

INTRODUCTION TO CRISIS MANAGEMENT

September 2017

Introduction content

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- **Crises vs. Complex emergencies**
- **Conflict specific crises**
- **Reactions to crises**
- **Preventing**
- **Managing**
- **Resolving**
- **Rebuilding**
- **Crisis management operations impacts**
- **Actors**

Crises and crisis management

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□ Nature

- Political, military, humanitarian

• Causes may vary

- Conflict, natural disaster, technological incident

□ Character

- **Time-sensitive** (eliminates instruments such as arbitration/adjudication)

- **likely escalation or increase of losses**

Crises and crisis management

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□ Responses

- Direct – among involved actors (negotiations)
- Indirect – with third party involvement (mediation, operations)

□ Responses by

- IOs, state actors, NGOs, individuals

□ Response variance

- Responses involving force – third party intervention
- Responses short of force – including “threat power, trading power, and giving power”

Complex emergency

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- A better concept of crises which the international community is faced with today and which require a complex responses
- **Major humanitarian crises of a multi-causal nature requiring a system-wide response**
- Modern intra-state conflicts are the primary source
 - No clearly defined battlefield, no clearly define adversary, urban centered warfare, terror tactics, forced displacement and devastating even at low intensity

Complex emergency

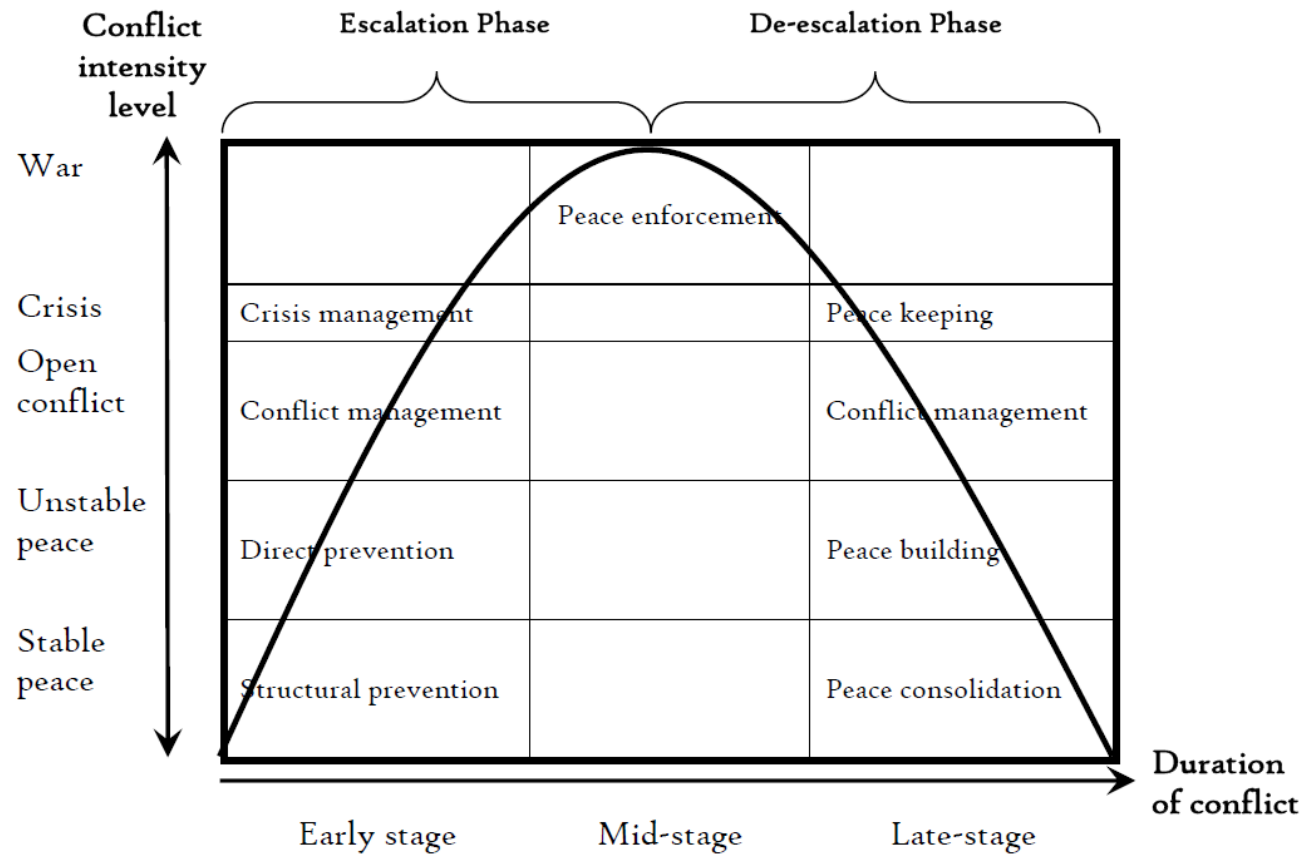
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- “A major emergency is a humanitarian crisis in a country, region or society where there is a **dramatic disruption in the political, economic and social situation**, resulting from **internal or external conflict or natural disaster**, seriously disrupting the population’s **capacity to survive** and the national authorities’ **capacity to respond**, and which requires a **consolidated multi-sectoral international response**” (IASC of the United Nations)
- Revised by OHCA – **POLITICAL ELEMENT** – above renamed to ‘**major emergency**’ where local capacities are inadequate (drought)

