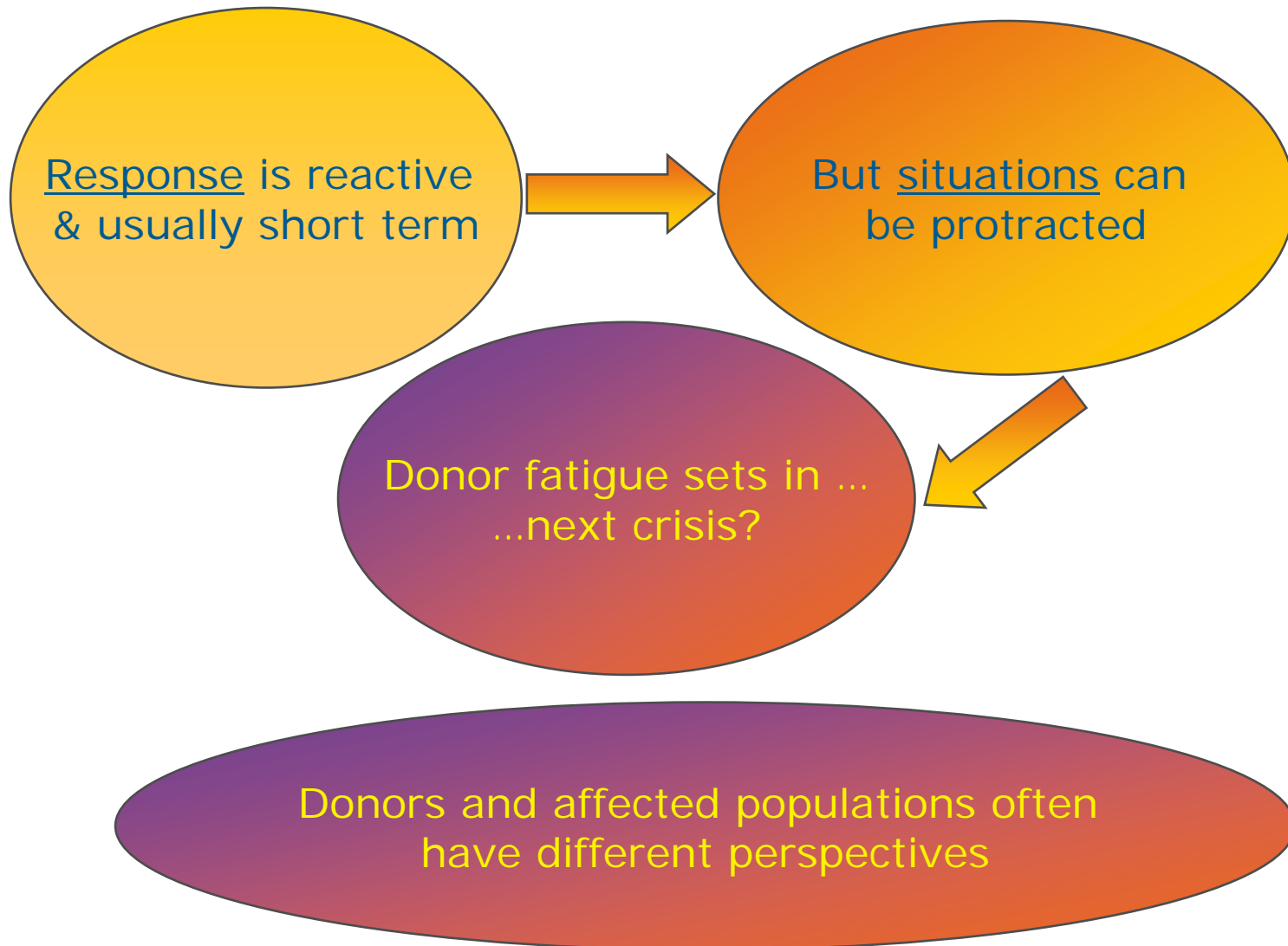
Do Civil-Military Actors speak the same language?

- Civil-Military Affairs (CMA)
- Civil-Military Cooperation (CIMIC)
- Civil-Military Co-ordination (CMCoord)
- None of the Above?





