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Challenges of civil-military cooperation in refugee crisis management

A civil-katonai együttműködés kihívásai a menekültválságok kezelése során

Abstract

Nowadays migration is one of the main challenges. The author examines possibilites and challanges of the cooperation among civilian organizations and armed forces in refugee crisis management. She processes the statititcs and handbooks of the international organizations which are available on the subject.

Key words: refugee, NGO, civil-military coperation, UNHCR

Absztrakt

A migráció napjaink egyik legfontosabb kihívása. A szerző a civil szervezetek és a fegyveres erők közötti együttműködésben rejlő lehetőségeket és kihívásokat vizsgálja a menekültválságok kezelése során, a témában elérhető statisztikák, illetve a nemzetközi szervezetek kézikönyvei alapján.
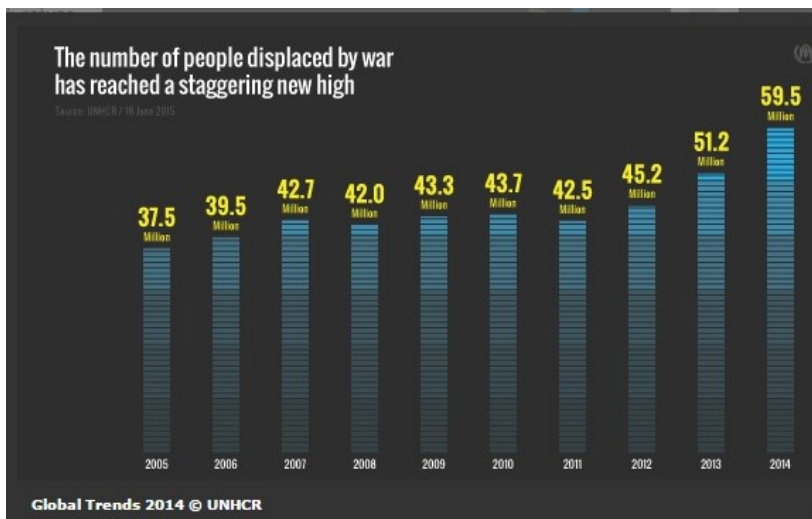
Kulcsszavak: menekült, nem-kormányzati szervezetek, civil-katonai együttműködés, az ENSZ Menekültügyi Főbiztossága

INTRODUCTION

As a result of globalization there are not any places in our world not to be affected by the problem of mass migration. Because of the increasing number of wars, armed conflicts and natural disasters, religious and political persecutions millions of people are forced to leave their homes and homelands. Therefore the crisis management becomes also a problem of states which are not directly effected. Because the flow of refugees could upset the balance between the communities and it causes intractable economic and security burdens for governments. Although, based on the concept of mixed migration, this mass movement flow includes refugees, asylum-seekers, economic migrants and other migrants, this study focuses on refugees.

GLOBAL REFUGEE TRENDS

The problem of refugees is not a modern phenomenon, this is not a new-type security challenge. This is the same age as mankind. However nowadays this kind of movements become incomparable size. According to the statistics of UNHCR Global Trends 2014 report by end of 2014, 59,5 million people were forcibly displaced worldwide as a result of persecution, conflict, generalized violence, or human rights violations.

1. figure: The number of people displaced by war in 2014[1]

This number has not been so high since the World War II. It means huge security risk for the host countries. As a result of it, trying to abolish the roots of the crises, where these evolved, becomes the primary interest of the potential destination states. In order to achieve prohibiting out-migration they would use polictical, diplomatic, economic means and the help of civilian organizations, moreover the armed forces. However, this does not always lead to success.[2]

On the following map of European Council the potential asylum countries and the rate of potential asylum seekers are clearly visible.

