



Australian Government

Australian Civil-Military Centre

CIVIL-MILITARY-POLICE LANGUAGE GUIDE

Promoting Shared Understanding

About the APMC

The Australian Civil-Military Centre (APMC) (formerly the Asia Pacific Civil-Military Centre of Excellence) was established in November 2008, in recognition of the growing importance of civil-military-police interaction and is evidence of Australia's commitment to sustainable peace and prosperity in the Asia-Pacific region and beyond.

The APMC's mission is to support the development of national civil-military-police capabilities to prevent, prepare for and respond more effectively to conflicts and disasters overseas. At its core is a multi-agency approach, with staff from a number of Australian Government departments and agencies, the New Zealand Government and the non-government organisation (NGO) sector.

Applying this collaborative approach to working with other government agencies, the United Nations and other relevant stakeholders, the APMC seeks to improve civil-military-police learning and development, and develop civil-military-police doctrine and guiding principles.

Through its research program, the APMC seeks to identify best practice responses to key lessons learned—important for developing doctrine and facilitating training programs—to contribute directly to the ability of the Australian Government to develop a more effective civil-military-police capacity for conflict prevention and disaster management overseas.

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ISBN: 978-1-921933-09-7

Published February 2015

This document will be reviewed periodically. Your comments and suggestions are appreciated and should be sent to: info@apmc.gov.au

Why the Need for a Language Guide?

The civil-military-police community is as diverse as it is broad. It contains a wide range of actors who employ a variety of methodologies and techniques, use unique equipment and often pursue different objectives in service of different masters. Diversity is a strength of the civil-military-police domain, although a common understanding is required between community members to realise that strength. The range of different terminology employed across the civil-military-police community can make it difficult to form a common understanding.

Strategic level decision making should be driven by shared information and understandings. A *Civil-Military-Police Language Guide* can help ensure that information sourced from the operational level is precise, consistent and unambiguous. The demand for these qualities increases during crises.

This *Civil-Military-Police Language Guide* is not intended to force participants to conform to any single set of terms; different sectors within the civil-military-police community may use different terminology. However, recognising and respecting the differences between actors is vital. The terminology employed by each actor can hold vastly different meanings, with implications for planning, preparedness and investment in activities such as training.

The terms included in the Language Guide are applicable to or commonly used in the civil-military-police field, **and** meet one of the following tests:

1. Terms are subject to contested or inconsistent interpretation.
2. Terms are used by a limited number of actors in the civil-military-police field, and thus are unfamiliar to some.

Many terms listed in the Language Guide include multiple definitions—beginning with that of the most likely ‘lead agency’ for that term. For instance, ‘humanitarian assistance’ first lists the definition according to the United Nations Office for the Coordination of Humanitarian Affairs.

The guide then provides definitions from other sources, such as academic, military or government.

Just as important as the term definitions is the ‘commentary’ alongside each term. This commentary provides context and demonstrates where there is potential for misunderstanding and any impacts on planning. The commentary will provide guidance on how the reader should discern between a choice of potential terms for use, and how the reader can distinguish an author’s intended meaning. This guidance is equally applicable to the ‘spoken word’.

This first edition of the Language Guide has been developed in collaboration with departments, agencies and the non-government sector, in Australia and overseas. It is intended for use across the civil-military-police community, and particularly for those who are new to the sector. The Language Guide will be most valuable when used in conjunction with the joint ACFID–ACMC publication, *Same Space – Different Mandates*, or the revised version, *Same Space – Different Mandates International*, which provides greater detail on the differences between actors in a conflict and disaster management setting.

Language is ever-evolving and this edition of the Language Guide should be viewed as a starting point. The dynamic nature of disaster and conflict management means that terminology will continue to transform. As our strategies, techniques and equipment for responding to such crises change, so must our vocabulary.

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Acronym List

ACFID	Australian Council for International Development
ADF	Australian Defence Force
CCOE	Civil-Military Cooperation Centre of Excellence
CIMIC	Civil-Military Cooperation
DDR	Disarmament, Demobilisation and Reintegration
DRR	Disaster Risk Reduction
DRM	Disaster Risk Management
IASC	(United Nations) Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
IHL	International Humanitarian Law
LOAC	Law of Armed Conflict
NATO	North Atlantic Treaty Organization
NGO	Non-Government Organisation
POC	Protection of Civilians
R2P	Responsibility to Protect
ROL	Rule of Law
SSR	Security Sector Reform
UK MOD	United Kingdom Ministry of Defence
UN	United Nations
UNAMSIL	United Nations Assistance Mission in Sierra Leone
UN CIMIC	United Nations Civil-Military Coordination
UN CMCoord	United Nations Humanitarian Civil-Military Coordination
UN DFS	United Nations Department of Field Support

UNDP	United Nations Development Program
UN DPKO	United Nations Department of Peacekeeping Operations
UNHCR	United Nations High Commissioner for Refugees
UNISDR	United Nations International Strategy for Disaster Reduction
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNSC	United Nations Security Council
USIP	United States Institute of Peace
WHO	World Health Organization

Capacity Building/Capacity Development

United Nations Development Program (UNDP): The process through which individuals, organisations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time.¹

Organisation for Economic Cooperation and Development (OECD): The means by which skills, experience, technical and management capacity are developed within an organisational structure (contractors, consultants or contracting agencies)—often through the provision of technical assistance, short/long-term training and specialised inputs (e.g. computer systems).²

United Nations International Strategy for Disaster Reduction (UNISDR) – Capacity development: The process by which people, organizations and society systematically stimulate and develop their capacities over time to achieve social and economic goals, including through improvement of knowledge, skills, systems, and institutions.³

Commentary: That such a variety of organisations and subject areas define ‘capacity building/development’ indicates its flexibility. While the term is not strictly defined in military doctrine, ‘capacity building’ features frequently in the lexicons of police and armed forces.

The broad nature of capacity building means that the term may apply across a wide range of activities and actors, such as training, institution-building, financial resources, technology streams, and the wider social and cultural enabling environment. Effective capacity development requires a high degree of coordination to avoid duplication of effort and a strong interface between all areas of the civil-military-police community.

1 United Nations Development Program (UNDP), *Frequently Asked Questions: The UNDP Approach to Supporting Capacity Development*, http://www.undp.org/content/dam/aplaws/publication/en/publications/capacity-development/undp-frequently-asked-questions-on-capacity-development-june-2009-/UNDP_Frequently%20Asked%20Questions%20on%20Capacity%20Development%20June%202009_with%20bookmarks.pdf

2 Organisation for Economic Cooperation and Development (OECD), *Glossary of Statistical Terms*, <http://stats.oecd.org/glossary/detail.asp?ID=5103>

3 United Nations International Strategy for Disaster Reduction, ‘Terminology on DRR’, <http://www.unisdr.org/we/inform/terminology>

Civil Affairs

US Forces Joint Doctrine: Designated Active and Reserve Component forces and units organized, trained, and equipped specifically to conduct civil affairs operations and to support civil-military operations.⁴

United Nations Department of Peacekeeping Operations (UN DPKO): The role of civil affairs is to engage and assist local civilian authorities and communities in efforts to consolidate peace by restoring the political, legal, economic and social infrastructures that support democratic governance and economic development.⁵

Commentary: US doctrine indicates that ‘civil affairs’ is conducted by military personnel to support civil affairs or civil-military operations. A full definition of ‘civil-military operations’ is contained later in this publication. Such operations incorporate a wide scope of tasks, from immediate civil-military interaction (during and post-conflict) to programs directed towards rebuilding host country essential services and government institutions. Within an Australian context, the term is generally not used, as the Australian Defence Force (ADF) undertakes civil-military tasks of more limited scope, specifically directed towards supporting the military mission.

Although military personnel are likely to be familiar with the term ‘civil affairs’, they should also be aware of an alternative definition from the UN’s Department of Peacekeeping Operations. The UN definition is more specific than the broader US military meaning because it highlights the intent to ‘consolidate peace’ through reinforcing governance measures.

Besides being more specific than the US Chiefs of Staff definition, the UN term also differs as to who performs civil affairs. ‘Civil affairs officers are the civilian face of the mission to the local population and it is therefore

4 US Joint Chiefs of Staff, *Joint Publication 3-57: Civil-Military Operations*, September 2013, p. 169, http://fas.org/irp/doddir/dod/jp3_57.pdf

5 United Nations Department of Peacekeeping Operations, *Handbook on UN Multidimensional Peacekeeping Operations*, November 2003, p. 35, <http://www.peacekeepingbestpractices.unlb.org/Pbps/library/Handbook%20on%20UN%20PKOs.pdf> 26/6/2014.

particularly important that they understand local culture, customs, institutions and laws and are prepared to learn from local stakeholders.¹⁶ The UN term resembles a public relations function that can be performed by civilian personnel within the mission.

It is important that users distinguish between these two definitions if they are to act on any implied tasks, but more importantly that they identify the actors performing such duties, whether military or civilian.

(See also: Civil-Military Operations, CIMIC)

6 Ibid, p. 36.

Civil-Military Cooperation (CIMIC)

North Atlantic Treaty Organization (NATO): The coordination and cooperation, in support of the mission, between the NATO Commander and civil actors, including national population and local authorities, as well as international, national and non-governmental organizations and agencies.⁷

Centre for International Peace Operations / Zentrum für Internationale Friedenseinsätze (ZIF): Civil-military cooperation (CIMIC) describes the military task of harmonizing the interaction of military and civilian activities in the interests of a military objective.⁸

European Union: The coordination and cooperation at all levels—between military components of EU-led military operations and civil actors external to the EU, including the local population and authorities, as well as international, national and non-governmental organisations and agencies—in support of the achievement of the military mission along with all other military functions.⁹

Commentary: The term ‘civil-military cooperation’, or CIMIC, is a military term referring to establishing cooperative relationships between military commanders, national authorities and civil actors **in support of the mission**. Civil-military cooperation ranges from occasional informational meetings to comprehensive programs where civilian and military partners share planning and implementation.¹⁰ Military CIMIC units are usually dedicated to establishing these relationships with civil actors.

Lack of mutual understanding between civil-military actors can result in confusion concerning roles, responsibilities, cultures and

7 North Atlantic Treaty Organization 2013, *Allied Joint Publication AJP 3.4.9: Allied Joint Doctrine for Civil-Military Cooperation*, <http://www.cimic-coe.org/wp-content/uploads/2014/06/AJP-3.4.9-EDA-V1-E1.pdf>

8 Center for International Peace Operations/Zentrum für Internationale Friedenseinsätze 2010, *Peace Operations Glossary*, p. 8, http://www.zif-berlin.org/fileadmin/uploads/analyse/dokumente/veroeffentlichungen/ZIF_Glossary.pdf

9 Council of the European Union Military Staff, *EU Concept for Civil-Military Cooperation (CIMIC) for EU-Led Military Operations*, 11 July 2008, http://www.europarl.europa.eu/meetdocs/2009_2014/documents/sede/dv/sede260410euconceptcimic_/sede260410euconceptcimic_en.pdf

10 United States Institute of Peace 2011, *Peace Terms: Glossary of Terms for Conflict Management and Peace*, <http://www.usip.org/publications/peace-terms>

terminologies. Civil-military cooperation is therefore necessary to provide the security, knowledge and skills needed to help transform a conflict into an enduring peace.¹¹

CIMIC, as a fundamental term in civil-military interaction, has been expanded by the EU and is formally defined as the ‘CIMIC Concept for EU-led Crisis Management Operations’. The EU’s ‘CIMIC Concept’ recognises a broader range of activities and actors than the traditional military definition, reflecting an organisation’s diverse range of regional security mechanisms.¹²

A range of terms are prefixed with ‘civil-military’ and it is important to show the precise difference between each. Casual usage of these terms can result in misunderstandings about which actors are involved in which activities. ‘Civil-military relations’ is often used to describe the broad interface between civilian and military actors; however, when title-case is applied to this term (‘Civil-Military Relations’ or ‘CMR’) it may be used to refer to the school of academic study, which addresses the subordinate relationship between the state and its military. A safe, generalised reference to the broad interface between civilian and military actors is the term ‘civil-military interaction’.

Possible misunderstandings: ‘CIMIC’ should not be interchanged with ‘UN CIMIC’, ‘UN Humanitarian Civil-Military Coordination’ (also known as ‘UN CMCoord’) or ‘Civil-Military Operations’.

(See also: Civil-Military Operations, CMCoord, UN CIMIC)

¹¹ Ibid.

