



Corporate Oasis
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Vulnerable Populations

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The Human Face of Disaster and Armed Conflict



Photo by Peter Turnley / Corbis

Both civilians and combatants who no longer take an active part in armed conflict (*hors de combat*) are entitled to care and protection. The increasing preoccupation of the UN General Assembly as well as the UN Security Council on Protection of Civilians (POC), especially when POC is included in a Resolution that establishes a UN PK mission bodes well for affected populations. The challenge is to inspire potential troop, police and civilian contributors to provide peacekeepers of high quality in sufficient numbers, adequately **EQUIPPED** and **TRAINED** to allow the fulfilment of the mandate. **It also requires political will and moral courage in New York and in the mission.**

Who are they?

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- **Infants, unaccompanied children and adolescents**
- **Women – all ages as well as pregnant and nursing mothers**
- **Elderly, chronically ill and people with disabilities**
- **Political outcasts and religious or ethnic minorities**
- **Single-headed households – especially widows and adolescents**
- **Ex-combatants/demobilised soldiers, especially child soldiers, both boys and girls**
- **Livestock**

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Women have always been vulnerable in natural disaster as well as in armed conflict. Major General (retd) Patrick Cammaert is known for his observation: Today it is probably more dangerous to be a woman in armed conflict than it is to be a peacekeeper. Demobilised child soldiers, both boys and girls, face enormous obstacles in being reintegrated back into their societies. For girls who were sex slaves they are re-victimised when they are rejected by their families, and much like victims of rape are blamed for what happened to them.

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Refugees

A refugee is a person who, "owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership in a particular social group, or political opinion, is outside the country of his nationality, and is unable to or, owing to such fear, is unwilling to avail himself of the protection of that country."

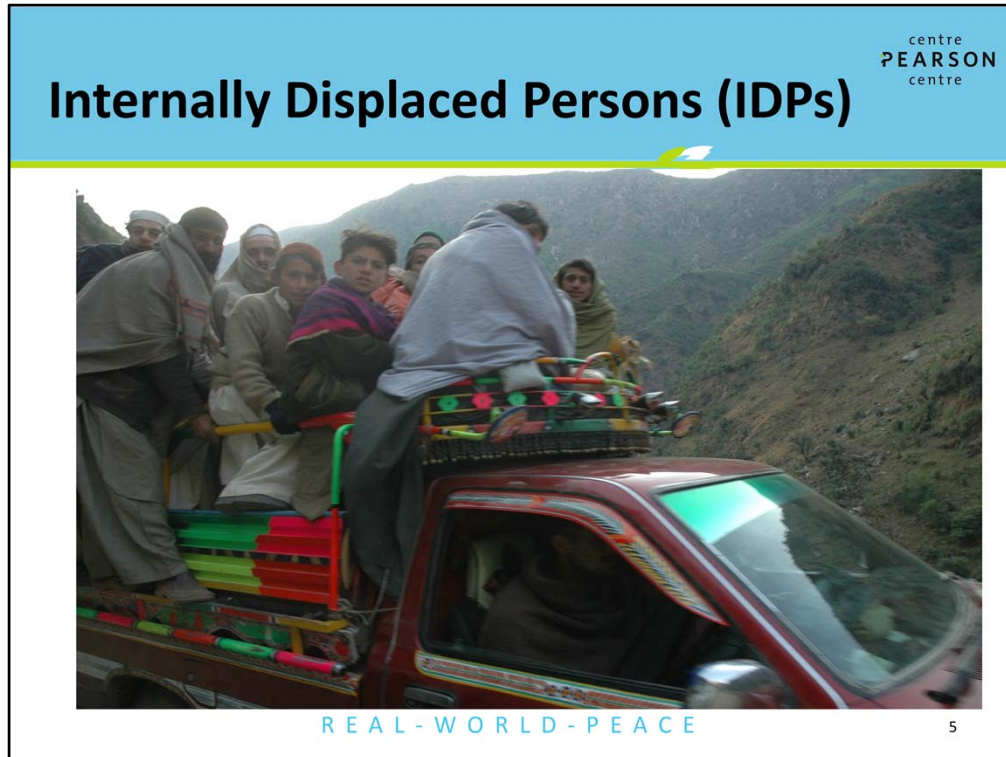
UN Refugee Convention – 28 July 1951



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The Refugee Convention was approved at a special [United Nations](#) conference on 28 July 1951. It entered into force on 22 April 1954. It was initially limited to protecting European refugees after [World War II](#) but a [1967 Protocol](#) removed the geographical and time limits, expanding the Convention's scope. Because the convention was approved in [Geneva](#), it is often referred to as "the Geneva Convention," though it is not one of the [Geneva Conventions](#) specifically dealing with conduct and behaviour during armed conflict. [Denmark](#) was the first state to ratify the treaty (on 4 December 1952). As of April 1, 2013 there were 147 signatories to either the Convention or the Protocol or to both. The [President](#) of [Nauru](#), [Marcus Stephen](#), signed both the Convention and the Protocol on June 17, 2011, becoming the most recent adherent.



