Designing an Inclusive Simulation Environment: Understanding the Landscape of Non-Military Humanitarian Assistance and Disaster Relief Actors

Foreword

World Cares Center is a nongovernmental organization (NGO) fostering sustainable, locally led disaster preparedness, response, and recovery initiatives worldwide. It is World Cares Center's belief that effective multi-level interaction is essential to saving lives and helping to restore communities.

To address the ever changing landscape of humanitarian relief, World Cares Center is leading the coordination of a Humanitarian Response Think Tank (HRTT) to tackle one of today's most pressing issues: the relationship between the responding communities within the ecosystem of humanitarian assistance and disaster relief. One of our focuses is the interaction between Non-Military Responding Actors (NMRAs) which include nongovernmental organizations, faith-based organizations, and private sector entities; and U.S. Government (USG) departments and agencies which include the U.S. Department of State, the U.S. Agency for International Development, and the U.S. Armed Forces. As part of an ongoing effort, this group will engage in discussions and information sharing with the goal of providing insight into how the members of this diverse ecosystem function. This whitepaper will examine how the U.S. Government can more effectively engage with Non-Military Responding Actors in a simulation environment through more inclusive planning and execution of said simulations

This document will act as the first step to improving a fundamental understanding of NMRAs in humanitarian assistance and disaster relief (HA/DR). In declaring this the first step, World Cares Center and the Humanitarian Response Think Tank recognize that the evolving nature of relationships within disaster relief operations warrants a more thorough process.

The substance of this document centers on developing a better understanding of Non-Military Responding Actors including what groups and organizations make up this community, how they define themselves, how they function, and what their operations traditionally include. Furthermore, this document will provide an overview of the "ecosystem of supportive partners in disaster response" which is also referenced in this document as the ecosystem of disaster relief.[1] Within this context, specific barriers to interactions relating to exercises, experiments, and drills will be identified and potential resolutions to eliminate these barriers, when elimination is necessary, will be disclosed.

This guide is also meant to act as a tool to provoke a wider discussion on lessons learned from the field, existing protocols and missing protocols between NMRAs and U.S. Government groups during humanitarian assistance operations in the field.

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[1] Orloff, Lisa. *Managing Spontaneous Community Volunteers in Disasters: A Field Manual*. New York, NY: CRC, 2011.

"There is a need for nongovernmental organization cooperation and coherence, in general, but also specifically on CivMil issues. This coherence could incorporate information sharing, training, and increased communication, as well as pooling of advocacy resources, at national and international levels."

- Voluntary Organizations in Cooperation in Emergencies: Seminar Report, 2007

EXECUTIVE SUMMARY

Exercises, experiments, and demonstrations provide a controlled environment for participants to test and apply skills, techniques, and methodologies in a safe manner. During these events, active parties have the opportunity to engage in real time response to changing circumstances as they would in the field during humanitarian assistance and disaster relief operations.

The environment of HA/DR is evolving, bringing NMRAs and USG agencies and departments closer together in the field. This is happening at a rapid rate, blurring operational boundaries of each entity and confusing actors' perceived roles and responsibilities. Simultaneously, opportunities for enhanced interactions between NMRAs and USG entities are also being created. Important interactions such as coordinating distribution efforts and information sharing may undoubtedly present themselves. However, minimal guidelines exist and inconsistent precedents have been set, underscoring the need to simulate these interactions in a safe and neutral environment to avoid costly mistakes in the field.

Virtually all members of the HA/DR community utilize some form of simulation to exercise resource capabilities. The main barrier to a higher success rate of these exercises is the fact that each member of the ecosystem of disaster relief organizes exercises independently of each other. Although valuable, this isolated method of organizing HA/DR simulations does not accurately reflect the growing interactions that are occurring in the field.

Specifically, simulations conducted by U.S. Government groups, which traditionally have the most available resources for and knowledge of exercise coordination activities, experience a notable underrepresentation of NGOs and other NMRAs. USG agencies recognize that a more realistic representation of the parties active in HA/DR exercises could increase the success rate of these simulations and ultimately result in an improvement in overall response for all parties.

These planning and operational improvements will mark the first step and could potentially lead to more appropriate planning and operations in the HA/DR field including improved communication and information sharing during HA/DR operations. Additionally, insights gained into the appropriateness of USG interactions with NMRAs will also be achieved. In this regard, determining when and with whom interactions are not appropriate (and when they may pose a threat to the organization's mission) is just as important as recognizing when able and willing NMRAs would consider coordinating activities with USG departments and agencies.

Recommendations to the USG for improving their simulations include adequate consultation with NMRAs, maintaining consistency in exercise planning and methodology, and a better integration of technology as a means of communication and information sharing.

The purpose of this white paper is to act as the first step in facilitating a better understanding of NMRAs for USG authorities. This document is also intended to give insight into how to improve strategies and techniques aimed at facilitating enhanced participation of NMRAs in HA/DR exercises, experiments, demonstrations, trials, and other simulation events orchestrated by USG agencies.

This information is organized in a manner which will help guide USG agencies' perspective on what members make up the community of NMRAs, how they function and define themselves, and recommendations for increasing the involvement of these entities through a comprehensive and detailed account by the NGOs, international organizations (IOs), private sector organizations (PSOs), and other organizations that comprise this group.

PROBLEM DEFINITION

"The U.S. military… is increasing its involvement in humanitarian and development activities of its own and this trend is of growing concern. Through new, well-funded programs such as the Commanders' Emergency Response Program and the Provincial Reconstruction Teams, and activities conducted by AFRICOM and SOUTHCOM, the military is pushing beyond its traditional security mandate."

- InterAction Policy Brief, November 2008

In the realm of HA/DR, the variety of participants engaging in field operations has grown significantly in recent years. More specifically, U.S. Government agencies have taken on a more active role in HA/DR operations where NGOs and other NMRAs have previously been recognized as the primary actors. A significant disconnect has been identified between these contrasting entities and interactions have been limited. Roles and responsibilities have been blurred and counterproductive duplication of efforts and services have occurred. Moreover, USG agencies are unfamiliar with the environments represented by the areas affected by disasters and are lacking knowledge of local culture, language, customs, and conditions with which the NMRA community is equipped.

The USG has expressed the desire for a more coordinated response and NMRAs may be willing to facilitate these sentiments if steps are taken to establish these interactions in a safe and controlled environment. It is noteworthy to mention that many members of the NMRA community feel that a cautious approach is necessary and at times interactions should be avoided altogether while other NMRA groups are less reluctant to engage in operations with USG entities.

The first step to improving these interactions in response strategies in the field is to improve the exercises, experiments, trials, drills, and all other HA/DR based simulations that precede these operations by properly recognizing the need for and facilitating appropriate NMRA involvement.