¹² Mustonen, Jari 2008, ‘Coordination and Cooperation on Tactical and Operational Levels: Studying EU-ESDP Crisis Management Instruments in Bosnia and Herzegovina’, *Yearbook 2008 on Civilian Crisis Management Studies*, Crisis Management Centre, Finland, http://www.cmcfinland.fi/download/47290_CMC_Yearbook_2008.pdf?83a714e745dbd088

Civil-Military Coordination (UN CIMIC)

United Nations Department of Peacekeeping Operations/United Nations Department of Field Support (UN DPKO/UN DFS): A military staff function in UN integrated missions that facilitates the interface between the military and civilian components of the mission, as well as with the humanitarian and development actors in the mission area, in order to support mission objectives.¹³

Commentary: UN-CIMIC is distinct from military ‘CIMIC’ in literal terms as ‘UN-CIMIC’ denotes ‘coordination’ as opposed to ‘cooperation’.

The difference between the two terms in practical application is that UN-CIMIC is applicable *only* to UN integrated missions. UN-CIMIC is conducted in support of the wider peace process and not solely in support of the military commander’s intent or humanitarian objectives.

Possible misunderstandings: ‘CIMIC’ and ‘Civil-Military Coordination’ or ‘CMCoord’.

(See also: CIMIC, CMCoord, Civil-Military Operations)

¹³ UN DPKO/UN DFS 2010, *Civil-Military Coordination in UN Integrated Missions (UN-CIMIC)*, p. 14, [https://docs.unocha.org/sites/dms/Documents/DPKO%20UN-CIMIC%20\(2010\).pdf](https://docs.unocha.org/sites/dms/Documents/DPKO%20UN-CIMIC%20(2010).pdf)

(United Nations Humanitarian) Civil-Military Coordination (UN CMCoord)

United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA): The dialogue and interaction between civilian and military actors in humanitarian emergencies that is necessary to protect and promote humanitarian principles, avoid competition, minimize inconsistency, and when appropriate pursue common goals. Basic strategies range from coexistence to cooperation. Coordination is a shared responsibility facilitated by liaison and common training.¹⁴

Commentary: ‘UN CMCoord’ (often shortened to CMCoord) is a humanitarian concept that is conducted by humanitarian personnel to facilitate dialogue to improve coordination while *at the same time* protecting and promoting humanitarian principles.

Humanitarian crises are often triggered by conflict or disaster and will commonly share operating space with military or security forces. UN CMCoord encourages an appropriate level of interaction dialogue with security forces while maintaining humanitarian impartiality.

Supplementing the principles of UN CMCoord are a number of guiding documents, such as the *Oslo Guidelines*, on the use of military and civilian defence assets in disaster response. These guidelines stipulate the circumstances in which military assets may be used to assist humanitarian activities. Similarly, the *Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies* (the MCDA Guidelines) provide guidance on the use of military assets, specifically in cases of complex emergencies.

¹⁴ UN Office for the Coordination of Humanitarian Affairs 2010, *Humanitarian Civil-Military Coordination: A Guide for the Military*, p. 48, <https://docs.unocha.org/sites/dms/Documents/UN%20OCHA%20Guide%20for%20the%20Military%20v%201.0.pdf>

Possible misunderstandings: Users should be wary of confusing or interchanging terms such as 'CIMIC' and 'UN CIMIC' in place of CMCoord. UN CMCoord is generally applicable only in cases of humanitarian action.

Also, the European Union upholds its own concept known as 'Civil-Military Coordination' or 'CIMCO', which is limited to EU-specific operations. CIMCO 'addresses the need for effective coordination of the actions of all relevant EU actors involved in the planning and subsequent implementation of the EU's response to the crisis'.¹⁵

15 Mustonen, Jari, 'Coordination and Cooperation on Tactical and Operational Levels: Studying EU-ESDP Crisis Management Instruments in Bosnia and Herzegovina', *Yearbook 2008 on Civilian Crisis Management Studies*, Crisis Management Centre, Finland, http://www.cmcfinland.fi/download/47290_CMC_Yearbook_2008.pdf?83a714e745dbdo88

Civil-Military Operations (CMO)

Australian Defence Force (ADF) Doctrine: Operations conducted in support of military operations, or in times of emergency, aimed at enhancing the effectiveness of a military force or civil operation and reducing the negative aspects of military operations on civilians.¹⁶

US Joint Military Doctrine: Activities of a commander performed by designated civil affairs or other military forces that establish, maintain, influence, or exploit relations between military forces, indigenous populations, and institutions, by directly supporting the attainment of objectives relating to the reestablishment or maintenance of stability within a region or host nation.¹⁷

Commentary: These military definitions focus on efforts to enhance relations with the populace surrounding the operation. Military forces undertaking ‘civil-military operations’ can potentially blur boundaries between the military and the non-government sector or aid community.

CMO may in some circumstances include military forces performing functions normally the responsibility of local, regional or national government. These activities may occur prior to, during or subsequent to other military actions. They may also occur, if directed, in the absence of other military operations. CMO may be performed by designated civil affairs elements, by other military forces, or by a combination of civil affairs and other forces.

Users should guard against using this term as a general description of the broader civil-military field. ‘Civil-military interaction’ is more appropriate for referring to this broad community.

¹⁶ Australian Defence Force 2009, *Australian Defence Doctrine Publication 3.11: Civil-Military Operations*, Australian Defence Force Warfare Centre.

¹⁷ US Joint Chiefs of Staff, *JP 3-57 Civil-Military Operations*, p. 169, http://fas.org/irp/doddir/dod/jp3_57.pdf

Cluster Approach/System

United Nations Office for the Coordination of Humanitarian Affairs

(UN OCHA): The Cluster System is the main functional coordination mechanism of the humanitarian community. It works around humanitarian areas (sectors), to prevent gaps in humanitarian response and ensure a coherent approach. A cluster is a grouping of humanitarian organizations that work in a specific sector. It is designed to provide predictability and accountability in humanitarian coordination.¹⁸

Commentary: ‘Clusters’ are groups of dedicated subject matter experts who support humanitarian assistance delivery by identifying needs and available resources, coordinating, implementing and monitoring projects, and conducting joint needs assessments and gap analyses in the field. It is important to note that clusters are not command and control structures. Action is agreed through consensus, cooperation and information sharing to gain a clear picture of the situation and prioritise resources to address needs and avoid duplication of effort.¹⁹

Responses to humanitarian crises have historically been prone to a lack of coordination, ineffectiveness and subsequent waste of resources. The UN’s Inter-Agency Standing Committee in 2005 sought to address identified gaps in response operations and enhance the quality of humanitarian action by introducing the cluster approach.

The aid community employs the cluster approach to strengthen system-wide preparedness and technical capacity to respond to humanitarian emergencies. This ensures predictable leadership and accountability in all the main sectors of humanitarian response. It is important to note that clusters are stood-up as required and the actual composition of various clusters may vary by emergency.

Some actors in the humanitarian community believe that the cluster approach has improved the effectiveness of humanitarian response.

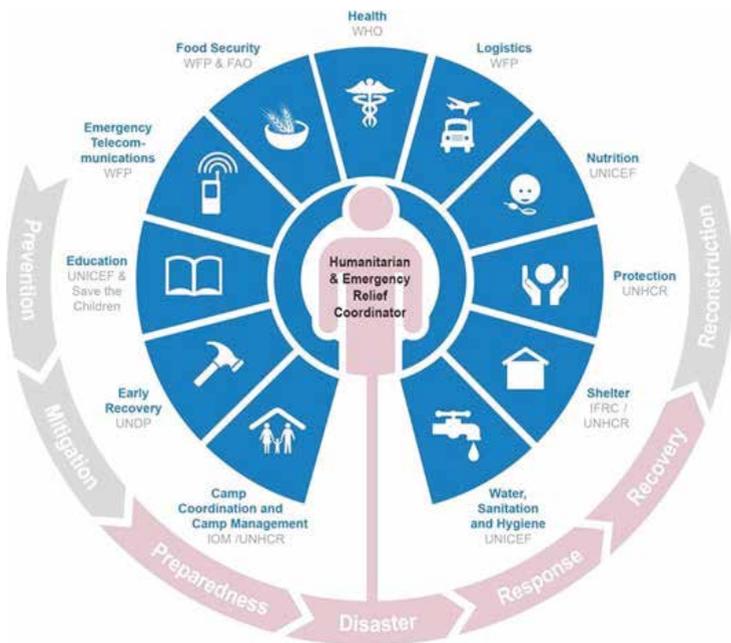
18 UN Office for the Coordination of Humanitarian Affairs 2014, *Humanitarian Civil-Military Coordination: A Guide for the Military*, p. 24, <https://docs.unocha.org/sites/dms/Documents/UN%20OCHA%20Guide%20for%20the%20Military%20v%201.0.pdf>

19 Ibid.

However, overall effectiveness is a matter of some contention, with some sources insisting clusters are neither efficient nor the best method of coordinating humanitarian action. Nevertheless, many NGOs adhere to the cluster approach as the best method of concentrating efforts and resources. On the other hand, some international organisations (e.g. Medecins Sans Frontieres (MSF) and the International Committee of the Red Cross (ICRC)) do not work within the cluster system. The Federation of Red Cross and Red Crescent Societies is a lead in the ‘shelter cluster’; however, the ICRC is not a part of the cluster system because of its need to be perceived as neutral and independent from the UN system.

Debates over the efficacy of the cluster approach are ongoing and the Inter-Agency Standing Committee agreed in December 2011 to pursue a substantive improvement of the current humanitarian response model. These reform initiatives are referred to as the Transformative Agenda and include efforts to enhance leadership, strategic planning and accountability.²⁰

The eleven clusters and their lead agencies are shown below.



20 United Nations Inter-Agency Standing Committee (IASC) 2006, *Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response*, <https://www.humanitarianresponse.info/clusters/space/document/iasc-guidance-note-using-cluster-approach-strengthen-humanitarian-response>

Command and Control (C2)

Australian Defence Force (ADF) Doctrine: The process and means for the exercise of authority over, and lawful direction of, assigned forces.²¹

Commentary: Within the civil-military community, it is recognised that military forces adopt a formal and structured command and control (C2) system, which is central to decision making. While many outside the military may be unfamiliar with its C2 systems, it is helpful to recognise these structures as they build familiarity with the mechanisms for military decision making and build common understanding. The military C2 system provides certain legal authorities to commanders at all levels, so understanding this will provide the user with an idea of the thresholds that exist in armed forces' decision making, and who are the 'go to' people for action.

Police components also adopt a formal C2 structure, albeit one that is not as rigid as the military's structure. Civilian components may also employ C2 mechanisms, but these may vary in the degree of structure and formality. Such arrangements may vary significantly between operations.

Effective civil-military operations require concerted efforts by *all* stakeholders to understand the exact nature of C2 arrangements employed by other actors during a specific crisis or disaster response.

²¹ Australian Defence Force 2009, *Australian Defence Doctrine Publication 00.1: Command and Control*, Australian Defence Force Warfare Centre, http://www.defence.gov.au/adfwc/Documents/DoctrineLibrary/ADDP/ADDP_00_1_Command_and_Control.pdf

Complex Emergency

United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA): A humanitarian crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal or external conflict and which requires an international response that goes beyond the mandate or capacity of any single and/or ongoing UN country programme.²²

Commentary: The term ‘complex emergency’ is used to identify humanitarian crises that occur in contested security environments.

The role of the military in complex emergencies is a contentious matter within the civil-military community. Militaries can secure an environment to allow humanitarian actions to proceed. Militaries can also provide a range of logistics and personnel to deliver humanitarian assistance to an affected population. Whether humanitarian actors wish to take advantage of broader military capabilities, or whether they choose to rely on the military simply to provide a secure environment, either action presents the risk of compromising humanitarian independence by association.

The International Committee of the Red Cross (ICRC), as an example, relies on adherence to the ‘humanitarian principles’ to preserve its security. To ensure it is perceived as neutral and independent from any parties to the conflict, the ICRC does not use military logistic assets or armed escorts. On the other hand, some NGOs (depending on their mandate and donors’ wishes) will engage with security services, accepting that the safety of their personnel requires acquiescing to the presence of security providers.

The *Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies* (the MCDA Guidelines) provide guidance for civil-military actors on the use of military assets, specifically in cases of complex emergencies.

(See also: Humanitarian Principles)

22 UN OCHA, *Orientation Handbook on Complex Emergencies*, http://reliefweb.int/sites/reliefweb.int/files/resources/3D153DA3049B322AC1256C30002A9C24-ocha_orientation_handbook_on_.html#1

Counterinsurgency (COIN)

US Department of State: The blend of comprehensive civilian and military efforts designed to simultaneously contain insurgency and address its root causes.²³

North Atlantic Treaty Organization (NATO) Doctrine: The set of political, economic, social, military, law enforcement, civil and psychological activities with the aim to defeat insurgency and address any core grievances.²⁴

Commentary: The civil-military qualities of 'COIN' are evident in individual definitions listed above; however, the fact that the US State Department and NATO hold near-identical definitions provides confirmation of the need to align (as closely as possible) the approach of military and civilian agencies, even across international boundaries.