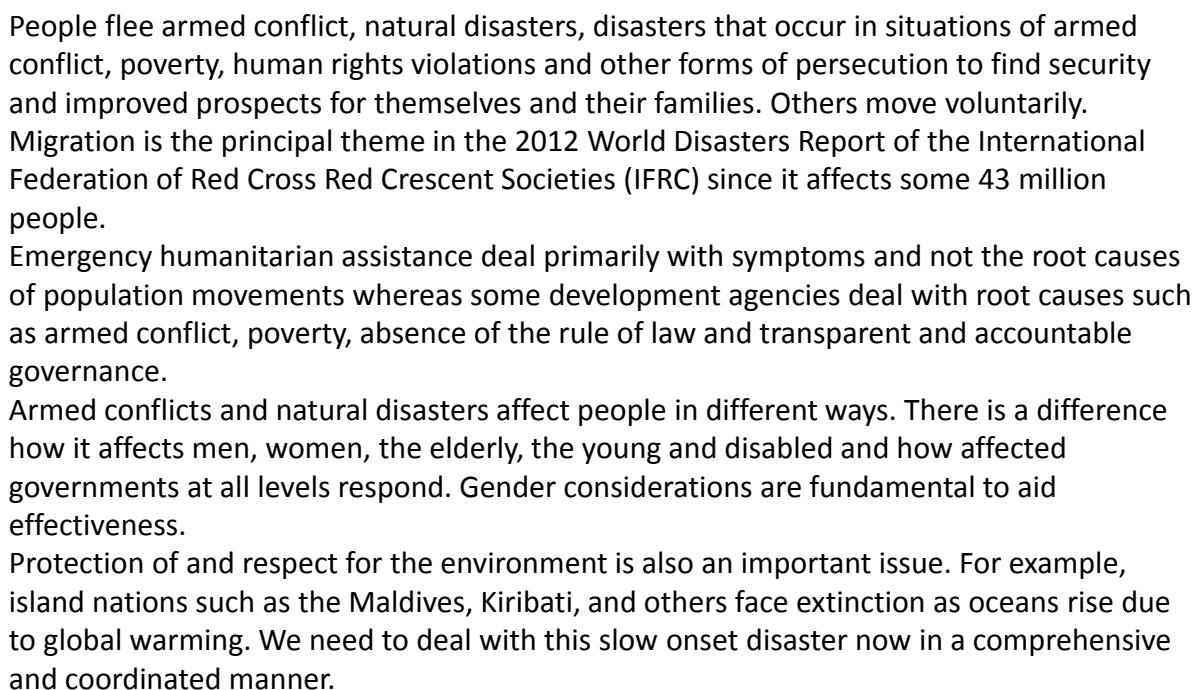
IDPs may flee for the same reasons as refugees, but they have not crossed a recognised international border, and the question is who and in what manner will they be protected. It is still an on-going debate at the highest levels, as states see this as an internal matter.

There is, to date, no codified international law for the protection of IDP, nor is there a UN agency mandated to assist them the way that UNHCR does for refugees. Under the cluster coordination system UNHCR usually takes responsibility for general IDP management and coordination although it is not mandated to do so. IDPs are the responsibility of their national government, which may be unable or even unwilling to protect and assist them. Many claim sovereignty responsibility to limit the presence of foreigners on sovereign territory, but some nations do request assistance.

The IDP Unit established in Geneva by the International Committee of the Red Cross (ICRC) is not an operational entity; it has only an advocacy and monitoring role. UNHCR is taking on increasing responsibility despite IDPs not being in its core mandate, and the International Committee of the Red Cross (ICRC) has a protection role through its mandate to protect and assist victims of armed conflict. Non-governmental organizations (NGOs) also have an important role in protection and assistance to IDP.

Last December the Kampala Convention which was opened for signature on 22 October 2009 and signed by 37 of the 54 Member States of the AU came into force. By the provisions of the treaty it would come into effect when the 15th ratification was completed. Swaziland deposited the instrument of ratification with the African Union Commission on the 5th of November and the Convention came into force on the 6th of December 2012. The Convention charts a new course in international jurisprudence in that it is the first of its kind, it came into force a mere 38 months after it opened for signature, and Article 8 of the Convention provided for intervention by AU, pursuant to Article 4 (j) of the Constitutive Act, without the agreement of the host nation concerned.

A treaty does not automatically confer protection. It still require political will to implement it.



Victims of armed conflict

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Left - Dadaab, Kenya, barely surviving.
Right – Tchad, cholera treatment and prevention.

Natural Disaster – 2010 Flood



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Pakistan monsoon – Aug to Oct 2010.

Evolving International Disaster Response Laws (IDRL) under the leadership of the IFRC has made some modest gains over the past decades, but much more needs to be done in terms of IDRL, adherence to the Humanitarian Charter, professionalising the humanitarian work force and facilitating the entry new delegates into the work force. We need to extinguish a common refrain that if you don't have field experience you're not qualified.

Expressions of thanks from beneficiaries are rare. They usually express anger and frustration at the slow pace of government and NGO response and humanitarian workers are a safe bet on venting that anger.

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Pakistan flood - 2010



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This is southern Sindh 2010. A fortuitous reality is that one is better able to survive a flood than an earthquake because they can be evacuated away from the flood path. Not only the crops are lost but livestock also represent family wealth. The larger animals not only provide milk but they are also draft animals.

As an aside the famine in Ethiopia in 1954 was caused by rinderpest. It killed the draft animals and sufficient crops could not be planted.

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Earthquake – 2005/2006



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This is Kashmir, 08 October 2005. There are no survivors when the face of a mountain comes tumbling down. Since most people were squatters neither land ownership nor being included on a census were issues. The actual numbers of those who perished remains uncertain. Numbers vary from the official 73,000 to over 100,000. It is important to remember that these are not mere numbers – they are real people who had real lives – mothers, fathers, sisters, brothers, aunts, uncles, nieces, nephews, friends, and neighbours.

Tsunami – 2004/2005

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As is the case with most disasters the work is carried on the backs of volunteers. Their work ranged from life-saving first aid, to emergency assistance to the grisly task of recovery of human remains.

Need water, shelter, food and medicine

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Apart from life-saving medical interventions, water is usually the first requirement, followed by shelter, food and clothing. Our women volunteers informed us that women wanted shawls above anything else since they felt naked with one. Relying solely on the elders, all men, for determining needs would not have resulted in including shawls in the distribution of non-food items.

Delivery

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Local transport in SW Asia is invariably colourful!
Shown here, and as always the operation was carried on the backs of volunteers of the Pakistan Red Crescent Society.

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Some unscrupulous owners tried to fob off sick animals on us but thanks to ICRC veterinarians we were able to cull them out or simply not do business with their owners.



This is one of the tributaries of the Indus River where there are no bridges in the Provincially Administered Tribal Area (PATA) where the five tribes of Kala Dhaka live in relative harmony but by choice in almost total isolation. The tribal areas along the Afghan border are known as the Federally Administered Tribal Areas (FATA). Provincial or federal authorities, especially the police (Frontier Corps) or the military are not tolerated in the FATA/PATA.

We are delivering an Emergency Health Kit that will look after the needs of 10,000 people for three months. Since not all beneficiary populations come in neat groups of 10,000 people the kit can be broken down into lots for 1,000 people.

This has become a standard kit that is widely used by UN agencies and major international NGOs as well as by the Red Cross Red Crescent Movement.



With roads destroyed by floods or slides all forms of transportation had to be used and airlift is an expensive but vital asset.

