

Regional Civil-Military Coordination in Disasters: Central Asia Within a Global Network

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On July 3, 2013, in Almaty, Kazakhstan the International Peace Institute (IPI), the UN Office for the Coordination of Humanitarian Affairs Regional Office for Caucasus and Central Asia (OCHA ROCCA), and the UN Development Programme (UNDP) in Kazakhstan co-organized a one-day roundtable to strengthen civil-military coordination for disaster risk reduction in Central Asia. The meeting brought together approximately thirty participants from the governments of the five countries of Central Asia, Afghanistan, Azerbaijan, and Iran, international and nongovernmental organizations, and United Nations agencies.

This meeting note summarizes the key themes of the meeting. It was drafted by Maximilian Meduna, a policy analyst at IPI. The note reflects the rapporteur's interpretation of the meeting and does not necessarily represent the views of all other participants. IPI owes a debt of gratitude to its many generous donors whose contributions made this publication possible.

On July 3, 2013, the International Peace Institute (IPI), the UN Office for the Coordination of Humanitarian Affairs Regional Office for Caucasus and Central Asia (OCHA ROCCA), and the UN Development Programme (UNDP) Kazakhstan co-organized a one-day roundtable in Almaty, Kazakhstan to strengthen civil-military coordination (CMCoord) for disaster risk reduction (DRR) in Central Asia. The meeting was called because the countries of Central Asia (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, and Uzbekistan) are highly susceptible to large-scale natural disasters—in particular, earthquakes and floods—yet there is very little regional cooperation in terms of disaster preparedness and relief. The co-organizers therefore designed the meeting to enable international and regional experts to share information and experiences on civil-military coordination in disasters, to explore the extent to which CMCoord activities are already taking place in Central Asia, and to identify priority areas in order to advance humanitarian CMCoord in the region. Approximately thirty participants from government agencies (from the five countries of Central Asia plus Afghanistan, Azerbaijan, and Iran), international and nongovernmental organizations, and United Nations agencies took part in the event.

Introduction

In his opening remarks, Stephen Tull, UN resident coordinator and UNDP resident representative in Kazakhstan, welcomed Kazakhstan's commitment to principles of regional and multilateral cooperation and expressed hope that this workshop will be the beginning of a process that promotes regional cooperation for disaster risk reduction. He encouraged countries of the region to make effective use of the recently established Central Asia Centre for Disaster Response and Risk Reduction (CADRRR) in Almaty.

It was noted that the severity and frequency of disasters is increasing dramatically and that the world needs to be better prepared to deal with megadisasters. The scale of such relief operations will require military and civilian actors and assets. As Marcel Vaessen, head of ROCCA, pointed out, military and civil defense assets (MCDA) should be deployed without compromising humanitarian principles.

Disaster prevention and relief "will be for the twenty-first century what peacekeeping was for the second half of the twentieth century," said Walter Kemp, IPI director for Europe and Central Asia. Regional cooperation, improved preparedness and reaction capability, as well as effective CMCoord are in this regard the optimal way ahead. It was stressed that this is an issue that should be approached pragmatically and at the operational level, rather

than as a political question. As one speaker put it, "Mother Nature doesn't care about bureaucracy and borders, so when disaster strikes neighbors should work quickly and effectively together." At the same time, it was noted—in the specific context of the Istanbul Process—that disaster relief can be a confidence-building measure.

Yerbolat Sembayev, director of the Department of International Cooperation, Ministry of Foreign Affairs of Kazakhstan, highlighted his country's support for the workshop, and for promoting regional cooperation for disaster relief, particularly as host of the Central Asia Centre for Disaster Response and Risk Reduction. He cited the establishment of the Centre as a further example of how Almaty is becoming a regional hub for humanitarian assistance.

Global Trends of Humanitarian Civil-Military Coordination in Disaster Relief

The severity and frequency of natural disasters and conflict situations is increasing. As a result, national, regional, and international disaster relief agencies are coming under increased pressure to prepare for and respond to emergencies. What challenges are faced in improving or establishing coordination and cooperation mechanisms between civilian and military actors involved in humanitarian operations? What steps are being taken to facilitate effective deployment of MCDA in relief operations? What multilateral efforts are being made to improve humanitarian CMCoord in disaster preparedness and relief?