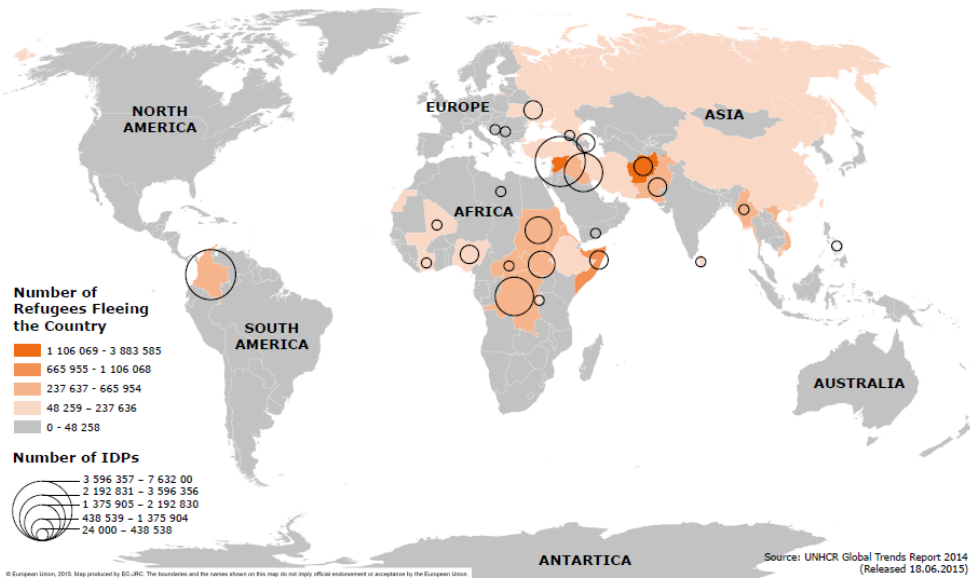[1]World at War, UNHCR Global Trends Forced Displacement in 2014, http://unhcr.org/556725e69.html
[2]World at War, UNHCR Global Trends Forced Displacement in 2014, http://unhcr.org/556725e69.html
Fruzsina Csatlós: Global refugee trends and the Syrian crisis, Hadtudományi Szemle, 2015. VIII. évfolyam 3. szám, p. 42-54., http://uni-nke.hu/downloads/kutatas/folyoiratok/hadtudomanyi_szemle/szamok/2015/2015_3/15_3_bp_csatlosf.pdf

2. figure: World Refugees and IDPs as of end 2014 [3]

The figure shows, most of refugees come from states where a permanent armed conflict or large-scale economic problems are threatening to everyday existence. The figures also show that residents of areas which affected by armed conflicts mainly fleeing to neighboring countries in order to protect their lives, and after the end of the conflict they intend to return home which means another challenge for both the host and the asylum states. The management of such crises is also a problem of the states which are not directly involved, it required the development of the new conflict-management tools which eliminate not only the armed conflict, but also help in the restoration of peace, security, living conditions and stabilization. Most of these operations take place within federal, multi-national frameworks in a combination of civilian and military forces authorized by the international community (UN).[4]

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[3]Map of European Comission:
http://ec.europa.eu/echo/files/map/World_Refugees_IDPs_Landscape_A2.pdf#view=fit
World at War, UNHCR Global Trends Forced Displacement in 2014, http://unhcr.org/556725e69.html
[4] World at War, UNHCR Global Trends Forced Displacement in 2014, http://unhcr.org/556725e69.html
A menekültek védelme és az UNHCR szerepe 2007-2008, http://www.unhcr-budapest.org/hungary/files/ProtRefbrochureHUN.pdf

