

**Draft Guidelines for Civil-Military Coordination in
Pakistan
March 2010**

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ACRONYMS	3
EXECUTIVE SUMMARY	4
PART I	6
A. Introduction	6
Purpose.....	6
Scope.....	6
Applicability	6
Contents and structure of the document.....	7
Sources.....	7
B. Key Actors for Emergency Responses in Pakistan	8
Government and Military Actors	8
Humanitarian Actors	9
C. Definitions of Key Terms	10
D. Humanitarian Principles and Key Concepts	11
Humanitarian Principles	11
Humanitarian Access to Vulnerable Populations.....	11
Civil-Military Distinction in Humanitarian Action.....	11
Operational Independence of Humanitarian Action.....	11
Perception of Humanitarian Action	12
Needs-Based Assistance Free of Discrimination	12
Security of Humanitarian Personnel	12
Do No Harm	12
Option of Last Resort.....	12
Civilian Character of Humanitarian Operations	12
Respect for Culture and Custom	12
Gender Equality	12
E. Proposed Civil–Military Coordination Arrangements	13
Civil Military Coordination Steering Committee	13
Provincial Civil-Military Coordination Working Group	14
Field Liaison Arrangements	14
Humanitarian Civil-Military Coordination Working Group	15
PART II	17
A. Guidance for Operational Coordination in Complex Emergencies.....	17
Coordination Strategy	17
Distinction of Activities	17
Joint Civil-Military Interventions and Use of Military Assets	17
Use of Armed and Military Escorts	17
Liaison Arrangements.....	18
Humanitarian Clusters’ Coordination with the Military	18
Information-Sharing	18
Coordination of Mine Action.....	19
Coordination of Air Space Management.....	19
Training and Awareness-Raising on Civil-Military Coordination.....	19
Civil-military Coordination of Early Recovery Activities	19
B. Guidance for Operational Coordination for Disasters in Peacetime.....	20
Coordination Strategy	20
Distinction of Activities	20
Joint Civil-Military Interventions and Use of Military Assets	20
Use of Armed and Military Escorts	21
Humanitarian Clusters’ Coordination with the Military	21
Information-Sharing	21
Coordination of Air Space Management.....	21
Training and Awareness-Raising on Civil-Military Coordination and Humanitarian Responses	21
Civil-Military Coordination of Early Recovery Activities	21
Lessons Learned and Further Reading	21

ACRONYMS

AJK	Azad Jammu and Kashmir
CGS	Chief of the General Staff (of the Pakistan Army)
CM Coord	Civil-Military Coordination
DCO	District Coordination Officer
DDMA	District Disaster Management Authority
ERC	Emergency Relief Coordinator
ERRA	Earthquake Reconstruction and Rehabilitation Authority
FATA	Federally Administered Tribal Areas
FC	Frontier Corps
FDMA	FATA Disaster Management Authority
GBDMA	Gilgit-Baltistan Disaster Management Authority
GHQ	General Headquarters (of the Pakistan Army)
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
HIC	Humanitarian Information Centre
IASC	Inter-Agency Standing Committee
INSARAG	International Search and Rescue Advisory Group
ISDR	International Strategy for Disaster Reduction
NDMA	National Disaster Management Authority
NGO	Non-Government Organisation
NWFP	North-West Frontier Province
OCHA	Office for the Coordination of Humanitarian Affairs
PDMA	Provincial Disaster Management Agency
PaRRSA	Provincial Reconstruction, Rehabilitation and Settlement Authority
PHF	Pakistan Humanitarian Forum
RC	Resident Coordinator
SDMA	State Disaster Management Authority (in AJK)
SOP	Standard Operating Procedures
UNDAC	United Nations Disaster Assessment and Coordination
UNDSS	United Nations Department for Safety and Security
UNHAS	United Nations Humanitarian Air Service
UNJLC	United Nations Joint Logistic Centre
UXO	Unexploded Ordnance

EXECUTIVE SUMMARY

Traditionally in humanitarian emergencies, there has been a **distinction between the military and the non-military domains**: an approach built upon the principles of international humanitarian law that make a distinction between combatants and non-combatants, protecting the latter from armed attacks. This approach requires adherence to the key principles of humanity, neutrality and impartiality which are considered to be critical in the prosecution of the humanitarian mandate and addressing human suffering.

However, over the years **military actors are becoming increasingly involved in the provision of relief assistance** in the aftermath of a crisis. While military actors can undoubtedly help to save lives and alleviate suffering by drawing on key comparative advantages, their involvement in the delivery of assistance can contribute to a **“blurring of lines” between military actors on the one side, and humanitarian actors on the other.**

In Pakistan, the armed forces are frequently called upon by the civilian government to contribute to relief assistance, recovery and reconstruction in emergency response situations under Article 245 (1) of Constitution of Pakistan¹. This **implementation of seemingly similar activities by humanitarian and military actors within the same geographical area has necessitated various forms of civil-military coordination**, which entail increased coordination, communication and comprehension of respective roles and mandates, capacities and limitations.

Acknowledging the need for both humanitarian actors and military actors to operate effectively within the same environment, **the Guidelines for Civil-Military Coordination in Pakistan aim to establish agreed principles and practices for constructive civil-military relations.**

The Guidelines address civil-military coordination in both complex emergency situations and disasters in peacetime settings. They guide the interactions between humanitarian actors, military actors (armed forces and paramilitary forces), police and other civil law enforcement agencies, and relevant civilian government authorities in Pakistan. By signing on to the Guidelines, **actors make a commitment to respecting the following principles:**

- Humanitarian actors must be able to provide assistance in accordance with the basic principles of **humanity, neutrality and impartiality.**
- Humanitarian assistance is extended with full respect to **state sovereignty.**
- Humanitarian actors must retain their ability to obtain **access to vulnerable populations** in all crisis-affected areas.
- At all times, a clear **distinction** must be maintained between humanitarian and military actors.
- The **independence of humanitarian action** and decision-making must be preserved both at the operational and policy levels.
- Considerations on civil-military coordination must be guided by a commitment to **‘do no harm’.**
- Humanitarian assistance occurs with the **ownership** of the **civil government and disaster management organisations.**
- The use of military assets, armed escorts, joint humanitarian-military interventions and any other actions involving visible interaction with the **military must be the option of last resort**, where there are no comparable civilian alternative to meet a critical humanitarian need.
- **Respect and sensitivities must be maintained for culture, structures and customs** of the communities where humanitarian activities are carried out.

These principles apply to all emergency response situations in Pakistan. A **“strategy of coexistence”** should be followed for civil-military coordination in complex emergencies. Strategies of coexistence are characterised by circumstances where there are no common goals to pursue and actors merely operate side by side. In this instance, civil-military coordination should focus on minimising competition and conflict in order to enable the different actors to work in the same geographical area with minimum disruption to each other’s activities.

A **“strategy of cooperation”** should be followed for civil-military coordination in disasters in peacetime. In this there is a common goal and agreed strategy, and all parties accept to work together. Coordination

¹“...subject to law, act in aid of civil power when called upon to do so”. Constitution of the Islamic Republic of Pakistan, 1973.

should focus on improving the effectiveness and efficiency of the combined efforts to serve humanitarian objectives.