Rudolf Müller, deputy director and chief of Emergency Services Branch at UN OCHA-Geneva, informed participants that despite globally diminishing numbers of victims as a result of natural disasters—due to preparedness measures—the economic costs have increased. Mr. Müller explained that in 2012, a year without a megadisaster, about 310 major natural disasters killed thousands and affected over 100 million people, including 32.4 million displaced persons—42 percent of which originated from Asia alone. The

costs in 2012 amounted to \$180 billion. He further identified the main drivers of disaster risk vulnerability, based on their potential large-scale impact, including climate change and environmental degradation, demographic trends (population growth and rapid unplanned urbanization), as well as economic factors. Disaster risk management (i.e., prevention and mitigation of hazards and vulnerabilities) requires the involvement of all actors and sectors, combining different skills and tasks. Here, the first responsibility lies at community, provincial, and national levels of governance, but needs to include strategic partners, such as the civil society, local governments, media, private actors, academia, and the scientific community. Mr. Müller particularly highlighted the need for a shared understanding of the risk landscape among all involved actors, preparedness and regional cooperation, as well as improved interoperability between humanitarian military actors as well as between neighboring states.

He noted that there may be times when the scale of the disaster is so large that humanitarian actors may have to call on the military to support disaster relief. This is why it is necessary to have civil-military coordination and to have guidelines on the use of military-civil defense assets. He referred to a number of existing OCHA reference manuals, as well as the "Oslo Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief."

Mr. Müller also observed that the proliferation of new technologies enables easier communication and self-organization of community members and that this can enhance disaster prevention and relief. Social networks can mobilize and organize assistance, while technology can avoid competition by facilitating information sharing, division of tasks, and joint planning for common goals.

Ambassador Toni Frisch, chair of the MCDA Consultative Group, emphasized that humanitarian CMCoord in disaster relief needs to focus on sustainability, credibility, transparency, and efficiency in all its phases—ranging from transition to early recovery, DRR, and mitigation. "Spectacular" rapid response action alone without sufficient professional adherence to humanitarian

principles is not adequate.¹ While institutional cooperation in emergencies has improved in recent years, local capacities—including the affected population as well as the host governments—need to be more involved in planning and assessment, and "lessons learned" should not only be identified but also implemented. Such lessons learned include, most importantly, the need for capacity building on the ground.

Ambassador Frisch underlined the need for rapid and effective deployment of military and civil defense assets immediately after sudden-onset disasters. He noted that in the past there had been resistance to the use of MCDA, with the exception of search and rescue teams. Yet, despite the fact that MCDA are often considered to be a "last resort" by policymakers, in reality the military because of its equipment and training—is often the first responder to major disasters. To avoid misunderstandings among the relevant actors (military, humanitarian, local, and foreign) and to improve coordination among them, the response should be needs-driven and based on a shared needs assessment. Ambassador Frisch noted that the use of MCDA has, in the past, raised issues about who should pay for the deployment of the assets, how long should the assets be deployed, what codes of conduct should military members follow when engaged in humanitarian operations (particularly in conflict zones), and how should military personnel interact with their humanitarian counterparts (and vice versa). He noted the importance of disaster preparedness to overcome many of these challenges, including regular contacts among practitioners, status of forces agreements, interoperability mechanisms, and certified training to an internationally recognized standard. He encouraged representatives from Central Asia to become more active in the international MCDA network.3

The session chair, Walter Kemp, underlined that there are global efforts to improve the effectiveness of disaster preparedness and relief (like the HOPEFOR Initiative)⁴ and that several parts of the world have regional disaster relief networks. He urged representatives from Central Asia to enhance their own regional network and to join the growing global network.