DIFFICULTIES OF COOPERATION BETWEEN CIVIL ORGANIZATIONS AND ARMED FORCES

Ideally local authorities and civil agencies will coordinate civilian mass movements, and cooperate with military formations to deconflict civilian and military movements. In the past, governments may have turned to civilian border police or similar agencies to manage mass migration or refugee movements. However the complex and ambiguous nature of today's contemporary operational environment requires the increased reliance on military force to manage migration or refugee emergencies. In cases where local authorities and/or civil agencies cannot or will not coordinate civilian mass movements the military will have to play a more active role in the coordination and control of civil movements. On the one hand, it seems logical for countries to turn to military forces to manage international migration flows. Because managing refugee movements require a massive logistical response to prevent deepening of the cirsis. Military forces have organizational and logistical capabilities. Units are capable of establishing a controlled and organized response to an emergency. Moreover, professional military forces often have their own medical, legal and social services personnel who are accustomed to handling confused situations (e.g. linguists, jurists). In addition, armed forces are proficient in the use of advanced detection equipment.[5]

Based on the experience of recent decades during managing reugee crisis including repatriation the most important tasks of armed forces are the follows:

— maintain a secure environment;
— support repatriation;
— support for spontaneous/voluntary rapartiation;
— involvement of local armies;
— support collaborative communities;
— assessment of areas of origin.[6]

Handbooks of UNHCR are detailed these taks. According to these documents role of armed forces in supporting of refugee related operations are displayed in the areas below:

Friedmann Viktor: A konfliktuskezelés új terepei – Az állomon belüli konfliktusok regionális, inter- és transznacionális dimenziói, Kül-Világ – A nemzetközi kapcsolatok folyóirata, IV. évf., 2007/3-4. szám, pp. 75-99.
Fruzsina Csatlós: Global refugee trends and the Syrian crisis, Hadtudományi Szemle, 2015. VIII. évfolyam 3. szám, p. 42-54., http://uni-nke.hu/downloads/kutatas/folyoiratok/hadtudomanyi_szemle/szamok/2015/2015_3/15_3_bp_csatlosf.pdf
[5] Paul J. Smith: Military responses to the global migration crisis: a glimpse of things to come
Civil - Military Co-operation Centre of Excellence CIMIC Field Handbook
[6] Padányi József: A menekültek és a hontalanok visszatelepítése Bosznia-Hercegovinába. Hadtudomány, 2000, X. évf., 2. szám, pp. 116–121.

1. ensuring the security of civil organizations' (e.g. UNHCR) staff members and develop evacuation plans;
2. ensuring the escort of humanitarian aid convoys;
3. supporting to local authorities;
4. holding liaison with military authorities;
5. handling public and military information;
6. providing protection activities:
   — maintaining presence in proximity to buildings and installations essential to the life of a community, such as hospitals, water and power generating stations, places of worship, schools and nurseries;
   — maintaining presence in areas of dispute to ensure maximum freedom of movement of civilian populations, including freedom to flee to a place of safety;
   — maintaining presence in rural communities to facilitate the safe conduct of agricultural activity and food production;
   — maintaining presence in proximity to the location of valuable cultural properties;
   — ensuring access by local population to medical care, including escorting medical practitioners in areas of confrontation;
   — liaison between opposing parties to a conflict to ensure continuity of commercial activity;
   — liaison between opposing parties to a conflict to ensure continuity and repair of essential infrastructure.
7. providing health and medical support;
8. transporting humanitarian aid;
9. supporting the repair and maintenance of infrastructure;
10. conducting of peacekeepers, undertaking humanitarian tasks;
11. supporting specialized actors United Nations Civilian Police (UNCIVPOL) and Military Observers (UNMOs);
12. supporting evolution from emergency relief to reconstruction, rehabilitation and development.[7]