The Guidelines provide **practical recommendations on the application of the agreed civil-military principles** for each of the two different strategies in the following areas:

- Distinction of Activities
- Joint Civil-Military Interventions and Use of Military Assets
- Use of Armed and Military Escorts
- Liaison Arrangements
- Humanitarian Clusters' Coordination with the Military
- Information Sharing
- Coordination of Mine Action
- Coordination of Air Space Management
- Training and Awareness-Raising on Civil-Military Coordination
- Coordination of Early Recovery Activities

To ensure a successful implementation of the Guidelines and promote adherence to the agreed principles and practices, the creation of the following forums is recommended for the coordination of civil-military relations at the strategic and operational levels:

- A Civil-Military Coordination **Steering Committee** consisting of representatives from the Humanitarian Country Team, the National Disaster Management Authority and the General Headquarters of the Pakistan Army to guide strategic coordination of civil-military relations.
- **Provincial Civil-Military Coordination Working Groups** where required, located within the Provincial Disaster Management Authorities and consisting of relevant representatives from the humanitarian community, the army's corps headquarters/field formations, the paramilitary forces and the provincial Home Department to lead on operational coordination.
- **Field Liaison Arrangements** as required to bring together District Coordination Officers with relevant liaison officers from the humanitarian community and the military for operational coordination.
- A **Humanitarian Working Group on Civil-Military Coordination** made up of humanitarian actors to promote consensus within the humanitarian community on the articulation and operationalisation of the Civil-Military Guidelines and a related Action Plan and to act as a technical advisory body on civil-military coordination to the Humanitarian Country Team.

PART I

A. Introduction

Traditionally in humanitarian emergencies, there has been a distinction between the military and the non-military domains: an approach built upon the principles of international humanitarian law that make a distinction between combatants and non-combatants, protecting the latter from armed attacks. This approach requires adherence to the key principles of humanity, neutrality and impartiality which are considered to be critical in prosecution of the humanitarian mandate and addressing human suffering.

However, over the years military actors are becoming increasingly involved in operations other than war fighting, including the provision of relief assistance in the aftermath of a crisis. While military actors can undoubtedly help to save lives and alleviate suffering by drawing on key comparative advantages (namely the ability to deploy at short notice and in large numbers, with significant transport and logistical capacities), their involvement in the delivery of assistance can contribute to a “blurring of lines” between political or military actors on the one side, and humanitarian actors on the other.

In Pakistan, the armed forces are frequently called upon by the civilian government to contribute to relief assistance, recovery and reconstruction in emergency response situations under Article 245 (1) of Constitution of Pakistan². This implementation of seemingly similar activities by humanitarian and military actors within the same geographical area has gradually necessitated various forms of civil-military coordination, which entail increased coordination, communication and comprehension of respective roles and mandates, capacities and limitations.

Purpose

Acknowledging the need for both humanitarian actors and military actors to operate effectively within the same environment, these Guidelines aim to establish agreed principles and practices for constructive civil-military relations in Pakistan.

Objectives

- Promote a clear distinction between military actors and humanitarian actors, and the ability of the latter to adhere to the principles of humanity, neutrality and impartiality.
- Promote operational independence of humanitarian action as a way of ensuring timely and sustainable humanitarian access to vulnerable populations.

Scope

These Guidelines address civil-military coordination in both complex emergency situations and disasters in peacetime settings.

Applicability

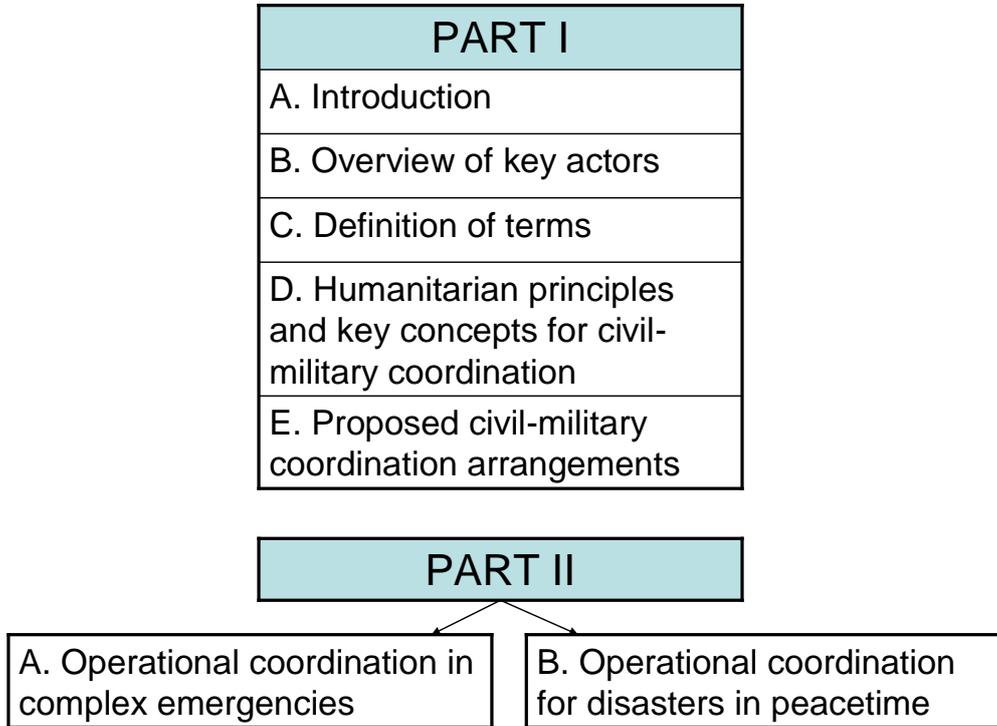
- The Civil-Military Guidelines are developed under the mandate of the Humanitarian Country Team (HCT) to guide the interactions between humanitarian actors, military actors (armed forces and paramilitary forces), police and other civil law enforcement agencies, and relevant civilian government authorities in Pakistan. By signing on to the Guidelines, actors make a commitment to respecting the principles and practices within them.
- The Civil-Military Guidelines apply to the relief and early recovery response activities.

²“...subject to law, act in aid of civil power when called upon to do so”. Constitution of the Islamic Republic of Pakistan, 1973.

Contents and structure of the document

Part I sets the overall context for civil-military coordination and is applicable to all emergency response situations in Pakistan. It contains an introduction, an overview of actors for emergency response in Pakistan, definitions of key terms, humanitarian principles, and key concepts for civil-military coordination, as well as proposed civil-military coordination arrangements.

Part II provides separate sets of guidance for operational coordination in either complex emergency situations or disasters in peacetime settings. The Humanitarian Country Team determines which guidance should apply to a particular emergency response.