DISCUSSION HIGHLIGHTS

- Participants from Central Asia were encouraged to make effective use of the Central Asia Centre for Disaster Response and Risk Reduction. They were encouraged to engage in practical cooperation, identify national focal points, carry out joint training, and build up contacts and capacity.
- It was noted that every local situation is different and risk reduction strategies and mechanisms need to be developed accordingly. However, since countries of certain regions face similar challenges, they have a common interest in cooperation and may have similar assets and backgrounds that enable interoperability.
- Participants from Central Asia were encouraged to draw on existing networks like the MCDA Consultative Group and the International Search and Rescue Advisory Group (INSARAG) to learn from their peers, contribute to international disaster relief efforts, and enhance capacity in line with international standards.
- It was noted that there is a well-established body of standards and guidelines for disaster risk reduction as well as training tools, i.e., through OCHA. Participants were encouraged to use these tools and to harmonize national disaster guidelines to international standards.⁵

Regional Disaster Relief Networks and UN Civil-Military Coordination

A number of regions across the world have developed regional disaster relief networks and centers of excellence that have developed some experience in humanitarian CMCoord. This session looked at a

¹ Principles include the Oslo Guidelines, SPHERE standards, as well as Good Humanitarian Donorship (GHD).

² See UN Office for the Coordination of Humanitarian Affairs Emergency Services Branch, Civil–Military Coordination Section, "What is Last Resort?" available at https://docs.unocha.org/sites/dms/Documents/Last Resort Pamphlet - FINAL April 2012.pdf.

³ For example, the International Search and Rescue Advisory Group (INSARAG) classifies international rescue bodies worldwide.

⁴ HOPEFOR (Humanitarian Operations Force) is a Qatari initiative aimed at improving the effectiveness and coordination of military and civil defense assets in natural disasters.

⁵ See, for instance, Humanitarian Response, "Syria," available at http://syria.humanitarianresponse.info and Humanitarian Response, "West and Central Africa," available at http://wca.humanitarianresponse.info.

few concrete examples, including from Asia and the Pacific and discussed some of the challenges and opportunities in establishing and operating such regional initiatives and centers.

Ambassador Frisch noted that in today's world, needs are increasing while funds are limited or being reduced. At the same time public pressure is rising as a result of the mass media. When disaster strikes, governments are under pressure to act. However, without proper preparation and coordination, the response is often hasty and haphazard. In light of these challenges, noted Ambassador Frisch, regional collaboration and civil-military coordination are necessary.

"Disasters do not know borders," was the key message of Ingrid Nordström-Ho, head of the Emergency Services Branch, Civil-Military Coordination Section in the Policy and Planning Unit at OCHA. She underlined the need for regional cooperation to deal with large-scale disasters. She used the example of the Asia-Pacific region to illustrate how cooperation was enhanced after the 2004 Indian Ocean tsunami, most notably through the establishment of the Asia-Pacific Conference on Military Assistance to Disaster Relief Operations (APC-MADRO). The forum (based on the Oslo Guidelines) aims to provide a framework for stronger national, bilateral, and regional civilmilitary as well as military-military coordination and wider collaborative regional efforts.

In a demonstration of their political will to work together to improve disaster relief, the participants in the APC-MADRO jointly created a "road map" for future cooperation. APC-MADRO provides a good example of how a regional hub (consultative group) can encourage the sharing and synchronization of information among all relevant parties (by developing an online calendar for CMCoord events, training exercises, etc.) and develop a comprehensive strategy to promote and disseminate the Oslo Guidelines throughout the region, including through translations of the guidelines into local languages. Status of force agreements (SOFA) regulate the deployment of supporting

MCDA assets as de facto first responders. Meanwhile exit strategies may help guarantee successful transitions and withdrawals.⁶

Michael Thurman, practice coordinator of the Crisis Prevention and Recovery unit at UNDP in Europe and Central Asia, gave an overview of the disaster risk reduction initiatives implemented in Central Asia by UNDP. Thematically, UNDP programs in Central Asia are focused on developing national risk reduction strategies, enhancing risk assessment and information management, reducing vulnerability increasing resilience, enhancing local-level risk management, and dealing with compound hazards (e.g., uranium legacy sites) and disaster recovery.7 One of most relevant regional initiatives is the Central Asia Regional Risk Assessment (CARRA). It is designed to provide evidence-based policy for risk reduction, and to promote steps to mitigate these risks at the regional level. Areas of focus include DRR, agriculture and food security, water and energy projects, social protection activities, and the Central Asia Climate Risk Management Program. Other initiatives include disaster risk management programs in Kyrgyzstan Tajikistan, local-level risk management in Kazakhstan (DIPECHO), the CADRRR, and a seismic risk reduction project in Uzbekistan.