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[7] Working with the Military, UNHCR training material, January 1995,
http://www.unhcr.org/3d5123714.pdf
A UNHCR Handbook for the Military on Humanitarian Operations, January 1995,
http://www.unhcr.org/publ/PUBL/3d5122884.pdf
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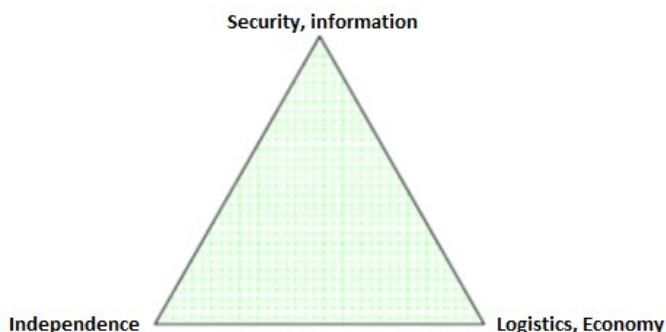
Thus, as is shown above the mandate of peacekeeping forces in these operations has usually included direct or indirect support. However this patnership between civil organizations and the military is still young, and much is yet to be learned.

The importance of the cooperation has already been recognized by both armed forces and civil organizations. To increase the efficiency both parties educate their agents how to cooperate with each other. Military side has to prepare tasks which are out of their classic operations scope. These tasks should be incorporated to their rules and training programs too. On the other hand IOs/NGOs has to adapt special characteristics of armed forces.

To ensure the success of operations and to evolve effective cooperation they must be aware of mandates, organizational structures, working methods and principles of each other. It is also significant because civil actors are considered highly important to preserve their independence. Inter alia because population is more open towards NGOs, and their closer cooperation with the soldiers can even lead to a lack of confidence. Moreover in some cases the agents of these organizations may feel that their goals would be subordinated to success of armed forces' operations. This is further complicated by the fact that the security of NGOs often only military personels can ensure in areas which affected by armed conflicts. Besides, because of the large geographical distances and difficult terrain, they are also reliant on logistic capabilities of military. [8]

Balázs Lóderer modelled this dilemma with the triangle of "Cooperation, logistics and safety":

3. figure: Cooperation, logistics and safety dilemma[9]

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[8] MC 411/1 http://www.nato.int/ims/docu/mc411-1-e.htm
AJP-09
Besenyő János: CIMIC activities in the African Union Mission in Sudan Tradecraft Review, Periodical of the Scientific board of Military Security Office, 2010, 2. Special Issue, pp. 95–113.
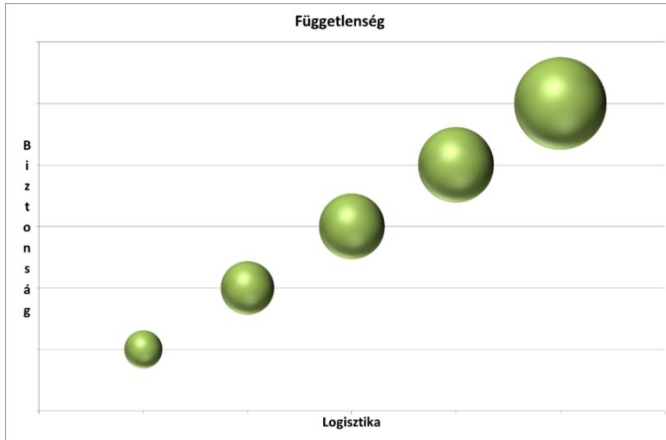Boldizsár Gábor: A békeműveletekben való részvétel hatása a Magyar Honvédségre.
Ujházy László: Tartalékos szövetségek a NATO-ban.
[9] Lóderer Balázs: Együttműködni vagy elhatárolódni?: dilemmák a civil szervezetek és a CIMIC képesség együttműködésében.

To complete it and to illustrate it more visually attractive I made „the bubble modell" below:

4. figure: Safety, Logistic, Independence „bubble modell"[10]

The figure demonstrates well that the security situation is more stable, NGOs strive to preserve their independence all the more and show less willingness to cooperate with the armed forces. [11]

The following diagram shows themost important areas of the cooperation.