> *"Working jointly with the military in non-disaster and peaceful/permissive*
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> *environments results in greater cooperation during times of disaster."*

- Global Reach Study, October 2009

The problem statement section of this document clearly states that exercises, experiments, trials, and drills must be improved by bringing members of the NMRA community to the table in full consultation. USG agencies and departments stand to achieve a great deal by moving away from the status quo where simulations occur in a relatively isolated manner toward a more inclusive style of simulation planning. These benefits are numerous, but the six most important foundational benefits are as follows:

1. Formally meeting members of the Non-Military Responding Actors
2. Relationship building at the individual and organizational levels
3. Learning about NMRAs' missions and how their missions are carried out
4. Determining what resources NMRAs need and are willing to share
5. Identifying certain NMRAs that may regard USG interactions as posing a threat to their field operations (this is a more favorable alternative to making such identifications while engaging in actual HA/DR operations in the field)
6. Enabling USG agencies to develop more accurate and appropriate policy

Inclusion in simulations is the first of many steps to developing trust, mutual respect, and understanding between these two distinct communities. As will be described later in this document, trust, as the first and foremost focus, should not be the main priority of the exercises. More appropriately, developing the protocol and processes that may lead to trust should be the main focus.

BRIEF HISTORY NGO AND USG INVOLVEMENT OF HA/DR

The first documentation of NGOs engaging in HA/DR activities occurred in the mid-nineteenth century. An early example of NGO involvement in humanitarian assistance comes in the work of Jean-Henri Dunant. After witnessing the Battle of Solferino, Dunant established guidelines for caring for wounded soldiers in battle. His efforts eventually resulted in the creation an international NGO which became the International Committee of the Red Cross (ICRC), the eventual establishment of certain elements of the Geneva Convention, and his receipt of the first Nobel Peace Prize in 1901.[2] With millions of NGOs operating globally, many of which are conducting HA/DR operations, the knowledge, expertise, and commitment of this community is undoubtedly a resource that must continue to be considered in order to conduct HA/DR in an efficient manner.

The United States Government also has a history of being active in international development and taking part in providing internationally focused development aid. With regard to overseas development initiatives, USAID was established in 1961 to provide funds to help sustain

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[2] Glaeser and Shleifer, Not For Profit Entrepreneurs, Journal of public economics, 2001

development efforts to foreign entities in need.[3] Prior to the establishment of this organization, the International Cooperation Agency and the Development Loan Fund helped orchestrate these efforts. In addition to sustained efforts of USAID, the U.S. Department of Defense (DoD) and other agencies with the USG are playing a more prominent role in HA/DR. Since 1998, the DoD's share of U.S. Official Development Assistance (ODA) has increased from 3.5% to 22%.[4]

THE SUCCESSES AND SHORTCOMINGS OF PREVIOUS EFFORTS

Previous Successful Interactions in Simulations

It is clear that improved simulations that are more inclusive can have a positive impact on all parties involved. The thousands of simulations that are implemented yearly by various government entities provide lessons learned that include both positive examples of procedure and substance to emulate while others offer examples which should not be replicated and should be avoided. For the purposes of this guide, these simulations were deemed successful because of their willingness and ability to provide an inclusive and accurate environment. This environment includes the development of scenarios that provide NMRAs the opportunity to exercise and test protocols that can directly apply their mission goals and delivery procedures to the exercise.

In addition to providing a solidified role, these simulations appropriately allowed for the NMRAs to identify and define their participation to ensure that it mirrored their expected role in a disaster scenario. In developing these roles, NMRAs had the opportunity to contribute to the Master Scenario Event Listing (MSEL) which resulted in a more well-rounded simulation.

Two exercises that exhibited these desirable qualities were Strong Angel III in 2006 and Operation Golden Phoenix in 2007. Their approach, structure, and methodology offered NMRAs a true simulation experience while accomplishing the three primary recommendations that this guide proposes: adequate NMRA consultation, consistent planning and methodology, and integration of technology and information sharing.

Strong Angel III and Operation Golden Phoenix were large multifaceted exercises that generated considerable involvement from NGOs and PSOs. Both of these NMRA groups developed their roles and scenarios, and subsequently saw them integrated into the overall MSEL for the simulation. Some NMRAs were involved were involved in aid distribution while others worked as role players implementing the command structure, highlighting the diverse abilities of NMRAs. The roles that NMRAs played were held in equal regard with those of USG departments and agencies and the exercise was more successful because of this equality. Technology also played a central role within the exercise with new technologies and pilot products being implemented by USG and NMRA communities. Examples of this budding technological application were the use of sophisticated shelter construction materials and alert wrist watches developed by notable PSOs.

Additionally, USG entities provided a secure area for NMRAs to participate, allowing them access to necessary equipment and technologies. The simulations allowed for public sector

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[3] United States Agency for International Develop (USAID) Website, http://www.usaid.gov/about_usaid/usaidhist.html

[4] InterAction Policy Brief, November, 2008.

groups to engage directly with NMRAs. NMRAs charged with coordinating spontaneous volunteers saw military personnel play the simulated role of volunteers while the San Diego County Sheriff's Department simulated background checks. This multi-level HA/DR interaction acts as a focal point which can offer guidance for future simulations. This single event shows that interactions between and amongst members of the ecosystem of disaster relief are possible if they are approached in a respectful way in a simulated environment. Theoretically speaking, now that these interactions have been rehearsed, the likelihood of interaction during a real disaster scenario is more likely to occur.

Shortcomings Represented in Previous Interactions

Although Operation Golden Phoenix and Strong Angel III offer some promising practices, the reality is that the majority of exercises conducted by USG agencies and departments often do not exhibit these characteristics. Often times, these exercises do not have NMRA involvement during the development phases of the simulation and therefore it would be difficult to quantify and pinpoint each of the exercises that fall short in this regard.

In many cases, NMRAs are not solicited to participate in the development or consultation for many of these exercises, experiments, drills, and trials and are only invited after the planning phase for the simulation is complete. Many NMRAs consider these invitations to be an afterthought of the simulation organizers. In the event that NMRAs are invited, a fundamental necessity that many of these simulations reportedly do not provide are scenarios that allow for NMRAs to test the skills, plans, and methods that are relevant to their response missions. Whether the role is predetermined or the simulation has built-in flexibility to allow for role creation and adaptation, this is a prerequisite for appropriate NMRA participation. NMRA members participating in several simulations reported that upon arriving at these simulations, proper roles or scenarios were not developed for their inclusion. Therefore, although NMRAs were seemingly involved within the simulation, true participation was not achieved for that specific experiment within the event.