Sources

- [United Nations General Assembly Resolution 46/182](#) (1991)
- [Resolution 4](#), 30th International Conference of the Red Cross and Red Crescent - Adoption of the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (2008)
- [IASC Civil Military Guidelines and Reference for Complex Emergencies](#) (2008)
- [IASC Reference Paper on Civil-Military Relationship in Complex Emergencies](#) (2004)
- [Guidelines on the Use of Civil and Military Defence Assets](#) (revised 2006)
- [Guidelines on the Use of Military and Armed Escorts for Humanitarian Convoys](#) (2001)
- ['Oslo Guidelines'](#)/Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (revised 2007)

B. Key Actors for Emergency Responses in Pakistan

Government and Military Actors

National Disaster Management Authority (NDMA): National Disaster Management Ordinance of 2006 allows for creation of National Disaster Management Council (NDMC) headed by the Prime Minister. As an executive arm of the NDMC, the National Disaster Management Authority (NDMA) is responsible for coordinating and monitoring the implementation of national policies and strategies on disaster management, and implementing disaster responses under the National Disaster Risk Management Framework. It also acts as an interface with the humanitarian community and foreign agencies.

Pakistan Armed Forces: The Pakistan Armed Forces comprise the Pakistan Army, Navy and Air Force. A Joint Chiefs of Staff Committee, located in the Joint Staff Headquarters coordinates strategic, operational and logistic functions within the three services. Matters related to the armed forces are dealt with by the Ministry of Defence. Under Article 245 (1) of Constitution of Pakistan, armed forces are required to “to act in aid of civil power when called upon to do so”, which frequently entails assisting the civilian government in responding to humanitarian emergencies.

Para-Military Forces: Para-Military Forces in Pakistan comprise the Frontier Corps (in North-West Frontier Province and Balochistan) and Pakistan Rangers (in Punjab and Sindh). These forces have an internal and border security mandate and are also employed in emergency responses.

Earthquake Reconstruction and Rehabilitation Authority (ERRA): Created in the aftermath of the October 2005 earthquake, ERRA is responsible for macro planning, developing sectoral strategies, financing, project approval and monitoring and evaluation of recovery and reconstruction projects across the earthquake zone. It also ensures coordination and provides facilitation to implementing partners. Day-to-day project implementation is carried out by the Provincial Government of North-West Frontier Province and the State Government of Azad Jammu and Kashmir.

Police Services: Police services are administered by the respective provinces. In addition to their local law and order function, the police services are also employed in response to humanitarian emergencies owing to their country-wide footprint. The Frontier Constabulary of North-West Frontier Province reinforces police functions, especially in guarding sensitive locations across the country.

Provincial Disaster Management Authorities (PDMA): PDMAs replicate NDMA’s disaster response coordination functions in the provinces, under the leadership of Provincial Disaster Management Councils (PDMC) led by the respective Chief Ministers. They are also responsible for implementing the National Disaster Risk Management Framework as it relates to the respective provinces.

Similar functions are performed by the State Disaster Management Authority (SDMA) in Azad Jammu and Kashmir (AJK), FATA Disaster Management Authority (FDMA) in the Federally Administered Tribal Areas (FATA) and by Gilgit-Baltistan Disaster Management Authority (GBDMA) in Gilgit-Baltistan with respect to the regions falling under their administrative control.

Provincial Reconstruction, Rehabilitation and Settlement Authority (PaRRSA): Established under the provincial government of North-West Frontier Province, PaRRSA is mandated to oversee the recovery and reconstruction of crisis-affected regions of NWFP and the Federally Administered Tribal Areas. It is embedded within the PDMA.

District Disaster Management Authority (DDMA): Under the stewardship of the District Administrator, the District Coordination Officer (DCO) coordinates responses to humanitarian emergencies within the district.

Humanitarian Actors

Emergency Relief Coordinator (ERC): The Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator heads the Office for the Coordination of Humanitarian Affairs at United Nations Headquarters. He or she coordinates the international community's humanitarian efforts in responding to crisis.

Humanitarian Coordinator (HC): The Humanitarian Coordinator is the most senior UN humanitarian official in the country, accountable to the UN Under-Secretary General for Humanitarian Affairs for ensuring quick, effective and well-coordinated humanitarian responses in Pakistan.

Resident Coordinator (RC): As the designated representative of the Secretary General, the Resident Coordinator is responsible for coordinating UN development activities carried out at the country level, in conformity with the objectives and priorities of the Government and mandates and objectives of United Nations system organisations.

Humanitarian Country Team (HCT): Chaired by the Humanitarian Coordinator, the HCT ensures that the activities of humanitarian organisations are coordinated, and that humanitarian action in-country is principled, timely, effective and efficient, and contributes to longer-term recovery. The HCT is made up of representatives of UN agencies and Non-Government Organisations operating in the country. Representatives of the Red Cross/Red Crescent Movement attend Humanitarian Country Team meetings as observers.

United Nations (UN) Agencies: There are 25 UN agencies in Pakistan. All subscribe to UN values but have independent mandates. Some of them are mandated to respond to emergency situations and contribute to recovery and reconstruction, while others have a long term development and poverty alleviation focus.

Non-Governmental Organisations (NGOs): NGOs are national or international civil society actors, dedicated to providing non-profit humanitarian assistance and development support in Pakistan. NGOs are independent and diverse in their objectives and operations but generally adhere to the humanitarian principles and the principles outlined in the Code of Conduct for The International Red Cross and Red Crescent Movement and NGOs.

Pakistan Humanitarian Forum (PHF): The Pakistan Humanitarian Forum is a network of 35 international NGOs operating in Pakistan. It aims to enhance coordination amongst international NGOs, ensure the quality of humanitarian responses, and represent the collective experiences of international NGOs to Government and other actors.

International Red Cross and Red Crescent Movement: The International Red Cross and Red Crescent Movement is the world's largest humanitarian network, with a presence and activities in almost every country. The Movement incorporates the Geneva-based International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (the International Federation), as well as National Societies (including the Pakistan Red Crescent Society) in 186 countries.

C. Definitions of Key Terms³

Civil-Military Coordination: The essential dialogue and interaction between humanitarian and military actors in humanitarian emergencies that is necessary to protect and promote humanitarian principles, avoid competition, minimise inconsistency, and when appropriate pursue common goals. Basic strategies range from coexistence to cooperation:

- **Strategies of Coexistence** are characterised by circumstances where there are no common goals to pursue and actors merely operate side by side. In this instance, civil-military coordination should focus on minimising competition and conflict in order to enable the different actors to work in the same geographical area with minimum disruption to each other's activities.
- **Strategies of Cooperation** can be pursued when there is a common goal and agreed strategy between humanitarian and military actors, and all parties accept to work together. In this instance, coordination should focus on improving the effectiveness and efficiency of the combined efforts to serve humanitarian objectives.

Complex Emergency: 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.

Humanitarian Actor: Humanitarian actors are civilian agencies, whether national or international, UN or non-UN, which have a commitment to humanitarian principles and are engaged in humanitarian activities.

Military Actor: Military actors refer to official military forces of a state that are subject to a hierarchical chain of command, be they armed or unarmed. In Pakistan, this includes the armed forces and paramilitary forces.