Distribution

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In some cases water and food parcels had to be dropped from the air to hasten distribution as well as avoid armed conflict or confrontation at distribution sites.

Registration & “signatures”

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The general level of poverty is such that those who are **NOT** entitled to assistance would show up and demand the same assistance as those affected by the disaster. This often lead to armed confrontations. The assessment teams faced similar challenges during the assessment phase.

Head of a household

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Vulnerabilities become readily apparent.

How does one protect an adolescent who is now the head of a household from those who would steal the assistance that he receives?

Head of a household

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Girls and women of all ages are vulnerable as are newly created widows. Again, how does one go about protecting them so that the commodities they receive are not stolen from them?

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Refugee & IDP camp



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This is a more formally organised camp for refugees/IDPs – Garhi Habibullah, KPK Pakistan. Acquisition of land to set up camps for refugees or IDPs – there is a need for stronger International Disaster Response Laws to overcome regulatory and other obstacles to set up camps quickly. There is no shortage of wealthy landowners who take advantage of a disaster to make unconscionable profits. Also the relative lawless environment is a godsend for criminality.

Often local residents protest the construction of a refugee/IDP camp since it increases demand for scarce commodities, thereby raising prices.

Security of camps is a major challenge. There is no shortage of criminal elements capitalising on human misery.

Importance of gender

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Female delegates play a crucial role in not only defining real “needs” as opposed to “wants” but in tribal, patriarchal societies they eventually or often have direct access to women of the affected population. Male delegates could not even broach the issue of basic health care needs of a community, let alone the female hygiene requirements with the male tribal elders. Women talking to women can transform an operation to a truly humanitarian one. Too often humanitarian assistance delivered through men becomes a demonstration of power. By contrast the same assistance distributed by women becomes an act of humanity. The results become readily apparent - her immediate and extended family benefits, and it has a blotter effect, reaching out to the extended family and the wider community.

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Importance of gender



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Too often hygiene parcels for women designed by men contain the wrong items. In much of rural Pakistan women do not use sanitary pads or tampons, and as happened in the early days after the 2005 earthquake the women did not know what to make of these items. Eventually, thanks to the women on the humanitarian team locally obtained towels were procured and put into feminine hygiene parcels. Note the difference in size from the previous slide.

Pie shop

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Manure from animals are made into neat patties or pies for later use as fuel. The same hands, hopefully washed, would serve us tea and cookies.

Corporate social responsibility (CSR)

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The fleece blankets were to be a Christmas present for employees of Mountain Equipment Coop (MEC) but the employees donated them to the Canadian Red Cross. The numbers were limited (in the 100s) so they were for special distribution to mothers with newborn and households headed by women who became widows after the earthquake. This was an initiative of Peter Robinson when he was the CEO of MEC, a former ICRC Protection Delegate in Rwanda. He is now the **Chief Executive Officer of the David Suzuki Foundation**. Peter Robinson brings a diverse background spanning four decades in business, government and the not-for-profit sectors. He began his career working as a park ranger in wilderness areas throughout British Columbia, where he was decorated for bravery by the Governor General of Canada. After his park career, he worked at BC Housing, a provincial crown corporation, eventually becoming their CEO. During his seven year career at MEC, he led the organization through a period of sustained sales and membership growth across Canada. Since joining the David Suzuki Foundation, Peter has also been appointed a member of the Province of British Columbia's Climate Action Team and the Ontario Premier's Climate Change Advisory Panel.

Peter has a long history of volunteer and humanitarian work, including monitoring prison conditions with the International Committee of the Red Cross in Rwanda and leading a team that monitored detained asylum seekers in British Columbia. He has served as the Chair of the Board of Governors and the Chancellor of Royal Roads University in Victoria, and is currently on the Board of Governors of the Canadian Red Cross Society. In his spare time, Peter can be found relaxing in the Coast Mountains or kayaking among the Gulf Islands.

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Behind the power curve



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In the first several weeks of a disaster the distribution of relief can not meet the need due to limited access, insufficient human resources, logistics, the security situation and a host of other reasons. The media always finds isolated communities where aid has yet to arrive and this will always be the case in major emergencies, especially disasters that occur in war zones or regions in dispute.

The life of an aid worker in the field is austere: lack of privacy, primitive living conditions, long hours (15 to 20 hours per day during the emergency phase), cumulative physical and mental stress. I recall living in a concrete bunker-like structure meant for six people but sleeping 18 to 20, one bathroom with no running water, just a gravity-fed tub that would fill slowly. After a few weeks we were all riper than some exotic cheese.

Apart from the odour to which we would all become accustomed there was the nightly symphony/cacophony of snoring, talking in their sleep, production of enormous amounts of greenhouse gases, along with the sound track, etc. These are some considerations before one freely chooses to go to the field as an aid worker.

Any questions on vulnerable populations?

The global response to a humanitarian crisis such as a natural disaster or a natural disaster that occurs in a conflict or peacekeeping environment has evolved considerably the past two decades. The refrain is now Disaster Preparedness & Response, or Disaster Risk Reduction or building resilience and capacity in communities that are habitually subjected to disasters.

Global response to humanitarian crises

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Added complexity in an already complex environment