Additionally, the shortcomings of previous simulations include the expectation that NMRAs bare the burden of the costs associated with attending these simulations. These costs may include travel, lodging, and the opportunity costs associated with putting aside other duties and responsibilities in favor of offering participation within the simulation.

RELEVANT GROUPS IN THE ECOSYSTEM OF HUMANITARIAN RELIEF

In order to adequately approach the primary issue of bolstering the involvement of the NMRAs into exercises, experiments, and other simulations hosted by the USG, the ecosystem of disaster relief must first be explored (see figure 1). As part of improving the understanding of this environment, it is important to identify the actors present in this ecosystem and the barriers to inclusion that have been experienced in the past. The following is a non-exhaustive list of the primary organization categories under which responding entities (both NMRAs and USG entities) are typically grouped:

Groups without Government Affiliation

- Nongovernmental Organizations (NGOs)

- Community-based Organizations (CBOs)

- Faith-based Organizations (FBOs)

- Private Sector Organizations and Corporations (PSOs)

- Host Country Civil Society

Governments and Groups with Government Affiliation

- Host Government Agencies

- Intergovernmental Organizations such as the United Nations (UN), African Union (AU), World Bank (WB), International Monetary Fund (IMF)

- U.S. Government Agencies

Figure 1

> *"We have witnessed a changing trend of participation of nontraditional actors in providing aid. They are the corporate sector, the media, and the military. This is a big change for the military as they have to shift from their normal roles from defense to humanitarian."*
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> - ASEAN Working Group: Event Report, June 2009

Given the increase in military involvement in HA/DR and similar trends in other government sectors in recent years, the overall ecosystem has changed significantly. To emphasize this point, a working group within the Association of Southeast Asian Nations (ASEAN) indicates that militaries at the domestic and international levels are participating in HA/DR in ways they had not previously.[5] In an effort to ensure this new version of the responding community is providing HA/DR services as efficiently as possible, it is necessary to analyze new functions, interactions, and methods employed by actors within the ecosystem. As a preface to this analysis, it should be noted that the U.S. Department of Defense commonly refers to parties outside of the USG as "Nontraditional Communities of Interest." However, this "nontraditional" description may act as a point of contention and stigmatization for many NMRAs as it is perceived as having a negative connotation. In the interest of working toward an environment where all members of the ecosystem of disaster relief can experience positive interactions, specifically within HA/DR simulations, it is recommended that this term be excluded and the dichotomy of "traditional" and "nontraditional" be eliminated from the overall discourse. The actors that this group includes will presumably be at the center of engagement efforts and thus, an overview of each party within this community is warranted.

NONGOVERNMENTAL ORGANIZATIONS IN DISASTER RELIEF

Non-Governmental Organization (NGO) is an umbrella term that encompasses a number of organizations that operate independently from the government, usually pursuing social causes. The foremost guiding principle of NGOs active in HA/DR activities is the Humanitarian Imperative: the right to receive humanitarian assistance, and to offer it, is a fundamental humanitarian principle which should be enjoyed by all citizens of all countries.[6] NGOs in HA/DR are duty-bound to fulfill this obligation to their fullest extent.

These organizations, in the context of HA/DR, deliver a wide variety of services to communities affected by disaster, including the provision of medical supplies and treatment, food and clean water, infrastructure development, and good governance advisement among countless others. A common characteristic of NGOs is their dependence on outside sources of funding. Much of their budgets are made up of project based funds which fall under the category of

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[5] Event Report for the Workshop on ASEAN Defence Establishments and Civil Society Organisations on Non-Traditional Security (Humanitarian Assistance and Disaster Relief). Co-hosted by Thailand – Malaysia. June 8, 2009.
[6] ICRC Code of Conduct for NGOs

nondiscretionary funds. Essentially, this means that NGO budgets are often predetermined and funds may be restricted which can complicate the facilitation of extemporaneous requests.

NGOs are an integral part of disaster relief efforts, found in virtually every corner of the globe with no prescribed length of deployment. Many times these groups are the first organizations active in disaster relief and the last to leave (outside of host country civil society groups). As per the code of conduct which NGOs traditionally follow, aid distributed or coordinated by NGOs must not further political or religious goals and must not advance the foreign policy objectives of any government.[7] These bases give NGOs authority and legitimacy in the eyes of communities all over the world. This mandate of autonomy and non-affiliation enables NGOs to work in disaster and conflict zones where government or military entities may not be welcome. Leadership structure generally falls into one of two categories: general membership or board of directors. In the 'membership' based leadership structure, the board of directors is elected and votes on by-laws. A 'board of directors' organization has a self-elected board with limited powers.

COMMUNITY-BASED ORGANIZATIONS IN DISASTER RELIEF

Community-based Organizations, or CBOs, are typically committed to helping members of an identifiable group obtain health, education, and other basic human services. The term 'CBO' can have broad usage, from organizations that serve a specific geographic region to groups that are considered grassroots, collective examples of civil society in action. CBOs are essentially a subset of the wider group of nonprofits. Within the umbrella term CBO there are various types, from faith-based groups to neighborhood associations to community development corporations. Internationally, CBOs are often referred to as Mutual Assistance Associations, or MAAs. MAAs are grassroots CBOs managed primarily by and for members of a particular community. Such groups may or may not have a formal corporate structure, such as is common and often required in the United States. In all of these cases, one of the central characteristics of these organizations is that they are created by and governed by the communities that they serve. Therefore support of long-term sustainability, independence and strength of these organizations is associated with stabilization of failed states and resiliency-building for vulnerable communities.

In the United States, governance structures of community-based organizations and mutual assistance associations are typically at least 50% comprised of people from the community they were originally created to serve. While organizations serve broader community members as clients, they often specialize in the specific languages and cultural knowledge of their founding community. In the United States, the term MAA is most commonly used in refugee resettlement. As an example, the federal Office of Refugee Resettlement sees supporting the growth of MAAs as a key step in helping refugee communities attain self-sufficiency and community integration in the United States. Another subset of CBOs are community development corporations (CDC). CDCs usually serve a geographic location such as a neighborhood or a town and are associated with the development of affordable housing and economic empowerment initiatives.

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[7] Ibid.

CBOs are essential partners in the long-term, sustainable development and recovery of communities impacted by natural or human-caused disasters. However, many of these organizations either develop in the aftermath of a catastrophic event or were not engaged in larger systems of coordinated efforts prior to a catastrophic event. Similar to small, faith-based organizations (such as houses of worship), understanding decision-making process of CBOs requires understanding larger cultural norms for decision-making and, at times, cultural norms for resolving conflict.   For example, some cultures may discourage direct disagreement with guests or asking questions may be considered rude. Such differences can create confusion when attempting to coordinate. Yet, coordination with these groups is essential to effectively work with the populations they represent.