Perhaps the most common misuse of the term COIN is to imply that it encompasses solely military activities. An insurgency seeks to overthrow or challenge political control of a region, or even a state. To counter this requires a multidimensional campaign including initiatives to garner broad popular support against the insurgent force. Although many examples of COIN are remembered for the military aspects of the operation (such as American counterinsurgency operations in Vietnam), COIN integrates a broad range of civilian inputs, including political, economic and social initiatives.

Possible misunderstandings: Interchanging 'counter-terrorism' with COIN is disingenuous, for while they have common elements, they are distinctly different. COIN and counter-terrorism both involve a mix of military and civilian activities, they both seek to win support among the local population, and they are often employed concurrently within the same operation (as has occurred in Afghanistan operations). While counter-terrorism also draws on a large range of civilian and military actors, its thrust is the law enforcement and intelligence-driven approach to prevention and response to terrorist acts.

23 US State Department, *US Government Counterinsurgency Guide*, p. 2, <http://www.state.gov/documents/organization/119629.pdf>

24 North Atlantic Treaty Organization, *AJP 3.4.4: Allied Joint Doctrine for Counterinsurgency (COIN)*, <http://info.publicintelligence.net/NATO-Counterinsurgency.pdf>

Development

Organisation for Economic Cooperation and Development (OECD) – Human Development: The process of enlarging people’s choices ... to lead a long and healthy life, to acquire knowledge and to have access to the resources needed for a decent standard of living.²⁵

United Nations Development Program (UNDP) – Human Development: Measuring ... three basic dimensions—a long and healthy life, knowledge and a decent standard of living.²⁶

United Nations International Strategy for Disaster Reduction (UNISDR) – Sustainable development: Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.²⁷

Commentary: ‘Development’ is the process of improving people’s lives, whether it is at the individual level or that of the broader society. Originally the term focused on the goal of greater economic prosperity and opportunity, but now (like the UNDP source above) often focuses on ‘human development’ by taking into account such issues as governance, education, the environment and human rights.²⁸

Increased development can provide a level of preparedness to offset the consequences of conflict and disaster and can serve to reduce the level of reliance on outside assistance. Prefixing the term ‘development’ with ‘human’ still implies building greater resilience but at a narrower, more focused level of the individual.

25 OECD, *Glossary of Statistical Terms*, <http://stats.oecd.org/glossary/>

26 United Nations Development Program, *Human Development Report 2011*, http://www.undp.org/content/undp/en/home/librarypage/hdr/human_developmentreport2011.html

27 United Nations International Strategy for Disaster Reduction, ‘Terminology on Disaster Risk Reduction’, <http://www.unisdr.org/we/inform/terminology>

28 United States Institute of Peace 2011, *Peace Terms: Glossary of Terms for Conflict Management and Peace*, <http://www.usip.org/publications/peace-terms>

Possible misunderstandings: Civil-military practitioners should avoid interchanging the term ‘development’ with ‘aid’. ‘Development’ is a general reference to a long-term process of improvement, possibly with external support. ‘Aid’ implies assistance in a far shorter timeframe, usually in a humanitarian emergency.

(See also: Capacity Development)

Disarmament, Demobilisation & Reintegration (DDR)

United Nations Disarmament, Demobilisation and Reintegration Resource Centre: Programmes to disarm, demobilize and reintegrate ex-combatants in a peacekeeping context as part of a peace process, which usually include the following components:

- **Disarmament:** The collection, control and disposal of small arms, ammunition, explosives and light and heavy weapons of combatants and often also of the civilian population. It includes the development of responsible arms management programmes.
- **Demobilization:** The process by which armed forces (government and/or opposition or factional forces) either downsize or completely disband, as part of a broader transformation from war to peace. Typically, demobilization involves the assembly, quartering, disarmament, administration and discharge of former combatants, who may receive some form of compensation and other assistance to encourage their transition to civilian life.
- **Reintegration:** Assistance measures provided to former combatants that would increase the potential for their and their families' economic and social reintegration into civil society. Reintegration programmes could include cash assistance or compensation in kind, as well as vocational training and income-generating activities. Also includes resettlement, repatriation and rehabilitation.²⁹

Australian Agency for International Development (AusAID):³⁰

A process that contributes to security and stability in a post-conflict recovery context by removing weapons from the hands of combatants, taking the combatants out of military structures, and helping them to integrate socially and economically into society by finding civilian livelihoods.³¹

²⁹ UN DDR Resource Centre, *Operational Guide to the Integrated DDR Standards*, <http://www.unddr.org/uploads/documents/Operational%20Guide.pdf>

³⁰ On 1 November 2013, AusAID was integrated into the Department of Foreign Affairs and Trade (DFAT) and ceased to exist as an Executive Agency. DFAT now administers the Australian aid program.

³¹ AusAID, *Framework for Working in Fragile and Conflict-Affected States: Guidance for Staff*, p. 90, <http://www.dfat.gov.au/aid/topics/investment-priorities/effective-governance/fragility-conflict/Pages/framework.aspx>

Commentary: Disarming and demobilising ex-combatants and reintegrating them into society increases the potential for lasting security after the end of an armed conflict. Since the late 1990s, DDR has been one of the standard tasks of multidimensional peace operations. The military component of the mission would largely be responsible for disarmament and demobilisation, while reintegration is the task of civilian mission personnel working in close cooperation with local actors and development organisations, including the United Nations Development Program (UNDP).³²

The prolonged timeframe for achieving success in DDR poses a particular challenge for the civil-military community in coordinating efforts and resources over the long term. Donor fatigue may become an issue given the time taken to achieve a successful outcome.

The challenges of DDR are well illustrated by the many organisations involved in Liberia, where UNICEF leads child DDR (for combatants aged seventeen and younger), and no less than six other groups—including the World Food Program, World Health Organization (WHO), ActionAid, and the UNDP—administer adult DDR. In the case of the Democratic Republic of Congo, DDR is so major a task that the World Bank also plays a role in conjunction with a range of non-government organisations, and government and UN bodies.

DDR is an ‘umbrella’ or overarching concept; it covers numerous activities aimed at ensuring long-term security following conflict. DDR’s definition is context driven and no two examples will look identical given variable social, political, economic and military challenges. Circumstances will dictate the necessary civil-military actors, resources and political commitments.

DDR is a commonly used term; however, some authors extend the concept by including an additional ‘R’ onto the end to denote ‘resettlement’, ‘repatriation’ or ‘rehabilitation’ depending on the circumstances. UN Security Council Resolution 1509, for example, mandated UNMIL (United Nations Mission in Liberia) to organise the ‘implementation of a disarmament, demobilization, reintegration, and repatriation (DDRR) programme for all armed parties’ and ‘encourages UNMIL, within its capabilities and areas of deployment, to support the voluntary return

³² Center for International Peace Operations/Zentrum für Internationale Friedenseinsätze (ZIF) 2010, *Peace Operations Glossary*, p. 16. http://www.zif-berlin.org/fileadmin/uploads/analyse/dokumente/veroeffentlichungen/ZIF_Glossary.pdf

of refugees and internally displaced persons'. Former combatants are motivated to give back their weapons to satisfy their most pressing needs.³³

(See also: Security Sector Reform)

33 United Nations Security Council, Resolution 1509, 19 September 2003, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/No3/525/70/PDF/No352570.pdf?OpenElement>

Disaster Relief/Emergency Relief

UK Joint Military Doctrine – Disaster relief: The organised response to alleviate the results of a catastrophe. The aims are to: save life, relieve suffering, limit damage and restore essential services to a level that enables local authorities to cope.³⁴

Commentary: While the objectives of ‘disaster relief’ are consistent across organisations, the role of the military in such endeavours is sometimes unclear.

Numerous international initiatives have attempted to articulate the opportunities for militaries to contribute to disaster relief activities, including the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) Oslo Guidelines on *The Use of Foreign Military and Civil Defence Assets in Disaster Relief*, and the *Asia-Pacific Conferences on Military Assistance to Disaster Relief Operations* (APC-MADRO).³⁵ The general principle of these initiatives is that military contributions should be used only as an option of last resort to fill an identified gap in the civilian humanitarian response. The foreign military assets deployed to support disaster relief activities should be unique in capability or unavailable from civilian sources.

While many Western governments observe the ‘last resort’ principle when deciding to use military assets in response to disasters, it is important to note that some militaries are their state’s primary response mechanism. Southeast Asian militaries, such as Indonesia’s, are identified in national frameworks as the primary response agency for disasters, and their capability is developed accordingly. Other national disaster management

34 UK Ministry of Defence 2008, *Disaster Relief Operations: Joint Doctrine* 3-52, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/43340/jdp3522nded.pdf

35 Asia Pacific Conference on the use of Military Assistance in Disaster Relief Operations 2010, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/43340/jdp3522nded.pdf; UN OCHA, *Asia-Pacific Regional Guidelines For The Use Of Foreign Military Assets In Natural Disaster Response Operations*, [https://ochanet.unocha.org/p/Documents/APC-MADRO%20Draft%20Guidelines%20V8.0%20\(23%20November%202010\).pdf](https://ochanet.unocha.org/p/Documents/APC-MADRO%20Draft%20Guidelines%20V8.0%20(23%20November%202010).pdf)

frameworks promote use of the military to accelerate the transition from relief to recovery.

Readers should be familiar with the context of disaster response to ensure they can identify the chief actors in relief activities. The responsibility for disaster response can, in many instances, be determined by strategic guidance or the use of the 'last resort' principle.³⁶

(See also: Cluster System, Humanitarian Assistance, Disaster Risk Reduction)

³⁶ UN OCHA 2012, *Foreign Military and Civil Defence Assets in Support of Humanitarian Emergency Operations: What is Last Resort?* <https://docs.unocha.org/sites/dms/Documents/Last%20Resort%20Pamphlet%20-%20FINAL%20April%202012.pdf>

Disaster Risk Management (DRM)

United Nations Office for Disaster Risk Reduction (UNISDR): The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.

Commentary: This term extends the more general term ‘risk management’ to address the specific issue of disaster risks. ‘Disaster risk management’ aims to avoid, lessen or transfer the adverse effects of hazards through activities and measures for prevention, mitigation and preparedness.³⁷

Possible misunderstandings: ‘Disaster Risk Management’ is distinct from ‘Disaster Risk Reduction’ and these terms should not be interchanged.

(See also: Disaster Risk Reduction)

³⁷ United Nations International Strategy for Disaster Reduction, ‘Terminology on Disaster Risk Reduction’, <http://www.unisdr.org/we/inform/terminology>

Disaster Risk Reduction (DRR)

United Nations Office for Disaster Risk Reduction (UNISDR): The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.³⁸

Commentary: A comprehensive approach to reduce disaster risks is established in the UN-endorsed *Hyogo Framework for Action*, adopted in 2005. The anticipated outcome of Hyogo is ‘the substantial reduction of disaster losses, in lives and the social, economic and environmental assets of communities and countries’.³⁹ The International Strategy for Disaster Reduction (ISDR) system provides a vehicle for cooperation among governments, organisations and civil society actors to assist implement the framework.⁴⁰

Note that while the term ‘disaster reduction’ is sometimes used, the term ‘disaster risk reduction’ is more specific to the ongoing nature of disaster risks and the continuing requirement to reduce such risks.

(See also: Disaster Risk Management)

38 United Nations International Strategy for Disaster Reduction, *Terminology on Disaster Risk Reduction*, <http://www.unisdr.org/we/inform/terminology>

39 At the time of publishing UNISDR was facilitating the development of a framework for disaster risk reduction to follow the Hyogo Framework of 2005. It is expected to be finalised in March 2015.

40 Ibid.

Doctrine

United Nations Department of Peacekeeping Operations/United Nations Department of Field Support (UN DPKO/UN DFS): The evolving body of institutional guidance that provides support and direction to personnel preparing for, planning and implementing UN peacekeeping operations.⁴¹

Australian Defence Force (ADF) Doctrine: Military doctrine is defined as ‘the body of thought on the nature, role and conduct of armed conflict. This body of thought contains, among other things, the fundamental principles by which military forces guide their actions in support of national objectives’. ADF doctrine publications recognise that members of the ADF become aware of and practice the application of doctrine through individual and collective training. Doctrine informs training and training must be founded on doctrine, without becoming prescriptive.⁴²

Commentary: ‘Doctrine’ may imply a purely military meaning to some readers; however, the guidance provided through doctrine is in many instances applicable to a broader community than the armed forces. The UN definition above implies the relevance of doctrine for all personnel—civilian and military, in preparation for missions.

Doctrine should not necessarily imply a rigid approach, as it is a form of guidance and subject to regular review and modification. Doctrine is distilled from lessons identified and subsequent research and analysis. As doctrine is not prescriptive but requires discretion and customised application, it represents a form of guidance that can be tailored to suit the civil-military community’s needs.