Javier Pérez, deputy head of the European Community Humanitarian Office's (ECHO) Strategy, Co-ordination, and Inter-institutional Relations Unit, presented the two main complementary tools of the director-general at ECHO: (1) humanitarian aid, which is managed by the European Commission (EC) outside of the EU and (2) civil protection, which is coordinated by the Commission inside and outside of the EU with mostly in-kind support. Mr. Pérez outlined how these tools work together with military actors. In terms of humanitarian aid, activities are always context-dependent. Arrangements are thus made separately for each specific situation, especially when the EU is also engaged through a military operation.8 In regard to civil-military coordination

⁶ For more information, see Ingrid Nordström-Ho, "Regional Disaster Relief Networks and UN-CMCoord," available upon request from the UN Office for the Coordination of Humanitarian Affairs, Regional Office for Caucasus and Central Asia in Almaty.

⁷ For more information, see Michael Thurman, "DRR in Central Asia-UNDP," available upon request from the UN Office for the Coordination of Humanitarian Affairs, Regional Office for Caucasus and Central Asia in Almaty.

⁸ For more information, see Javier Pérez, "The EU and Disaster Response," available upon request from the UN Office for the Coordination of Humanitarian Affairs, Regional Office for Caucasus and Central Asia in Almaty.

for civil protection, the EU has specific arrangements with the EU military staff for strategic transport and mobilization of other assets (tactical transport, medical units, logistics, engineering, communication, etc.). Within the context of the European Union, fundamentals of civil protection include the responsibility of and solidarity among member states who contribute through a voluntary mechanism; the need for receiving a clear call for assistance; and the European Commission as a facilitator. The EU/EC's civil protection tools range from the Emergency Response Centre (ERC) and the Common Emergency and Information System (CECIS is a needs-based platform to which members can pledge support) to a training program, approximately 150 civil protection modules, and technical assistance support teams. A move from ad hoc responses to more planned action has enabled increased effectiveness and efficiency. A dedicated office for standby military liaison staff is located at the ERC. In addition to bilateral agreements, the office facilitates cooperation in planning of military operations. Mr. Pérez noted that all activities are conducted in full respect of the Oslo and MCDA guidelines, as well as humanitarian principles, and they are embedded in UN frameworks and the EU Consensus on Humanitarian Aid—the backbone of EU interventions.

Scott Cooper, director of outreach at the Australian Civil-Military Centre (ACMC), spoke about the background, purpose, principles, and activities of the ACMC. Reiterating previous speakers, Mr. Cooper emphasized the fundamental primacy of host nations and the importance of preparedness in CMCoord. The Centre's mission is to support the development and regional coordination of national civil-military capabilities to prevent, prepare for, and respond more effectively to conflicts and disasters overseas. It utilizes a multi-agency approach, with staff drawn from a number of Australian government departments and agencies (Defence, Foreign Affairs and Trade, Attorney-General, AusAID, and the Australian

Federal Police), the New Zealand government, and the NGO sector through the Australian Council for International Development (ACFID). ACMC's development of concepts and research follows six guiding principles:

- (1) a collaborative and flexible approach,
- (2) a recognition of organizational and cultural diversity,
- (3) a proactive multi-agency engagement,
- (4) a shared understanding,
- (5) a comprehensive outcome, and
- (6) a commitment to continuous improvement.

Currently, ACMC is conducting two projects on regional frameworks for disaster management, and it is researching the role of social media in complex emergencies. ACMC is also engaged in lessons-learned activities and disseminating knowledge through tertiary education (i.e., a CMCoord module at university), its own course and training programs, support of graduates, as well as publications—such as the development of a "common language guide."¹⁰

DISCUSSION HIGHLIGHTS

- Despite its rich diversity, Central Asia has the unique and tremendous advantage of having a common working language.
- While NATO and the EU have disaster-related agencies, these do not necessarily cover the Caucasus and Central Asia. The point was made that perhaps there could be a role for the OSCE, and there should be greater regional and subregional cooperation.
- It was regretted that no representative of either the Common Security Treaty Organization (CSTO) or the Shanghai Cooperation Organization (SCO) took part in the meeting since these organizations could also play a role in disaster prevention.
- It was suggested that the so-called "Almaty Process" could be used as an intergovernmental platform for enhancing emergency preparedness

⁹ More information, including the center's publications (e.g., research and lessons learned on civil-military matters) can be found at ACMC's website, available at http://acmc.gov.au .

