



# Round Table

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## **PART 1: TRENDS IN EU HUMANITARIAN POLICY AND FUNDING**

### ***Joachime Nason (DG ECHO), The European Consensus on Humanitarian Aid***

As part of a stakeholder consultation on EU humanitarian aid policy, a questionnaire was sent to EU Member States and around 220 DG ECHO partner organisations in December 2006. A roundtable with 40 partner organisations took place in Brussels on 22 February 2007. There the three groups of partners (NGOs, Red Cross/Red Crescent Movement, UN) first discussed their respective positions.

The results of the consultation process demonstrated a great interest from both Member States and implementing partner organisations in developing an EU consensus on humanitarian aid. The results represented a very high response rate of about two thirds (175 replies) and responses were of high quality and very detailed.

Main conclusions from Questionnaire, which are dealt with in the Communication from the Commission to Parliament and Council (13 June 2007):

- The humanitarian space is fragile and under threat and there is a lack of understanding and respect of international humanitarian law.
- An increasing number and variety of actors are becoming involved in humanitarian business. The multitude of actors increases the need to coordinate and to disseminate the principles underpinning humanitarian aid.
- Financing of humanitarian aid appears to be insufficient to meet all the needs. There is an expectation that a consensus on EU humanitarian aid policy would be a key in addressing these concerns.
- Implementing partners encourage for EU to be more active in the advocacy, defence and dissemination of International Humanitarian Law and the principles of humanitarian aid.
- Generally positive attitude from both Member States and partners towards an endorsement of Good Humanitarian Donorship at EU level, there is an expectation that specific aspects of GHD could be developed further.
- Ensure a diversity of implementing partners in combination with a flexible and predictable financing system
- Ensure that needs are covered equitably (i.e. attention to forgotten crises/needs), that a large diversity of partners must be maintained and that sufficient attention is paid to capacity building of partners
- Member States and partners indicate a high level of consensus about a need to clarify and delineate the roles and mandates of humanitarian actors on the one hand and other actors involved in international disaster relief efforts such as civil protection organisations and military forces on the other hand.
- Concerning the issue of EU coordination and policy making, Member States and partners agree that an increased effort should be made. Not only should EU coordination and policy-making reflect international efforts under the leadership of the United Nations, but they should also be used by the humanitarian community to occupy more forcefully the political ground.

Member States' and partners' opinions differ on a limited number of issues.

- While most Member States do not see a necessity to establish global targets for funding of humanitarian aid, partners would find such targets helpful.
- Some partner organisations have expressed concerns that the management of civil protection actions could reduce the neutrality and independence of humanitarian aid policies, because civil protection forces are state actors.

Timing: adoption of tripartite consensus (European Parliament, Commission and Council) towards end of 2007. Work is ongoing in Parliament (Development Committee) and Council (CODEV working group with humanitarian set up). The draft text of the consensus is expected from the Portuguese Presidency and distributed to the Member States by 23 July 2007.

***Kathrin Schick (VOICE Director), NGO humanitarian advocacy at EU level***

VOICE is a network of European humanitarian NGOs.

- Diversity of NGOs in terms of expertise and size, NGOs rooted in civil society.
- NGOs deliver around 60% of all humanitarian aid.
- NGOs welcome the Consultation Process that has given the opportunity to make the work of the partners visible.
- The Questionnaire: VOICE compiled in-puts from 45 NGOs. 90 NGOs supported the consolidated reply.

Main messages:

- New Challenges: security and access.
- Humanitarian principles as tools to guarantee access and security (which is becoming a major issue), and the independence of NGOs. The Communication shows a strong commitment to humanitarian principles
- The need for diversity of civilian humanitarian actors who are committed to professionalism and to constantly improve their performance and impact. Cf. quality issues such as Sphere, the Code of Conduct, People in Aid, etc.
- New actors: military, civil protection (building up a parallel strategy, risk of instrumentalisation of HA): Need for a clear distinction to be made between humanitarian aid and crises management instruments, including the use of civil and military assets (Oslo and MCDA Guidelines which the Member States are trying to change). The Communication states that civil protection has a role to play in complex emergencies
- Greater commitment towards prevention and preparedness through DRR and local capacity building issues (issues clearly brought out by the Communication.)
- Funding: More funding is needed so as not to divert funds to other actors or to transport, etc. CERF represents only a small portion of humanitarian funding for NGOs. Need for diversity of funding. It is Important to preserve HA as well as solidarity from Europeans.
- Need for strong commitment from Member States to engage in this process.
- Challenges for NGOs which are not technical implementers only: professionalism; complementarity; to unify voices more; need to talk not only to Foreign Affairs and Development ministries but also to the Defence and Interior Ministries, and need to collaborate with the press.
- Humanitarian aid has become a sector which many actors want to be involved in.
- Tsunami: importance of lessons learned, but it is not the only type of crises (forgotten emergencies).
- NGOs will continue to stress the importance of working in partnership and dialogue both with donors and local partners.
- Governments need to ensure complementarity and better coordination