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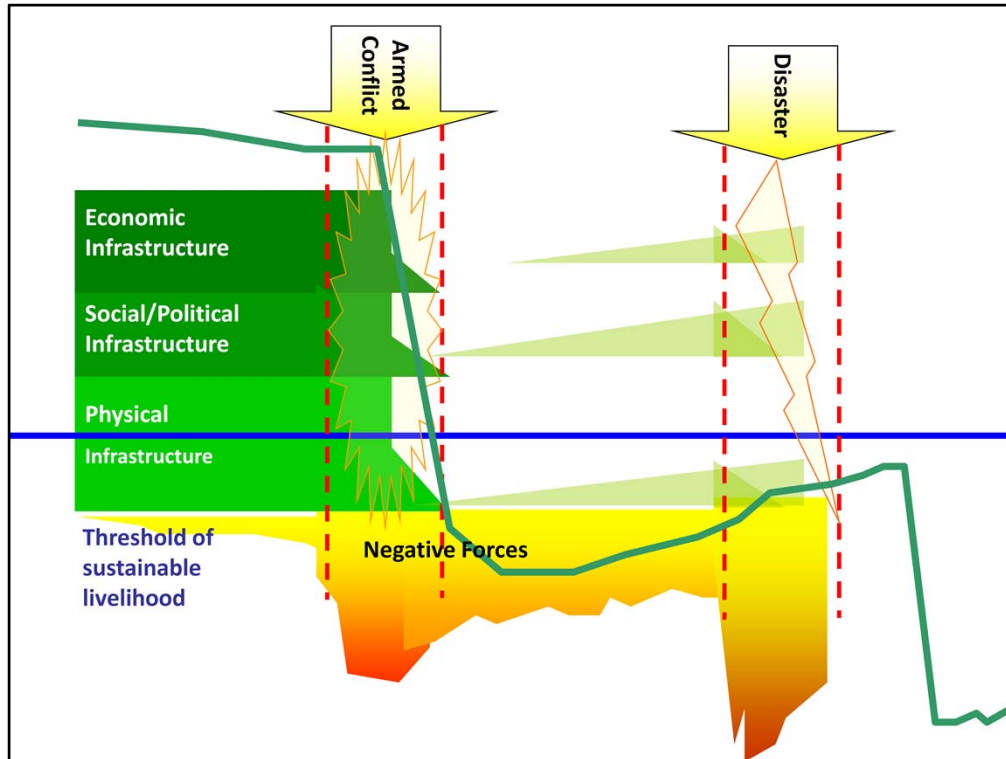
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The global environment.

Parts of the world such as the EU are in a process of integration – 27 nations who agree to give up a measure of sovereignty for a common goal. In other parts of the world countries and regions are in the process of disintegration (the Caucasus, the Middle East, Africa, Asia, etc.), with its attendant armed conflict as new nations are being created. There are very few instances in history where nations are reborn or created without bloodshed. Recent notable exceptions are Estonia (the singing revolution), Latvia and Lithuania or the breakup of Czechoslovakia.

Conflict is a permanent feature of human civilisation and we rarely hear of societies that resolve conflict peacefully, whereas violent, armed conflict seems to be the norm. Conflict and natural disasters will keep the humanitarian enterprise in business for a long, long time.

Although there is room for traditional peacekeeping such as UNMEE, special envoys of the UN Secretary General, observer missions, peacekeeping, peacemaking and peace building continues to evolve, and recent missions under Chapter VIII of the UN Charter devolving the Somalia mission to the African Union (AU) reflects realpolitik as well as growing capacity of regional organisations.



Using the well-being of the local populace as the measure of success for a mission let's examine the consequences of armed conflicts as well as natural and man-made disasters. Types of natural disasters: earthquakes, hurricanes, tsunamis, droughts, torrential rains, etc.

Human-behaviour-rooted disasters: droughts caused by environmental degradation such as deforestation, industrial disasters such as chemical spills, broken dams, land-slides stemming from soil erosion, etc.).

The important questions are:

- What effect does a disaster – natural or with human causes – have on the local populace in a post-conflict environment? (e.g. Negative Forces?)
- On the progress of a peacekeeping mission?
- What about the already fragile infrastructure?
- Is the population likely to be more or less vulnerable to cope with a disaster?
- What about the coping ability of a mission team?
- What about the coping ability of humanitarians and other independent actors?



Humanitarian actors

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- **The UN System**
- **Bilateral and Multilateral Assistance**
- **Intergovernmental Agencies – IOM, OSCE, OECD**
- **Non – Government Organisations (NGOs)**
- **Red Cross / Red Crescent Movement**
- **Expectations – Beneficiaries and Humanitarians**
- **The Environment – Simple or Complex?**

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The humanitarian world is by no means a monolithic, single entity. It remains one of the largest, unregulated enterprises in the world. For simplicity the humanitarian enterprise is placed into five broad entities and their activities range from emergency relief to long term development. They have familiar or similar characteristics and often embrace the same operational principles and the Humanitarian Charter. Understanding the needs and expectations of beneficiaries as well as humanitarian actors contributes to coherence, harmony and a measure of coordination based on common goals or interests but simultaneously being respectful of the unique mandates or roles of the actors/stakeholders.

The usual UN humanitarian agencies include UNRWA (longest standing UN field mission 1948), UNHCR, UNDP, UNICEF, UNPF, WFP, FAO, HABITAT, ILO, WHO, OCHA/UNORC, UNHCHR.

Like humanitarians the UNDP usually has a long standing presence in the region/country and has the networks and intimate knowledge of the political environment. The UNDP Country Team is a valuable and often under-utilised asset.

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Humanitarian space



‘The ability of humanitarian agencies to work independently and impartially without fear of attack in pursuit of the humanitarian imperative’

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The term ‘espace humanitaire’ was coined by former Médecins Sans Frontières (MSF) president Rony Bauman, who described it in the mid-1990s as ‘a space of freedom in which we are free to evaluate needs, free to monitor the distribution and use of relief goods, and free to have a dialogue with the people’.

Although the term is no longer in vogue with the Red Cross Red Crescent Movement it is nonetheless still used by many NGOs. Humanitarian space endeavors to de-link or sever any perception that the humanitarian intervention is connected in any way to ongoing military or police operations. The perception of impartiality, independence and neutrality is as important as the reality. Military operations that also include humanitarian work such as Provincial Reconstruction Teams (PRTs) places humanitarian and beneficiaries at mortal risk. Belligerents often target humanitarians because they perceive a linkage between humanitarians and the military.

Even when belligerents know and understand humanitarians to be neutral, impartial and independent they nevertheless target humanitarians with the consequence that humanitarian assistance has to be either suspended or terminated.

Cite Novi Atagi December 1996; DRC Ituri Province April 2001; Kandahar August 2003; Philippines January 2009.