Humanitarian Assistance: Aid to an affected population that seeks, as its primary purpose, 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. Assistance can be divided into three categories based on the degree of contact with the affected population. These categories are important because they help define which types of humanitarian activities can be appropriate to support with military resources under different conditions, where ample consultation has been conducted with all concerned to explain the nature and necessity of assistance. They are:

- **Direct Assistance:** the face to face distribution of goods and services.
- **Indirect Assistance:** at least one step removed from the affected population, usually involving activities such as transporting relief goods and personnel.
- **Infrastructure Support:** involves providing general services, such a road repair, air space management and power generation that facilitates relief, but not necessarily visible to or solely for the benefit of the affected population

Disaster: A serious disruption of the functioning of society, which poses a significant widespread threat to human life, health, property or the environment, whether arising from accident, nature or human activity, whether developing suddenly or as the result of long-term processes, but excluding armed conflict.

Natural hazard: Natural processes or phenomena occurring in the biosphere that may constitute a damaging event. Natural hazards can be classified by origin namely: geological, hydrometeorological or biological. Hazardous events can vary in magnitude or intensity, frequency, duration, area of extent, speed of onset, spatial dispersion and temporal spacing.

³ Definitions of key terms are taken from the Inter-Agency Standing Committee's 'Reference Paper on Civil-Military Relationship in Complex Emergencies' (2004), the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (2008) and the UN's International Strategy for Disaster Reduction.

D. Humanitarian Principles and Key Concepts

Humanitarian Principles⁴

UN General Assembly Resolution 46/182 requires the provision of humanitarian assistance in accordance with the principles of humanity, neutrality and impartiality, as explained:

Humanity: Human suffering must be addressed wherever it is found, with particular attention to the most vulnerable in the affected population such as children, women and the elderly. The dignity and rights of all victims must be respected and protected.

Neutrality: Humanitarian assistance must be provided without engaging in hostilities or taking sides in controversies of political, religious or ideological nature. The concept of **non-allegiance** is central to the principle of neutrality in humanitarian action.

Impartiality: Humanitarian assistance must be provided without discriminating on the basis of ethnic origin, gender, nationality, political opinions, race or religion. Relief of the suffering should be guided solely by needs and priority must be given to the most urgent cases of distress. The concept of **non-discrimination** is fundamental to the principle of impartiality.

In determining whether and to what extent humanitarian actors should coordinate with military actors, one should be mindful of the potential consequences of too close an affiliation with the military or even with the perception of such an affiliation as these could jeopardise adherence to the humanitarian principles of neutrality and impartiality. Consideration, therefore, must be given to finding the right balance between a pragmatic and principled response.

In addition to these principles, humanitarian assistance is extended with full respect to **state sovereignty**, as reminded in the Guiding Principles of UN General Assembly Resolution 46/182:

“The sovereignty, territorial integrity and national unity of States must be fully respected in accordance with the Charter of the United Nations. In this context, humanitarian assistance should be provided with the consent of the affected country and in principle on the basis of an appeal by the affected country”.

Key Concepts Guiding Civil-Military Coordination Practices⁵

Humanitarian Access to Vulnerable Populations: Humanitarian actors must retain their ability to obtain access to all vulnerable populations in all crisis-affected areas and to negotiate such access. Particular care must also be taken to ensure the sustainability of access. Coordination with the military should be considered to the extent that it facilitates, secures and sustains, not hinders, humanitarian access. UN General Assembly Resolution 46/182 calls upon States ‘to facilitate the work of [humanitarian] organizations in implementing humanitarian assistance, in particular the supply of food, medicines, shelter and health care, for which access to victims is essential.’

Civil-Military Distinction in Humanitarian Action: At all times, a clear **distinction** must be maintained between combatants and non-combatants – i.e., between those actively engaged in hostilities, and civilians and others who do not or no longer directly participate in an armed conflict (including the sick, wounded, prisoners of war and ex-combatants who are demobilised). International humanitarian law protects non-combatants by providing immunity from attack. Thus, humanitarian workers must never present themselves or their work as part of a military operation, and military personnel must refrain from presenting themselves as civilian humanitarian workers.

Operational Independence of Humanitarian Action: Humanitarian actors must retain the lead role in undertaking and directing humanitarian activities. The independence of humanitarian action and decision-making must be preserved both at the operational and policy levels at all times. Humanitarian organisations must not implement tasks on behalf of the military nor represent or implement their policies.

⁴ Humanitarian principles were originally adopted in the Fundamental Principles of the International Red Cross and Red Crescent Movement, proclaimed by the twentieth international conference of the Red Cross and Red Crescent, Vienna, 1965, subsequently applied by the humanitarian community more generally.

⁵ Civil-Military Concepts are taken from the Inter-Agency Standing Committee’s ‘Reference Paper on Civil-Military Relationship in Complex Emergencies’ (2004) and the Inter-Agency Standing Committee’s Policy Statement on Gender Equality in Humanitarian Action (2008).

Basic requisites such as freedom of movement for humanitarian staff, freedom to conduct independent assessments, freedom of selection of staff, freedom to identify beneficiaries of assistance based on their needs, or free flow of communications between humanitarian actors as well as with the media, must not be impeded.

Perception of Humanitarian Action: The delivery of humanitarian assistance to all populations in need must be neutral and impartial – it must come without political or military conditions and humanitarian staff must not take sides in dispute or political positions. This will have a bearing on the credibility and independence of humanitarian efforts in general. Civil-military coordination arrangements must not jeopardize longstanding local networks and trust that humanitarian actors have created and maintained.

Needs-Based Assistance Free of Discrimination: Humanitarian assistance must be provided on the basis of needs, taking into account the local capacity already in place to meet those needs. The assessment of such needs must be independent and humanitarian assistance must be given without adverse discrimination of any kind, regardless of race, ethnicity, sex/gender, religion, social status, nationality or political affiliation of the recipients. It must be provided in an equitable manner to all populations in need.

Security of Humanitarian Personnel: Any perception that humanitarian actors may have become affiliated with the military forces within a specific situation could impact negatively on the security of humanitarian staff and their ability to access vulnerable populations. However, humanitarian actors operating within an emergency situation must identify the most expeditious, effective and secure approach to ensure the delivery of vital assistance to vulnerable target populations. This approach must be balanced against the primary concern for ensuring staff safety, and therein a consideration of any real or perceived affiliation with the military. The decision to seek military-based security for humanitarian workers should be viewed as a last resort option when other staff security mechanisms are unavailable, inadequate or inappropriate.

Do No Harm: Considerations on civil-military coordination must be guided by a commitment to '*do no harm*'. Humanitarian actors must ensure at the policy and operational levels that any potential civil-military coordination will not contribute to furthering conflict or injustice, nor harm or endanger the beneficiaries of humanitarian assistance.

Option of Last Resort: Use of military assets, armed escorts, joint humanitarian-military interventions and any other actions involving visible interaction with the military must be the option of last resort. Such actions may take place only where there is no comparable civilian alternative and only the use of military support can meet a critical humanitarian need.

Civilian Character of Humanitarian Operations is emphasized. Civilian organisations must have the lead role in implementing humanitarian assistance, and in situation where military capacity or assets are used, their use should be time bound and in conformity with agreed principles.