41 DPKO/UN DFS 2008, *UN Peacekeeping Operations: Principles and Guidelines*, http://www.peacekeepingbestpractices.unlb.org/pbbs/library/capstone_doctrine_eng.pdf

42 Australian Defence Force, *Australian Defence Doctrine Publication ADDP-D: Foundations of Doctrine*, ADF Warfare Centre, <http://www.defence.gov.au/adfwc/Documents/DoctrineLibrary/ADDP/ADDP-D-FoundationsofAustralianMilitaryDoctrine.pdf>

Fragile State

The World Bank: Countries facing particularly severe development challenges: weak institutional capacity, poor governance, and political instability. Often these countries experience ongoing violence as the residue of past severe conflict. Ongoing armed conflicts affect three out of four fragile states.⁴³

Australian Agency for International Development (AusAID):⁴⁴

Fragile states are countries that face particularly grave poverty and development challenges and are at high risk of further decline—or even failure. Government and state structures lack the capacity (or, in some cases, the political will) to provide public safety and security, good governance and economic growth for their citizens.⁴⁵

US Army: A country that suffers from institutional weaknesses serious enough to threaten the stability of the central government.⁴⁶

Commentary: ‘Fragile state’ is a commonly used term; however, the implication need not be that the subject state is devoid of all governance structures, public services or infrastructure. States can recover from fragility and indeed from failure, especially as some fragile states may have informal systems of governance in place (sometimes amounting to competing governance systems). Alternative (informal) forms of order, security and governance can emerge and sometimes sustain themselves in the absence of a formal state.

Civil-military practitioners should emphasise the particular aspects of state governance that are failing, or have failed, as well as any interim institutions that may be in place. Identifying the unique aspects of the

43 The World Bank, ‘Fragility, Conflict and Violence’, <http://web.worldbank.org/WBSITE/EXTERNAL/PROJECTS/STRATEGIES/EXTLICUS/o.,menuPK:511784-pagePK:64171540-piPK:64171528-theSitePK:511778,oo.html>

44 On 1 November 2013, AusAID was integrated into the Department of Foreign Affairs and Trade (DFAT) and ceased to exist as an Executive Agency. DFAT now administers the Australian aid program.

45 AusAID, *Framework for Working in Fragile and Conflict-Affected States: Guidance for Staff*, p. 90, <http://www.dfat.gov.au/aid/topics/investment-priorities/effective-governance/fragility-conflict/Pages/framework.aspx>

46 US Army, *Field Manual 3.07: Stability Operations*, <http://fas.org/irp/doddir/army/fm3-07.pdf>

state that require support is crucial in garnering the international political will to address institutional weakness.

Possible misunderstandings: The above commentary illustrates the potential for a ‘fragile state’ to regain control, whereas a ‘failed state’ is marked by the collapse of central government authority to impose order, resulting in loss of physical control of territory and/or the monopoly over the legitimate use of force. Crucially, a failed state can no longer reproduce the conditions for its own existence.⁴⁷

(See also: Capacity Building)

⁴⁷ Governance and Social Development Research Centre, ‘Understanding Fragile States’ in McLoughlin, Claire 2012, *Topic Guide on Fragile States*, <http://www.gsdrc.org/index.cfm?objectid=4D52ABB2-14C2-620A-2790160836C496F9>

Gender

United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA): Gender refers to the social attributes and opportunities associated with being a male or a female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through the socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context.⁴⁸

Commentary: ‘Gender’ is distinct in definition to a person’s ‘sex’, which is defined by an individual’s biological characteristics that identify them as a man or a woman. In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, and decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.

Focus on the influence of gender on civil-military policy and operational practice has increased since the adoption of United Nations Security Council Resolution 1325 (2000). This Resolution on Women, Peace and Security recognises the serious impact that armed conflict has on women and children and the potential for women to contribute to all of the processes that aim to establish and sustain peace. The current debate focuses on women being ‘agents of change’ and working in equal partnership with men.

(See also: Protection of Civilians)

⁴⁸ UN OCHA 2005, *Gender Equality Toolkit*, https://ochanet.unocha.org/p/Documents/OCHA_Gender_Equality_Toolkit.pdf

Gender-based violence

United Nations Inter-Agency Standing Committee (IASC): an umbrella term for any harmful act that is perpetrated against a person's will, and that is based on socially ascribed (gender) differences between males and females.⁴⁹

United Nations General Assembly: any act of gender-based violence that results in, or is likely to result in physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.⁵⁰

Commentary: 'Gender-based violence' reflects and reinforces the inequities between men and women and compromises the health, dignity, security and autonomy of its victims. It encompasses a wide range of human rights violations, including sexual abuse of children, rape, domestic violence, sexual assault and harassment, trafficking of women and girls, and several harmful traditional practices.

When using this term users must be aware that gender-based violence is the subject of extensive studies that show the concept to be increasingly complex and influenced by a number of factors. Gender-based violence was previously thought to be largely a tactic of war, but it is in fact experienced both within and between conflicts. Gender-based violence is influenced by a range of factors including beliefs about the subordinate status of women, breakdowns of the rule of law and poor relations between armed forces and the civilian population. Notably, gender-based violence is experienced by females and males.⁵¹

49 UN IASC, *Guidelines for Gender-based Violence Interventions in Humanitarian Settings*, [https://docs.unocha.org/sites/dms/Documents/GBV%20Guidelines%20\(English\).pdf](https://docs.unocha.org/sites/dms/Documents/GBV%20Guidelines%20(English).pdf)

50 United Nations General Assembly, Article 1 of the UN Declaration on the Elimination of Violence Against Women, UN General Assembly Resolution 48/104 of 20 December 1993.

51 Shteir, Sarah 2014, *Conflict-related Sexual and Gender-based Violence: An Introductory Overview to Support Prevention and Response Efforts*, Australian Civil-Military Centre, p. 4, <http://www.acmc.gov.au/publications/conflict-related-sexual-and-gender-based-violence/>

The international community has a wide range of preventative and response initiatives in relation to gender-based violence, including operational techniques in peace support missions, prosecutions of gender-based violence in courts of all levels, and resolutions adopted through the United Nations.

Possible misunderstandings: Civil-military actors use a range of terms in relation to gender and its role in conflict and disaster management. Gender-based violence (GBV) is an umbrella term that captures the particular acts of violence referred to by terms such as ‘sexual and gender-based violence’, ‘conflict-related sexual violence’ and ‘sexual exploitation and abuse’. Users should consider employing these more specific terms where necessary given the range of initiatives addressing each discrete form of violence.

Conflict-related sexual violence, while a widely-used term in the international community, is a narrower term than GBV given its conflict-specific focus. To be considered conflict-related sexual violence, these ‘incidents or patterns occur in conflict or post-conflict settings or other situations ...’ and ‘also have a direct or indirect nexus with the conflict or political strife itself ...’⁵²

52 Ibid, p. 49.

Governance

Organisation for Economic Cooperation and Development (OECD):

the exercise of political, economic and administrative authority necessary to manage a nation's affairs.⁵³

United States Institute of Peace (USIP): The exercise of authority to implement rules and policies in an effort to bring order to the social, political, economic, and judicial processes that allow a society to develop. Good governance involves a process that is informed and to a degree monitored by, and ultimately services, all members of society.⁵⁴

Commentary: 'Governance' involves the management of resources and affairs; however, the important aspect of using this term is distinguishing the exact level of governance in question. Perhaps the most common inference is that of governance at the national level, which will emphasise desired qualities such as transparency, accountability and responsiveness to people's needs. Ensuring the pursuit of these qualities in governance structures enhances the chance of avoiding corruption, fragility or eventual collapse of a state.

Occasionally a user of the term may wish to imply at lower levels, within individual institutions or agencies, perhaps not belonging to the state. Readers should be mindful of establishing the context or level of governance in question.

One crucial civil-military-police aspect of governance is the subordination of the armed forces to civilian authority (in the form of the state). This relationship should provide accountability, oversight of the military, and strategic guidance that links the military's activities to the needs of the population at large.

(See also: Capacity Building)

53 OECD, *Glossary of Statistical Terms*, <http://stats.oecd.org/glossary/detail.asp?ID=7236>

54 United States Institute of Peace 2011, *Peace Terms: Glossary of Terms for Conflict Management and Peace*, <http://www.usip.org/publications/peace-terms>

Human Security

United Nations Trust for Human Security: Human security means protecting fundamental freedoms. It means using processes that build on people’s strengths and aspirations. It means creating political, social, environmental, economic, military and cultural systems that, when combined, give people the building blocks for survival, livelihood and dignity. Human security is more than the absence of violent conflict. It encompasses human rights, good governance and access to economic opportunity, education and health care. It is a concept that comprehensively addresses both ‘freedom from fear’ and ‘freedom from want’.⁵⁵

United Nations Development Program (UNDP): Human security can be said to have two main aspects. It means, first, safety from such chronic threats as hunger, disease and repression. And second, it means protection from sudden and hurtful disruptions in the patterns of daily life—whether in homes, jobs or communities.⁵⁶

Commentary: ‘Human security’ contrasts with more traditional forms of ‘security’; the latter have focused on the Westphalian notion of protecting a nation-state from foreign forces, whereas human security has developed in tandem with the principle of individualism.

The United Nations Development Program’s 1994 *Human Development Report* highlighted ‘freedom from fear’ and ‘freedom from want’ as two main facets of human security.

(See also: Protection of Civilians, Responsibility to Protect, Security)

55 United Nations Trust Fund for Human Security, *Human Security Approach*, <http://www.unocha.org/humansecurity/human-security-unit/human-security-approach>

56 United Nations Development Program, *Human Development Report 2011*, http://www.undp.org/content/undp/en/home/librarypage/hdr/human_developmentreport2011.html

Humanitarian Assistance

United Nations Office for the Coordination of Humanitarian Affairs

(UN OCHA): Aid that seeks to save lives and alleviate suffering of a crisis-affected population. Humanitarian assistance must be provided in accordance with the basic humanitarian principles of humanity, impartiality and neutrality as stated in General Assembly Resolution 46/182 and with full respect for the sovereignty of States.⁵⁷

Australian Defence Force (ADF) Doctrine: Support provided to humanitarian and development agencies, in an insecure environment, by a deployed force whose primary mission is not the provision of humanitarian aid.⁵⁸

Commentary: ‘Humanitarian Assistance’ can trigger debate on the role of humanitarian actors, the military and its role, as well as the interaction between these two sets of actors. This is because humanitarian actors are bound by the ‘humanitarian principles’ of humanity, impartiality, operational independence and neutrality. Humanitarians will often strive to distance themselves from military personnel to avoid perceptions of association with the more politicised (and by inference ‘biased’) objectives of governments. Such perceptions are particularly critical in a complex or conflict environment.

The International Committee of the Red Cross in particular bases its security on remaining neutral and independent of militaries and governments alike.⁵⁹ The presence of military personnel within the ‘humanitarian space’ presents challenges for all actors to minimise their impact on the activities of others. Some actors believe the military has no part to play in humanitarian assistance; however, there is a growing

57 UN OCHA 2014, *A Guide for the Military*, <https://docs.unocha.org/sites/dms/Documents/UN%20OCHA%20Guide%20for%20the%20Military%20v%201.0.pdf>

58 Australian Defence Force 2013, *Australian Defence Force Doctrine Publication 3.11: Civil-Military Operations*, Australian Defence Force Warfare Centre.

59 International Committee of the Red Cross, ‘Terms used in: Exploring Humanitarian Law’, <https://www.icrc.org/eng/what-we-do/building-respect-ihl/education-outreach/ehl/ehl-other-language-versions/ehl-english-glossary.pdf>

acceptance of the military's role due to the important contributions of military actors in natural disaster response operations.

To ensure assistance is provided in accordance with the humanitarian principles, the *Oslo Guidelines (on the Use of Military and Civil Defence Assets in Disaster Relief)* and the *Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies* (the MCDA Guidelines) provide guidance on the military's role in humanitarian assistance. These guidelines recommend three categories of military support: direct assistance, indirect assistance and infrastructure support. Military actors should prioritise infrastructure assistance and indirect assistance; direct assistance should only be provided by the military in extreme cases. Additionally, the United Nations seeks to provide humanitarian assistance with full respect for the sovereignty of states.

(See also: Humanitarian Principles, Disaster Relief)

Humanitarian Principles

Humanity

International Committee of the Red Cross (ICRC): The International Red Cross and Red Crescent Movement (the Movement), born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.⁶⁰

United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA): human suffering must be addressed wherever it is found.

