

Joint Planning of Civilian and Military Efforts in International Operations

Denmark's increased military commitment to international operations of recent years has raised the issue of whether it would be expedient to strengthen the coordination of civilian and military efforts. New experience has been gained in humanitarian aid and reconstruction aid connected to the resolution of military conflicts. In the West Balkans, Eritrea, Afghanistan and Iraq, the humanitarian aid has been more or less based on specific agreements among the humanitarian organisations and the military in the form of logistics support and the removal of landmines, etc. It is common to these situations that they involved extensive destruction of local social structures and generated a need to involve many organisations in resolving the conflict.

The purpose of the overall Danish effort in a conflict area is to stabilise and normalise the situation. Water, electricity, transport, police, basic administration and a functioning trade and industry are all basic prerequisites for achieving this goal. International crisis management operations are therefore not only a military task. For the civilian population in a crisis area improving their social and economic situation in the area and improving the security situation are directly related. For this reason, the overall Danish effort in a conflict area must therefore involve a greater degree of coordination and goal-orientation than before, so that an area of conflict can be stabilised and normalised as quickly as possible. This can be instrumental in reducing the military operation and in ensuring the greatest possible effect of the Danish resources that are applied within an internationally coordinated framework.

The Government intends to strengthen the capability of Danish Defence to carry out international military operations in the years to come. At the same time, the need for deploying military forces across a broad spectrum of tasks and in vastly different situations seems to be increasing. Denmark should expect to remain in Iraq where useful experience in coordinating the civilian and military efforts has already been gained. It is expected that the international effort in Afghanistan will be enlarged to include additional provincial reconstruction teams, which by nature are an expression of a coordinated effort involving civilian and military involvement in the form of a civilian reconstruction effort under military protection. The need for an increased Danish effort in this area cannot be ruled out. A Danish military force is also present in Kosovo. The Danish contingent is expected to be reduced concurrent to the general adjustment of KFOR.

It is difficult to predict where the next international military conflicts will take place. Increasing focus is being brought to bear on conflicts in the African continent where the international community is intensifying conflict-prevention and peacekeeping efforts. Other areas of conflict include the greater Middle East region or the Caucasus.

The take-over of crisis management in Bosnia by the EU is expected to serve as an example of how future military operations become incorporated in a more broadly coordinated effort. It is expected, therefore, that the EU will be charged with the overall strategic command. In this context, the EU will have the opportunity to demonstrate the simultaneous application of a number of foreign policy instruments that are available to the Union. Thus the operation will encompass a combination of a military force, the build up of a local police force and court system, as well as support for the development of democracy and social progress in Bosnia. Denmark will not be able to participate under the auspices of the EU as a result of the Denmark's opt-out regarding EU defence policy.

The security situation may in some instances cause non-governmental organisations, such as private emergency relief organisations and international organisations, to be initially unable or willing to operate in a crisis area. Situations may also arise in which international or local police are not present. In such situations the military force will be compelled to provide a more limited, specific assistance in the local area, as well as handle assignments such as the re-establishment of the police force and the judicial system. This is not a core competency of the military force, nor should it be, in the opinion of the Government. In situations where the military force must perform such tasks as these in the military task force area, the Government wants to ensure that the military force has the requisite financial means and possibly other support, including advisory services. The transfer of the Emergency Management Agency to the Ministry of Defence also prepares for the possibility of exploiting the unusual competencies which the Emergency Management Agency has at its disposal in conjunction with assistance in humanitarian emergencies.

As a security situation gradually improves, it will usually be possible for other civilian governmental and non-governmental organisations to operate in the area. In this context it is important that the military force's performance of these tasks is reduced as much as possible, and that the emergency relief organisations or private enterprises with the requisite expertise come in and shoulder the task. Military forces will still be able to support the performance of such tasks by civilian organisations to the extent that the forces have the relevant equipment and expertise at their disposal.

Therefore, the Government wishes to use a new initiative to ensure that the application of Denmark's national resources in international crisis management operations is focused, effective and coordinated, regardless of the security situation.

The planning and preparation of an international crisis management operation in which Danish military units are deployed in an autonomous sphere of responsibility must, from the operation's outset, include all Danish contingents that are included in the organisation, as well as articulate the objectives for the conclusion of the efforts. In other words, activities that are implemented by the military, the emergency management corps, the police, the foreign service and – to the greatest possible extent – the private relief organisations. This will occur in cooperation and dialogue with all of the organisations and by exploiting the fundamental differences and competencies of the various organisations.

The aim is to provide stabilising efforts that meet elementary humanitarian needs, assist vulnerable and exposed groups and generate direct results for the local populace in the deployment area. Examples of this are the re-establishment of infrastructure that ensures access for actual humanitarian relief efforts, the re-establishment of public buildings, including local administration, exercise of authority, police and judicial system, schools and health centres, the re-establishment of water and electricity and support for civilian relief organisations.

As part of the Government's initiative, a standing group of public officials is to be appointed for planning and coordinating the Danish military and civilian humanitarian effort. The participants of the public officials committee will come from the Ministry of Defence, the Defence Command, the Emergency Management Agency and the Danish Police. The Ministry of Foreign Affairs will chair the public officials committee and ensure coordination with relevant Danish relief organisations, as well as any private enterprises. To strengthen the joint planning and coordination of the Danish civilian and military effort,

if at all possible a management unit will be established under the Ministry of Foreign Affairs in the operational area within or near the Danish military contingent. The unit will be charged with contributing to the coordination, information sharing and improvement of the overall efficiency, in conjunction with the Danish activities. To ensure a fast, effective effort aimed at the specific needs, the management unit will take decisions regarding the specific project proposals in the light of the criteria that apply to stabilising efforts. If the set-up of such a management unit is not possible or necessary, it will be possible to affiliate one or more advisors with special expertise in relevant areas, to the military force.

A focused Danish humanitarian effort must occur to the greatest possible extent within the sphere of responsibility in which the Danish military force is deployed. The basic assumption is that private Danish and international relief organisations should be in charge of implementing the stabilising efforts funded by Denmark. The humanitarian efforts of other organisations in the deployment area should be coordinated as much as possible with the Danish efforts.

The stabilising efforts will continue to be financed under the aid to developing countries programme, and it will be possible for the specific initiatives to be implemented by civilian relief organisations. The Government also wishes to set aside DKK 15 million in the appropriation act for civilian activities that can be performed by Danish military forces when the security situation makes it difficult for civilian organisations to operate in an area. If the funds are not used, they can be used on other humanitarian aid.

The direct joint planning of the military and civilian effort does not involve any organisational or decision-making hierarchy among the various organisations. The effort will involve the setting up of a framework or a set of rules for the joint effort. In this conjunction, the Government will work to further the development of the dialogue and the mutual understanding between the civilian and military organisations via the teamwork in the Humanitarian Contact Group.

Furthermore, the Government will heighten the priority of the existing joint training and education of civilian and military organisations and continuously evaluate the cooperation for the purpose of increasing the personnel's capacity and mutual understanding among the key Danish organisations.