Respect for Culture and Custom: Respect and sensitivities must be maintained for the culture, structures and customs of the communities and countries where humanitarian activities are carried out. Where possible and to the extent feasible, ways shall be found to involve the intended beneficiaries of humanitarian assistance and/or local personnel in the design, management and implementation of assistance, including in civil-military coordination.

Gender Equality: In accordance with international humanitarian law and UN General Assembly Resolutions 1325, 1820, 1888 and 1889 on women, peace and security and Government of Pakistan's commitments on women's human rights, civil-military coordination mechanisms and actions must consider the differential impact of crisis on women and men, boys and girls, whose capacities, coping strategies, roles and constraints differ. The protection, dignity and rights of all, need to be respected equally and without discrimination. Efforts to involve greater number of women at all levels of decision-making and in emergency responses are to be encouraged and specific steps need to be taken to protect women and girls from any gender-based violence in the crisis situation. All data gathered and shared must be gender disaggregated.

E. Proposed Civil–Military Coordination Arrangements

Civil-military coordination arrangements provide forums for coordination at the strategic and operational levels, and for streamlining field liaison arrangements by reinforcing existing national, military and humanitarian institutional arrangements for emergency responses.

The coordination arrangements are meant to promote the agreed framework for civil-military coordination while reinforcing primacy of the civilian disaster management institutions. The overall purpose is to uphold the humanitarian imperative through delivery of an efficient humanitarian response.

Proposed coordination arrangements (see Organogram 3 for an overview) include:

- Civil-Military Coordination Steering Committee
- Provincial Civil-Military Coordination Working Group
- Field Liaison Arrangements
- Humanitarian Working Group on Civil-Military Coordination

Civil Military Coordination Steering Committee

Purpose: The Steering Committee is meant to promote strategic coordination within the relevant humanitarian, civil and military stakeholders.

Proposed Composition (see Organogram 1):

The Steering Committee should include representatives from:

- National Disaster Management Authority (NDMA)
- Humanitarian Country Team (HCT)
- General Headquarters of the Army (GHQ)

Other relevant stakeholders can participate in the proceedings as needed.

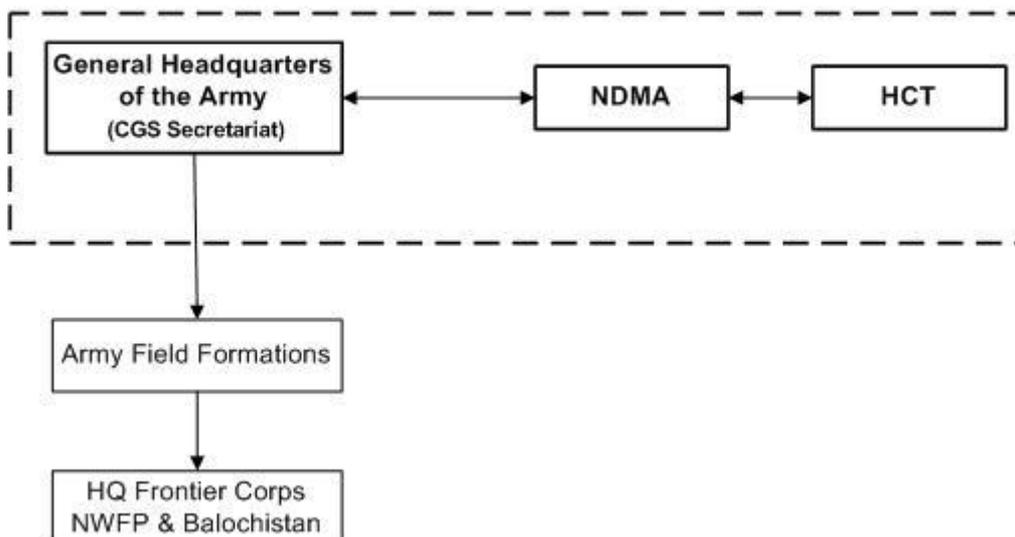
The Steering Committee will be convened on an as-and-when-required-basis and on the request of any of the three participants.

Proposed Terms of Reference:

- Define the scope and span of civil-military coordination in disaster response situations.
- Identify structures for enacting situation-based civil-military coordination at the operational (provincial/regional) and field levels.
- Promote humanitarian access for meeting life-saving needs of the vulnerable population.
- Promote measures for ensuring the safety and security of humanitarian organisations/workers.
- Facilitate the exchange of information consistent with the agreed policies.
- Promote compliance with, and facilitate enactment of the Civil-Military Guidelines.

ORGANOGRAM 1: Civil-Military Coordination Steering Committee

Civil Military Coordination Steering Committee



Provincial Civil-Military Coordination Working Group

Purpose: Operational coordination will occur through the Provincial Civil-Military Coordination Working Group, located within PDMA.

Proposed Composition (see Organogram 2):

- Director General of PMDA
- Representative of Army's Corps Headquarters/Field Formation and Paramilitary Forces
- Humanitarian Coordinator's Office
- Representatives of Humanitarian Working Group on Civil-Military Coordination⁶
- Provincial Home Department

Other relevant provincial actors can participate as needed.

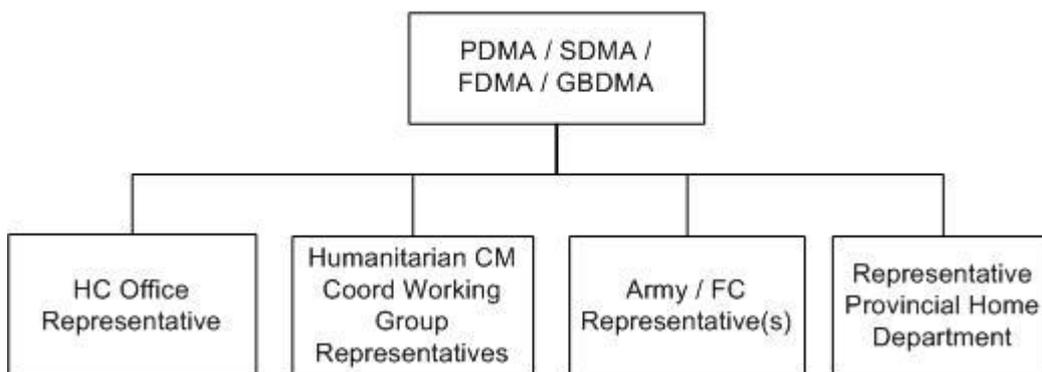
The Working Group will be led by the relevant PDMA (or FDMA, SDMA and GBDMA in FATA, AJK and Gilgit-Baltistan, respectively). It will be convened on an as-and-when-required basis and on the request of any of the participants.