The purpose of humanitarian action is to protect life and health and ensure respect for human beings.⁶¹

Impartiality

ICRC: It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.⁶²

UN OCHA: Humanitarian actors must not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.⁶³

60 International Committee of the Red Cross, 'The Fundamental Principles of the International Red Cross and Red Crescent Movement', <https://www.icrc.org/eng/resources/documents/red-cross-crescent-movement/fundamental-principles-movement-1986-10-31.htm>

61 UN OCHA, On Message: Humanitarian Principles, https://docs.unocha.org/sites/dms/Documents/OOM_HumPrinciple_English.pdf

62 ICRC, 'The Fundamental Principles of the International Red Cross and Red Crescent Movement'.

63 UN OCHA, *On Message: Humanitarian Principles*.

(Operational) Independence

ICRC: The Movement is independent. The National Red Cross and Red Crescent Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.⁶⁴

UN OCHA: Humanitarian action must be carried out on the basis of need alone, giving priority to the most urgent cases of distress and making no distinctions on the basis of nationality, race, gender, religious belief, class or political opinions.⁶⁵

Neutrality

ICRC: In order to continue to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.⁶⁶

UN OCHA: Humanitarian action must be autonomous from the political, economic, military or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented.⁶⁷

Commentary: The aid community's most fundamental value is that they are committed and accountable to affected populations and that humanitarian action is to be delivered wherever there is need. These core principles, and the practices used in support of these principles, are how the aid community gains access to populations, maintains the safety of its personnel, maximises the safety of aid recipients, and allows access to those most in need.

The humanitarian principles are established through two Resolutions of the United Nations General Assembly (46/182 and 58/114). At an institutional level, many humanitarian organisations express these as

64 ICRC, 'The Fundamental Principles of the International Red Cross and Red Crescent Movement'.

65 UN OCHA, *On Message: Humanitarian Principles*.

66 ICRC, 'The Fundamental Principles of the International Red Cross and Red Crescent Movement'.

67 UN OCHA, *On Message: Humanitarian Principles*.

part of their corporate identity; there are 481 organisations around the world that are signatories to the Red Cross Code of Conduct.

When discussing any humanitarian matters, it is imperative to recognise the different implications of individual humanitarian principles. In particular, 'impartiality' and 'neutrality' are sometimes mistakenly interchanged. Brief guidance on the four principles is provided below to assist in distinguishing between each.

- Humanity – expresses that assistance will be provided to anyone with a genuine need, wherever they may be.
- Impartiality – acting to provide assistance without discrimination on the basis of nationality, race, religion, gender or political opinions. This is distinct from the principle of neutrality in that impartiality is a principle of action; whatever humanitarian support is being provided, it must be provided to all parties impartially, with preference given to those in the greatest need.
- Independence – implies that the actors providing assistance must remain operationally independent of any political allegiances and not act as instruments of any government policy. This is challenging in many circumstances given that states often simultaneously attempt to achieve political aims by providing assistance to the same affected populations.
- Neutrality – focuses on relations to belligerents and non-participation in any conflict while providing assistance. Neutrality differs from impartiality in that it is a principle of abstention (not taking sides in a conflict); humanitarian workers must refrain from any activities that would boost the war effort of either party to the conflict.

Possible misunderstandings: The principles of neutrality and impartiality occasionally result in confusion, but they must not be used interchangeably. Neutrality is, broadly speaking, a principle of *abstention*, whereas impartiality is a principle of *action*.

International Humanitarian Law/Law of Armed Conflict (IHL/LOAC)

International Committee of the Red Cross (ICRC) – International Humanitarian Law: A body of international law that consists of treaty and customary rules that seek, in times of armed conflict, to limit the suffering caused by war by protecting persons who are not, or who are no longer, taking part in hostilities and by restricting the methods and the means of warfare that may be employed (also known as the ‘law of war,’ or the ‘law of armed conflict’).⁶⁸

Australian Defence Force (ADF) Doctrine – Law of armed conflict: The international law regulating the conduct of states and combatants engaged in armed hostilities. LOAC is often termed the ‘law of war’.⁶⁹

Commentary: IHL comprises the Geneva Conventions and their additional Protocols, the Hague Conventions and customary international law, and is supported by other documents. It defines the conduct and responsibilities of nations and individuals engaged in warfare, especially as it relates to the protection of civilians. It is generally applicable to international conflicts, but a subset of treaty articles and customary law rules apply to non-international armed conflicts.⁷⁰

Civil-military engagement within armed conflict must be cognisant not only of the headline IHL instruments listed above, but also of the local legislation enacted to enforce IHL within any area of operation. The Laws of Armed Conflict are intended to:

68 International Committee of the Red Cross, *What is International Humanitarian Law?* http://www.icrc.org/eng/assets/files/other/what_is_ihl.pdf

69 Australian Defence Force 2009, Australian Defence Doctrine Publication o6.4: Law of Armed Conflict, Australian Defence Force Warfare Centre, <http://www.defence.gov.au/adfwc/Documents/DoctrineLibrary/ADDP/ADDPO6.4-LawofArmedConflict.pdf>

70 United States Institute of Peace 2011, *Peace Terms: Glossary of Terms for Conflict Management and Peace*, <http://www.usip.org/publications/peace-terms>; International Committee of the Red Cross 2005, *International Review of the Red Cross*, https://www.icrc.org/eng/assets/files/other/icrc_002_0860.pdf

- protect combatants and non-combatants from unnecessary suffering
- safeguard certain fundamental rights of persons who fall into the hands of an enemy, such as prisoners of war, the sick and civilians
- maintain the distinction between combatants and non-combatants
- facilitate the restoration of peace.

Military personnel in particular should be aware IHL does not regulate resort to the use of force.

IHL also mentions specific groups among civilians, such as women, who are protected from sexual abuse, and children, whose special needs must be taken into account by combatants.

(See also: Protection of Civilians)

Interoperability

Australian Defence Force (ADF) Doctrine: Interoperability is primarily concerned with the ability of personnel and systems of different nations and agencies to work effectively together, safely and securely.⁷¹

Commentary: Interoperability, put simply, is the notion that component parts of an organisation can work harmoniously together. The term is well established in military doctrine, training and broader capability development as relating to the efficient working together of air, land and sea forces.⁷² However, it is increasingly common to find interoperability applying to militaries working with other civilian agencies and humanitarian organisations. Similarly, references to interoperability are becoming more common in civilian humanitarian community policy and guidance, although without an official definition.

In the civil-military-police community, agencies that work for the same government often find interoperability challenging to achieve, given the demands of synchronising multiple activities and operations across a wide range of actors. Differences in mandate, method and equipment/platforms make achieving interoperability a longer-term goal for all civil-military-police participants.

Several additional factors affect interoperability; perhaps the most common obstacle being the integration of technical (information and communications) systems across agency boundaries. Other challenges include legal instruments, particularly when interacting with organisations across international borders.

Interoperability across the civil-military-police community can be achieved by agencies (and individuals) understanding what is needed to enable different organisations to work together. Interoperability requires actively promoting shared understanding, which can be achieved through building mutually-productive organisational relationships, extensive professional networks and effective sharing of critical information.

71 Australian Defence Force 2012, *Australian Defence Doctrine Publication 00.9, Multiagency Coordination: Defence's Contribution to Australian Government Responses*, Australian Defence Force Warfare Centre.

72 For this reason, militaries are known to be interoperable with other militaries, as the concept is implicit in raising, training and sustaining any new military capability.

Measure of Effectiveness

International Committee of the Red Cross (ICRC) – Pertinent

indicators: The more clearly specific objectives are defined for each activity (‘military prosecutor investigates the allegation transmitted’) the easier it is to develop indicators to follow the results of concrete activity. If the objectives are unclear (‘contribute to better protection for women living in IDP camp’) choosing pertinent indicators will be correspondingly more difficult.⁷³

Australian Defence Force (ADF) Doctrine – Measures of

effectiveness: Tools used to measure results achieved in the overall mission and execution of assigned tasks. Measures of effectiveness are a prerequisite to the performance of combat assessment.⁷⁴

Commentary: ‘Measures of effectiveness’ refers to ways of identifying change in a pre-determined criterion. Measuring effectiveness is crucial in identifying and implementing the necessary adjustments to meet short and long-term goals. These measures can apply to a range of civil-military-police matters, such as stability, crime rate or capacity building of any description.

All of the above definitions point to identifying how a specific indicator changes over the course of an operation; however, measures of effectiveness can be tailored for timeframes longer than the duration of an operation. Measures of effectiveness should be developed for a specific target audience, incorporating appropriate measures for strategic decision makers as opposed to those required by operational commanders or working level personnel. This may mean devising measures for government use or parliamentary scrutiny in the case of government agencies; or in the

73 International Committee of the Red Cross, *Enhancing Protection for Civilians in Armed Conflict and Other Situations of Violence*, http://www.icrc.org/eng/assets/files/other/icrc_002_0956.pdf

74 Australian Defence Force 2012, *Australian Defence Doctrine Publication 00.9, Multiagency Coordination: Defence’s Contribution to Australian Government Responses*, Australian Defence Force Warfare Centre.

case of non-government organisations, donors may wish to examine appropriate measures of effectiveness.

Different actors across the civil-military-police community in many cases have different methods of indicating their effectiveness and efficiency to their respective authorities. In an interagency setting where one agency's effectiveness often depends on another, this can create difficulties in reporting.

Mitigation/Prevention (of Disaster)

United Nations Office for Disaster Risk Reduction (UNISDR) –

Mitigation: The lessening or limitation of the adverse impacts of hazards and related disasters.⁷⁵

UNISDR – Prevention (Disaster prevention): The outright avoidance of adverse impacts of hazards and related disasters.⁷⁶

Commentary: The terms ‘mitigation’ and ‘prevention’ are not interchangeable. Mitigation measures encompass engineering techniques and hazard-resistant construction, as well as improved environmental policies and public awareness, all aimed at minimising damage in the event of a disaster. Prevention expresses the intention to *completely avoid* any damage through actions taken to avert a disaster.

‘Disaster prevention’ measures include dams or embankments to eliminate flood risks, land-use regulations banning any settlement in high risk zones, and seismic engineering designs that ensure the survival and function of critical buildings (such as hospitals) in an earthquake. Completely avoiding losses is often not feasible, however, and the task of prevention transforms to that of mitigation. For this reason, the terms ‘prevention’ and ‘mitigation’ are sometimes improperly used.⁷⁷

Possible misunderstandings: ‘Disaster Risk Reduction’ and ‘Disaster Risk Management’.

75 UNISDR, ‘Terminology on Disaster Risk Reduction’, <http://www.unisdr.org/we/inform/terminology>

76 Ibid.

77 Ibid.

Peace Operations

United Nations Department of Peacekeeping Operations/United Nations Department of Field Support (UN DPKO/UN DFS): Field operations deployed to prevent, manage, and/or resolve violent conflicts or reduce the risk of their recurrence.⁷⁸

UK Joint Military Doctrine – Peace Support Operations:

An operation that impartially makes use of diplomatic, civil and military means, normally in pursuit of United Nations Charter purposes and principles, to restore or maintain peace. Such operations may include conflict prevention peacemaking, peace enforcement, peacekeeping, peacebuilding and/or humanitarian operations.⁷⁹

Australian Defence Force (ADF) Doctrine: A broad term that encompasses peacekeeping operations and peace enforcement operations conducted in support of diplomatic efforts to establish and maintain peace.⁸⁰

Commentary: ‘Peace operations’ is the general reference to a collective of conflict prevention, peacemaking, peacekeeping, peace enforcement, peacebuilding and preventative diplomacy.

While British and Australian military doctrines concur on the inclusion of all the above-listed operations under the umbrella of ‘peace support operations’, it is wise to seek clarification, as some variations occur between sources. Certain academic sources or military doctrines may omit ‘conflict prevention’ and ‘humanitarian operations’.

It is important to note that while this term will often refer to operations under UN control, this is not necessarily the case. Chapter seven of the UN Charter allows the Security Council to delegate to regional organisations (for example the North Atlantic Treaty Organization, or

78 DPKO/UN DFS, *UN Peacekeeping Operations: Principles and Guidelines*, http://www.peacekeepingbestpractices.unlb.org/pbps/library/capstone_doctrine_eng.pdf

79 UK MOD, *Joint Doctrine Publication 3-50, The Military Contribution to Peace Support Operations*, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/43479/JWP350Ed2.pdf

80 Australian Defence Force 2009, *Australian Defence Doctrine Publication 3.8: Peace Operations*, <http://www.defence.gov.au/adfwc/Documents/DoctrineLibrary/ADDP/ADDP3.8-PeaceOperations.pdf>

the African Union) to conduct peace operations. For this reason, the British and Australian definitions do not necessitate UN leadership of such an operation (conversely, many nations demand sanction by the UN Security Council in order to participate in such operations).

The term 'peace operations' is flexible and convenient given that:

- the considerable overlap between the above-listed operations, peace operations is a convenient general reference to all such operations
- 'peacekeeping' is often mistakenly used to refer to other UN peace operations
- peacekeeping activities have significantly expanded since the UN's inception, and now demand more specific definitions and distinguishing sub-categories.

The above three definitions reflect the multidimensional and multiagency nature of civil-military-police support to peace operations, identifying a range of initiatives that can address threats to security.