5. figure: Areas of civil-military cooperation[12]

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[10] Editied by author
[11] Csatlós Fruzsina: A civil szervezetek és a CIMIC alakulatok tevékenységének összefonódása válságövezetekben a menekültek helyzetének kezelésében, Hadtudományi Szemle, 2015. VIII. évfolyam 1. szám, p. 216-230., http://uni-nke.hu/downloads/kutatas/folyoiratok/hadtudomanyi_szemle/szamok/2014/2015_1/15_1_tt_csatlos.pdf

Summary cooperation and coordination difficulties may arise for many reasons. These organizations are representing a wide spectrum of interests and priorities, being of varying sizes, structures, operational styles and organizational cultures. In accordance with UNHCR documents and CIMIC handbook in my opinion the main areas of dissimilarity between the military partner and civil organizations are:

	Armed forces	Civil organizations
Organizational structure	piramide/vertical, centralized	horizontal, decentralized
Cultural differences	highly disciplened	independent
Decision-making	authocratic	democratic, consensus-based
Command structure	hierarchical	
Generation gap	older staff members	younger staff members
Accountability	strict rules, budget	variety of sources and focusing on a range of issues
Flexibility	rigid	flexible
Realistic expectations	yes, clear aims	not always
Core mission/Definition of success	long-term perspective	„End-State" approach
Training	extensive branch training	On-the-Job training
Rules	doctrinal pubs	few field manual

6. figure: Differences beetween armed forces and NGOs[13]

To avoid the conflicts in these areas cooperation among NGOs and armed forces must be initiated at the highest levels. Bottom up cooperation, which depends almost entirely on transient personalities has little longevity. This will be most effectively accomplished by training, education, and relationship-building. This is the best way for us to move beyond differences to a point where similarities produce cooperation, instead of competition.14 Undersanding of each other's role and effective coordination are also necessary.

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[12] Edited by author based on Lóderer Balázs: Együttműködni vagy elhatárolódni?: dilemmák a civil szervezetek és a CIMIC képesség együttműködésében
[13] Edited by author based on Tibor Szvircsev Tresch, NGO's and armed forces in theatre: a problematic cooperation?
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http://www.refworld.org/docid/465702372.html
[14] James V. Arbuckle a „Military Forces in 21st Century Peace Operations: No Job for a Soldier?"
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http://www.nato.int/docu/review/2007/issue3/hungarian/analysis1.html

Operations can not be successfull without them. UNHCR handbooks formulates the below 10 steps to achieve effective partnership:

— central coordination;
— agreement on responsibilities and objectives;
— common territorial areas of responsibility;
— compatible or shared communications equipment;
— collocation;
— liaison (officers, organizational parts);
— inter-agency meetings, negotiations;
— routine contact between desk officers, information sharing;
— creating Civil-Military Operations Centres;
— pre-mission recce or assessment.

Overcoming differences in organizational cultures and working methods requires an investment of time and understanding. The key to alleviating the effects of these difficulties is to maintain open and constant communication.[15]

Besides to contributing to more effective cooperation and coordination establishing of high level lead organizations (Lead Agency, CMOC) are also necessary. The functions of them are:

— taking the lead in policy-making, planning and information sharing;
— acting as the main point of contact for among United Nations agencies and armed forces;
— coordinating funding efforts parties to the conflict;
— consolidated appeals to donors;
— providing guidance, policy advice and information;
— coordinating field activities to avoid duplication of efforts;
— providing administrative and logistic support to humanitarian actors;
— acting as an interface between the political or military components of the United Nations operation and NGOs.

All of these steps can help both sides to achieve a better understanding each other and thereby to contribute to more effective cooperation. [16]

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[15] Tibor Szvircsev Tresch, NGO's and armed forces in theatre: a problematic cooperation?
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SUMMARY

The increased involvement of military forces may reflect a growing concern that international migration, and particularly illegal migration, has reached a level that truly constitutes a major security concern. These facts indicates that international migration operations are likely to be a major concern for military forces in the twenty-first century. Experiences suggest that we can reinterpret the thought of Dag Hammarskjöld[17,] in the following way: Managing refugee crisis is not a job for soldiers, but international community can not do it without them. [18]

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