Crisis management in conflict

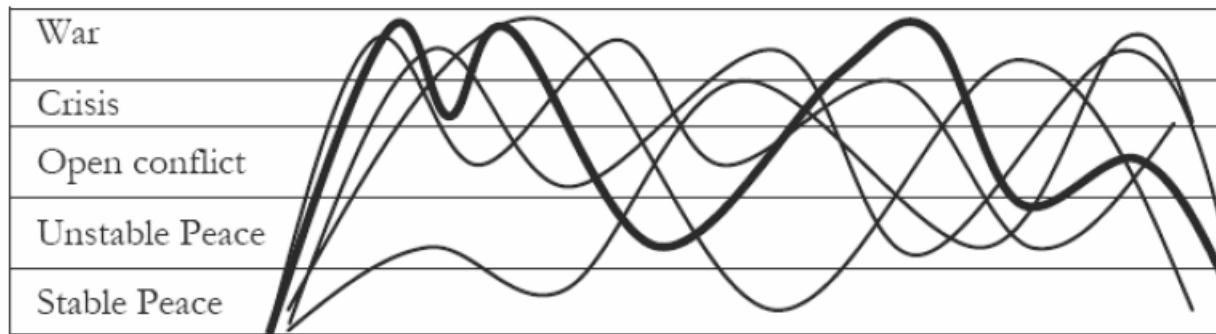
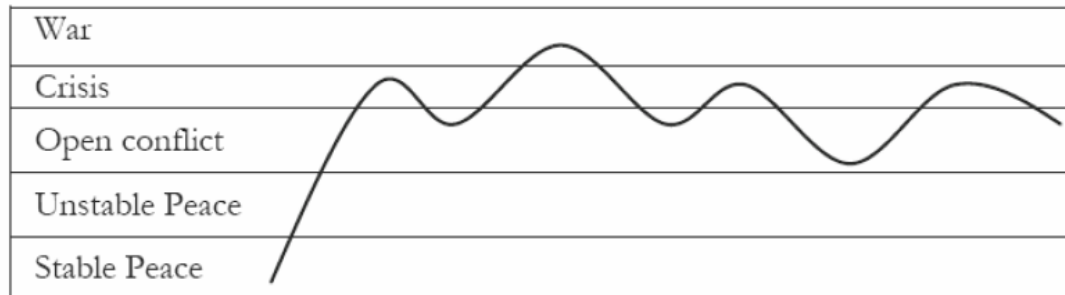
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Model 2: The Conflict Cycle