¹⁰ The guide clarifies, inter alia, the difference between civil-military cooperation (CIMIC) and civil-military coordination (CMCoord).

¹¹ The Almaty Process was launched at the Ministerial Conference on Refugee Protection and Mixed Migration on June 5, 2013, co-organized by Kazakhstan, Office of the UN High Commissioner for Refugees, and the International Organization for Migration. It aims at establishing a regional platform for dialogue and cooperation on migration issues.

cooperation, particularly in light of the 2014 transition in Afghanistan.

- Caution was raised about the potential role of NATO troops in the region becoming involved in disaster-related operations.
- It was suggested that it would be useful for an organization (e.g., OCHA or the MCDA Consultative Group) to carry out a mapping exercise to identify what regional and subregional coordination groups already exist.

The Future of Humanitarian Civil-Military Coordination in Disaster Relief in Central Asia

Over the last ten years, many countries in Central Asia have played a crucial role in supporting the International Security Assistance Force supply lines into/from Afghanistan. What role will NATO militaries play in Central Asia during/after the withdrawal of their troops from Afghanistan? What will be the role of intergovernmental organizations with security mandates (e.g., CSTO and SCO) in Central Asia? In 2013, the Central Asia Centre for Disaster Response and Risk Reduction was established. How can the work of the center improve humanitarian CMCoord?

While the first two sessions looked at international and regional efforts to promote civil-military coordination for disaster relief (or, as one speaker put it to "coordinate, communicate, and comprehend one another") the third session focused specifically on the challenges and needs of Central Asia and what steps could be taken to promote greater cooperation for disaster relief.

It was noted that implementing the Oslo Guidelines in all five countries of the region would help to increase capacity and interoperability. The need for small, practical steps was also highlighted as a way of encouraging experts to work together. Cooperation with other neighbors (e.g., Afghanistan, Azerbaijan, Iran, and Russia) was also noted as potentially useful. Experience from the South Caucasus suggests that despite political

difficulties disaster relief can also serve as a confidence-building measure.¹²

The representative from NATO expressed its continued commitment to the region and presence in Afghanistan beyond 2014. If requested, NATO expressed its willingness to support Central Asian countries in disaster response activities. NATO's Euro-Atlantic Disaster Response Coordination Centre, which is composed of twenty-two partners and allies, functions as a clearing house for the coordination of humanitarian assistance. It is closely cooperating with the NATO military office, OCHA, and other international organizations. After the drawdown of ISAF troops, a train-andassist mission comprising some 10,000 personnel will remain on the ground, provided that there is continued consent from the host government. A senior civil representative for the Caucasus and South East Asia has been appointed and will remain to assist in the reconciliation process. Substantive expertise in preparedness could facilitate joint exercises (conducted with Partnership for Peace countries), the development of standard operating procedures (SOPs) and certification mechanisms, as well as improvements in interoper-

The director general of Afghanistan's National Management Disaster Authority confirmed that his country has national and provincial disaster committees in place, however, with limited capacity. Considering the difficulty of disaster response in isolated mountainous settlements and difficult security environments, it welcomed continued NATO support and outlined financial and logistical shortcomings as the primary needs, such as the need for military airlift support. Under its CMCoord activities, vulnerable groups such as women and children are explicitly addressed in a special package. The point was made that joining CADRRR could help Afghanistan in improving its disaster management.

The head of Iran's National Disaster Management Organization stated that both a clear division of roles and the problematic perception of foreign troops represent a central CMCoord challenge. The representative of Iran subscribed to the need for

clear CMCoord principles to effectively implement humanitarian objectives. However, based on the successful engagement of the International Committee of the Red Cross and other civil organizations, the importance of nongovernmental partners was acknowledged.

In Kazakhstan, mobile 24/7 civil defense units are available solely for the purpose of domestic disaster relief. Separate search and rescue teams, on the other hand, are being deployed for international operations to be certified in 2014. Kazakhstan further maintains an earthquake standby team as well as a training center to raise public awareness.