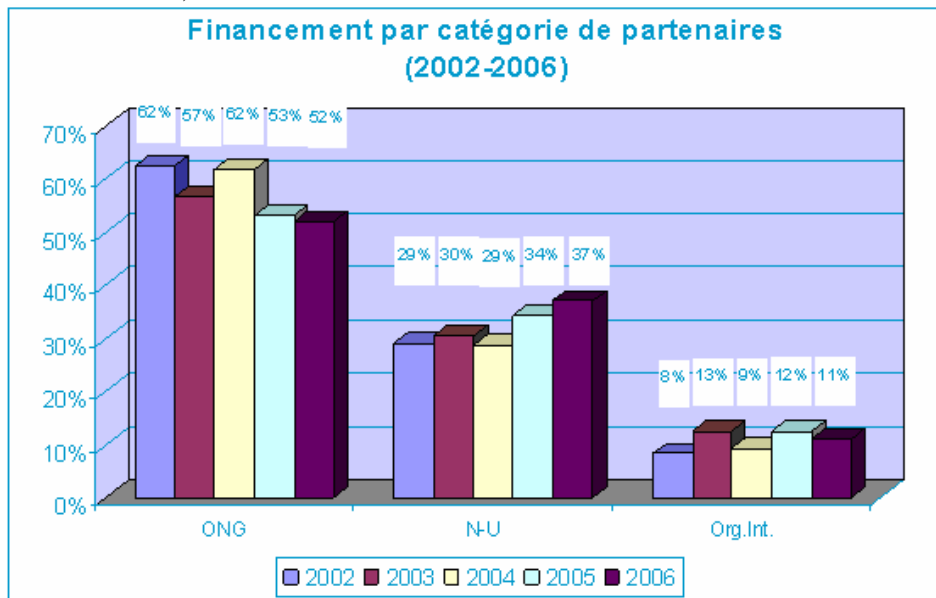
**Allan Dueland (Head of Global Funding Unit, DanChurchAid), EU Funding: an NGO perspective**

Funding from ECHO and EuropeAid: A Strategic decision

- ⇒ Basic figures to illustrate the EU funding trend in DCA
  - In 2000: 28 mil. DKK (3.75 mil. EUR). Hereof 22 mil. DKK (3 mil. EUR) from ECHO (80%)
  - Global Funding Unit staffing in 2000: 1 Coordinator and 2 Programme Officers
  - In 2006 total EU funding reached 53 mil. DKK (7.2 mil. EUR). Hereof 24 mil. DKK (3.2 mil. EUR) from ECHO (45%)
  - Global Funding Unit staffing in 2006: 1 Coordinator, 6 Programme Officers and 1 Administrator
  - A shift from predominantly ECHO funding to a mix of ECHO and EuropeAid
  - 45 applications submitted in 2006
  
- ⇒ Global Funding Unit Specialisation and Integration in DCA
  - Focus on the design and elaboration of proposals
  - Focal point for donor procedures and requirements “how are things done”
  - Integration into Regional Offices
  - Programme Type technical input from Programme Development Unit
  - Procurement by ProLog Unit
  
- ⇒ ECHO/EuropeAid presence in the Field and DCA Decentralisation
  - ECHO Field Presence
  - EuropeAid Deconcentration
  - The importance of being present in the Country of Operation
  - Co-implementation/joint management with partners: A sustainable alternative to self-implementation
  
- ⇒ Cooperation with ECHO and EuropeAid
  - ECHO
    - ECHO’s speed in adopting decisions
    - Direct and efficient dialogue with TAs and Desk Officers
    - High Degree of flexibility during implementation (budget modifications, change of activities etc.)
    - National Consultative Meetings (DIPECHO)
    - A model for replication?
    - Sometimes differential treatment (from region to region, partner to partner)
    - Procurement demands not always fully understood by TAs
  
  - EuropeAid
    - Predictability in terms of formats, guidelines etc.
    - Calls for Proposals: A more fair but somewhat inefficient system
    - Introduction of concept note system
    - Deconcentration makes it easier to gain access
    - Lack of a unified application of rules and regulations
    - Lower level officials tend to apply a rigid interpretation of rules and regulations
    - Brussels unwillingness to give counter-orders
    - The use of arbitrary exchange rates

## Challenges for DCA Global Funding

⇒ Continued decrease in NGO FPA partners' access to ECHO funding (from 62% in 2002 to 52% in 2006)



⇒ Overall increase in ECHO budget

- 671 mil. EUR in 2006
- 875 mil. EUR in 2013 (Food Aid channelled through ECHO)
- 30% increase
- But little to the benefit of NGO FPA Partners if the down ward trend continues:
  - If NGO FPA Partners' share is 42% in 2013 it will be equal to 367 mil. EUR compared with 348 mil. EUR in 2006. This is only an increase of 5.5%
  - Will the trend continue? A question for ECHO and Member States

⇒ EuropeAid

- Untying of Aid – budget lines open for non-EU member states
- The question of reciprocity: How do we gain access to funding from US, Canada, Australia, Norway and Switzerland?
- What can the EU and Member States do to make untying real also on the grant side?
- New budget 2007-2013
- The whole DCI Instrument in principle open to NGOs, but limitations in the Strategies

⇒ Summary of questions

- National Consultative Meetings – a model for replication?
- Will the down ward trend in NGO funding from ECHO continue?
- Real untying of aid: What can the EU and Member States do?

**Anna Jefferys (Humanitarian Advocacy Advisor, Save the Children UK), UN Funding: The CERF**

Save the Children's experience with CERF: the challenges of speed and lack of transparency

- ⇒ What is the CERF?
  - Launched in March 2006
  - Created to encourage speedier and more predictable funding of emergencies; and to improve funding for 'forgotten crises'
  - Committed \$291m to 360 humanitarian projects in 36 countries
  - Additional \$85m Feb 07 for under-funded crises
  - \$214m sudden onset; \$161m forgotten emergencies
  - 72 partners pledged \$400m with the CERF; in 2007 49 states \$100m; pledged \$342m
- ⇒ Save the Children's position since 2006:
  - Enthusiastic
  - Concerned about NGO exclusion
  - Mixed experience.
  - Published: "Exclusion of NGOs: Fundamental flaw of the CERF" Jan 07; "Save the Children and the CERF" June 07
  - Attended CERF Training of Trainers (TOT)
  - Presentations at IASC WG, UN Reform Middle East workshop.
- ⇒ Latest Research
  - Researched Zimbabwe, Kenya, Liberia, Mozambique Indonesia, and Somalia
  - Progress made in 2007
  - Continued lack of tracking
  - Speed of disbursement unproven
  - Fundamental flaw: NGOs deliver up to 80% but no direct access
- ⇒ Zimbabwe 2006
  - IASC Calls for CERF proposals
  - March and November. One week and few days submission periods
  - June: IASC accepts SC proposal
  - July: OCHA approves SC proposal
  - August: OCHA changes 12-month expenditure window to 6 months
  - September: first funds arrive
  - November: OCHA changes 6 months back to 12
  - 2007: SC doesn't reapply for CERF
- ⇒ Liberia
  - Overall, Liberia received \$2.2m grant for life-saving food security needs.
  - SC UK received \$100,00 from WHO for reproductive health training
  - 2 month delay on disbursements
  - Lack of pre-approval delayed the process
- ⇒ Mozambique
  - \$11.2 m in total from the CERF for floods
  - \$324,000 for SC UK
  - Positive partnership between UN and NGOs
  - Cluster lead appealed for CERF funding w/out NGO consultation
- ⇒ Our findings - transparency
  - More improvements are needed in transparency and speed
  - CERF funding should be tracked to show impact
  - CERF Secretariat pressing for reporting –so far little received