Crisis management scope

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— Sub-conflicts
— Overarching Conflict

Crisis management concept

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- Encompassing following fields?
- Crisis prevention
- Conflict management
- Conflict resolution
- Post-conflict reconstruction

Crisis management concept

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- Phases of response
- **Diplomacy backed by threat** (leverage negotiation, sanctions, loss of membership)
- **Diplomacy backed by force** (measure enforcement, ceasefire support)
- **Force backed by diplomacy** (peace enforcement without achieving target consensus)
- **Diplomacy backed by reconstruction**

Crisis prevention

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- Crisis prevention
 - ▣ Constructive activities intended to minimize the probability of disputes and their escalation into the threat of, or use of armed force
 - ▣ Post WWII concept neutralized by CW until the 90s
 - ▣ 1992 – An Agenda for Peace

Crisis prevention

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□ Structural prevention

- Long-term efforts on political, economic, developmental, cultural, civil society level
- Emphasis on the indivisibility of security
- IO membership, association agreements, cooperation, development programmes

□ Direct prevention

- Immediate efforts during initial crisis phases
- Early warning, mediation and shuttle diplomacy
- Lackluster in practice

Crisis prevention – Early warning

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- Global and regional initiatives to identify crises prior to potential escalation
 - ▣ UN – 1998 primary initiative, 2000 Prevention team
 - ▣ IGAD – 2002 – CEWARN in the Horn of Africa
 - ▣ AU – 2009 – CEWS Continental EWS
- Indicators to watch (WB)
 - past conflict, low income, high export dependence, political instability, human rights, militarization, ethnic dominance, regional conflict, unemployment rate among young adults, distribution of access to natural resources

Direct crisis prevention instruments

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- 1. official diplomacy
 - Peace conferences, mediation, shuttle diplomacy
- 2. unofficial diplomacy
 - Round tables, NGO expert sessions, hallway diplomacy
- 3. military prevention
 - Preventive military deployment, non-aggression pacts, arms embargoes, cooperative training
 - (Sudan)
- 4. economic
 - Development aid, economic sanctions, market access
 - (Eritrea)

Direct crisis prevention instruments

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□ 5. political

- Election monitoring, human rights support, minority rights improvement, interparliamentary cooperation
- (Liberia)

□ 6. legal

- Security sector reform, war tribunals, arbitration
- (DRC)

□ 7. media and education

- International broadcasts, education access development
- (Sierra Leone)

Managing through negotiating

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- the process of combining conflicting positions into a joint agreement... and is the most common (although not the only) way of preventing, managing, resolving, and transforming conflicts” (Zartman 2009: 322).
- Aiming for conflict resolution in any stage
- 2 or more parties – without a facilitator, all parties are interested/invested in outcome
- concession, compensation, and construction OR positive-sum negotiations and bargaining negotiations

Managing through mediating

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- Defined as negotiation facilitated by third, presumably impartial, parties, to help seek a solution the direct parties cannot find themselves
- Voluntary
 - ▣ in selecting mediation, mediator, presence, progress, and most of all propositions and results
- Dynamic process
- Cheap
 - ▣ cheaper than any other form of third party involvement
- Absence of coercion
 - ▣ Although possibility of “mediation with muscle”

Crisis or conflict management?