Bilateral and multilateral aid

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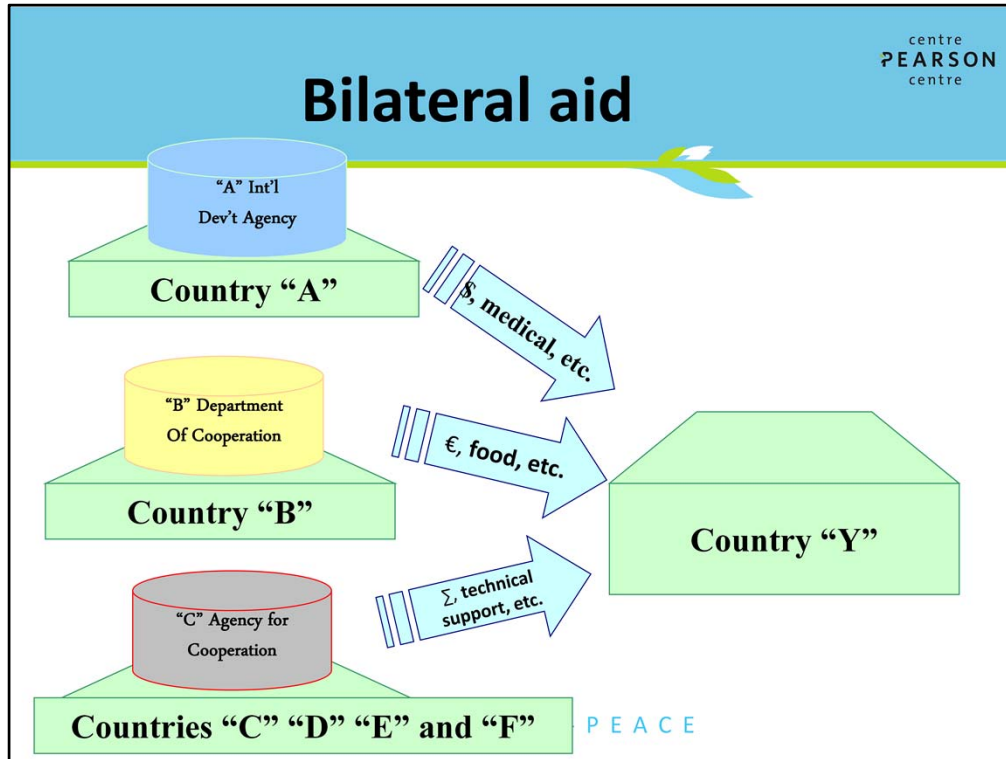
- **USAID - US Agency for International Development**
- **DfID - Department for International Development**
- **JICA - Japan International Cooperation Agency**
- **SIDA - Swedish International Development Agency**
- **CIDA - Canadian International Development Agency**
- **Others - IFI, IMF, World Bank**

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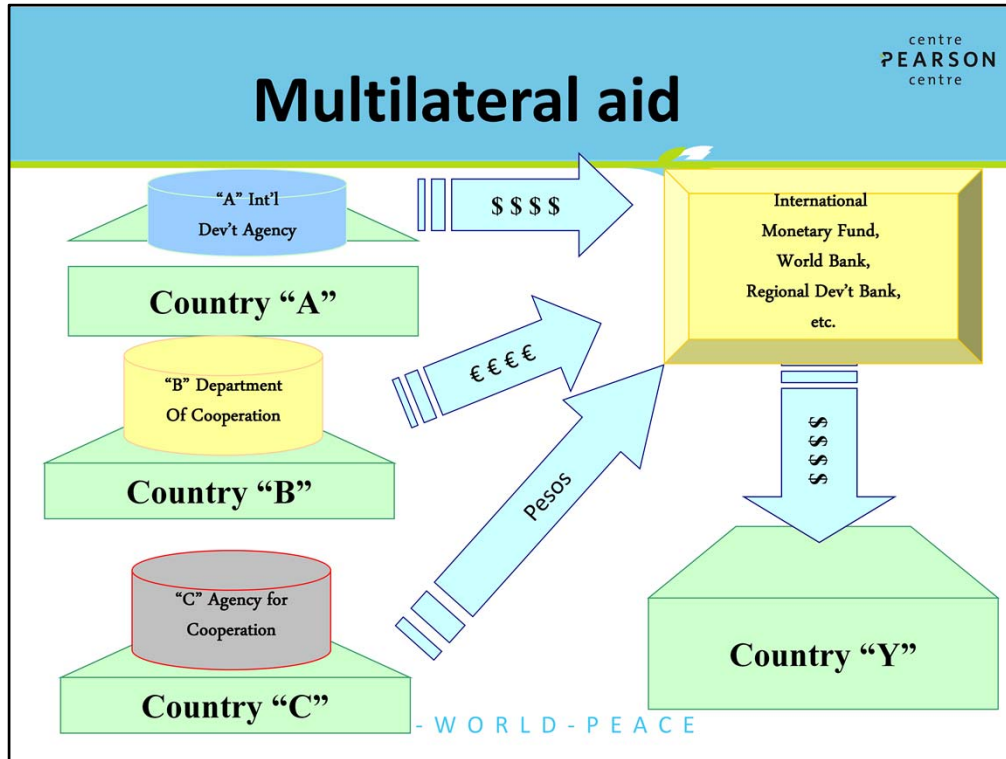
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Here are some of the better known development arm of governments. Development aid is more prone to politicization than emergency aid. Politicization of humanitarian assistance takes on many forms, as evidenced by the US response to Hurricane Katrina where the head of the Federal Emergency Agency (FEMA), a political appointee, had no capability in managing a disaster.

Without seeming to pick on the US, the expulsion of USAID from Russia in August 2012, and the jailing of a US citizen working for USAID in Cuba for 15 years for trying to set up an internet open to all, are a couple of examples where development aid strays into the political sphere.



A key question is whether donor nations would be willing to collaborate with other donors to bring a measure of coherence to development assistance so that poverty can be tackled on a long term, regional basis instead of on a short term, quick fix single nation or a favoured nation basis. There are other risks in bilateral aid such as one donor being played off against another by the beneficiary, or paying of "facilitation fees" by donors to select politicians and bureaucrats to obtain access. Multilateral aid that shares the burden with like-minded donors can bring a measure of coherence and coordination. Often well intended development assistance end up creating a long term dependency. Emergency and development assistance can often come with caveats.



Multilateral aid can be in the form of combined assistance from donor countries, IFIs and regional financial institutions (IADB, ADB, EBRD, etc.).

Whether its is bilateral or multilateral aid the Paris Declaration of 2005 obtained a commitment from over sixty government ministers that donors would incorporate the plans of beneficiary nations in their assistance plans. So far only two donors have respected their commitment and aid, particularly development aid, continue to be plagued by politicization.

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Humanitarian principles

- Humanity
- Impartiality
- Neutrality
- Independence

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It should be noted that the above reflects four of the seven principles of the ICRC and the wider Red Cross Red Crescent Movement, but they are also the operating principles of many IOs. Other principles such as humanitarian imperative do exist as well.