- NGOs must be part of the solution
- ⇒ Findings continued...Speed
  - No standardised sub-agreement form
  - Overheads negotiated case by case
  - Jump-start 'seed' funding hard to access
- ⇒ What we want
  - Pre-approval procedures (LoU's) to speed up process
  - Public reporting of speed/impact of CERF funding
  - Project tracking system
  - Real-time evaluation
- ⇒ Wider Humanitarian Reform
  - Cluster roll-out
  - Revised Humanitarian Coordinator role
  - NGO-UN Humanitarian Partnership Teams
  - CERF

## **PART 2: CIVIL MILITARY RELATIONS: LATEST DEVELOPMENTS AND DANISH EXAMPLES**

*Elisabeth Krogh (Senior Consultant, COWI), Presentation of Findings: Review of Civil-Military Activities in Afghanistan/Iraq*

2006: Review of civil-military activities in Iraq and Afghanistan financed by DANIDA

IRAQ: Desk review

AFGHANISTAN: Mission to Feyzabad PRT

TASK:

- Assess relevance, effectiveness, impact and sustainability of the civil-military activities, including impact of MFA civilian advisors posted in the areas
- Capture lessons learned
- Present recommendations for improving the policy, strategy and operational issues

INFORMATION SOURCES:

- Documents
- Interviews with formerly deployed personnel, civilian advisers, NGOs, MFA and MOD staff
- Interviews and field observations in Feyzabad & Kabul

Policy framework

- Inter-Agency Standing Committee's (IASC) guidelines on Military Civil Defence Assets (MCDA) of March 2003
- IASC's reference paper on Civil-Military Relationship in Complex Emergencies of June 2004
- Code of Conduct for NGOs in Disaster Relief.
- Danish governmental initiative on Concerted Planning and Action (CPA): 'Samtænkning af civile og militære indsatser i internationale operationer' from March 2004.
- Policies and parliamentary decisions relating to the Danish engagement in Iraq and Afghanistan