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- In the event preventive measures fail

- **conflict management:**
 - Activities aimed at the armed aspects of crises with the objective of stopping active combat, containing crisis spillover and minimizing destructive impacts

- **conflict resolution:**
 - Activities aimed at achieving a voluntary mutual peaceful solution to common incompatibilities and a cessation of hostilities

- Crucial hierarchy in delaying the resolution of mutual incompatibilities

Military crisis management (MCM)

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- intervention by mainly **military**, usually **multinational force**
- activities aimed at creating/maintaining a **secure environment** in order to end a crisis and/or enable **peace to be established/maintained**
- MCM includes:
 - ▣ peacekeeping missions
 - ▣ conflict prevention missions
 - ▣ stabilization and reconstruction missions
 - ▣ humanitarian missions

Civilian crisis management (CCM)

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- intervention by **non-military personnel**
 - to prevent further escalation of the crisis and facilitate its resolution
 - multiple stages and multiple actors
 - different ways of organizations' participation in CM
- confusion over the definition (police missions, observers?)

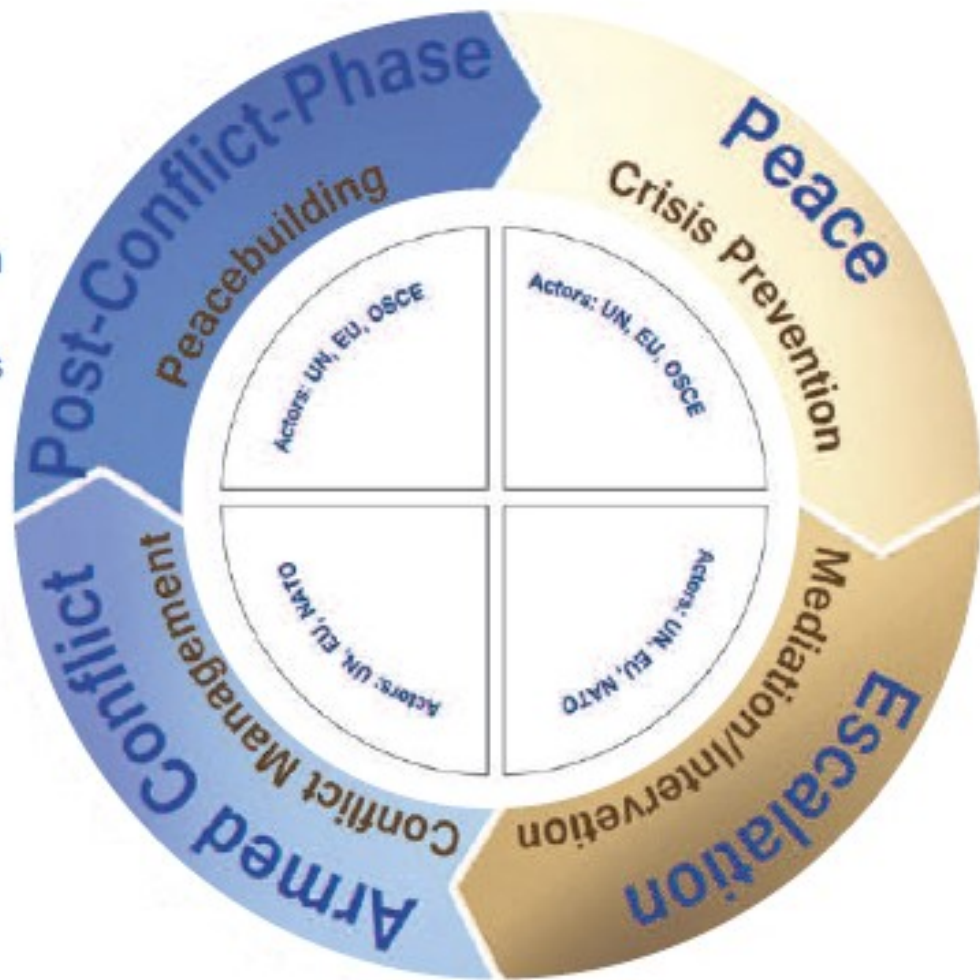
When to use MCM and when CCM?