Humanity

The principle of humanity means that humankind shall be treated humanely in all circumstances by saving lives and alleviating suffering, while ensuring respect for the individual. It is the fundamental principle of humanitarian response.

Impartiality

Provision of humanitarian assistance must be impartial and not based on nationality, race, religion, or political point of view. It must be based on need alone. NOTE the difference between this concept and impartiality as defined for peacekeepers (which is conditioned by the mandate). For most non-governmental humanitarian agencies (NGHAs), the principle of impartiality is unambiguous even if it is sometimes difficult to apply, especially in rapidly changing situations. However, for the UN agencies, particularly where the UN is involved in peace keeping activities as the result of a Security Council resolution, it is not clear if the UN is in position act in an impartial manner if one of the parties is in violation of terms of the UN Charter.

Neutrality

Neutrality means never being neutral to human suffering but being neutral to the causes of conflict and neutral in relations with all belligerents and parties to an armed conflict.

Independence

Humanitarian agencies must formulate and implement their own policies independently of government policies or actions.

Problems may arise due to the fact that most NGHAs rely in varying degrees on government donors. Thus for some organizations it is difficult to maintain independence from their donors and not be confused in the field with governments who may be involved in the hostilities. The [ICRC](#), has set the example for maintaining its independence (and neutrality) by raising its funds from governments through the use of separate annual appeals for headquarters costs and field operations.

International non-governmental organisations (NGOs)

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- CARE, CARITAS, CRS, DRC, IRC, LWF, OXFAM, MDM, MCC, MSF, NRC, PGP, SCF, WCC, WV.
- Principles - **Humanity, Impartiality, Neutrality, Independence**
- Structural and Cultural Differences
- Long - Term Presence
- Professional Competence
- Code of Conduct
- SPHERE Standards

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These are some of the better known NGOs and on the next slide you will see some familiar logos. Although the NGO community is not a coherent, easily recognisable entity they do share a number of characteristics: Principles/structure/culture/ long-term presence/variable professional competence/code of conduct (1994).

NGOs tend to be horizontal organisations whereas the military tend to be vertical, and NGOs place greater authority and responsibility at lower levels than the military. NGO headquarters at the country and international levels tend to support and provide guidance and do not involve themselves in directing day-to-day operations as is the case with the military. NGOs also tend to blame the military for loss of or encroachment on humanitarian space, unaware of or ignorant of the fact that the military is an instrument of government policy. The UN and its components often ignore the fact that NGOs are in the theatre of operations long before a conflict erupts. NGOs remain during conflict, albeit in reduced numbers, and remain long after the major UN components have withdrawn. Any stigma as to NGO neutrality, independence and impartiality arising from their proximity to the UN remains, long after the end of active combat.

Military and police components, and to a lesser degree, UN agencies, have earmarked funds and other resources to ensure that they are trained and up to the task. NGOs by contrast have no such luxury – donors give for emergency aid and development but not for professionalising the NGO workforce. Therefore competence is neither uniform nor consistent, nor do they have redundancy built into their organisation and staffing levels. They have no capacity to assign full time liaison officers so you may meet a different person each time you attend a meeting with NGOs.

SPHERE Standards and the Humanitarian Charter provide a framework to bring uniformity in aid ranging from health, nutrition, water & sanitation to non-food items such as emergency shelter. The consequence of not working within the standards create enormous problems with beneficiaries as well as with aid workers.

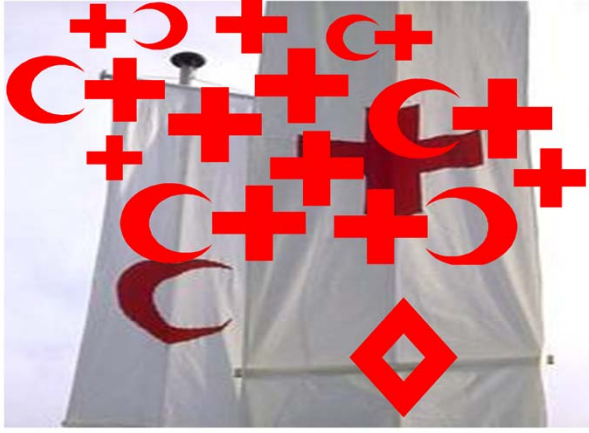



These are logos (18) of some of the better-known International NGOs in the field. This list is by no means exhaustive. For example, at the height of the Pakistan earthquake relief & recovery operation in 2005 - 06 there were 98 international NGOs operating in the NWFP. In Afghanistan there are over 2,400 international, national, regional and local NGOs. In the most recent earthquake of 29 October 2008 in Baluchistan there were five UN agencies (OCHA, UNHCR, WFP, UNICEF, HABITAT), the Movement, four IOs and one local Islamic NGO that was banned by the government due to its political affiliation. In Haiti in the days following the 2010 earthquake there were over 11,000 NGOs. However, many of the NGOs represented contribute to peace operations, either directly or peripherally by improving the material well being of the civilian population, or they merely co-habit the same environment as the UN civilian, military and police components.



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Red Cross Red Crescent Movement:

194 States party to Geneva Conventions

187 National Societies

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The components of the Red Cross Red Crescent Movement constitute a unique category. Explain. The 1994 Code of Conduct was crafted by a consortium comprising the ICRC, Caritas International, Catholic Relief Services, International Save the Children Alliance, IFRC, Lutheran World Federation, World Council of Churches and OXFAM. To date nearly 400 NGOs have signed on to the Humanitarian Code of Conduct. The ICRC is NOT a signatory.

The ICRC is the lead agency of the Red Cross/Red Crescent Movement in the field of conflict, based on Treaty obligations, the Statutes of the Movement and Resolutions. By contrast the Federation is the lead agency in natural disasters, pursuant to the Seville Agreement of 1997.

Geneva Conventions – 194 accessions as of January 2013.

Additional Protocol I – 167 accessions.

Service to humanity: the ICRC – since 1863; the IFRC – since 1919.

Additional Protocol II – 163 accessions.

Additional Protocol III – 14 January 2007.

The Third Additional Protocol of 2007



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The Red Crystal was adopted as an additional protective and indicative symbol on 14 January 2007.