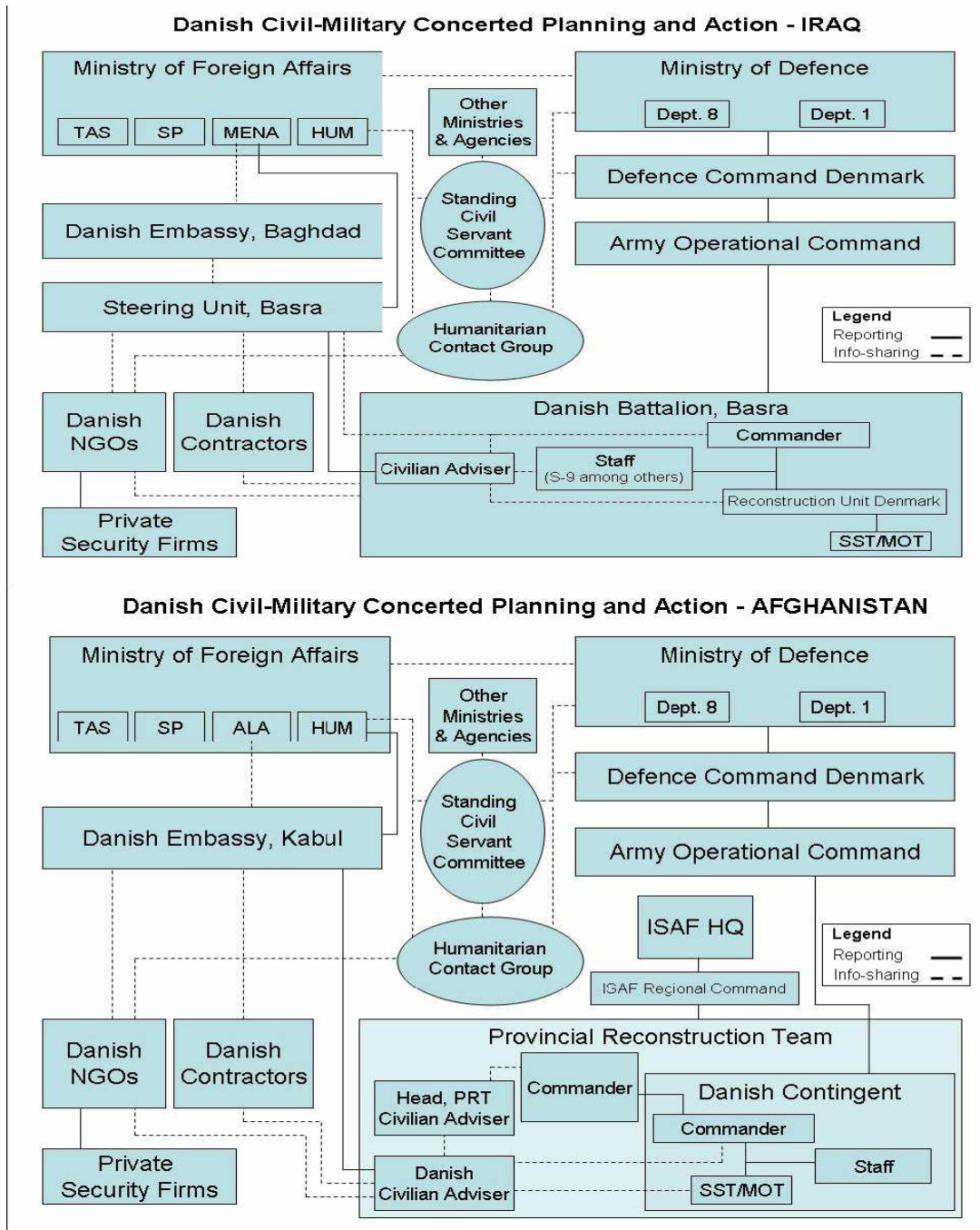


Danish CPA guidelines 2003 and 2005

The objectives listed in the current guidelines for projects facilitated by the Danish armed forces are the following:

- meet elementary humanitarian needs
- assist vulnerable and excluded groups
- create immediate results in the form of material assistance to the local population
- assist the (re-)establishment of the local administration
- promote legal security of individuals and groups

**Organisational frameworks – Iraq and Afghanistan**



### Overall conclusions

- The co-ordination of Concerted Planning and Action is effective in the field and at headquarters
- Lessons have been learnt, guidelines adjusted and operations improved considerably over the review period (2004 - 2006)
- Tangible success in implementing quick impact and visible projects
- Projects not part of coherent strategy
- Little is known about socio-economic impact -positive or negative
- Line between CIMIC and CPA projects blurred on the ground
- Military success factors dominate over socio-economic
- More humanitarian and development expertise needed
- Military should leave implementation to NGOs when security allows
- Military presence may have contributed to stabilisation (not confirmed)

### Strategic framework

- International, Danish and operational guidelines provide adequate co-operation framework, but not locally-grounded strategic direction

### Recommendations

- ⇒ Develop basic contextual strategy for Danish assisted rehabilitation and reconstruction activities, including:
  - Prioritise sectors and geographical areas
  - Align with local authorities and priorities
  - Provide directions for involvement of military given different security conditions

### Working environment

- The CPA work is being carried out under often very difficult and unstable conditions through commendable efforts by the actors involved
- Expectations to achievable results and impact should be adjusted to this particular situation.
- The considerable political attention in Denmark regarding the success of civil-military co-operation in the field has led to high demands for visibility and quick results.
- Discontinuity caused by the 6-month tours of duty for the Danish military personnel.

### Typology of activities – Feyzabad

Type	Time frame	Funding	Organisation	Objective
Gap filling	Short	MoD	CIMIC	Force protection
Rehabilitation	Short/ Medium	Concerted Planning & Action	PRT (CIMIC + Civ. adv.)	Stabilisation Meet civilian needs
Development	Long	Danida	Civilian advisor	Poverty reduction

### Approaches and success criteria - ideal model

Type	Approach	Expertise	Success criteria	Impact
Gap filling	Results through quick action	Technical Communication	Visibility WHAM	Tangible results
Rehabilitation /reconstruction	Results through quick action, acceptance from local communities	Socio-economic Technical Communication	Meet civilian needs Small-scale reconstruction	Social & material results
Development	Process-oriented Community participation	Socio-economic Technical Process skills	Sustainable development Poverty reduction	Long-term Empowerment

#### Relevance, results and impact

- Projects relevant in relation to the needs expressed by local leaders such as leaders of town councils (Iraq) and village elders (Afghanistan) and in relation to visible problems observed during military patrols
- Risk of not grasping differences and divisions in the local population
- Risk of inadvertently sparking local conflict between rival communities.
- There may be needy groups not benefiting from the projects if they are not favoured by the local leadership (including gender issue)
- Baseline studies not capturing socio-economic differences
- Need for improved tools for needs assessment and project monitoring

#### Project implementation

Visible and tangible projects are implemented but may not reach women and vulnerable groups

⇒ Recruit civilian advisors with development expertise

Pre-project assessments may not reflect community needs

⇒ Adopt basic community needs assessment tool

Project monitoring focused on technical quality

⇒ Adopt monitoring tool with socio-economic indicators

Capacity building and local ownership not receiving equal attention in all places

⇒ Include capacity building in all activities

*Afghanistan:* NGOs have reservations about co-operation with military

⇒ Shift funds from CPA/PRT to NGOs when security permits

#### Quality in implementation: Key issues

- Direction and coherence
- Needs assessments based on understanding of socio-economic fabric of local communities
- Outreach to vulnerable and excluded groups
- Keeping track of performance and results
- Utilise comparative capacities of military and civilian actors

#### Training

Pre-deployment training for military personnel is extensive but focused on CIMIC, not reconstruction.

CIMIC Officers not always included in pre-mission visits to deployment area.

Recommendations

- ⇒ Introduce training module on planning and implementing community-based projects in conflict areas.
- ⇒ RUD and CIMIC officers be included in pre-mission visits and longer hand-over periods of personnel be introduced.