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- decisive: the **complexities of each crisis**
- cases unique → difficult to develop a formula
- wide **range of considerations**:
 - level of violence
 - duration of conflict
 - un/armed conflict
 - readiness of CCM or MCM units for deployment
 - presence of a leader
 - length of the mission
 - root causes of the conflict
 - contribution of outside forces
 - success/failure of past military or civilian units

tion observation
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cebuilding
cekeeping
ce missions
tical missions
conciliation and
nsitional justice
urity Sector Reform
all arms control
cial representatives

• Security Sector Reform
• Special representatives



Conflict Management

Mediation, Intervention

Post-conflict reconstruction

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- Activities aimed at renewing the socio-economic structure of the society and the establishment of adequate conditions for the secure and peaceful development of society

- Key concepts:
 - ▣ System inclusion
 - ▣ External assistance
 - ▣ Sustainability after self reliance

- **Reconstruction serves as structural prevention**

Phases and priorities

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- *2002 Post-Conflict Reconstruction (CSIS/AUSA)*

- **Nation building** – synonym for post-conflict reconstruction? Or for democratization and westernization? – only a **part** of post-conflict reconstruction

- 3 phases
 - **Initial** – immediately after cessation of active combat, strategic
 - **Transformational** – institution and capacity building, social inclusion and economic recovery
 - **Support** – support for consolidation of self-reliance

Phases and priorities

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- 4 pillars
 - ▣ **Security** – crucial to any success
 - Civilian security, DDR, buffer zones, civilian control over armed forces, training
 - ▣ **Justice and Reconciliation** – establishment of rule of law
 - Preventing reprisals, interim justice, human right legislation, police training
 - ▣ **Social and economic well-being** – aid and resources distribution
 - Elementary food and water security, repatriations, infrastructure reconstruction, requalification training, subsidies and investments
 - ▣ **Governance and participation** – transitive authority support
 - NGO cooperation, interim government support, election preparations, legislation expertise transfer, civil society support

How has this necessitated and changed crisis management operations?

Changes in the nature of crises

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- more **complex**
- militias, paramilitaries or mercenaries
- interconnectedness of **war and economy** and of **security and development**
- less direct violence; poverty, famine and migration
- failing and failed states
- terrorism, drug and human trafficking, corruption and organized crime
- crisis management has changed in **three dimensions**:

Expanding the spectrum of tasks (1)

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- first, the **spectrum of tasks has expanded**
- from **traditional peacekeeping** (containment and reduction of military escalation) to **social, political, and economic transformation** (conflict resolution)
- **tasks:**
 - ▣ humanitarian aid
 - ▣ physical protection
 - ▣ rule of law
 - ▣ functioning of political institutions
 - ▣ stable and self-sustainable social and economic structures

Expanding timelines of CM (2)

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- the increasing set of tasks coincides with **expanding timelines** of crisis management
- from **conflict prevention**, the actual **crisis management** (humanitarian intervention, peace building and peacekeeping) to **post-conflict management**
- need to handle the junctions between the different phases

Increasing number of actors (3)

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- **number of actors** involved has **increased** significantly (broadened spectrum of tasks)
- no single actor is able to supply specific instruments and expertise on its own
- the more actors, the higher the **political legitimacy**
- **local actors** increasingly involved:
 - e.g. local government and administration; political, religious, ethnic, and other social groups; private sector, the media, militias, organized crime, forces from neighbouring regions

Comprehensive Approach

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- conceptual answer to these challenges = “**Comprehensive Approach**”
- = **all-encompassing response** to the demands in crisis management
- **external and internal coordination** of policy instruments and the **coherence of common objectives** between different actors
- adopted by all main international organizations
- recent efforts to implement it - **mixed results**

Comprehensive Approach Antithesis?

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Mölling, Ch. – Major, C. (2009): *Comprehensive Approaches to Crisis Management. Analytical perspectives and operative concepts of international organisations*, p. 38.

