

Introduction

The Setting

In the wake of the attacks on New York and Washington, D.C., on September 11, 2001, the United States and the international community face an unprecedented security dilemma. The primary threat to international peace and security arises from virulent nonstate actors that have proven they can attack major world capitals with devastating effects. This new enemy is a global network based on ideology and a willingness to inflict massive civilian casualties to advance its cause. This enemy thrives in conflict zones where governments have failed to exercise effective control or where foreign intervention has failed to establish effective governance.

Today the United States is engaged globally against extremists. This conflict has involved U.S.-led military interventions in Afghanistan, where terrorists established a base of operations, and in Iraq, where a rogue regime appeared to threaten U.S. interests. In postcombat “stability operations,” the United States has been both a combatant in an ongoing struggle against insurgents and a source of assistance to two emerging democracies. This dual role has required greater involvement of civilian government agencies and resulted in the creation of new government institutions. It also has impacted civil-military relationships to the point where traditional guidelines for interaction between the military and humanitarian relief organizations have been called into question.

Coincident with the war on terrorism, there has been a sharp increase in the number of UN peace operations. This has resulted from a consensus that sovereignty cannot shield rogue regimes from international intervention to end crimes against humanity. At the UN 2005 World Summit, world leaders formally endorsed the international community's responsibility to protect people from massive violations of international humanitarian law. This increased concern is reflected in the United Nations' involvement in nineteen peace operations with a total of 70,000 military and police personnel and the fact that new missions are based on the peace enforcement provisions of the UN charter. Today UN military and police forces are more likely to take action against spoilers than simply observe and report on the performance of indigenous personnel.

At the same time, the great Indian Ocean tsunami has demonstrated the massive challenges for humanitarian relief organizations that can result from natural disasters. On December 26, 2004, an undersea earthquake generated a towering tidal wave that devastated coastal regions in Indonesia, Sri Lanka, Thailand, India, the Maldives, and Somalia. Some 273,000 people died or disappeared. Millions more were injured or left homeless. Entire towns and villages were destroyed. Greater loss of life was averted, however, by the heartwarming and effective response to the call for international assistance. Fears that outbreaks of disease and collapse of social order would follow the initial destruction proved unfounded. Led by the United Nations, donor nations joined with non-governmental organizations (NGOs) to provide immediate relief. Contributions totaled billions of dollars and material assistance exceeded the assessed need. Remarkably, many agencies soon announced that they had received sufficient contributions. Effective action by international relief, humanitarian, and development organizations restored stability and launched the region on the road to recovery.

The Publication

This publication updates the Institute's highly successful *Guide to IGOs, NGOs, and the Military in Peace and Relief Operations*, which was based on peace operations in the Balkans following the Cold War. This edition reflects the operations that have occurred since 2000, particularly those in Iraq and Afghanistan and the response to the 2004 Asian tsunami. Its purpose is to help military and civilian personnel understand peace, stability, and relief operations so they can work more effectively. It seeks to introduce participants in these operations in a manner that promotes effective cooperation. Organizations that engage in peace, stability, and relief operations come from varied organizational cultures with different values, codes of conduct, and methods of operation. They speak different bureaucratic languages that use acronyms, terms, and jargon that are not mutually intelligible. Participants also have distinct mandates from different authorities and unique mission objectives. Cooperation among participating organizations is likely to be more dependent on personal relationships and circumstances than on formal arrangements. This book aims to dispel misconceptions and prejudices that can exist on all sides and to promote mutual respect and understanding. Our goal is to make cooperation more likely among the institutions that determine the success or failure of an operation.

The guide provides an introduction to the organizations that will be present when the international community responds to a crisis. It offers a series of short but informative scenarios of typical international involvement in peace missions, natural disasters, and stability operations. The guide offers descriptions of the United Nations, other international institutions, and NGOs that highlight the new challenge from international terrorism. It introduces civilian

U.S. government agencies in keeping with their increased role. It also describes the U.S. military and its role in stability operations.

The guide provides information that will be particularly relevant for those serving in the field. It is designed to fit easily into a pocket or backpack and has a durable cover. This book will also be helpful for headquarters personnel. It offers a general introduction to international organizations (IOs), NGOs, the U.S. government (USG), and the U.S. military—covering organization, mission, culture, operating procedures, and other characteristics—and a brief description of dozens of agencies and institutions. The guide also contains references to publications, databases, and Web sites that provide additional information. There is no need to read it sequentially. Users are encouraged to consult the table of contents and the index to locate specific topics. A unique educational resource, the guide may also be helpful to military and agency trainees and university students.

The Authors



The guide was produced by a steering committee that included Col. John Agoglia, director of the U.S. Army Peacekeeping and Stability Operations Institute; Christopher J. Hoh, deputy coordinator of the Office of the Coordinator for Reconstruction and Stabilization, U.S. Department of State; Dawn Calabria, former deputy director of the UN Information Center; Roy Williams, director of the Center for Humanitarian Cooperation; and Karen Guttieri, U.S. Naval Postgraduate School. Robert M. Perito chaired the steering committee and edited the publication.

This publication is the work of the steering committee and many other talented hands. The views expressed are those of the contributors alone, and do not necessarily represent the positions of their respective organizations. The views expressed are not those of the United States Institute of Peace, which does not advocate specific policies.