Capacity issues

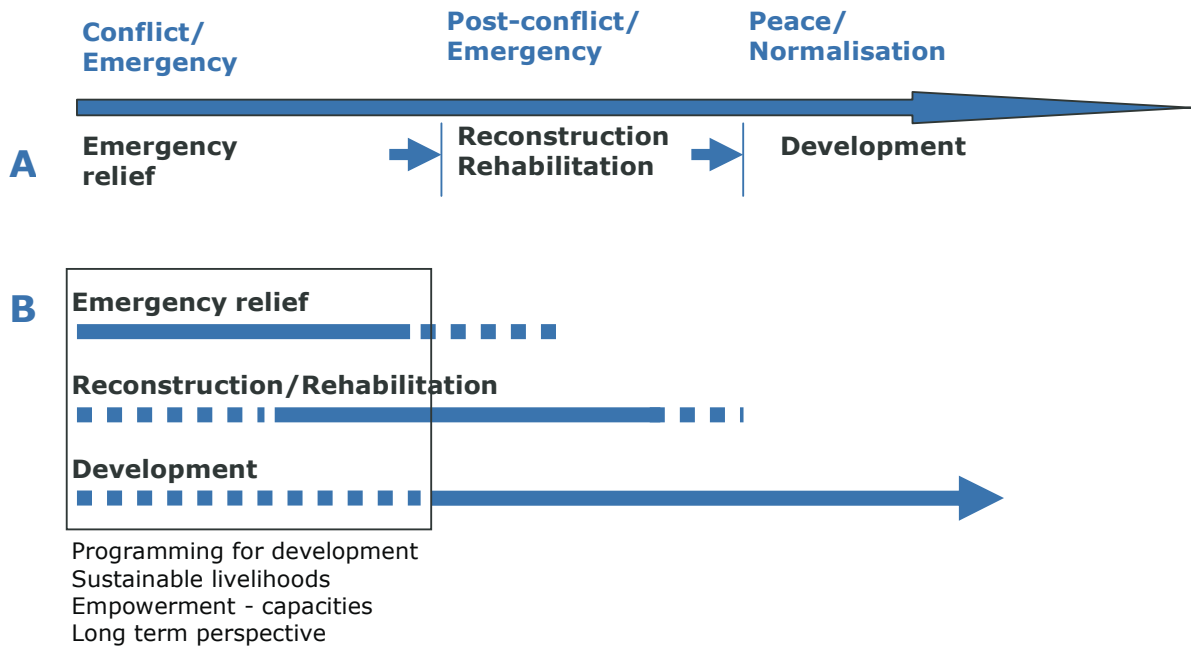
- Posting of civilian advisors has made a considerable difference
- Hard to get civilian advisors with a development background for these difficult areas
- Soldiers can be trained in humanitarian standards and development issues but that does not compensate for experience
- More civilian input needed - can working conditions be made more attractive?
- Comparative competencies of military and NGOs not always utilised due to complicated relations
- Are there any lessons to be learnt from civilian led PRT in Iraq?

Applying a longer term perspective

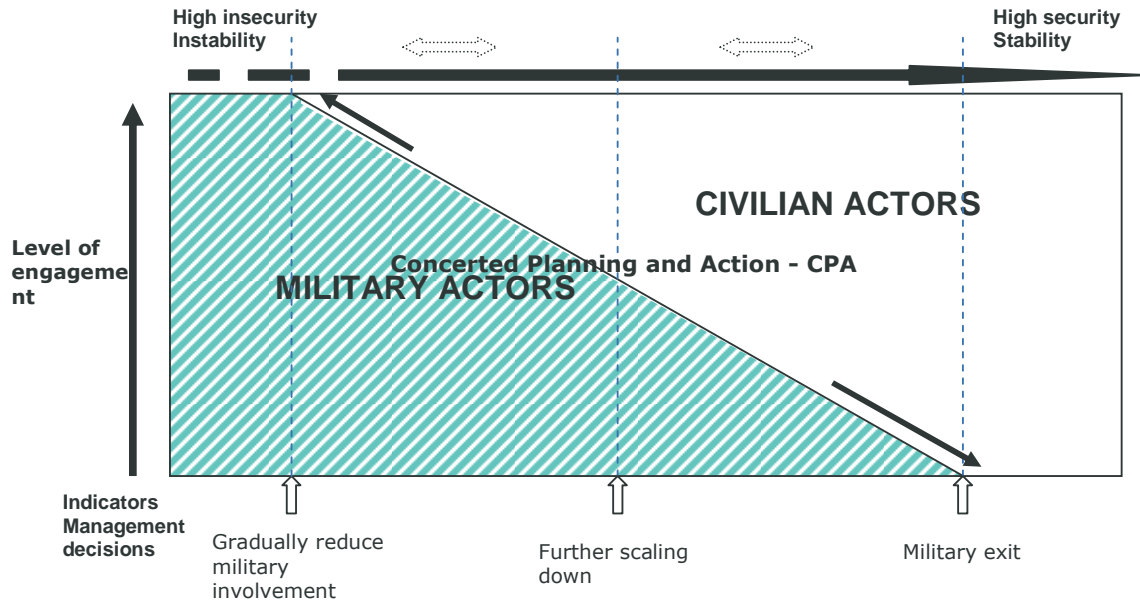
This kind of assistance is difficult to place in categories of humanitarian aid, development or peace keeping.

The review team suggests the term 'reconstruction with a stabilisation and development perspective'.

**Linking Relief, Rehabilitation & Development (LRRD) - in a conflict environment**



## Civil and military actors in different security scenarios



### Challenges and way forward

- Lack of knowledge on socio-economic issues poses a high risk to the future of the CPA concept
- Need for more solid strategy and monitoring of CPA implementation on the ground
- Need for better instruments for needs assessment and monitoring of impact

Can the working group behind the Danish CPA initiative be re-assembled to play an advisory role?

***Eva Grambye (Head of Unit, Humanitarian Office, DANIDA), The EU member State Perspective on CivMil Relations***

### **Danish civil-military concerted planning and action**

⇒ This briefing will touch upon:

- Context – the “Theater”
- The Danish initiative – the CPA
  - Tools for assistance
  - Background, purpose and principles
  - Military’s role in reconstruction
  - Structure for CPA coordination
- CIMIC versus CPA
- Cooperation with NGO’s
- Challenges and way ahead



⇒ Long term perspective: Relief – Transition - Development



- Humanitarian actors are often on the ground before the military mission arrives and after it leaves
- Military mission can take advantage of existing relationships and expertise
- **Sustainability** is important for hand-over and exit-strategies