Where the Red Cross or the Red Crescent is not acceptable the third symbol allows national societies to adopt a neutral symbol that was created by a Standing Commission, a process that lasted many years, and adopted by the States Party to the Geneva Conventions. The Protocol came into force on 14 January 2007.

The history of the emblems is interesting: the war between the Ottoman Empire and Russia; the first use of the Red Crescent; the adoption of the Red Lion & the Sun; other contenders such as the wagon wheel (India); the swastika (Sri Lanka), etc. Although the Iranian Red Crescent Society now uses the Red Crescent as its symbol the Red Lion and the Sun remains in the Treaty.

The risk has always been the proliferation of neutral, protective symbols that would weaken or dilute the protective value of the emblems.

Expectations

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Humanitarian interveners want:

- **Secure and Stable Environment**
- **Respect for neutral, impartial and independent humanitarian action**
- **Facilitated humanitarian assistance pursuant to the Geneva Conventions and Customary International Humanitarian Law**

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Simply stated, humanitarians claim that encroachment on humanitarian space by the UN in general but in particular by their police, military and other security forces puts beneficiaries and aid workers at great risk.

In addition to respecting the neutrality, independence and impartiality there is also a legal obligation to facilitate the delivery of humanitarian aid. Political authorities clearly have the lead in meeting the expectations of host governments and beneficiaries, being duly cognizant of the complex interrelationships among governments, the host nation, the military, police and the various civilian actors and stakeholders. In an environment where the Rule of Law is weak one also has to contend with domestic and transnational crime.

GC IV Article 142 – responsibility of Detaining Power relative to the care and protection of detainees.

AP I Article 54 – protection of objects indispensable to the survival of the civilian population.

AP I Article 69 – relief goods.

AP I Article 70 – obligation to provide assistance without adverse distinction.

Customary Rules of International Humanitarian Law - 161 Rules (Henckaerts & Doswald-Beck) 2005: Rules 31 & 32; 57 to 65.

Expectation vs. Outcome

- The local population will have different expectations of the UN mission or humanitarian intervention:
 - are they realistic?
 - are they achievable?
- What are some consequences on the UN mission if the humanitarian needs are **NOT** met:
 - on its credibility?
 - on its legitimacy?

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Key considerations are: local ownership (national, regional and district governments, beneficiary population) in the design and delivery of humanitarian assistance; dissemination/information campaign to manage unrealistic expectations, de-link neutral, impartial and independent humanitarian action from those of government or other political entities, neutralise disinformation and squelch rumours; modest, measurable objectives in measureable increments; uniformity and consistency in the form and method of delivery of assistance programs (SPHERE standards); and comprehensive handover on rotation.

Some major humanitarian (and development) organizations

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Some humanitarian organisations cover the full spectrum of humanitarian intervention, from emergency assistance to early recovery to rehabilitation, reconstruction and development. Others specialise in emergency response and early recovery.

Post-Conflict Tasks & Actors

| | <i>Post-Conflict Tasks</i> | <i>Stabilization</i> | <i>Transition</i> | <i>Long-term Development</i> |
|-----------------------|----------------------------|----------------------|-------------------|------------------------------|
| ECONOMIC GOV | | | | |
| INFRA INVESTMT | | | | |
| CIVIL ADMIN | | | | |
| ELECTIONS | | | | |
| POLITICAL | | | | |
| SECURITY | | | | |
| DDR | | | | |
| RULE OF LAW | | | | |
| CAPACITY BLDG | | | | |
| HUMANITARIAN | | | | |
| ASSISTANCE | | | | |

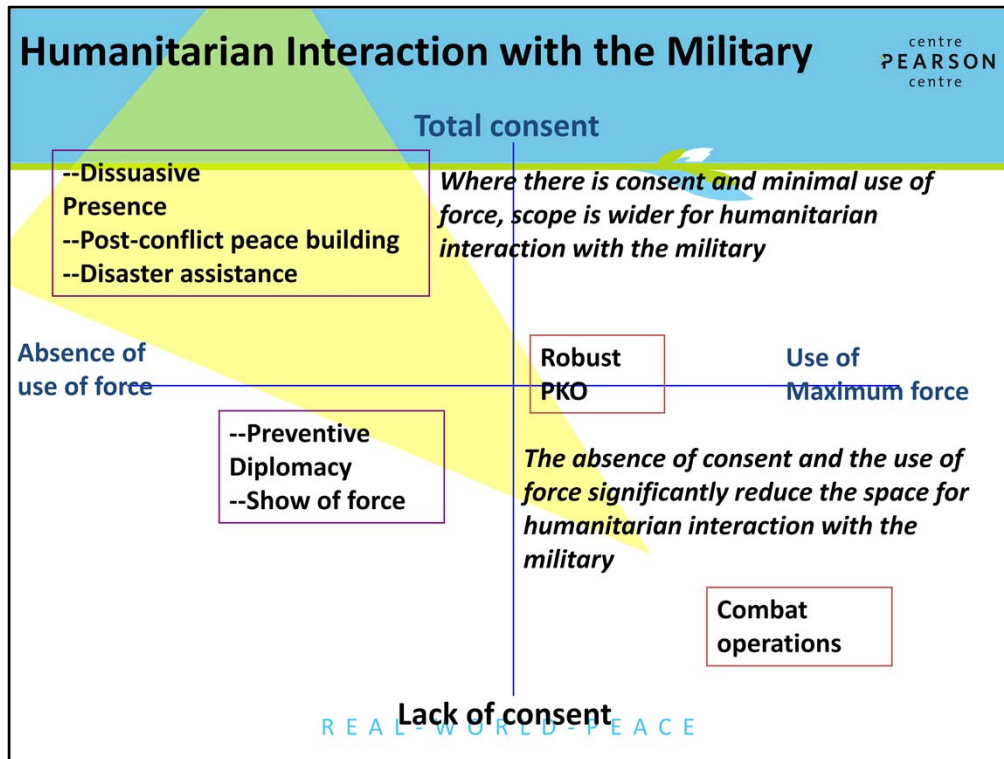
Actors:

- IFIs: World Bank/IMF** (Green arrow, spanning Stabilization and Transition)
- UN Country Team, Donors, NGOs** (Blue arrow, spanning Stabilization and Transition)
- ICRC /Humanitarians/NGOs** (Red arrow, spanning Stabilization and Transition)

Timeline: Conflict → Time → Sustainable Peace

Vertical Labels: LOCAL INSTITUTIONS (on the right side of the diagram)

Any stigma arising from their too close a linkage with UN intervention remains long after the UN mission is terminated.