Proposed Terms of Reference:

- Define scope and span of civil–military coordination in disaster response situations.
- Define parameters for promoting field based civil-military coordination, consistent with agreed policy parameters.
- Promote coordination and field liaison arrangements for efficient outcomes.
- Where appropriate, coordinate joint civil-military interventions, use of military assets and armed and military escorts consistent with the agreed policy framework.
- Facilitate humanitarian access for meeting the life-saving needs of the vulnerable population.
- Eliminate functional inconsistencies arising as a consequence of delivery of the humanitarian response and military's relief assistance/recovery interventions.
- Promote measures for ensuring the safety and security of humanitarian organisations/workers.
- Facilitate the exchange of information consistent with the agreed policies.
- Facilitate needs-based coordination in support of mine action.
- Promote compliance of CM Coord Guidelines and Action Plan

ORGANOGRAM 2: Provincial Civil-Military Coordination Working Group

Provincial Civil Military Coordination Working Group



Field Liaison Arrangements

Field liaison arrangements are deployed in a humanitarian surge situation and consistent with pressing needs. Such arrangements are housed within the District Disaster Management Authority and its functions are coordinated by the District Coordination Officer (DCO). Designated liaison officers identified by both the Humanitarian Coordinator (HC) and the military will engage in needs-based coordination.

⁶ Participation will correspond to situation-specific coordination needs.

Field Liaison Arrangements⁷ are operationalised under the guidance and supervision of the Provincial Civil-Military Coordination Working Group.

Purpose: Implement needs-based coordination arrangements through the agreed Field Liaison Arrangements, consistent with relevant policy and operational Guidelines.

Composition: Under the leadership of the DCO of the relevant district, nominated humanitarian and military liaison officers will participate in field liaison arrangements. The Civil-Military Coordination Action Plan defines more detailed standard operating procedures (SOPs) for enacting Field Liaison Arrangements.

Proposed Terms of Reference:

- Eliminate inconsistencies/overlaps between the humanitarian response and military-led relief or recovery assistance.
- Promote operational coordination consistent with the Civil-Military Guidelines.
- Facilitate humanitarian access for meeting the life-saving needs of the vulnerable population.
- Where appropriate, coordinate joint civil-military interventions, use of military assets and armed and military escorts consistent with the agreed policy framework.
- Promote measures for ensuring safety and security of humanitarian organisations/workers.
- Facilitate the exchange of information consistent with the agreed policies.
- Promote compliance of CM Coord Guidelines and Action Plan

Humanitarian Civil-Military Coordination Working Group

The Working Group aims to promote consensus within the humanitarian community on the articulation and operationalisation of Civil-Military Guidelines and the related Action Plan. It is invoked to foster common humanitarian approaches to civil-military coordination issues, and on advocacy issues. It is convened on a needs basis.

The Humanitarian Working Group will dispense its functions as a technical advisory body to the HCT on all matters relating to civil-military coordination. The HCT approves the policies and aspects related to operationalisation of the Guidelines and the related Action Plan. See Organogram 3 for more detail.

Composition:

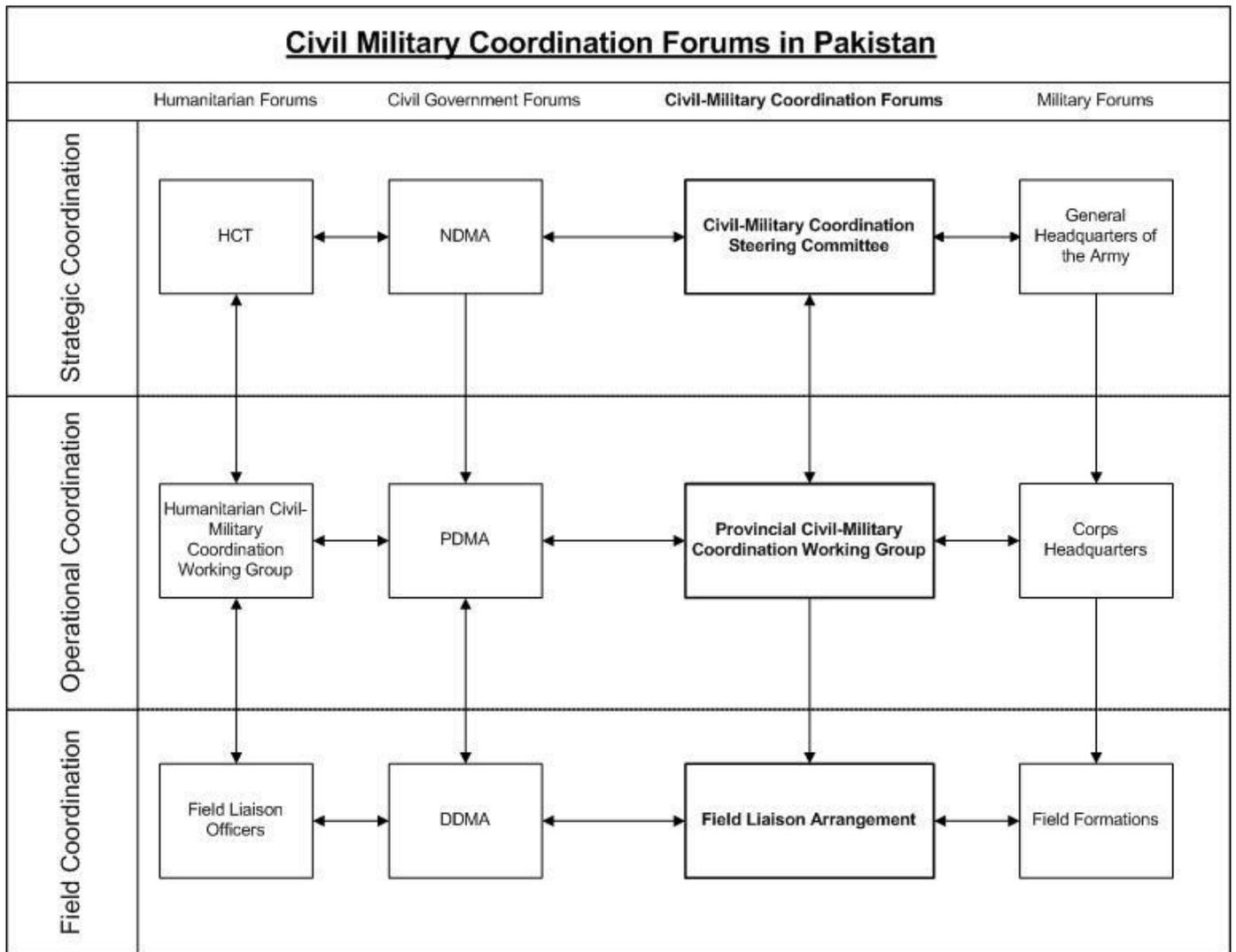
- OCHA Head of Office
- OCHA Civil-Military Coordination focal person.
- Cluster representatives (Agriculture, Camp Management, Community Restoration Cluster/Early Recovery Network, Education, Food, Health, Logistics, Protection, Shelter, Water, Sanitation and Hygiene)
- UN Department for Safety and Security
- Gender Working Group
- Pakistan Humanitarian Forum representative(s)
- National NGO representatives

Proposed Terms of Reference:

- Ensure that the Civil-Military Guidelines and related Action Plan reflect adherence to humanitarian principles and best practices while engaging the military in crisis response situations.
- Promote operational independence and distinct character of humanitarian action.
- Ensure that functional engagement with the military remains consistent with the agreed strategy of coexistence or cooperation.
- Promote advocacy on humanitarian access, protection issues and other issues as required.
- Promote functional efficiency of humanitarian response by facilitating needs-based coordination of humanitarian clusters with the military.
- Monitor adherence to the agreed Civil-Military Guidelines and related Action Plan.
- Monitor relevance of the Civil-Military Guidelines consistent with the emerging humanitarian situation.