(See also: Peacekeeping, Peacebuilding, Peace Enforcement, Peacemaking, Transitions)

Peacebuilding

United Nations Department of Peacekeeping Operations (UN DPKO):

Measures targeted to reduce the risk of lapsing or relapsing into conflict by strengthening national capacities at all levels for conflict management, and to lay the foundation for sustainable peace and development.⁸¹

Australian Defence Force (ADF) Doctrine: A peace support operation employing complementary diplomatic, civil and, when necessary, military means, to address the underlying causes of conflict and longer term needs of the people. It requires a commitment to a long-term process and may run concurrently with other types of peace support operations.⁸²

United Kingdom Joint Military Doctrine: A peace support operation employing complementary diplomatic, civil and—when necessary—military means, to address the underlying causes of conflict and the longer-term needs of the people. It requires a commitment to a long-term process and may run concurrently with other types of peace support operation.⁸³

Commentary: History demonstrates that post-conflict societies are at great risk of relapsing into chaos. In the 1992 ‘Agenda for Peace’, former UN Secretary-General Boutros Boutros-Ghali coined the concept of ‘post-conflict peacebuilding’ to describe measures designed to consolidate the peace and prevent recurring violence.

Because peacebuilding must begin as quickly as possible following the cessation of an armed conflict, modern peace operations combine peacekeeping measures with peacebuilding elements. This complex and time-consuming process demands international actors’ coordinated action and local partners’ early participation (i.e. local ownership).

81 DPKO/UN DFS, *UN Peacekeeping Operations: Principles and Guidelines*, http://www.peacekeepingbestpractices.unlb.org/pbps/library/capstone_doctrine_eng.pdf

82 Australian Defence Force 2009, *Australian Defence Doctrine Publication 3.8: Peace Operations*, <http://www.defence.gov.au/adfwc/Documents/DoctrineLibrary/ADDP/ADDP3.8-PeaceOperations.pdf>

83 UK MOD, *Joint Doctrine Publication 3-50, The Military Contribution to Peace Support Operations*, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/43479/JWP350Ed2.pdf

The military definitions notably do not include mention of the United Nations. Peacebuilding operations sometimes occur without UN sanction, such as those in the Solomon Islands (through the Regional Assistance Mission to the Solomon Islands, RAMSI). In the case of RAMSI, the intervening states and the Solomon Islands negotiated access to assist in maintaining regional stability.

Possible misunderstandings: ‘Peacekeeping’ and ‘Peace Enforcement’ are sometimes misused to describe the activities of ‘Peacebuilding’.

(See also: Peacekeeping, Peace Enforcement, Peacemaking, Stabilisation, Transitions)

Peace Enforcement

United Nations Department of Peacekeeping Operations (UN DPKO): The application, with the authorization of the Security Council, of a range of coercive measures, including the use of military force. Such actions are authorized to restore international peace and security in situations where the Security Council has determined the existence of a threat to the peace, breach of the peace or act of aggression.⁸⁴

Australian Defence Force (ADF) Doctrine: A peace support operation conducted to maintain a ceasefire or peace agreement where the level of consent and compliance is uncertain and the threat of disruption is high. The peace support force must be capable of applying credible coercive force and must apply the provisions of the ceasefire or peace agreement impartially.⁸⁵

Commentary: ‘Peace enforcement’ operations are characterised by increased hostility and threat levels within the operational environment and a greater risk of disruptive activities being directed against the mission. Such operations broadly allow for deploying UN forces for purposes and/or functions that do not fit within the confines of peacekeeping. Conducted under Chapter VII of the UN Charter, peace enforcement operations generally have a more robust set of ‘rules of engagement’, enabling a more active use of force extending beyond self-protection.

‘Peacekeeping’ is a term that is often misused to describe peace enforcement. Peace enforcement is distinct from peacekeeping because it has the following characteristics:

84 DPKO/UN DFS, *UN Peacekeeping Operations: Principles and Guidelines*, http://www.peacekeepingbestpractices.unlb.org/pbpps/library/capstone_doctrine_eng.pdf

85 Australian Defence Force 2009, *Australian Defence Doctrine Publication 3.8: Peace Operations*, <http://www.defence.gov.au/adfwc/Documents/DoctrineLibrary/ADDP/ADDP3.8-PeaceOperations.pdf>

- increased hostility of the operating environment
- higher threat of disruption to activities
- lack of need for consent of the parties affected (coercive action)
- use of force.

The UN also stipulates that the Security Council may request that regional organisations, such as the North Atlantic Treaty Organization (NATO), conduct peace enforcement operations under its authority.

Possible misunderstandings: ‘Peace enforcement’ should not be used to describe the activities of peacebuilding or peacekeeping, which are undertaken through a distinctly different mandate. Peace enforcement mandates permit a greater use of force than peacekeeping, while peacebuilding does not allow for the use of force.

(See also: Peacekeeping, Peacebuilding, Peacemaking, Transitions)

Peacekeeping

United Nations Department of Peacekeeping Operations (UN DPKO):

is a technique designed to preserve the peace, however fragile, where fighting has been halted, and to assist in implementing agreements achieved by the peacemakers ... a complex model of many elements—military, police and civilian—working together to help lay the foundations for sustainable peace.⁸⁶

UK Joint Military Doctrine: A peace support operation following an agreement or ceasefire that has established a permissive environment where the level of consent and compliance is high, and the threat of disruption is low. The use of force by peacekeepers is normally limited to self-defence.⁸⁷

Australian Defence Force (ADF) Doctrine: Non-coercive instruments of diplomacy, where a legitimate, international civil and/or military multinational force is employed with the consent of the belligerent parties in an impartial, non-threatening manner for conflict resolution or to assist humanitarian aid operations.⁸⁸

Commentary: The term ‘peacekeeping’ was originally used to describe unarmed military observers or lightly armed peacekeeping forces (‘blue helmets’) deploying to support a ceasefire or peace agreement. Although this is probably the UN’s best known instrument, it is not actually defined in the UN Charter.

Since the first UN peacekeeping operation in 1956, the UN’s operations have diversified to adapt to the new global security environment. Rather than responding to inter-state conflicts, today’s operations are often applied to intra-state conflicts and civil wars. DPKO’s activities have enlarged and diversified to allow capabilities such as creating political institutions, working with non-government organisations and local citizens’ groups to provide emergency relief, demobilising former fighters

86 DPKO/UN DFS, *UN Peacekeeping Operations: Principles and Guidelines*, http://pbpu.unlb.org/pbps/Library/Capstone_Doctrine_ENG.pdf

87 UK MOD, *Joint Doctrine Publication 3-50, The Military Contribution to Peace Support Operations*, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/43479/JWP350Ed2.pdf

88 Australian Defence Force, *Australian Defence Doctrine Publication 3.8: Peace Operations*, 2009. <http://www.defence.gov.au/adfwc/Documents/DoctrineLibrary/ADDP/ADDP3.8-PeaceOperations.pdf>

and reintegrating them into society, conducting elections, and mine clearance. Such diversity reflects the civil-military-police community and the tools available to address security challenges.

Although permitted to exercise self-defence and in defence of the mandate, peacekeeping operations are not authorised to achieve peace by the use of force.⁸⁹ Resolution of disputes is intended to be achieved using peaceful means such as negotiation, mediation and conciliation. Such operations typically involve facilitating a ceasefire, monitoring the withdrawal of military forces or more generally implementing conflict resolution arrangements and/or assisting humanitarian aid operations.⁹⁰

Peacekeepers are deployed to create conditions for long-term peace settlement. Peacekeeping operations cannot solve the political problem; they merely aid the diplomatic process. Military doctrines tend to reflect this niche role—the US definition appropriately states that peacekeeping is a ‘military operation’ that ‘supports diplomatic efforts’.

Possible misunderstandings: ‘Peacekeeping’ is a necessarily broad term canvassing a realm of activities and actors, but distinctions should be drawn between this expression and that of ‘peace enforcement’.

Peace enforcement is sometimes mistaken for ‘robust peacekeeping’ as it is possible that both will involve the use of force at the tactical level. While robust peacekeeping involves the use of force at the tactical level with the consent of the host authorities and/or main parties to the conflict, peace enforcement may involve the use of force at the strategic or international level, which is normally prohibited for member states under Article 2 (4) of the UN Charter unless authorised by the Security Council.⁹¹

(See also: Peace Enforcement, Peacebuilding, Peacemaking, Transitions)

89 DPKO/UN DFS, *UN Peacekeeping Operations: Principles and Guidelines*, http://pbpu.unlb.org/pbpps/Library/Capstone_Doctrine_ENG.pdf

90 Support to humanitarian assistance by UN-assigned military personnel can potentially encroach on the humanitarian principles of ‘independence’ and ‘neutrality’ unless there is sufficient humanitarian coordination.

91 DPKO/UN DFS, *UN Peacekeeping Operations: Principles and Guidelines*, http://pbpu.unlb.org/pbpps/Library/Capstone_Doctrine_ENG.pdf

Peacemaking

United Nations Department of Peacekeeping Operations (UN DPKO):

Measures to address conflicts in progress and usually involves diplomatic action to bring hostile parties to a negotiated agreement.⁹²

UK Joint Military Doctrine: A peace support operation, conducted after the initiation of a conflict to secure a ceasefire or peaceful settlement, that involves primarily diplomatic action supported, when necessary, by direct or indirect use of military assets.⁹³

Australian Defence Force (ADF) Doctrine: A peace support operation, conducted after the initiation of a conflict to secure a ceasefire or peaceful settlement, that involves primarily diplomatic action supported, when necessary, by direct or indirect use of military assets.⁹⁴

Commentary: ‘Peacemaking’ is another phase within the peace operations spectrum that occurs after the outbreak of conflict, seeking to end hostilities through negotiation without involving an intervening armed force. Use of this term should be deliberate and considered, ensuring the intended diplomatic, rather than military, connotations are implied.

Peacemaking seeks to bring hostile parties to agreement, essentially through such peaceful means as those foreseen in Chapter 6 of the Charter of the United Nations: ‘negotiation, enquiry, mediation, conciliation, arbitration, judicial settlement, resort to regional agencies or agreements, or other peaceful means’. Peacemaking typically involves negotiating an agreement between contending parties, often with the help of a third-party mediator. A closely related term is ‘conflict management’.⁹⁵

92 DPKO/UN DFS, *UN Peacekeeping Operations: Principles and Guidelines*, http://www.peacekeepingbestpractices.unlb.org/pbps/library/capstone_doctrine_eng.pdf

93 UK MOD, *Joint Doctrine Publication 3-50, The Military Contribution to Peace Support Operations*, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/43479/JWP350Ed2.pdf

94 Australian Defence Force 2009, *Australian Defence Doctrine Publication 3.8: Peace Operations*, Australian Defence Force Warfare Centre, <http://www.defence.gov.au/adfwc/Documents/DoctrineLibrary/ADDP/ADDP3.8-PeaceOperations.pdf>

95 United States Institute of Peace 2011, *Peace Terms: Glossary of Terms for Conflict Management and Peace*, <http://www.usip.org/publications/peace-terms>

Possible Misunderstandings: ‘Peacemaking’ is a distinct term referring to a specific realm of activities along a spectrum of ‘peace operations’. Users should be particularly mindful of the differences between ‘peacemaking’, ‘peacekeeping’ and ‘peacebuilding’.

(See also: Peace Enforcement, Peacebuilding, Peacekeeping, Transitions)

Preparedness

United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA): Activities designed to minimise loss of life and damage, to organize the temporary removal for people and property from a threatened location and facilitate timely and effective rescue, relief and rehabilitation.⁹⁶

United Nations Office for Disaster Risk Reduction (UNISDR): The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions.⁹⁷

Australian Defence Force (ADF) Doctrine: The measurement of how ready and how sustainable forces are to undertake military operations (note: it describes the combined outcome of readiness and sustainability).⁹⁸

Commentary: ‘Preparedness’ is a concept applicable to any organisation that has the responsibility to respond to emergencies, including disaster or conflict. Broadly speaking, this describes an organisation or individual’s level of readiness for an event.

The term is associated strongly with militaries, and many dictionaries use the example of military preparations for war. The concept of preparedness is applied flexibly across the civil-military community, reflecting the different mandates, roles and responsibilities of individual agencies. It is important to distinguish which particular endeavour an author is referring to when they use the term. For example, ‘disaster preparedness’, used by UNISDR in the above definition, refers to different activities from those undertaken in preparedness for conflict. UN OCHA on the other hand,

96 UN OCHA, ‘Preparedness’, <http://www.unocha.org/what-we-do/coordination/preparedness/overview>

97 UNISDR, ‘Terminology on DRR’, <http://www.unisdr.org/we/inform/terminology>

98 Australian Defence Force 2011, *Australian Defence Doctrine Publication 4.0: Defence Logistics*, Australian Defence Force Warfare Centre.

must be ready for all manner of humanitarian crises, whether triggered by disaster or conflict, and thus employs a broader, more flexible definition.