FAITH-BASED ORGANIZATIONS IN DISASTER RELIEF

Faith-based organizations range in nature from small houses of worship to large international NGOs. Within this range of organizational types role and mission can vary greatly. Many disaster relief and recovery organizations have a base in some form of religious affiliation. As well, small houses of worship often support both large and small scale missions that incorporate humanitarian assistance. In most cases, faith-based organizations have specific charitable focuses that become the basis of their work from addressing the needs of children to assisting people living with HIV/AIDS. Within the ecosystem of disaster relief, several core NGOs have faith community affiliations, such as World Vision, Church World Service, United Methodist Committee on Relief (UMCOR), Episcopal Relief and Development, Catholic Relief Services, American Jewish World Service, and others. This allows the organizations to work somewhat independently from humanitarian causes because they are often able to raise private donations to support their work. For large religiously based NGOs, private donations from faith-based community members allow organizations to work in areas where government contracts or grants would be more limited. Due to the restrictions of government grants, smaller houses of worship and more affluent faith communities may refrain from seeking grants to support their work. Although many NGOs working in humanitarian relief have roots in Christian denominations, humanitarian NGOs that are Jewish, Muslim, Buddhist and Sikh are also active around the world and in the United States.

Faith-based organizations that specialize in humanitarian work typically develop specific roles, such as rebuilding of homes, designing of refugee camps, etc. These roles are established through years of work in concert with other NGOs. Larger faith-based humanitarian organizations refrain from proselytizing, although religious beliefs set the framework and motivation for their work. Within larger faith-based organizations, staff may or may not be affiliated with the faith that is the basis of their organization. Whereas in smaller, faith-based organizations staff and volunteers are often members of their organizations' faith community, the religious traditions of each faith community informs their approach to charitable service and their decision-making structures. When coordinating with a house of worship, understanding how decisions are made via the larger religious system is essential to effective communication.

Structures of decision-making can vary greatly from faith communities that make decisions via committee, such as Quaker, to hierarchical decision-making such as Roman Catholic. In contrast, larger faith-based NGOs follow typical decision-making structures of U.S.-based NGOs via a board of directors and executive staff. In most cases, the internal culture of faith-based organizations refers to service and charitable work as ministry. They consider their ultimate aim to be service to their religious beliefs, regardless of national identity.

PRIVATE SECTOR ENTITIES AND CORPORATIONS IN DISASTER RELIEF

Private sector for-profit corporations are increasingly aware of their social impact in the regions where they operate. The U.S. business community has committed unprecedented resources to disaster assistance over the past several years. American businesses mobilized $566 million in cash, products, and services after the Southeast Asia tsunami in 2004. In the fall of 2005, businesses contributed over $1.2 billion in response to hurricanes Katrina and Rita. A business that wants to help a community after a disaster will almost always work with a nonprofit humanitarian organization that is operating on the ground. Business collaboration presents a unique opportunity for nonprofits. Working together, many business-nonprofit partnerships have led to meaningful and lasting impact in communities suffering and recovering from disasters.[8]

While increasing attention has been paid to the potential of private sector, these corporations also struggle with defining their role in relationship to USG entities in both disaster response and economic development projects. Corporate efforts to fill gaps where governments are expected by the community to respond sets a precedent for future efforts. At the same time, the potential for corporations to have a positive social impact and to strengthen communities when government cannot is increasingly recognized. The importance of private sector involvement in HA/DR is apparent from the comments of Doug Brooks, President of the International Stability Operations Association in which he states that "Any effective disaster response plan will fully utilize the vast capacities and rapid reaction capabilities of the private sector. Ignoring or under utilizing this resource significantly undermines our ability to react."[9]

The private sector is an essential element in disaster response, as the public entities affected by disaster rely heavily on the goods and services provided by private entities. Thus, networking and clear communications between the private sector and all other sectors is essential in creating a recovery phase that is efficient and effective.

Private sector entities can be broken down into three catagories

1. For-profit disaster relief service and product suppliers
2. Businesses in disaster affected area
3. Corporate Philanthropy groups

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[8] Van Wassenhove, Luk, Rolando Tomasini, and Orla Stapleton. *Corporate Response to Humanitarian Disasters: The Mutual Benefits of Private-Humanitarian Cooperation*. New York, New York: The Conference Board, 2008.
[9] Comment made by Mr. Doug Brooks at the Disaster Response and Recovery Summit in Orlando, FL in March, 2011

For-profit Disaster Relief Product and Service and Suppliers:

For-profit disaster response organization run the gamit in the services and supplies they provide for a fee and to make a profit. They range from disaster mortuary and securtity services to water treatment and high calories foodstuff suppliers. Such companies include the PSE Group which was one of the for-profit companies employed to remove debris after the January, 2010 earthquake in Port-au-Prince, Haiti. Another for-profit organization that focuses on service provision in disaster relief environments is Xe Services LLC (formerly Blackwater Worldwide). Xe Services LLC offered security and protection services in New Orleans, LA in the aftermath of Hurricane Katrina. Other for-profit groups within the ecosystem of disaster relief include Kenyon, Nutriset, and Aquapura. Many of these for-profit disaster service companies will participate in numerous trade shows, exercises, experiments, and demonstrations as a way to promote their businesses.

Businesses in disaster affected areas:

While larger corporations within host countries affected by disasters may have established corporate philanthropy structures as well as sound business continuity plans in place, local small and medium sized business may not have such arrangements in place. However these community-based businesses have historically emerged to help their communities in the aftermath of disaster. They have donated supplies, acted as a communications hub to deseminate information, and host community meetings often emerging as a community advocate. By nature, these groups are disparate and have no preexsisting plan in place that prepares them for the role they often assume in the aftermath of disasters.

Corporate Philanthropy Groups:

Corporate philanthropy in disaster relief is broadly typified by proactive and reactive disaster response through support of risk prevention and economic recovery in the devastated region. Services offered by private sector corporations vary as much as the entities that make up the private sector, and can include in-kind donations, man-power, monetary support, product development, and education/training. Outside efforts aimed at promoting the corporation's philanthropic activities include participation in Corporate Social Responsibility (CSR) programs that promote social programs, including funding NGOs active in HA/DR activities, to areas in need. However, CSR programs are not a compulsory element of private sector entities and should not be assumed to be part of every company.