⇒ The Perception

**APPROPRIATE RELIEF TASKS BASED ON MISSIONS**

Impartiality of Forces Decreases →

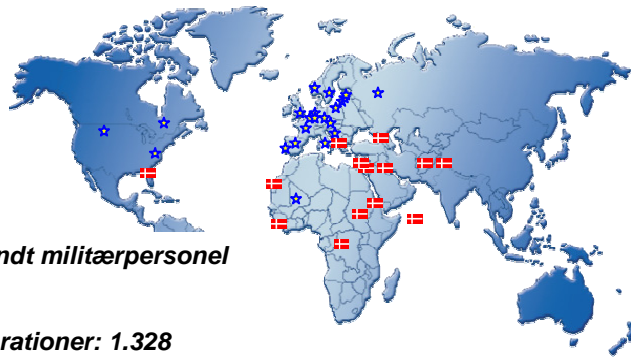
Humanitarian Tasks	Peaceful	Peace Operation / PSO / CMO		Combat
		Peace-keeping	Peace Enforcement	
Direct Assistance	Maybe	Maybe	No	No
Indirect Assistance	Yes	Maybe	Maybe	No
Infrastructure Support	Yes	Yes	Maybe	Maybe

↓ Visibility of Task Decreases

© Hazdra

⇒ Background for launching the CPA

- Increased Danish engagement in international military operations
- Experiences from Eritrea, Kosovo, Afghanistan and Iraq
- Need for an overall national framework
- Concerted planning initiative
- Launched March 2004



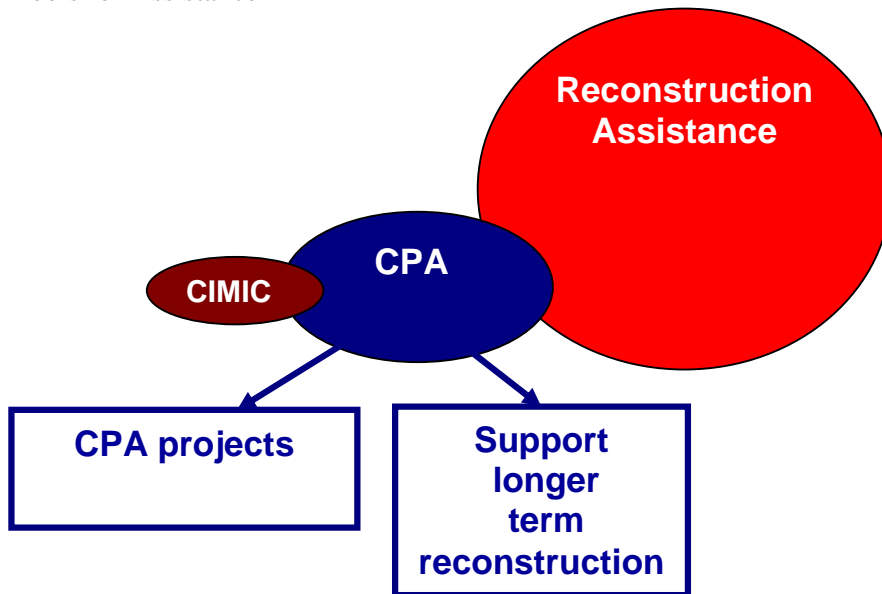
**Internationalt udsendt militærpersonel  
pr. 24. januar 2007**

**i alt: 1.603**

**Internationale operationer: 1.328**

**International tjeneste: 275**

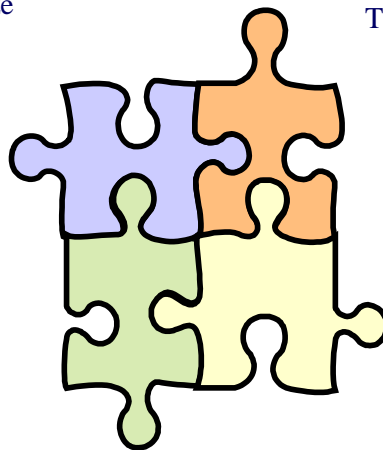
⇒ Tools for Assistance



⇒ Purposes of concerted planning and action

To normalize and stabilize situation

To accommodate civilian needs



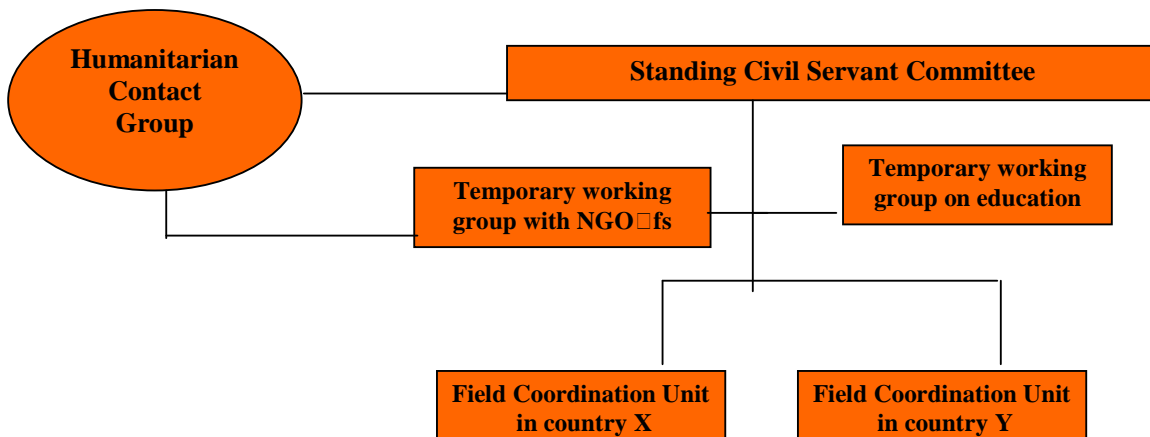
To shorten military presence

To best utilize competences of involved actors in the troops' deployment area.