Having the unqualified consent of the host nation, all the parties to the conflict as well as the civilian population is the best environment for humanitarians.

Too often the consent is qualified, is uncertain or is subject to unpredictable change, thereby affecting the ability of beneficiaries to receive assistance or for humanitarians to deliver in relative safety.

We need to remember that:

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- Humanitarians are there for the long-term
- Respect their space which gives them freedom of movement to deliver humanitarian aid
- Humanitarians do not have monopoly on humanity
- Coordinate military civic activity with them where possible
- Inverse relationship between consensual environment and ability to coordinate

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Interaction - Humanitarian and Military/ Police Actors

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- **Liaison arrangements**
- **Information sharing**
- **Military assets in humanitarian operations**
- **Military or armed escorts – MCDA Guidelines**
- **Joint civil-military operations**

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Humanitarians are privy to sensitive information. When belligerents have confidence in them they are granted freedom of movement and sustained access to beneficiaries. They draw from open sources and their long term presence allows them to also draw on the local population. Any perception that humanitarians are sharing sensitive information would result in restriction on movement or worse. However there is always room for sharing information on the human condition and the security situation.

OCHA guidelines on the use of Military and Civil Defence Assets (MCDA) in natural disasters continues to evolve. Use of military assets in the response to the tsunami in 2004 and again in 2005 during the earthquake relief and recovery operations has not had a lasting unfavourable perception on the humanitarian community.

Most NGOs will eschew military escorts and prefer passive security measures.

Joint civil-military operations are rare but they do happen – triage and medical evacuation of civilians from Srebrenica in April 2003; provision of on-board accommodation for aid workers after the tsunami in 2004; coordinating the use of SPOD/APOD facilities to avoid congestion after the tsunami.

Need for study and research

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- **Each component of a UN mission (military, police, or civilian) will have an impact on the humanitarian situation.**
- **It is essential to know and understand the various components of the humanitarian community: UN; ODA; implementing partners; independent NGOs; and the Red Cross Red Crescent Movement.**

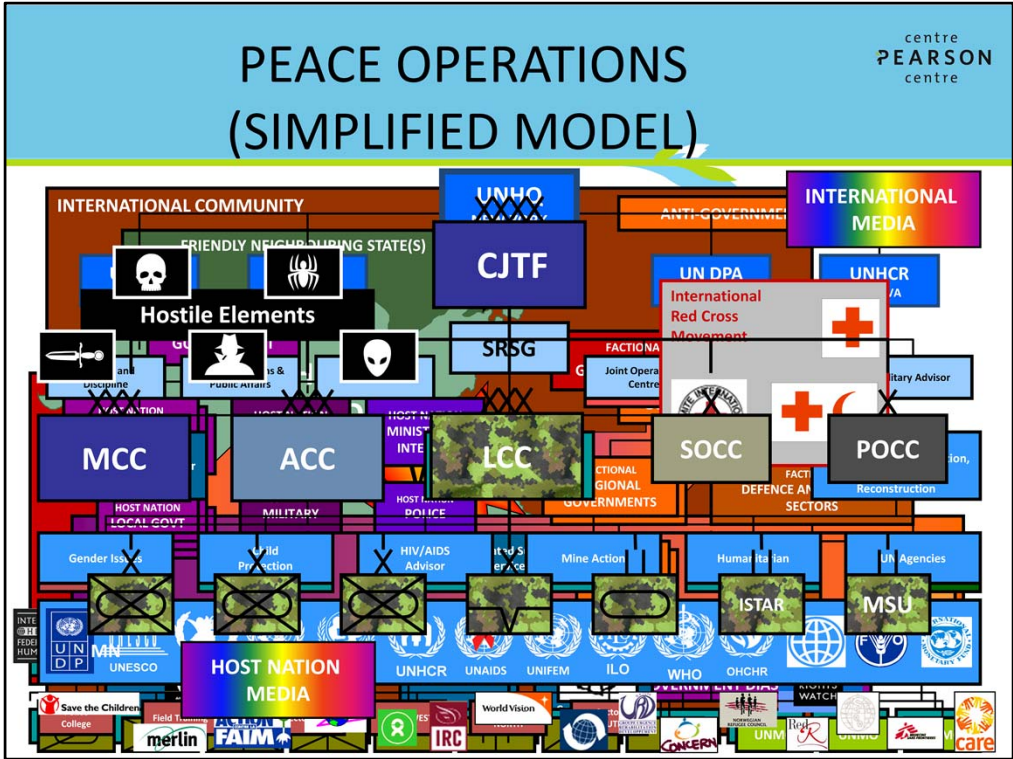
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Having an intimate knowledge of humanitarian actors in PKOs can enhance mission effectiveness as well as force protection. This is especially true when the PK mission has a collaborative relationship with implementing partners as well as NGOs who work independently of the UN.

For CIMIC officers having intimate knowledge of all humanitarian actors is critical, as is the working relationships with the military and police components as well as a sizeable civilian component comprising UN Civil Affairs, Political Affairs, Protection Officers, Human Rights Monitors/Investigators, members of the UN Country Team (UNCT). There is also the wider NGO and humanitarian community.

Think tanks and academic institutions play a key role in enhancing and dealing with the complexities of peacekeeping and humanitarian operations. They have the luxury of time and the comfort of distance from pressing issues to clinically examine all aspects of peacekeeping and humanitarian operations in a comprehensive and coherent fashion. They, like donors, are enablers.





Shukria!

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Ordinary people who are thousands of kilometres away from the disaster, who demonstrated extraordinary generosity are behind the smile of this girl looking after her younger sister.

Six weeks after this photo was taken I was in the mountain village of Manah, District Ziarat, Baluchistan, monitoring distribution of shelter repair kits on Christmas day of the Christian calendar. I thought the name of the village was appropriate.

Shortly after the distribution was completed I received a call on my sat phone. It was my wife, daughter, son-in-law and granddaughters calling from Haliburton on Boxing Day to wish me a Merry Christmas.



There is still a great deal of room for civil-military relations to evolve to better achieve common or shared objectives.