One example of a corporate philanthropy group that has had a major impact on HA/DR is Proctor and Gamble. As one of the company's CSR programs, the group developed a water purification packet which is capable of purifying water and destroying pathogens that may cause

water-borne illnesses.[10] The packets have been widely employed by responding entities throughout the developing world and in areas affected by natural disasters which results in situations where "the purity of water has suddenly been compromised."[11] Corporate Philanthropy and CSR programs represent a growing trend in PSOs taking part in social causes with HA/DR initiatives at the forefront of this movement.

POTENTIAL HOST COUNTRY CIVIL SOCIETY IN DISASTER RELIEF

Host country civil society represents a diverse group of organizations, institutions, and individuals that are a part of the area which is affected by a disaster or humanitarian situation. Civil society almost constitutes an ecosystem within the ecosystem because of the diversity of communities (NGOs, FBOs, CBOs, PSOs, and citizens) that is implicit with use of the term. The most important element to consider with regard to civil society is the longevity of their participation in all phases of disaster response. In particular regard to the citizens impacted, history has shown that these individuals will be the first to respond and will be involved through the final stages of recovery and mitigation. It is also worthy of mention that because they live and work within the areas where the disaster has occurred, these civic populations generally have the most extensive knowledge of the area including geographic and topographic features as well the characteristics of the community at large.

HOST GOVERNMENTS IN DISASTER RELIEF

Host governments in areas where HA/DR operations are the most constant entities in the ecosystem of disaster relief. A common trait exhibited by all governments is their legal right to govern the operations that occur within their borders. According to international law, each government is entitled to sovereignty and has the right to manage countrywide activities, including HA/DR activities as they wish. Efforts should be made to engage host country governments without exception and decisions must be made in consultation with these sovereign entities.

The structure, functions, and goals of each host government are radically different and these differences extend into the realm of HA/DR. As an example to emphasize this point, the Chilean government's response to the earthquake in February of 2010 was dramatically different to the Chinese government's response to the earthquake they experienced in April of the same year. These two entities have different budgets, bureaucracies, agencies, and methodology for dealing with disaster. NMRAs and USG agencies must take this into consideration when working within the confines of different countries. At times, governments will be readily accepting of humanitarian aid while others will be more hesitant. In some cases, such as in failed states or states experiencing conflict, governments may have limited capacities for helping to coordinate

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[10] Bernstein, Michael. *Tiny Water Purification Helps Save Lives Worldwide*. Atlanta, GA: American Chemical Society, 2006.
[11] Ibid.

or accept humanitarian assistance. Leadership is dependent on the form of government the host country has in place and may include a President, Prime Minister, Chairman, Chancellor, Monarch, General, or a small group of leaders, amongst others.

INTERGOVERNMENTAL ORGANIZATIONS IN DISASTER RELIEF

Intergovernmental organizations play a prominent role within the ecosystem of disaster relief both in planning, execution, and coordination. This category of HA/DR actors represents considerable variation in terms of the types of NMRA organizations and agencies within this group. For example, international financial institutions such as the International Monetary Fund play a prominent role in debt forgiveness for national governments which have experienced a catastrophic event to enable them to focus government funds on emergency relief initiatives.[12] Other organizations such as the North Atlantic Treaty Organization and the African Union play roles ranging from peacekeeping and monitoring to direct relief services.

The most important IO active in HA/DR operations is the United Nations. At the strategic level, the Office for the Coordination of Humanitarian Affairs (OCHA) and the Inter-Agency Standing Committee (IASC) are the primary entities which coordinate the IOs' emergency relief and humanitarian assistance initiatives. The two bodies oversee the collective efforts of the United Nations and are both headed by the Under-Secretary-General and Emergency Relief Coordinator (USG-ERC). At the operational level, the United Nations' involvement in HA/DR is largely carried out through the work of the UN Cluster System. Developed in 2005 as a recommendation of the Humanitarian Response Review orchestrated by the USG-ERC, the Cluster System has been fully implemented several times since its inception.[13]

Most notably in response to the earthquakes in Pakistan and Haiti in 2005 and 2010 respectively, the UN Cluster System is applied to offer coordination of NGOs, UN agencies, and other NMRA groups. Each cluster covers a topical area such as logistics, nutrition, and emergency telecommunications. Please see Figure 2 for a more complete description of the functions served by the UN Cluster groups. For each group there is a lead agency that acts as coordinator for the efforts at a national level. These lead roles were originally intended to be filled primarily by UN agencies such as the UN Children's Fund (UNICEF) and the UN High Commissioner for Refugees (UNHCR), however the flexible nature of the system has enabled large NGOs such as Save the Children and the International Federation of the Red Cross to also assume these roles. In the field, each cluster acts as a hub for relevant organizations of virtually any size to coordinate HA/DR activities.

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[12] The IMF's Post-Catastophe Debt Relief Trust. External Relations Department of the International Monetary Fund http://www.imf.org/external/np/exr/facts/pcdr.htm

[13] Adinolfi, Costanza, David S. Bassiouni, Halvor F. Lauritzsen, and Howard R. Williams. *Humanitarian Response Review*. Rep. New York, NY: United Nations Office for the Coordination of Humanitarian Affairs, 2005. Pp. 14, 19, 32, 47, 95.
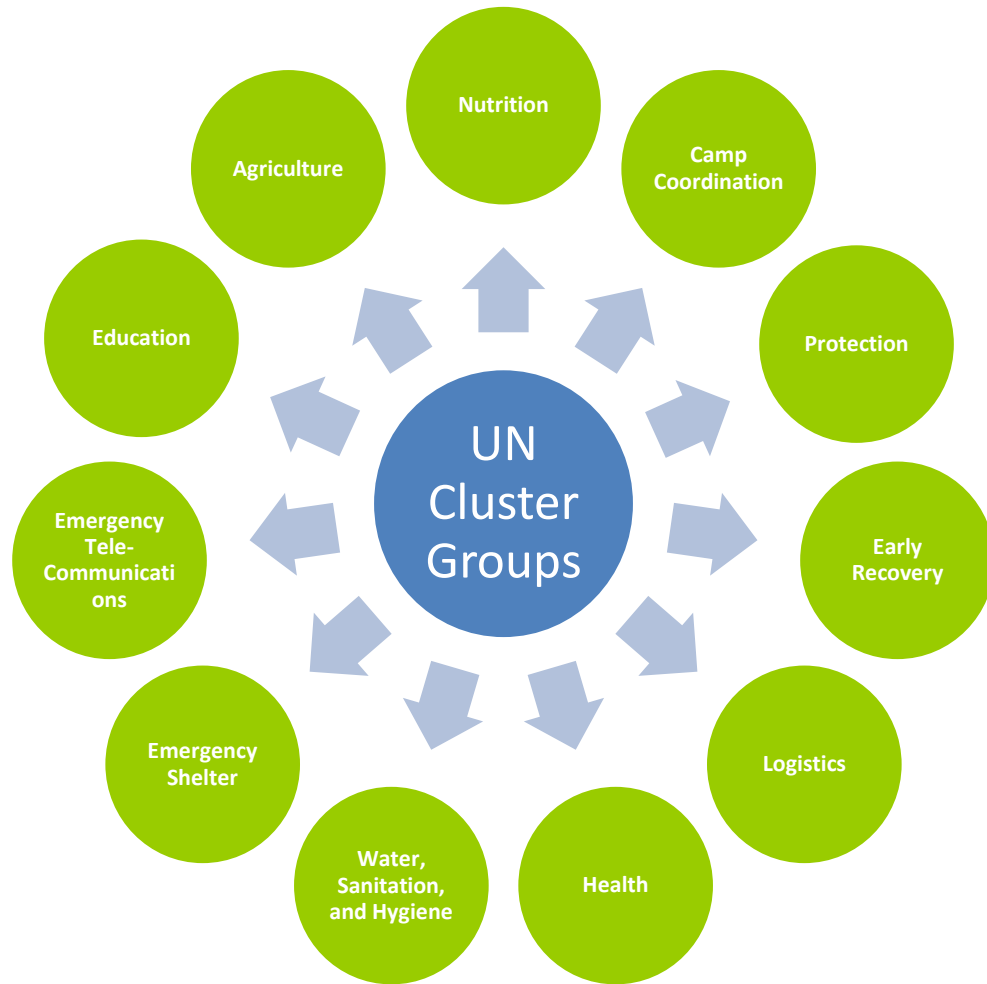
CHALLENGING PRECONCEIVED NOTIONS WITHIN THE ECOSYSTEM OF DISASTER RELIEF