Militaries apply the concept of preparedness in measuring their ability to conduct specific tasks and operations at the request of government. When a military person uses this term, they could be speaking in general terms, or they could be describing their readiness level for a particular task, such as air-lift, combat or even disaster relief. Readiness is defined in terms of the number of assets available (people and platforms) and given a prescribed 'notice to move'. For this reason, the military will often specify what manner of readiness they are referring to.

Disaster response agencies refer to different activities and a broader range of actors through their use of the term. UNISDR's definition encapsulates broad elements of preparedness across the civil-military-police community. Disaster preparedness takes place over an extended period, from response through to sustained recovery, and involves analysis of disaster risks and early warning systems. Logistically, disaster preparedness requires stockpiling equipment and supplies; arrangements for coordination, evacuation and public information; and associated training and field exercises.⁹⁹

Discussions about broad interagency preparedness levels require clear definitions to ensure consideration is given to appropriate capabilities for conflict and disaster management.

99 UNISDR, Terminology on DRR.

Protection of Civilians (POC)

International Committee of the Red Cross and United Nations

Inter-agency Standing Committee: All activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and spirit of the relevant bodies of law.¹⁰⁰

United States Peacekeeping and Stability Operations Institute:

Protection of Civilians consists of efforts to protect civilians from physical violence, secure their rights to access essential services and resources, and contribute to a secure, stable, and just environment for civilians over the long-term.¹⁰¹

Commentary: ‘Protection of Civilians’ (POC) is another example of a concept, rather than a term with a simple definition. Many organisations instead choose to define ‘protection’ rather than narrow the term further.¹⁰²

The majority of available sources offering definitions of POC come from humanitarian-focused or academic perspectives. Military sources are now appearing, however, as doctrine adapts to specific guidance on POC. The British Armed Forces website features the UK Government strategy on the ‘Protection of Civilians in Armed Conflict’;¹⁰³ a sign of the increasing importance of POC, not only to civil-military-police relations but to the military in its traditional security role.

¹⁰⁰ International Committee of the Red Cross, *Enhancing Protection for Civilians in Conflict and Other Situations of Violence*, http://www.icrc.org/eng/assets/files/other/icrc_002_0956.pdf

¹⁰¹ United States Peacekeeping and Stability Operations Institute, *Protection of Civilians Military Reference Guide*, http://mercury.ethz.ch/serviceengine/Files/ISN/176009/ipublicationdocument_singledocument_f255f8ed-13a8-443b-b81d-adabodca53cb/en/PoC_Military_reference_guide_Final.pdf

¹⁰² ICRC uses the expression ‘protection of the civilian population’ although the literal definitions of these terms do not reflect the full scope of protection activities undertaken in behalf of persons who are not detained. This expression has the advantage of brevity and has therefore been adopted for ease of reference.

¹⁰³ Foreign and Commonwealth Office, *UK Government Strategy on the Protection of Civilians in Armed Conflict*, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/32950/ukstrategy-protect-cvilians-arms-conflict.pdf

Deliberate attacks on civilians are a growing problem of modern conflicts. In response, the United Nations explicitly mandated the UNAMSIL (Sierra Leone)¹⁰⁴ mission in 1999 to use force to protect civilians under immediate threat. Since then this authority has been included in almost all mission mandates, but the United Nations still lacks a precise definition and operational guidelines for the protection of civilians.

While the intentions of POC are obviously humane, users of the term should be aware of an element of debate on the matter. Debate centres on what military activities can be undertaken in the name of 'protecting civilians' following invocations of POC in Cote d'Ivoire and Libya.

Possible misunderstandings: 'Responsibility to Protect' (R2P) is a vastly different concept to POC and the two terms must not be used interchangeably. R2P is a concept relating to sovereignty and the responsibility of a state to protect its population, whereas POC refers to the range of efforts to protect civilians from harm. The relationship between R2P and POC has been described as 'siblings, but not twins'.¹⁰⁵

(See also: Responsibility to Protect (R2P))

¹⁰⁴ United Nations Security Council, Resolution 1270 (1999) of 22 October 1999, <http://www.un.org/en/peacekeeping/missions/past/unamsil/mandate.html>

¹⁰⁵ Popovski, Vesselin, 'Siblings, but not twins: POC and R2P', United Nations University, 1 November 2011, <http://unu.edu/publications/articles/siblings-but-not-twins-poc-and-r2p.html>

Recovery

United Nations Office for Disaster Risk Reduction (UNISDR): The restoration, and improvement where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors.¹⁰⁶

Emergency Management Australia (EMA)/Attorney General's Department: The coordinated process of supporting emergency-affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing.¹⁰⁷

Commentary: 'Recovery' is a disaster-oriented term and refers to tasks like rehabilitation and reconstruction, which begin soon after the emergency response phase has ended. Ideally these activities should be based on pre-existing strategies and policies that facilitate clear institutional responsibilities for recovery action and enable public participation.

Recovery programs, coupled with heightened public awareness and engagement after a disaster, afford a valuable opportunity to develop and implement disaster risk reduction measures and to apply the 'build back better' principle (leaving the affected community less susceptible to future disasters).

Possible misunderstandings: 'Recovery' should not be interchanged with terms such as 'emergency relief' or 'disaster relief'.

¹⁰⁶ United Nations International Strategy for Disaster Reduction, 'Terminology on DRR', <http://www.unisdr.org/we/inform/terminology>

¹⁰⁷ Attorney-General's Department/Emergency Management Australia, *Australian Emergency Management Glossary*, <https://www.em.gov.au/Documents/Manual03-AEMGlossary.PDF>

Resilience

United Nations Office for Disaster Risk Reduction (UNISDR): The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.¹⁰⁸

Emergency Management Australia (EMA): A measure of how quickly a system recovers from failures.¹⁰⁹

Organisation for Economic Cooperation and Development (OECD): Refers to the capacity of a natural system to recover from disturbance.¹¹⁰

Commentary: The term ‘resilience’ is perhaps most often used in relation to disaster management. However, the language employed in the EMA and OECD definitions is sufficiently broad to indicate that ‘resilience’ can also be used in cases of conflict management. In many cases, conflict and disaster are known to be linked and many aspects of disaster resilience adhere to mitigating the effects of conflict.¹¹¹ Therefore users of the term ‘resilience’ should be mindful of its broad utility if they suspect it is only applicable to disaster settings.

The resilience of a community in respect to potential hazard events is determined by the degree to which the community has the necessary resources and can organise itself prior to and during times of need.¹¹²

The US Department of Homeland Security in its Quadrennial Homeland Security Review described a disaster resilient community as having three essential elements:

108 United Nations International Strategy for Disaster Reduction, ‘Terminology on DRR’, <http://www.unisdr.org/we/inform/terminology>

109 Attorney-General’s Department/Emergency Management Australia, *Australian Emergency Management Terms Thesaurus*, <https://www.em.gov.au/Documents/Manual03-AEMGlossary.PDF>

110 OECD, ‘Glossary of Statistical Terms’, <http://stats.oecd.org/glossary/detail.asp?ID=2330>

111 Overseas Development Institute, *When Disasters and Conflicts Collide*, <http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/8228.pdf>

112 UNISDR, ‘Terminology on DRR’.

- the ability to *withstand* (and/or deflect and/or absorb) adversity
- the ability to *respond effectively to and recover quickly* from the adversity
- the ability to *adapt* to the changed environment resulting from the adversity.

Although 'resilience' is often measured across a broad scope of a community and its general level of resistance to harm, the term can apply to individual facets or systems within a community facing disaster, such as health and associated systems.

(See also: 'Resilience', 'Disaster Risk Management', 'Disaster Risk Reduction')

Responsibility to Protect (R2P)

United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA):

A concept that imposes a responsibility on the international community to protect a population that is suffering serious harm, as a result of internal war, insurgency, repression or state failure, and the state in question is unwilling or unable to halt or avert it.¹¹³

Centre for International Peace Operations / Zentrum für

Internationale Friedenseinsätze (ZIF): The concept ‘responsibility to protect’ stresses the duty of nation-states—and where they fail to meet their obligations, the international community—to prevent ethnic cleansing, crimes against humanity, war crimes, and genocide, if necessary through use of force.¹¹⁴

Commentary: Under conventional and customary international law, the sovereign state bears the obligation of primary responsibility for the protection and welfare of its citizens. ‘Responsibility to Protect’ (R2P) asserts that in the event of a state’s failure to meet its obligations, whether by inability, ineffectiveness or commission, that responsibility falls to the international community.

The concept of R2P emerged following the continued failures of the international community to provide adequate protection to peoples such as in Rwanda, Kosovo, Bosnia and Somalia. R2P is a normative principle of international law (although not treaty-based), and its scope was set in the Outcome Document of the United Nations 2005 World Summit and was reaffirmed in the 2009 Report of the Secretary-General.¹¹⁵

113 United Office for the Coordination of Humanitarian Affairs, *To Stay and Deliver: Good practice for humanitarian in complex security environments*, https://ochanet.unocha.org/p/Documents/Stay_and_Deliver.pdf

114 Center for International Peace Operations/Zentrum für Internationale Friedenseinsätze, *Glossary of Peace Operations*, http://www.zif-berlin.org/fileadmin/uploads/analyse/dokumente/veroeffentlichungen/ZIF_Glossary.pdf

115 United Nations Office of the Special Adviser for the Prevention of Genocide, ‘The Responsibility to Protect’, <http://www.un.org/en/preventgenocide/adviser/responsibility.shtml>

R2P dictates that should a state not act to protect its population from conflict, disaster or other catastrophes, whether by design or inability, the international community has a responsibility to act. As this suggests that international law may in fact permit the breach of state sovereignty (in order to protect an affected population), the concept of R2P is controversial. Furthermore, R2P potentially can blur the lines between military and humanitarian should the international community intervene via military means.

Possible misunderstandings: ‘Protection of Civilians’ (POC) is a vastly different concept to R2P and the two terms must not be used interchangeably. R2P is a concept relating to sovereignty and the responsibility of a state to protect its population, whereas POC refers to the range of efforts to protect civilians from harm. The relationship between R2P and POC has been described as ‘siblings, but not twins’.¹¹⁶

(See also: POC)

¹¹⁶ Popovski, Vesselin, ‘Siblings, but not twins: POC and R2P’, United Nations University, 1 November 2011, <http://unu.edu/publications/articles/siblings-but-not-twins-poc-and-r2p.html>

Risk/Risk Assessment

United Nations Office for Disaster Risk Reduction (UNISDR) –

Risk: The combination of the probability of an event and its negative consequences.¹¹⁷

UNISDR – Risk Assessment: A methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend.

Commentary: ‘Risk’ is a concept with a number of applications across the civil-military-police community, from disaster management to military preparedness. As such, it is important for an author to distinguish between the various applications, or alternatively the reader needs to seek clarification.

The word ‘risk’ has two distinctive connotations: in popular usage the emphasis is usually placed on the concept of chance or possibility, such as in ‘the risk of an accident’; whereas in technical settings the emphasis is usually placed on the consequences, in terms of ‘potential losses’ for some particular cause, place and period.¹¹⁸

It is important to note, however, that people do not necessarily share the same perceptions of the significance and underlying causes of different risks.

¹¹⁷ United Nations International Strategy for Disaster Reduction, ‘Terminology on DRR’, <http://www.unisdr.org/we/inform/terminology>

¹¹⁸ Ibid.

Security

Oxford Dictionary (online): Procedures followed or measures taken to ensure the security of a state or organization.¹¹⁹

Australian Defence Force (ADF) Doctrine: The measures necessary to achieve protection against espionage, sabotage, subversion and terrorism, as well as against loss or unauthorised disclosure.¹²⁰

Commentary: ‘Security’ as a relative term denotes the degree of protection afforded against any form of threat, be it danger, damage, loss or crime. Security is more accurately referred to as a concept rather than a term with a strict definition. That is to say that the nature of security is most often context driven.

Traditionally, security has meant freedom from military attack and has been synonymous with ‘national security’. The concept of security has in recent years expanded to include more non-traditional aspects, including environmental security, food security and information security. Given the growing diversity of the term ‘security’, users may need to consider its full context by asking:

- Security for whom?
- Security from whom?
- Security against what?
- How would such security be provided?
- Who would provide that security?