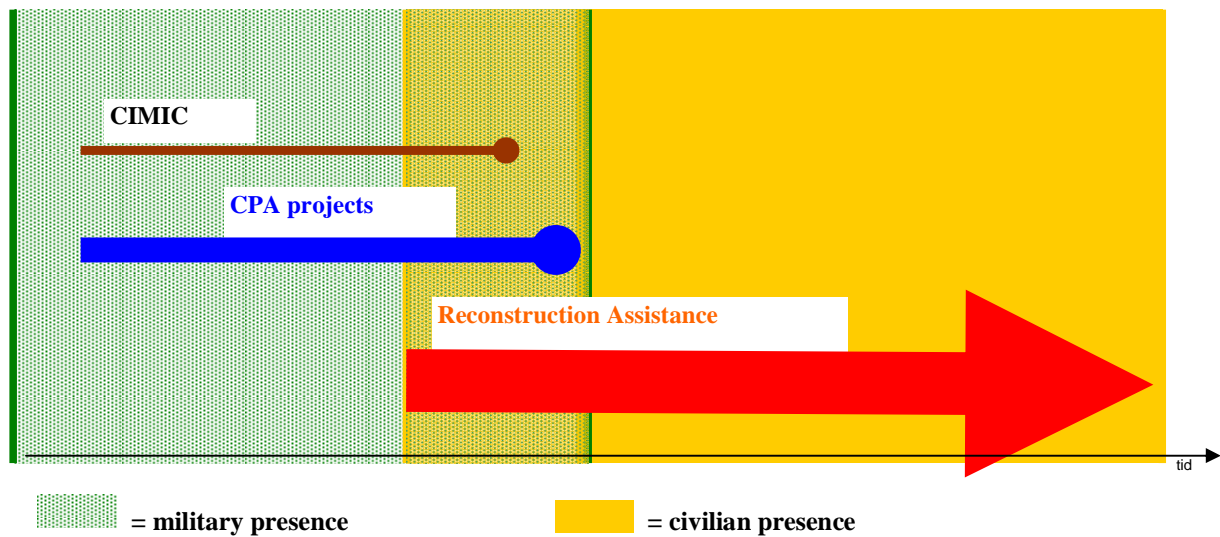
⇒ Danish civil-military concerted planning and action: Principles for planning

- Initiated from the outset of a possible Danish military deployment
- Mutual respect of mandates and competences of involved actors.
- No one size fits all – meaning flexibility in approach
- No subordination of any actors (military or civil)
- Coordination with other local and international actors’ activities in the deployment area.
- “Last resort” - Military involvement in civilian activities; exception, not the rule

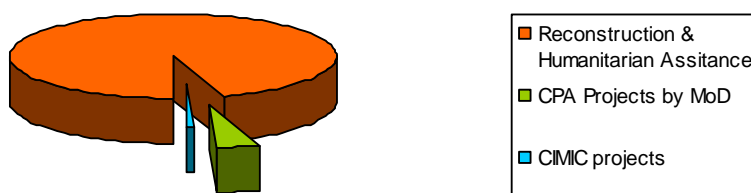
⇒ Organisational structure for CPA coordination



⇒ Military and civil presence



⇒ Danish Assistance in Afghanistan 2005-09





- ⇒ Danish civil-military concerted planning and action: CPA vs. CIMIC
  - Concerted planning is distinct from CIMIC-activities (NATO-concept).
  - Concerted planning's primary purpose is NOT to facilitate military objective, but to fulfil civilian needs.
  - CPA = "for them"            CIMIC = "for us"
  - Concerted planning activities are initiated without conditionality vis-à-vis the civilian population.
  
- ⇒ Co-operation with NGO's
  - The Humanitarian Contact Group – general forum for crisis analysis and thematic discussions
  - Temporary Working Groups (review of passed experiences, spring 2005, CIMIC education, Spring 2007)
  - Common training (security, code of conduct, IHL, "Do No Harm")
  - Focal Security Point in Defence Command
  - Pre-deployment briefing by MFA, MOD and NGOs of Danish Military commanders prior to rotation
  - Reviews of operations: NGOs' views/ experiences included
  - Information sharing (before, during and after deployment)
  
- ⇒ Danish civil-military concerted planning and action: Key challenges and way ahead
  - Ensure coordination in a local and an international setting
    - cooperation from initial planning as well as clear ToR of civil advisors
  - Ensure realistic expectations from all sides
    - CPA generates small projects – last resort, not reconstruction assistance
  - Measuring impact
    - better training of soldiers, better use indicators
  - Plans vs. flexibility
    - Make mission specific frame to better inform soldiers, not specific plan
  - Not to compromise International Humanitarian Law/humanitarian principles
    - advocacy and training
  - Avoid increasing security risks for civilian partners
    - dialogue at local level, information sharing
  
- ⇒ Further information:
  - International guidelines etc:  
[www.ochaonline.un.org](http://www.ochaonline.un.org)  
[www.reliefweb.org](http://www.reliefweb.org)
  - General on the Danish civil-military CPA concept:  
[www.um.dk/da/menu/Udviklingspolitik/BistandIPraksis/Civil-militær+samtænking/](http://www.um.dk/da/menu/Udviklingspolitik/BistandIPraksis/Civil-militær+samtænking/)
  - Danish policy on Iraq (reconstruction):  
[www.um.dk](http://www.um.dk)
  - Danish policy on Afghanistan (reconstruction):  
[www.afghanistan.um.dk](http://www.afghanistan.um.dk)

## ***Joachime Nason (DG ECHO), The EC perspective on CivMil Relations***

DG ECHO/Commission and other humanitarian actors have always pushed for the respect of the humanitarian space and the fundamental humanitarian principles. The EC reaffirmed its commitment once more in the Communication on humanitarian aid.

DG ECHO's position on the relations between civilian organisations and the military is largely based upon the definitions and concepts on civil-military coordination that have been developed by UNOCHA.