Elevated interactions may be inevitable between USG agencies and NMRAs that make up the broader responding community. This elevation in the level of interaction between communities must be approached with pragmatism and a realistic perspective to fully achieve a sustainable methodology of interactive response. This realistic approach begins by challenging three preconceived notions that are prevalent within the current literature about NMRA-USG interactions:

1. *Trust* is the cornerstone of improving interactions between U.S. Government agencies and the NMRAs that make up the broader responding community.

2. *Partnerships* between U.S. Government agencies and NGOs are possible and likely.

3. *Collaboration* is the final goal between U.S Government agencies and NMRAs for HA/DR operations in the field.

A common theme in current literature and amongst academics and general civilian-military interaction advocates is the notion that the establishment of trust between U.S. Government agencies and nongovernmental organizations active in the field of HA/DR is the primary cornerstone of improved interactions and more efficient HA/DR coordination.

Baier defines trust as the "reliance on others' competence and their willingness to look after rather than harm what is entrusted to their care."[14] From the perspective of the NGO, their community has been engaging in HA/DR operations for over a century and a half. To put the achieved progress in the development of overarching strategies and the relationships that have established over this time in the hands of *any* outside entity, is not commonly found to be in the best interest of the NGOs.

A central component for building trust between different agencies, regardless of sector, is symmetrical value creation and value appropriation.[15] Established doctrine and evidence provided by the Humanitarian Response Think Tank shows that U.S. Government agency values and those of NMRAs vary significantly. The absence of symmetrical values held, and mutual value appropriation makes the realization of trusting relationships between the NMRA community and U.S. Government agencies more difficult than the current literature suggests.

Interaction between the aforementioned parties should not center solely on mere trust building as a first step, but more appropriately focus on identifying intersections of opportunities for mutual benefit. Each party has a stated mission in a HA/DR setting. The point at which sharing information or coordinating general efforts is guaranteed to aid each party's achievement of their stated goals is where these interactions should be considered.

Advocates will most likely continue to argue against these points in favor of a utopian HA/DR community that works in tandem and where all parties work toward a mutual trust at varying levels. However, recognizing the reality as it is described in this document brings the entire ecosystem of disaster relief closer to improved interaction and an enhanced coexistence which will result in increased efficiency and superior mission approach in HA/DR operations. After understanding this point, functional interactions may begin to occur thereby paving a road that may lead to a more developed trust.

Partnerships

The term "partnership" is widely utilized in doctrine by USG agencies to describe the pursued relationship with NMRAs. However, recognition by NMRAs of USG partners is made on a case by case basis. The United States Agency for International Development (USAID) places such a faith in this "partnership" approach that the agency's administrative bureaucracy includes the Office of Development Partners which is the division that presides over NGOs and private sector HA/DR organizations (referred to as Private Voluntary Organizations or PVOs).[16] Given

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[14] Baier, A.C. Trust and Antitrust. *Ethics.* 96, 231-260.

[15] Parkhe, Arvind. Building Trust in International Alliances. *Journal of World Business.* Vol. 33, No. 4 pp. 429-30.

[16] USAID website; Private and Voluntary Cooperation page. Accessed 12-15-10. http://www.usaid.gov/our_work/cross-cutting_programs/private_voluntary_cooperation/index.html#cdp

USAID's organizational values and its mission, NMRAs may feel comfortable recognizing a partnership with this specific government agency.

The U.S. Southern Command, a division of the U.S. Department of Defense, also employs this partnership based approach as is evident in the language used in their Public Private Cooperation Unit (PPC). A key goal of the unit is to "serve as [a] focal point for public private partnering opportunities to enhance security, stability and prosperity in the region."[17] When considered within the context of the PPC's mission, which focuses on ensuring security and enhancing stability in the Americas,[18] the absence of the humanitarian imperative acts as a point of departure which may make true partnership with NMRAs more difficult to achieve than is the case with a potential USAID partnership.

The relationships that NMRAs develop are dynamic, unique, and vary significantly for each individual organization. These broad categories such as "Development Partners" may be appropriate for some U.S. Government agencies and certain Non-Military Responding Actors, especially those operating domestically or in states with peaceful or permissive environments, but are found to be inappropriate for others. It is important to note that these categories and titles should not be regarded as a framework to be used by other USG agencies.

These sentiments are in concurrence with the position of InterAction, a NGO which specialized in management and analysis of military based HA/DR operations contextually as they relate to the broader ecosystem of humanitarian assistance and NMRAs. InterAction's concerns about active partnerships are communicated more directly in a policy statement which indicates that "the military's growing involvement in humanitarian and development assistance is a serious concern to NGOs."[19] These ideas are commonplace within the NMRA community and should be considered in the planning and operational phases of coordination between U.S. Government agencies and the Traditional Responding Community.

Collaboration

"Terms like 'coordination' and 'collaboration' have been used in a wide range of security initiatives in different contexts. While it is important not to labor over these definitions, it should be recognized that 'coordination is often a controversial concept in the humanitarian sector; some NGOs resist coordination for fear of being 'controlled' or swamped by bureaucracy and restrictions."