The Ministry of Emergency Situations of Kyrgyzstan has a coordinating role for disaster preparedness and relief. Trainings and courses are offered to overcome the challenge of civil-military coordination. The Disaster Response Coordination Unit, an interagency coordination mechanism for disaster response, works closely with the ministry. Furthermore, international methodologies are being introduced (e.g., multicluster initial rapid needs assessments as well as post-disaster needs assessments).

The Committee of Emergency Situations and Civil Defence of Tajikistan is central to a wide range of national institutions implementing international disaster relief programs. MCDA assets are considered to be a particularly important complementary support tool to guarantee staff security (e.g., Tajik, foreign, and NGO personnel) and are also being actively developed in the framework of NATO's Partnership for Peace program. This builds on Tajikistan's traditional CMCoord programs on responding to large-scale disasters and humanitarian crises. Tajikistan was committed to give due consideration to the results of this workshop.

In Uzbekistan, the Ministry of Emergency Situations, itself a civil-military organization, is a coordinating body that has concluded a number of cooperation agreements with international partners. Internally, there is mutual support and cooperation with the Ministries of Defence and Interior. Externally, international cooperation is conducted exclusively on a civilian basis (i.e., bilateral agreements on operational information

exchange with Tajikistan regarding disaster response).

PRINCIPLES FOR EFFECTIVE CMCOORD

In Central Asia, national bodies for emergency situations are in place, but are thus far only trained for domestic operations. The "Soviet legacy" provides common conditions for interoperability and a framework for regional cooperation: the country's national emergency structures are similar, and all experts speak Russian, have similar training, and use similar equipment. Further, the recently launched Almaty Centre for Disaster Response and Risk Reduction provides an excellent hub for regional cooperation.

After comparing the individual country situations, participants worked together to identify principles for effective CMCoord and to come up with suggestions for possible future activities that would strengthen humanitarian civil-military coordination in Central Asia for disaster risk reduction:

- Sovereignty and ownership: The host government has the primary responsibility for disaster response. National governments need to proactively take ownership in the process.
- Complementarity: National and foreign MCDA assistance is supplementary to civilian capacities. Assistance should play a complementary and supporting role, with a clear division of tasks. Personnel should be unarmed.
- Partnership: The important role of civil society partners, politicians, and the mass media needs to be taken into account in all phases of disaster management.
- **Professionalism:** CMCoord must go hand in hand with the implementation of international guidelines and standards, ¹³ as well as certification of humanitarian actors.
- Contextual awareness: Adaptation of international guidelines to regional specificities is required to enhance efficiency in the local and regional context.
- "CCC": Emphasis needs to be put on coordination, communication, and comprehension for an improved partnership among all actors.

Recommendations

To move forward, the roundtable concluded with recommendations for future steps. The following joint activities could be organized with support by the Almaty Centre for Disaster Response and Risk Reduction:

- Develop SOPs and SOFAs.
- Hold joint exercises and training modules.
- Establish certification mechanisms.
- Set capacity-building measures on DRR.
- Develop needs assessments.
- Enhance interoperability mechanisms.
- Develop evidence-based policies.
- Establish regional expert networks.

- Mainstream disaster activities into development programs.
- Plug into existing broader initiatives (e.g., the Istanbul Process, MCDA Consultative Group).
- Align national legal/operational frameworks with international best practices/guidelines.
- Implement customs agreements between countries and the UN.

As a follow-up to the roundtable, the International Peace Institute proposed facilitating a five-day interactive workshop at the Almaty Centre—inspired, inter alia, by the approach of the Australian Civil-Military Centre. The event could focus on a pragmatic simulation exercise and include neighboring partners, such as Russia, China, and Turkey.

Annex

PRESENTATIONS

All presentations are available upon request from the UN Office for the Coordination of Humanitarian Affairs, Regional Office for Caucasus and Central Asia in Almaty.

(1) Global Trends of Humanitarian CMCoord in Disaster Relief Rudolf Müller (available in English and Russian)

(2) Regional Disaster Relief Networks and UN-CMCoord Ingrid Nordström-Ho (available in English and Russian)

(3) DRR in Central Asia—UNDP Michael Thurman (available in English and Russian)

(4) The EU and Disaster Response Javier Pérez (available in English)

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