⁷ In NWFP in 2010, such arrangements are deployed in the districts of Swat, Buner, Kohat and Dera Ismail Khan.

ORGANOGRAM 3: Overview of Civil-Military Coordination Forums in Pakistan



PART II

A. Guidance for Operational Coordination in Complex Emergencies

Coordination Strategy

A “**strategy of coexistence**” should be followed for civil-military coordination in complex emergencies. Strategies of coexistence are characterised by circumstances where there are no common goals to pursue and actors merely operate side by side. In this instance, civil-military coordination should focus on minimising competition and conflict in order to enable the different actors to work in the same geographical area with minimum disruption to each other’s activities.

The guidance contained in this section should be read in concert with principles and key concepts underpinning humanitarian action, reflected in Part I. This section provides guidance on how to interpret the principles and concepts under a strategy of coexistence.

Distinction of Activities

Civil-military principles require a clear distinction of the identities, functions and roles of humanitarian actors and those of the military, particularly in situations where the two actors may be carrying out seemingly similar activities within the same geographical areas.

In order to prevent a blurring of lines between humanitarian and military or police actors, both sides must ensure distinction of each others’ activities at all levels, and respect the following:

- Arms should not be carried in humanitarian premises or means of transport.
- Humanitarian activities carried out by humanitarian actors and relief activities carried out by military or police actors should not be co-located.
- Co-location of humanitarian and military or police actors in their respective premises or distribution sites should be avoided at all times.
- Actors should at all times maintain an appropriate and distinct dress that clearly indicates either military/police or civilian status.
- Branding of relief supplies, humanitarian compounds, vehicles and aircraft should promote distinction of respective identities.
- Humanitarian and military/police actors should promote distinction in communications strategies and public conduct.

Joint Civil-Military Interventions and Use of Military Assets

Any interventions undertaken jointly by humanitarian and military actors may have a negative impact on the perception of humanitarian actors’ impartiality and neutrality and hence affect their ability to operate effectively.

Therefore, as a matter of principle, humanitarian actors should not carry out joint interventions (such as joint assessments or responses) together with military actors. Similarly, military assets not be used to support humanitarian activities.

Humanitarian actors should only consider the implementation of joint interventions or use of military assets under extreme and exceptional circumstances, where they meet all of the following criteria:

- Requests for joint intervention/use of military assets must be based solely on humanitarian criteria.
- The joint intervention/use of military assets is occurring as a last resort, when a highly vulnerable population cannot be assisted or accessed by any other means and there is no appropriate civilian alternative.
- The urgency of the task at hand demands immediate action.
- The joint intervention/use of military assets is clearly limited in time and scale.
- The joint intervention/use of military assets is approved by the HCT.

Use of Armed and Military Escorts

The use of **military escorts** poses an extreme threat to humanitarian principles and specifically the perception of humanitarian actors as being neutral and impartial. As a matter of principle, military escorts should not be deployed to protect humanitarian convoys/vehicles. Exceptions to this rule should always be based on consultation within and exceptional approval by the HCT.

The use of **civilian police escorts** or other law enforcement actors travelling alongside humanitarian vehicles also represents an extreme precautionary measure that should be taken only in exceptional circumstances and on a case-by-case basis. Their use may be considered by each individual humanitarian actor, as a last resort in extremely insecure areas, when all of the following criteria have been met:

- The level of humanitarian need is such that the lack of humanitarian assistance would lead to unacceptable human suffering, yet assistance cannot be delivered without the use of the escorts.
- Escorts can provide the credible deterrent needed to enhance the safety of humanitarian personnel and the capacity to provide assistance to intended beneficiaries without compromising the security of beneficiaries or other local population.
- The use of the escort does not compromise the longer-term capacity of the humanitarian actor to operate safely and effectively.
- The use of the escort does not compromise the ability of other humanitarian actors to operate safely and effectively.

The decision to request or accept the use of military or armed escorts must be made by humanitarian actors, not political or military authorities.

Liaison Arrangements

Liaison arrangements should facilitate needs-based coordination between military and humanitarian actors in line with a strategy of coexistence. Therefore, such arrangements should be limited in scope to what is considered as absolutely necessary, and should generally take place through identified interlocutors/liaison officers.

Where coordination requires military and humanitarian actors to meet in person, the guidance on “Distinction of Activities” must be respected. Meetings between humanitarian and military actors should normally occur in the premises of third parties (such as civilian government offices) rather than military or humanitarian premises.

Humanitarian Clusters’ Coordination with the Military

The coordination between humanitarian clusters and military or civilian police actors should follow a principle of clear separation between the roles of the military and humanitarian actors, by distinguishing their spheres of competence and responsibility. In line with a strategy of coexistence and minimal direct coordination, the following should serve as a guide:

- Military actors cannot be members of a humanitarian cluster, and as such they should not be invited to attend cluster meetings.
- Military actors may be invited to cluster meetings on a case-by-case basis, with the endorsement of cluster participants.
- If deemed necessary by cluster members, cluster leads can also be authorized to meet military actors outside the cluster meetings.
- The Civil-Military Coordination Officer in Islamabad can provide guidance to cluster leads if required.

Information-Sharing

As a matter of principle, information-sharing between military and humanitarian actors should occur through the relevant civilian government forums. However, to provide protection and humanitarian assistance to populations in need, information sharing with the military forces may at times become necessary in particular with regard to information that affects the security of civilian and/or humanitarian workers. Information that should routinely be shared through civilian government forums to strengthen civil-military coordination includes:

- General information about the relief and recovery activities carried out by humanitarian actors.
- General information about the relief assistance and recovery activities carried out by military or police actors.
- Information relevant to the security of the civilian population and humanitarian workers.
- Early warning of population movements or humanitarian needs arising as a consequence of ongoing/planned military operations.
- Information on mine action.

In line with their commitment to humanitarian principles, humanitarian actors do not share information that they believe could imperil the safety of beneficiaries or humanitarian workers.

Information relevant to the humanitarian response generated by United Nations Joint Logistics Centre (UNJLC) or Humanitarian Information Centre (HIC) may also be shared with military actors subject to the determination of the relevant cluster.

Coordination of Mine Action

Civil-military coordination of mine action activities can help to save lives and mitigate risks to the civilian population. Effective coordination between humanitarian actors and military combat engineers entrusted with the clearance of mines and unexploded ordnance (UXO) should therefore include:

- Timely exchange of information on mine action activities, hazardous areas and types of mines found, and victims.
- Mine-risk education aimed at preventing/mitigating risks associated with exposure to mines or UXO.

Coordination of Air Space Management

Air space management should be institutionalised for supporting the United Nations Humanitarian Air Services (UNHAS) in support of humanitarian activities.

Training and Awareness-Raising on Civil-Military Coordination

Training provides the foundation for effective dialogue between humanitarian and military/civilian police actors, and is a vital part of increasing an understanding of respective mandates, ways of working, and professional cultures. Training can also provide a basis for developing a common vocabulary necessary to underpin effective coordination and information-sharing.