- ECHO NGO Security Collaboration Guide, 2006

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[17] U.S. Southern Command website; Public Private Cooperation Unit page. Accessed 12-16-10. http://www.southcom.mil/AppsSC/pages/ppc.php
[18] Ibid.
[19] InterAction Policy Brief, *The U.S. Military's Expanding Role in Foreign Assistance.* November, 2008, pg. 1.

While the semantics of language may be regarded as inconsequential to some, in the tumultuous venues in which the NGO community operates, the difference between "collaboration" and "interaction" could have extreme consequences. It must be established that when appropriate opportunities arise, it may be mutually beneficial for NGO and U.S. Government agencies to coordinate certain activities. However, the communities served in these disaster zones, along with their respective host governments, may potentially feel betrayed if they come under the impression that NGOs which were previously regarded as nonpartisan are now working in direct cooperation with the U.S. Government whose agencies have clear goals that do not necessarily coincide with those of the NGO community. These feelings of betrayal may result in severed relationships and overall mission failure both in the present and in future scenarios for the NGO community or the host government.

This concept is reinforced by the 'purpose' section of the Code of Conduct for the Red Cross and Red Crescent Movement and NGOs in Disaster Relief which outlines the aspiration of NGOs to maintain the highest standards of independence in disaster relief.[20] Calling upon these same principles, InterAction focuses specifically notes that "NGO staff must not knowingly be used by governments or other groups for non-humanitarian purposes."[21] The underlying goals of U.S. Government agencies including diplomatic gains and homeland security improvements create a gray area where NGOs and other Non-Military Responding Actors may have the potential to be utilized for reasons other than engaging in humanitarian efforts.

Given these implications, it is the perspective of the HRTT that collaboration is not the ultimate goal of relations between U.S. Government and NMRAs. Furthermore, these notions of collaboration as they currently stand must be reformed and reshaped to provide reputation security for the Non-Military Responding Actors while ensuring an environment where interaction may occur when appropriate. Conversely, the primary goal of U.S. Government agencies and the NMRAs should be to identify intersections of opportunities for mutual benefit during these scenarios to further the humanitarian imperative during HA/DR planning and operations.[22]

IMPROVING ENGAGEMENT WITH NON-MILITARY RESPONDING ACTORS IN USG LED SIMULATIONS

In the interest of improving the engagement of NMRAs by USG entities within government led simulations, the following subsections of this guide provide targeted recommendations that may lead to more inclusive HA/DR simulation environments for NMRAs. It can be reemphasized that the enhancement of these simulations through the implementation of these recommendations may be the first step in improving overall interactions.

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[20] International Federation of the Red Cross and the Red Crescent Societies and the International Committee of the Red Cross. Resolutions developed at the International Conference of the Red Cross and Red Crescent , Geneva, 1995.

[21] InterAction Policy Brief, *The U.S. Military's Expanding Role in Foreign Assistance.* November, 2008, pg. 1.

[22] International Federation of the Red Cross and the Red Crescent Societies and the International Committee of the Red Cross. Resolutions developed at the International Conference of the Red Cross and Red Crescent , Geneva, 1995.

Although it may seem like an obvious recommendation for improvement, the number of invitations issued to NMRAs soliciting their participation in experiments, exercises, drills, trials, and other simulations conducted by USG departments and agencies must increase substantially. Furthermore, invitation must occur with advanced notice to give the solicited organization time to appropriately facilitate their attendance. This more extensive and timely invitation process serves several purposes including:

A. Improving a simulated environment that better represents the entire ecosystem of responders in the environment of HA/DR field operations

B. Allowing for NMRAs to incorporate future exercises into their agenda; by virtue of showing TRC organizations that their presence is warranted begins a dialogue that may result in future attendance even if the current simulation conflicts with previously existing engagements

C. Destigmatizing NMRA-USG interactions, creating an example of interactions that may take place and showing that interaction is possible without firm partnership or lasting commitments of ongoing cooperation

Considering the Cost of Attending Exercises, Experiments, and Other Simulations

"Our current issue is that we have provided all of the products and supplies with no compensation for our efforts from the Department of Defense. Even when we work with other not-for-profits, we ask that they share in our expenses for handling of these items. To date, we have not only provided these items, we have also provided much of the transportation logistics. Unless this changes, our ability to work with this type of humanitarian aid is unsustainable."

- Testimony from Global Reach Policy Paper, 2009

Subject matter experts (SMEs) agree that a growing trend exists in the disproportionate burden of costs associated with HA/DR operations placed on the NMRAs. This burden of costs begins with the participation of NMRAs in HA/DR simulations and must be recognized and approached before further participation can occur. Costs, monetary and otherwise, associated with attending exercises, conferences, and events of any kind are prohibitive. As can be drawn from the description of NMRAs from previous sections that there are budget, agenda, and mandate based constraints that NMRAs must approach.

Serious attempts to attract NMRAs to any event must be made while considering these constraints, and efforts should be made to minimize the burden placed on these entities. It is important to emphasize that monetary costs are not the only costs associated burden faced by the

NMRAs as they consider participation within these simulations. NMRAs must also sacrifice time and energy they would regularly spend accomplishing other tasks. Due to the multifaceted agendas NMRAs maintain, this cost may be as great if not greater than the monetary value placed upon facilitating their attendance.

Integrating the NMRA Expertise in Experiment, Exercise, and Trial Planning and Development

While recognizing that NMRAs have been active in HA/DR operations for well over a century, it is seemingly important that their expertise be accurately represented and integrated when developing simulations of disaster environments. This input has proven to be essential in previous exercises where it has been employed and will continue to improve the quality of these simulations when considered. Members of the NMRA community are able and willing to provide this expertise, and participation in exercises may be conditional upon this provision. Studer explicitly states that the International Committee of the Red Cross (ICRC) "takes part, selectively, in military training exercises when invited to do so."[23] Studer goes on to say that the ICRC's "contribution should begin at the planning stage."[24] SME input suggests that other members of the TRC concur with this need for early involvement and development input.

Maintaining Consistency in Experiments, Exercises, and Trials

It is understood that the work environments for these experiments, drills, trials, and other exercises are dynamic and the processes are not always uniform. However, a level of consistency must be maintained to appropriately engage members of the TRC. In this case, consistency holds significance for three functions of the exercise:

1. Timetables including, but not limited to conference dates and meeting times

2. Purpose and delivery of purpose

3. Maintaining proper roles for all parties involved in exercises for the entire duration of the program

Sebastiaan Rietjens noted that while researching private sector and NGO (NMRA groups) involvement in the NATO led provincial reconstruction teams (PRTs) in Afghanistan, that meetings, events, and launch dates were often delayed. He went as far as to say that this seemed to be "the rule rather than the exception."[25] Input from SMEs within the HRTT seems to verify this chronological trend. It goes without mention that schedules of any organizational leader are carefully planned and those of NMRA organizations are no exception. Continuous delays in the planning processes or in the event itself may ultimately result in the lack of participation by the NMRA entity and may also hinder future efforts to produce NMRA involvement in similar events.