DG ECHO's position on the relations between civilian organisations and the military is largely based upon the definitions and concepts on civil-military coordination that have been developed by UNOCHA through the Oslo and MCDA guidelines and the IASC paper on civil-military coordination<sup>1</sup>. Civil-military coordination is not to be confused with the concept of civil-military cooperation in the CIMIC doctrine developed by NATO. The CIMIC doctrine puts the cooperation between the military and civilian actors (hearts and minds) within the objective to protect and in support of the military mission.

- The delivery of humanitarian assistance must be reserved to international organisations and professional non-governmental organisations with a genuine humanitarian vocation.
- In specific and well-defined situations and only as a last resort in responding to a humanitarian emergency the military may work side by side to the humanitarian actors.
- The use of military (and civil defence) assets should always be at the request and in support of humanitarian organisations.
- The military should never engage in direct humanitarian assistance to avoid any blurring of roles and of the humanitarian mandate.

In the recently adopted Communication, the Commission stated that "*As it is vital to ensure the neutrality of humanitarian action, any blurring of lines between humanitarian and military tasks should be avoided. Therefore, military forces and assets should only be used as a "last resort" in humanitarian operations in line with international guidelines*". The Communication also states that the EU should adhere to and promote the Military and Civil Defence Assets and Oslo guidelines.

- In 2006 the European Council noted two documents with regard to civil-military coordination/cooperation, focussing in particular on the use of Member States' military or military-chartered assets and capabilities in support of EU disaster response actions.
- Without imposing any obligation on the DG ECHO, there is now a possibility for DG ECHO to access additional transport assets on behalf and upon request of its partners.
- DG ECHO will soon start an information/discussion round with partners, including NGOs on this.

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<sup>1</sup> **Civil-military coordination** is the essential dialogue and interaction between civilian and military actors in humanitarian emergencies that is necessary to protect and promote humanitarian principles, avoid competition, minimize inconsistency, and when appropriate pursue common goals. Basic strategies range from coexistence to cooperation. Coordination is a shared responsibility facilitated by liaison and common training

**Nils Carstensen (Senior Researcher, DanChurchAid), An NGO perspective on CivMil Coordination**

The major entry point for the Danish NGOs engagement with CivMil Coordination/CPA:

Defence Agreement of 10 June 2004 the following was decided:

“It is generally agreed that the coordination of the military and civilian effort in international operations must be strengthened to synergies the individual efforts and increase the visibility of the overall Danish effort.

A working group, which will include NGOs, is to be established under the chairmanship of the Danish Ministry of Foreign Affairs to draw up procedures for the cooperation between the humanitarian organisations and the Danish Armed Forces.”

MFA, MoD, three Danish NGOs (plus NGO backing group) met in Oct-Nov 2004 and in 2005 a report from the interim working group was submitted to the politicians behind the Danish Defence Agreement (a 5 year agreement).

**Key points in the 2004/05 report from an NGO perspective:**

- Emphasise that allocation of humanitarian assistance is based on humanitarian principles, including neutrality and impartiality.
- Emphasise that it is entirely up to the NGOs whether they want to take part in civil-military cooperation, and that this can be determined in each individual situation by the NGOs themselves.
- Be aware of the fact that each type of operation defines the possible degree of concerted planning and action. (Paradox: the more tense the security situation – i.e. the more the military is perceived to be a party in the conflict – the more the NGOs need to dissociate themselves from the military, even if these are the situations when the military needs the NGOs the most).
- Be aware of the overall humanitarian coordination framework (be it the UN, EU, or various NGO alliances), as this is vital to the selection and execution of activities.
- Point out that concerted planning and action is not a conglomerate of activities, but a matter of coordination. This implies respect for the differences and competences of the actors involved.

The report included a very down to earth review of past experienced – helpful in order to “round” the entire exercise.

The report expresses a general agreement to link the Danish framework to existing UN framework including the MCDA guidelines and recommendations from the IASC 2004 Reference Paper.

The degree of coordination to be determined by the specific contexts:

**Coordination**

Co-existence <-----> cooperation

Actual armed conflict <-----> unarmed peace monitoring

Increased cooperation when it comes to training/education:

- Pre-deployment briefings
- OCHA’s intro courses (UNCMCoord)
- Courses in international humanitarian law

- Courses in security
- NGO participation in military exercises

The report also covers:

- International coordination structures
- Information-sharing
- Establishment of liaison arrangement

Clear understand of the framework but refraining from being “overly systematic”!

### **Conclusion:**

Despite considerable scepticism and some nervousness the process and the resulting report in my opinion was positive. We achieved at least two very important things:

- Established a common understanding of key principles and guidelines underpinning CMCoord & CPA for Danish actors including important actors across MFA, MoD, NGOs & some important political players,
- The process helped create a network of individuals and institutions relevant to both policy and practise of CivMilCoordination/CPA.

### **Current & future challenges**

- At national & intergovernmental levels a lot of attention goes into discussing/planning/implementing terms such as “whole of governance – whole of alliance”, Integrated Missions (UN), Comprehensive Approach etc....
- Drivers: Security (“war on terror”, resource concerns water, oil etc), frustration partly from the wars in Iraq and Afghanistan, improved cost-effectiveness ration in missions, continued legitimacy of armed forces and civic protection units, increased control of humanitarian actors and their merits (part of the tool box)
- Words to watch out for: Stabilisation, winning the peace, humanitarian intervention, crisis management tool box, etc.

### **The challenge for NGOs/Humanitarians:**

- How to stay engaged without compromising essential principles (“humanitarian Space” in a wider sense)?
- Ride the tiger – it is not going away and you don't want to get eaten in the process
- Train & educate our own field & policy level staff on basic CMCoord (UN OCHA)
- Engagement with civil servants at MFA, MoD levels as well as military personnel is achievable, advisable and constructive,
- HOW to address/approach the politicians who drive some of the more uninformed parts of this policy drive - this is probably the greater challenge!
- Can some of this energy/attention be “diverted” into core humanitarian concerns such as R2P and particularly the role of military/police actors in this?