Responding to fragile States



ADF Definition of CIMIC

- *“the coordination and cooperation, in support of the mission, between the commander and civil actors, including the national population and local authorities, as well as international, national and non-government organisations and agencies.”
(ADDP 3.11 & LWD 5-2)*
- But, this defines CIMIC from a “military” perspective: what if the civil and military objectives are not aligned?



CMCoord – UN OCHA

- “the essential dialogue and interaction between civilian and military actors in humanitarian emergencies necessary to protect and promote humanitarian principles, avoid competition, minimise inconsistency and when appropriate, pursue common goals.”
- A shared responsibility.
- A better reflection of the differences and realities between the military and civilian humanitarian actors.



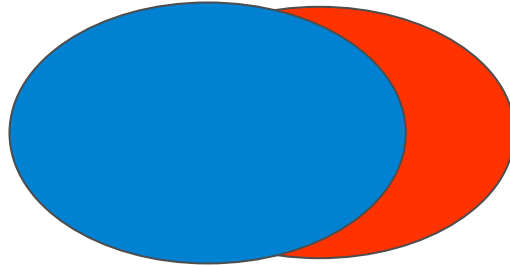
CIMIC/CMCoord works best when:

- A secure environment exists.
- Civil authority predominates.
- International legitimacy is apparent and non-ambiguous.
- The host-population is supportive.

But such situations are rare!



Objectives of Military & Humanitarian Actors



- Civil and military endstates are not the same.
- Military actions are driven by political objectives – “national security”.
- Humanitarian actions are driven by concern for the civil population – “human security”.
- When **human rights** is a key political objective, potential for cooperation is highest.
- **If the population is or becomes a military target, cooperation is very difficult for humanitarian actors.**



UN Humanitarian Operations

- Understand and follow these principles:
 - IASC Reference Paper 28 June 2004, Civil- Military Relationship in Complex Emergencies.
 - IASC Working Group, Rome, 22 March 2005, “UN Humanitarian CMCoord Concept”
- Understand the role and responsibilities of UN Humanitarian Coordinators



Humanitarian Principles

- **Humanity**
 - To bring assistance to people in distress without discrimination
- **Impartiality**
 - Action is based solely on need
- **Neutrality**
 - Humanitarian action must not favour any side in an armed conflict
- **Independence**
 - Humanitarian action must be kept separate from political, economic, military or other objectives

DO NO HARM!



UN Humanitarian Cluster Leads

- Logistics - WFP
- Protection – UNHCR
- Health - WHO
- Shelter - UNHCR
- Water and Sanitation – UNICEF
- Nutrition – UNICEF
- Camp Management (refugees and IDPs) – UNHCR (and IOM)

UN Emergency Response Coordinator (OCHA)



Can Militaries work with NGOs?

- Sometimes, with some NGOs – case-by-case.
- If, NGO principles are not jeopardised.
- NGOs are wary of “belligerent donors”.
- NGOs must abide by their Codes of Conduct and will be held accountable.
- NGOs are accountable to their beneficiaries, their donors and their Boards.
- NGOs prefer the military to provide humanitarian assistance only as last resort. But NGOs want the military and police to ensure a secure environment.



Understanding NGO Principles

- *The Code of Conduct for International Red Cross and Red Crescent Movement and NGOs in Disaster Relief*
- *SPHERE Charter and Minimum Humanitarian Standards*
- *ACFID Code of Conduct (for Australian NGOs)*
- *UN Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies*
- *UN Guidelines on the Use of Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines)*

But, don't assume all NGOs understand and follow these!



Best Areas for Coordination:

- Security
- Logistics
- Communications
- Transportation
- Information (selective)

PRIORITISATION



Potential Areas of Discord

- When freedom of movement is threatened
- When military invades the Humanitarian Space
- Lack of civilian authority
- Dependency culture is created
- When military denies assistance
- When military focuses on information gathering
- When military use language inappropriately (eg. 'humanitarian', 'impartiality', 'security')
- When military action causes later harm to civilians (reprisals)



How might the ADF work better with NGOs?

- Better knowledge of NGOs & their responsibilities
- Include NGOs in training and preparation
- Work with selected NGOs to develop mutual respect and understanding...
 - ... funding is a key issue
- Ensure commanders have a humanitarian advisor
- Undertake research on NGO-ADF collaboration
- Understand and promote the inclusion of human security and R2P in strategic guidance
- Develop doctrine on “protection”
- Support the establishment of a centre of excellence