In order to promote a coherent interpretation and application of civil-military principles, both actors should ensure an effective dissemination of agreed concepts and principles for civil-military coordination, and guide their personnel in the practical application of these principles.

Civil-Military Coordination of Early Recovery Activities

Early recovery bridges the humanitarian response and the post-crisis recovery process which encompasses reconstruction and development. Early recovery activities take place within a humanitarian setting but are guided by developmental principles, and must be owned by the civilian government and beneficiary communities.

In situations where humanitarian and military actors are carrying out seemingly similar early recovery activities within the same geographical area, a clear distinction and operational independence of humanitarian action must be ensured. Humanitarian actors should specifically promote this distinction by avoiding close association with projects or interventions that are perceived to be closely linked to politico-military considerations.

B. Guidance for Operational Coordination for Disasters in Peacetime

Pakistan is vulnerable to recurring natural hazards. These include riverine and flash floods, cyclones, earthquakes and tsunamis, droughts, glacial outbursts, avalanches and land slides. The risk posed by natural hazards in Pakistan is accentuated by conditions of vulnerability and insufficient capacity for disaster risk reduction, mitigation and preparedness.

The Government of Pakistan frequently calls upon its armed forces to respond to natural hazards. Where military and humanitarian actors are responding to natural hazards in the same geographical areas, there is a clear need for effective civil-military cooperation /coordination.

Coordination Strategy

A “**strategy of cooperation**” should be followed for civil-military coordination in disasters in peacetime. In this there is a common goal and agreed strategy, and all parties accept to work together. Coordination should focus on improving the effectiveness and efficiency of the combined efforts to serve humanitarian objectives.

However, if the natural hazard occurs in a complex emergency environment, civil-military cooperation should be guided by “**strategy of coexistence**”. In this, coordination with the military is characterised by circumstances where there are no common goals to pursue and actors merely operate side-by-side. Therefore, civil-military coordination should focus on minimising competition and conflict in order to enable the different actors to work in the same geographical area with minimum disruption to each other’s activities.

The HCT should make a situation-specific determination on the strategy to be adopted to guide interactions between humanitarian and military actors.

The guidance contained in this section should be read in concert with principles and key concepts underpinning humanitarian action, reflected in Part I. This section provides guidance on how to interpret the principles and concepts under a strategy of cooperation.

Distinction of Activities

A strategy of cooperation should focus on the achievement of common objectives. However, it must at all times respect the basic distinction between humanitarian and military or police actors and ensure that:

- Arms should not be carried in humanitarian premises or means of transport.
- Actors should at all times maintain an appropriate and distinct dress that clearly indicates either military/police or civilian status.
- Humanitarian and military/police actors should promote distinction in communications strategies and public conduct.

Joint Civil-Military Interventions and Use of Military Assets

Joint civil-military interventions and the use of military assets for humanitarian activities should be considered where they can help to save lives and alleviate suffering assets. This may include logistical support from military actors to facilitate:

- Humanitarian assessments carried out by United Nations Disaster Assessment and Coordination (UNDAC) or other humanitarian actors.
- Life-saving search and rescue missions carried out by actors such as the International Search and Rescue Advisory Group (INSARAG).
- Life-saving humanitarian responses for vulnerable populations in remote/inaccessible areas.
- Time-sensitive rehabilitation of infrastructure such as roads and bridges to optimise humanitarian access to vulnerable populations.

Joint civil-military interventions and/or the use military logistics, aerial and land transport should be considered when they meet all of the following criteria:

- Requests for joint intervention/use of military assets must be based solely on humanitarian criteria.
- There is no appropriate civilian alternative.
- The urgency of the task at hand demands immediate action.
- The joint intervention/use of military assets is clearly limited in time and scale.
- The joint intervention/use of military assets is approved by the HCT.

Use of Armed and Military Escorts

Military forces and civil law enforcement agencies play a key role in securing the broader environment in areas affected by disasters, and thereby facilitating the delivery of relief and recovery assistance. Within a peacetime setting, there will rarely be a need for military or civil law enforcement agencies to directly escort humanitarian convoys or operations. The use of military or armed escorts represents an extreme precautionary measure that should be taken only in exceptional circumstances and on a case-by-case basis, where the following conditions are met:

- The level of humanitarian need is such that the lack of humanitarian assistance would lead to unacceptable human suffering, yet assistance cannot be delivered without the use of the escorts.
- Escorts can provide the credible deterrent needed to enhance the safety of humanitarian personnel and the capacity to provide assistance to intended beneficiaries without compromising the security of beneficiaries or other local population.
- The use of the escort does not compromise the longer-term capacity of the agency to operate safely and effectively.
- The use of the escort does not compromise the ability of other humanitarian actors to operate safely and effectively.

Humanitarian Clusters' Coordination with the Military

Under a strategy of cooperation, military actors may be invited to attend humanitarian cluster meetings for a specified period of the response, subject to the endorsement of cluster members. Cluster leads may maintain regular contact with military actors outside the cluster coordination forum to promote functional efficiency of humanitarian action.

Information-Sharing

As a matter of principle, information-sharing between military and humanitarian actors should occur through the relevant civilian government forums and through the humanitarian clusters. In addition, information relevant to the humanitarian response generated by United Nations Joint Logistics Centre (UNJLC) or Humanitarian Information Centre (HIC) may also be shared with military actors subject to the determination of the relevant cluster.

However, exchange of information with the military should in no way undermine humanitarian access to the vulnerable groups or sustainability of the humanitarian assistance.

Coordination of Air Space Management

Air space management should be institutionalised for supporting the United Nations Humanitarian Air Services (UNHAS) and where relevant the assets of foreign militaries in support of humanitarian activities.

Training and Awareness-Raising on Civil-Military Coordination and Humanitarian Responses

Trainings should be conducted on a regular basis to familiarise both humanitarian and military/police actors on the application of basic civil-military principles, the Sphere Humanitarian Charter and Minimum Standards in Disaster Response, and the Oslo Guidelines.

Civil-Military Coordination of Early Recovery Activities

As a rule, recovery processes should be civilian-led. However, where the civilian government calls upon military or police actors to support specific activities on the basis of their comparative advantages (for example, with the rehabilitation and reconstruction of infrastructure), coordination should focus on avoiding duplication of efforts and maintaining distinction between military and humanitarian actors.

Lessons Learned and Further Reading

The guidance in this section draws heavily on the lessons learned from past humanitarian responses in Pakistan and particularly the October 2005 earthquake which is acknowledged to offer best practices on effective civil-military coordination. For further analysis and readings please see:

- Andrew MacLeod and Lieutenant General Nadeem Ahmad, "Non-Interfering Coordination: the Key to Pakistan's Successful Relief Effort", Liaison Volume 4, No 1, 2008.
- Overseas Development Institute, "The Role of the Affected State in Humanitarian Action: A Case Study of Pakistan", Humanitarian Policy Group Working Paper, 2008.
- Stockholm International Peace Research Institute, "The Effectiveness of Foreign Military Assets in Natural Disaster Response", 2008.