A number of academic schools of thought have been used to categorise security. While the traditionalists have concentrated on the political-military domain through terms such as ‘national security’, more liberal schools of thought have moved away from focusing solely on the state. The term ‘human security’ has been used to emphasise the need to focus on

119 Oxford Dictionary Online, <http://www.oxforddictionaries.com/definition/english/security>

120 Australian Defence Force 2009, *Australian Defence Doctrine Publication 3.8: Peace Operations*, <http://www.defence.gov.au/adfwc/Documents/DoctrineLibrary/ADDP/ADDP3.8-PeaceOperations.pdf>

the needs of the individual, including freedom from fear and freedom from want, as well as specific needs such as food security.¹²¹

Perhaps the broadest use of the term comes in describing the relative level of safety in an environment as a precursor to increased development of political, social and economic standards. In this way, security is one of the key indicators for transitions between different phases of peace operations—that is, increased security enables a transition from peace enforcement to peacebuilding.

¹²¹ United States Institute of Peace 2011, *Peace Terms: Glossary of Terms for Conflict Management and Peace*, <http://www.usip.org/publications/peace-terms>

Security Sector Reform (SSR)

UN Inter-agency Task Force on Security Sector Reform: A process of assessment, review and implementation as well as monitoring and evaluation led by national authorities that has as its goal the enhancement of effective and accountable security for the State and its peoples without discrimination and with full respect for human rights and the rule of law.¹²²

US Army Doctrine: The set of policies, plans, programs, and activities that a government undertakes to improve the way it provides safety, security, and justice.¹²³

United States Institute of Peace (USIP): The set of policies, plans, programs, and activities that a government undertakes to improve the way it provides safety, security, and justice.¹²⁴

Commentary: Many difficulties in defining SSR at an institutional level generally stem from inconsistent definitions of exactly which institutions constitute the security sector. Some definitions include the judicial institutions, whereas others do not. It is crucial that the author, or the reader, discerns between the exact institutions subject to reform.

Its precise definition is elusive also because SSR is a context-driven concept, which will involve different activities in one example to what it does in another. At its core, SSR aims to develop a secure environment based on development, rule of law, good governance and local ownership of security actors and encompasses all agencies necessary to produce such an outcome.

The importance of SSR has been recognised by the UN Security Council, which passed its first unanimous resolution on SSR on 28 April 2014. Opening the debate, Secretary-General Ban Ki-moon highlighted the crucial role SSR can play in preventing or recovering from conflict: ‘a

122 Secretary-General of the United Nations, *Securing Peace and Development: The Role of the United Nations in Supporting Security Sector Reform*, <http://unssr.unlb.org/Resources/UNandSSRGuidance/PolicyandGuidance/tabid/201/SMID/498/ItemId/105/Default.aspx>

123 US Army, JP-3-24, <http://www.dtic.mil/cgi-bin/GetTRDoc?Location=U2&doc=GetTRDoc.pdf&AD=ADA539030>

124 United States Institute of Peace 2011, *Peace Terms: Glossary of Terms for Conflict Management and Peace*, <http://www.usip.org/publications/peace-terms>

professional and accountable security sector under the framework of the Rule of Law can strengthen public confidence in the State and provide the stability necessary for peacebuilding and development'.¹²⁵

Possible misunderstandings: 'Disarmament, demobilisation and reintegration' (DDR) is a separate concept, albeit with some overlapping activities, which is not interchangeable with SSR.

¹²⁵ UN Inter-agency Task Force on Security Sector Reform, Landmark Resolution on SSR, <http://unssr.unlb.org/Home/tabid/145/ctl/Details/mid/542/ItemID/28/Default.aspx>

Stability/Stabilisation Operations

United Kingdom Stabilisation Unit: One of the approaches used in situations of violent conflict which is designed to protect and promote legitimate political authority, using a combination of integrated civilian and military actions to reduce violence, re-establish security and prepare for longer-term recovery by building an enabling environment for structural stability.¹²⁶

Australian Defence Force (ADF) Doctrine – Stabilisation: To set secure and stable conditions allowing political and economic activity to control a situation and bring about a state of equilibrium and normality. Generally a multiagency approach is required to tackle the underlying causes as well as the symptoms of the instability so as to meet political, legal and basic humanitarian needs. Military involvement might be needed to apply force to assist with the return of political control as well as helping with reassurance, reconstruction and providing aid.¹²⁷

Commentary: ‘Stability’ is indicative of a state’s ability to withstand or recover from disturbance or crisis. The exact activities that need to occur to achieve this via a ‘stabilisation operation’ or ‘stability operation’ are a matter of debate.

‘Stability operations’ is a relatively new term and its meaning has developed amid coalition experiences in Iraq and Afghanistan, which were conducted in a largely military-dominated counterinsurgency. These operations were based on the view that fragile or failing states pose a direct threat to global security. Since 9/11, stability operations have been examined in a broader context of instability and state fragility, where core concepts include more preventative actions, including ‘early warning indicators’ and ‘state-building’.

From a civil-military-police perspective, ‘stability operations’ invite broader examination of the linkages and interdependencies across the

126 UK Stabilisation Unit 2014, *The UK Government’s Approach to Stabilisation*, <http://www.stabilisationunit.gov.uk/attachments/article/520/TheUKApproachtoStabilisationMay2014.pdf>

127 Australian Defence Force 2009, *Australian Defence Doctrine Publication 3.0: Campaigns and Operations*, Australian Defence Force Warfare Centre.

range of agencies and actors involved. The presence of so many diverse actors had led to confusion, if not controversy, over roles, responsibilities and resourcing. One potential friction point between actors in stabilisation operations is commonly referred to as the 'security-development nexus', which challenges whether development or security is of greater importance in a particular environment and at a particular point in time.

The notion of 'stabilisation' has in part emerged because of the difficulty in categorising activities that fall into a grey zone in between military and civilian responsibilities. The United Kingdom has established the Stabilisation Unit, the United States has the Bureau of Conflict and Stabilization, and Canada has created the Stabilisation and Reconstruction Task Force (START). Each national entity is dedicated to operationalising whole-of-government approaches. Australia for its part has been involved in a number of 'stabilisation forces' through operations in Timor-Leste and Afghanistan.

(See also: CIMIC, Counterinsurgency, Fragile States)

Sustainability

Australian Defence Force (ADF) Doctrine: Sustainability refers to the measure of the ability to maintain logistic support to all users for the duration of the operation or the lifetime of a capability. Sustainability is about focusing on long term objectives and capabilities of supported forces. Sustainability must achieve a balance between the factors of demand, duration, distance, resources, priority and risk.¹²⁸

Commentary: Sustainability in any environment implies a longer-term focus to ensure that the mission is accomplished. Accordingly, sustainability needs to be considered as a multilayered issue, with different considerations at different levels. The sustainability of an operational mission will be related to the elements deployed to support the operation and be specific to the operation itself. At the strategic and political level, sustainability will be seen in terms of the host nation.

Consideration as to what constitutes sustainability, at the strategic and political level, in a disaster or conflict situation will in itself aid in civil-military-police cooperation and coordination. Understanding the elements of sustainability will assist in the effective transition of an operational response.

‘Sustainability’ is an everyday term but holds a particular meaning in military doctrine. As civil-military-police interaction has become prevalent, sustainability as a concept has greater application across all multiagency operations.

The United States Institute of Peace accurately describes the flexibility of this concept: ‘In capacity-building, sustainability means creating capacity that will remain in place and effective even after the initiative ends or the intervener departs. In development, it means meeting the needs of the present without compromising the ability of future generations to meet their own needs. In the context of natural resources, sustainability refers to harnessing natural resources without depleting them. In the broader

¹²⁸ Australian Defence Force 2011, *Australian Defence Doctrine Publication 4.0: Defence Logistics*, Australian Defence Force Warfare Centre.

context of the environment, it means satisfying basic human needs while maintaining environmental quality.¹²⁹

¹²⁹ United States Institute of Peace 2011, *Peace Terms: Glossary of Terms for Conflict Management and Peace*, <http://www.usip.org/publications/peace-terms>

Tactical/Operational/Strategic

Australian Defence Force (ADF) Doctrine: Armed conflict, and military operations in general, is generally regarded as being conducted at three levels: strategic, operational and tactical.

Tactical level: Tactical level concerns the planning and conduct of battles and engagements to achieve operational level objectives. Most ADF force elements will operate at the tactical level within joint task forces.

Operational level: The operational level is the link between the strategic and tactical. The operational level headquarters plans and conducts campaigns and operations to achieve the military strategic objectives and end state. This includes establishing the operational level mission, objectives, desired effects and tasks to achieve the military strategic end state.

Strategic level: The strategic level comprises the national strategic and military strategic. At the national strategic level the government defines national objectives, and plans and coordinates the whole-of-government approach to achieve the national strategic end state. The military strategic level headquarters defines military objectives and plans and coordinates the military response to support or achieve national strategic objectives. This includes establishing the military strategic end state, objectives and the desired effects to achieve the national strategic end state.¹³⁰

Commentary: An understanding of how armed force defines ‘military operations’ is necessary to facilitate effective civil-military coordination and understanding. Armed forces will consider civilian practitioners to be operating at a particular level during a conflict or disaster response. By understanding the military’s use of these terms, civilians are better able to interact with armed forces. Conversely, military planners should

¹³⁰ Australian Defence Force 2008, *Australian Defence Doctrine Publication 00.1: Command and Control*, http://www.defence.gov.au/adfwc/Documents/DoctrineLibrary/ADDP/ADDP_00_1_Command_and_Control.pdf.

understand that civilian components may not be readily exposed to the term. This understanding can aid in developing a closer working relationship between agencies involved in a national response.

Transition

United Nations Department of Peacekeeping Operations/ United Nations Department of Field Support (UN DPKO/UN DFS): The handover of responsibilities between a non-United Nations led peace operation to a United Nations peacekeeping operation; or from the latter to other United Nations or non-United Nations actors upon the successful completion of its mandate.¹³¹

United Nations High Commissioner for Refugees (UNHCR): The period in a crisis when external assistance is most critical to support or underpin still fragile cease-fires or peace processes by helping to create the conditions for political stability, security, justice and social equity.¹³²

Commentary: ‘Transition’ is used to describe the process of moving from one phase of operations to another. Typically the term expresses the change from predominantly security-oriented phases such as peace enforcement to broader whole-of-government peacebuilding, but is equally applicable in disaster relief operations. Transitions are often characterised by a shift from foreign control (such as that of a UN mission) to increased local authority over governance and broader stabilisation or recovery activities.

Transitions often mark major shifts in the size, nature and mandate of international intervention missions. For this reason it is imperative to build common understanding between actors over the nature and timing of transitions. A focus on transition points may provide a useful frame of reference for coordinating multiagency involvement across the expected lifecycle of an intervention operation. While each operation will be unique, a series of general principles and learnings should be identified to aid in planning and execution of transitions.

(See also: Peacebuilding, Peace Enforcement, Peacekeeping, Peacemaking)

¹³¹ UN DPKO/UN DFS, *Peacekeeping Operations Principles and Guidance*, http://www.peacekeepingbestpractices.unlb.org/pbpps/library/capstone_doctrine_eng.pdf

¹³² UNHCR, ‘Master Glossary of Terms’, <http://www.unhcr.org/refworld/docid/42ce7d44.html>

Vulnerability/Vulnerability Assessment

United Nations Office for Disaster Risk Reduction (UNISDR) –

Vulnerability: The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.¹³³

Commentary: There are many aspects of ‘vulnerability’ arising from various physical, social, economic and environmental factors. Examples may include poor design and construction of buildings, inadequate protection of assets, lack of public information and awareness, limited official recognition of risks and preparedness measures, and disregard for wise environmental management. ‘Vulnerability’ varies significantly within a community and over time.

It is important to make the distinction between ‘vulnerability’ and assessment of that vulnerability when conveying disaster-related information to decision makers—that is, the degree to which a community is vulnerable to disasters can only be ascertained through conducting a ‘risk assessment’.

Possible misunderstandings: ‘Risk’ and ‘risk assessment’ are separate terms requiring precise employment when detailing facets of disaster response activities. The term ‘risk assessment’ is distinct from ‘vulnerability’ in that it refers to a process of quantifying the risks that arise from a community’s level of vulnerability. A risk assessment often includes a review of the technical characteristics of hazards such as their location, intensity, frequency and probability; the analysis of exposure and vulnerability including the physical social, health, economic and environmental dimensions; and the evaluation of the effectiveness of prevailing and alternative coping capacities in respect to likely risk scenarios.

¹³³ United Nations International Strategy for Disaster Reduction, ‘Terminology on DRR’, <http://www.unisdr.org/we/inform/terminology>

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This guide highlights a number of key terms used by stakeholders across conflict and disaster management. These terms are occasionally subject to misunderstanding or in some instances, a different interpretation by different actors. While we may be tempted to view such misunderstandings as harmless, the potential implications for operational planning, preparedness and investment in training can be crucial.

The *Civil-Military-Police Language Guide* demonstrates the importance of recognising and respecting the differences between actors' respective terms in building common understanding. In tandem with *Same Space – Different Mandates* (International) this guide can be used to ensure that information conveyed within the diverse range of actors in the civil-military-police community is precise, consistent and unambiguous.