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[23] Studer, Amy *The ICRC and civil-military relations in armed conflict.* IRRC June 2001. Vol. 83, No. 842, p. 390
[24] Ibid.
[25] Rietjens, Sebastiaan *Civil-Military Cooperation in Response to a Complex Emergency: Just Another Drill?* 2006.

Perhaps even more important is maintaining consistency in the purpose of the experiment, exercise, or trial. Whereas a change in purpose may be less common, an issue which may have the same impact is a shift in the way the purpose is communicated to other entities including NMRAs. An example may be found in the testimony of one SME who was invited to a conference where they were told the purpose of the conference would be to discuss coordination between NGOs and the military. The SME recalled, "the opening speech was about leveraging all assets, information, and relationships… I felt duped."[26] Additionally, NMRAs who have participated in exercises conducted by USG agencies have expressed the concern that there was not always a role for them to play at these experiments. Inclusion may be the first step to improving USG interactions with NMRAs, but this inclusion must be coupled with substantive participation at these exercises for a true impact to be made.

Remaining Cognizant of Differences in Organizational Culture and Industry Terminology

"NGOs and the military bump up against each other all over the world.

We need to know each other's language and basic principles or concerns before we get

out to some village where we are in conflict with each other. Simulations let us get to

some of those basic differences before we hit the real world chaos in a war or disaster

zone."

- Lisa Schirp, 3D Security Initiative

One of the more common issues raised by members of the NMRA community that have participated in USG orchestrated HA/DR simulations is the difference in the organizational cultures of the different sectors. USG agencies and NMRA entities function differently and utilize a lexicon that is often unique to their communities.

These differences may result in hindered attempts to interact at times. One of the main organizational culture barriers to effective interaction is industry terminology. USG agencies are often found to use many terms and acronyms that may not be known to NMRAs. In other cases, terminology used by members of the different sectors may have completely different definitions. For example a disaster relief NGO attending a USG sponsored conference may not understand that a reference to AOR means 'area of responsibility.'

Furthermore, that same NGO may be confused or even offended when terms such as 'exploit' and 'leverage' are used to describe NMRA-USG interactions. These barriers are in no way unique to NMRA-USG interactions and organizational culture barriers may even exist between different government agencies or between different Non-Military Responding Actor entities.

As part of the ongoing efforts of World Cares Center and the coordinated HRTT, a cross-sector language guide which may act as a comparative glossary to be used by public and private sector entities has been developed and included in this document as an annex (See Annex 1). The guide

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[26] SME Testimony, Lisa Orloff, World Cares Center

contains 18 terms that are commonly used by certain members of the ecosystem of disaster relief, but may have different or opposing interpretations by other members of that ecosystem. Specifically, the U.S. Department of Defense and the NMRA community regularly experience a linguistic disconnect and this guide is an effort to begin breaking down this barrier. The work is intended to be a fluid document that will continuously be added to and adjusted accordingly by WCC and HRTT members. Within the guide, there are sections devoted to focused military definitions (derived from DoD doctrinal sources), NMRA definitions (derived from various sources and approved by HRTT SME members), and a contextual significance component which are meant to give additional insight into each term.

Recognizing Appropriate Circumstances where Interactions are Acceptable and Unacceptable

Even after a more complete understanding of the parties of the ecosystem of disaster relief is accomplished and the differences of the types of actors are fully appreciated, there are still times when interaction may not occur. One of the primary examples of a scenario where NMRAs must remain isolated from the majority of USG entities is in conflict environments. "It is important to address some issues involving different types of crises and the responses to those situations."[27] A distinction must also be made between the different crisis environments.

- Humanitarian assistance and disaster relief operations generally follow rapid-onset natural or man-made disasters, such as hurricanes, earthquakes, or large scale industrial accidents.

- Stabilization and reconstruction efforts often work in tandem with peacekeeping operations and are designed to stabilize and regenerate political and economic development in the aftermath of conflict.

- Complex emergencies are often broadly scoped humanitarian crises that develop from the progressive and mutually reinforcing impacts of political and military conflicts, economic collapses, natural disasters, famine or drought, and systemic problems such as high rates of pre-existing poverty

Some NMRAs are active in one environment, others are active in another environment, and some are active in multiple environments. These NMRAs, which are generally regarded by the communities they serve as nonpartisan and unbiased, must maintain these qualities to keep their mission of aiding others. Affiliation or perceived affiliation with USG entities that have varying goals and agendas jeopardizes the overarching goal of the NMRA community, to provide humanitarian assistance to those in need.

This sentiment is echoed by a wide variety of nongovernmental organizations both large and small. The International Committee of the Red Cross specifically denotes a practiced policy of "isolationism" in an official policy document outlining civilian-military relations in armed

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[27] Wentz, Larry *Information and Communication Technologies for Civil-Military Coordination in Disaster Relief and Stabilization and Reconstruction*. Center for Technology and National Security Policy, National Defense University. July, 2006, Pg 9.

conflict.[28] This policy of isolationism consists of "avoiding any contact with the military at the operational level" during armed conflicts.[29]

SUMMARY OF RECOMMENDATIONS TO IMPROVE

- Achieve a more complete understanding of members that make up the NMRA community including how they define themselves, the services they provide, where they work, and how they function

- Expand invitations to NMRAs to more accurately simulate the disaster environment

- Provide invitational orders to defray expenses of attending altogether

- Integrate the expertise of NMRAs in the development, planning, and execution stages of simulations

- Limit the timeframe in which NMRAs are included in respect of their limited schedule and time constraints

- Ensure their time is well spent and focused on NMRA activities during simulations

- Maintain consistency throughout exercises, experiments, trials, drills, and other simulations

- Remain cognizant of differences in organizational culture and industry terminology

- Provide materials which promote cross-sector understanding of this terminology

- Recognize when NMRA-USG interactions are appropriate and inappropriate

- Refrain from using the term "Nontraditional Communities of Interest" and eliminate dichotomy of "traditional" and "nontraditional" from the overall discourse of simulation development

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[28] Studer, Amy *The ICRC and civil-military relations in armed conflict.* IRRC June 2001. Vol. 83, No. 842, pp. 384-385.
[29] Ibid.