	UN	EU	NATO
Hallmark documents	"In larger Freedom" (2005) Brahimi Report (2000)	EU security strategy (2003)	Comprehensive political guidance (2006)
Core concepts and Instruments at strategic level	Capstone doctrine (2008) Integrated missions (2006)	CMCO (2003) Crisis Management Procedures CMP (2003) EU comprehensive approach - 2013	CA Action plan (2008) Effects Based Approach to Operations - EBAO (2006)
Concepts and instruments theatre level	UN special representative	EU special representative / CIMIC	CIMIC/PRTs

UN crisis management

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- **most active** in the area of peacekeeping → **most affected** by the changes of crises
- from traditional monitoring of ceasefires and patrolling buffer zones towards **highly complex scenarios** (interstate, ethnic or tribal conflicts and civil wars)
- UN PKOs became **multidimensional**
 - = military, police, political, civil affairs, rule of law, human rights, humanitarian, reconstruction, public information and gender components
- increased **demand for personnel and expertise** and **complexity** of missions
- need to develop a **comprehensive doctrine**

UN crisis management

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- UN's adaptation efforts have culminated in the so called **Integrated missions (IM) concept** (2006)
 - = specific type of operational process and design, where the planning and coordination processes of the different elements of the UN units are integrated into a **single country-level UN system**
- **in a high number** of multidimensional peacekeeping operations
- **tension among various actors**
 - e. g. the “Department for Political Affairs” and the “Department for Peacekeeping Operations” rival over the overall control of operations
- still in a **starting phase**
- need for better **channels of communication** between the different agencies

NATO crisis management

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- the **end of the Cold War** and the **acceleration of globalization** → shift in the NATO doctrine – Strategic concepts
- threats “getting global” → old security paradigms replaced by an “**engagement paradigm**”
- security started to be viewed **functionally**, rather than **geographically**
- lessons identified in Bosnia and Herzegovina, Kosovo, Afghanistan, Pakistan and Darfur: **NATO is never alone in the field**
- need to ensure **effective coordination** among actors from the international community, both **military and civilian**

NATO crisis management

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- doctrine of **civil-military co-operation (CIMIC)**, 2002
 - ▣ aims to facilitate the co-operation between a NATO commander and all parts of the civilian environment at the field level
 - ▣ importance of cooperation with national and local governments, other IOs and NGOs

- “**Comprehensive Political Guidance**”, 2006 → the **Comprehensive Approach** as NATO’s planning blueprint

- **Provincial Reconstruction Teams (PRTs)** as civil-military units designed to provide security locally and to facilitate reconstruction

- NATO – **military organization** → need to be more **receptive to civilian structures** (military image can prevent important actors to become partners of NATO)

EU crisis management

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- focus on the **internal coordination** of its different crisis management instruments
- **fragmentation** across two pillars:
 - (1) the **EU Commission** is in charge of the long-term civilian instruments and controls the resources
 - (2) the **EU Council** disposes with the tools for more rapid reactions, including the military dimension

→ initiatives run **in parallel** or even **counter each other**
- need for **inter-organizational coordination**, particularly with regard to NATO and the UN (see the Kosovo crisis, DR Congo)

EU crisis management

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- **European/Common Security and Defense Policy** has aimed to combine civilian and military aspects of a mission
- **civilian, military and integrated structures and procedures** to implement a comprehensive approach towards crisis management
- a **wide range of civilian and military instruments** has been set up
- **Concept of Civil Military Coordination (CMCO), 2003**
 - need for effective co-ordination of the actions of all relevant EU actors
 - part of a comprehensive approach

AU, ECOWAS, and OSCE

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- Regional crisis management actors
- **Precursors or delegated actors**
- AU almost 40 000 troops on the ground
- ECOWAS almost 4 000 troops
- OSCE 3 000 civilians in all missions, but 650 deployed
- Fulfilment of distinct roles – **reactionary vs. preventive**
 - Heavy European involvement in each
 - Local ownership and sovereignty issues

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